



# Victoria Park

## Comprehensive Master Plan

>> Final Report



June 2013







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## Acknowledgements

The Victoria Park Comprehensive Plan is the product of an open and iterative planning process that derives its strength from the commitment, input, and ideas of the City of Charlottetown. A significant number of citizens took the time to share their ideas, input, expertise, and energy through a variety of forums and opportunities.

The overwhelming interest and support demonstrated by the Charlottetown community is indicative of the high regard and importance of Victoria Park. The vision of this plan is that of the public. Any success that this plan has is a direct result of the level of commitment and support shown by the community.

This plan was made possible by the significant involvement of many, including the following key individuals.

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- » Dean Worth
- » Todd Saunders
- » Catherine Hennessy

### City Council

- » Mayor Clifford Lee
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- » Councillor Edward Rice
- » Councillor Danny Redmond
- » Councillor Rob Lantz
- » Councillor Mitchell Tweel
- » Councillor David MacDonald
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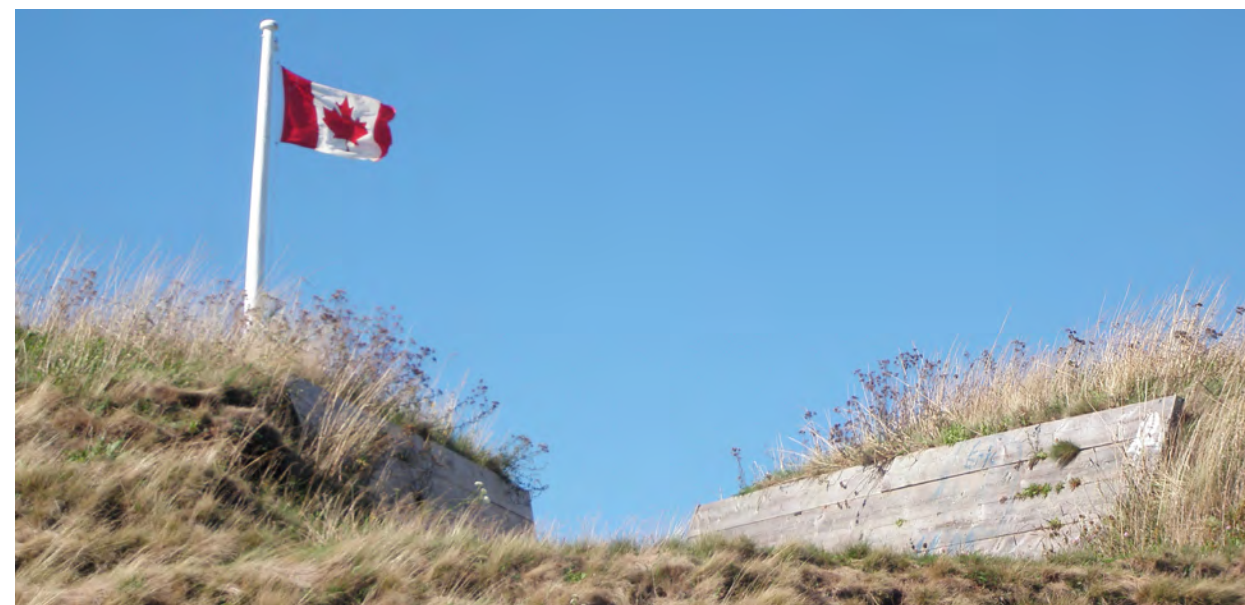


# FORWARD

The Comprehensive Plan of Victoria Park is a story about one of Canada's oldest and most important urban parks. It is a story about one of the Country's great historic Cities, and it is a story about a significant gift of public open space to the citizens of Prince Edward Island. Most importantly, it is a story about a community, and their vision for their park. Victoria Park belongs to the City of Charlottetown, not just as a matter of principle, but as a matter of law. It is one of the most important public spaces on the Island, and represents a site of historical, ecological, and recreational significance.

*THE MORE SUCCESSFULLY A CITY MINGLES EVERYDAY DIVERSITY OF USES AND USERS IN ITS EVERYDAY STREETS, THE MORE SUCCESSFULLY, CASUALLY (AND ECONOMICALLY) ITS PEOPLE THEREBY ENLIVEN AND SUPPORT WELL-LOCATED PARKS THAT CAN THUS GIVE BACK GRACE AND DELIGHT TO THEIR NEIGHBORHOODS INSTEAD OF VACUITY.*

*- JANE JACOBS*





The overarching intention for this comprehensive planning process is to protect the significant assets of the park for the future use and enjoyment of the citizens of Prince Edward Island. This plan integrates the well-held imagine of Victoria Park as an important historical asset into an adaptive management framework that seeks to provide a framework for contemporary land use and operational decision-making. Viewing Victoria Park as the Crown Jewel of Charlottetown, this plan is based on the vision, ideas, and goals of the public, park users, and stakeholders, with a focus on informed and guided management for City Staff and Elected Officials.

A series of four guiding principles were established to inform and emphasize the values conveyed throughout the public consultation process, as well as the best practices established from open space design literature. These principles outline the overarching plan intention, and will be much as the historic survey monuments in the park were used; to guide and direct the evolution of the park.

**Collaboration:** As a civic asset that belongs to the people, Victoria Park must continue to meet and exceed evolving community needs and interests. A collaborative management approach will help to mitigate and coordinate often disparate and divergent interests, ensuring all the voices are heard.

**Balance:** As a park valued for its history, landscape, and amenities, Victoria Park must balance a series of competing interests. As the City’s most prominent open space, Victoria Park faces increased demand for facilities and amenities. Moving forward, it is essential the Park focus on a mixture of passive and active uses and experiences that are consistent with the Community’s vision.

**Sustainability:** As an urban open space, Victoria Park must integrate human uses and needs into a natural setting. As such, there is an inherent need to focus on sustainability in park operations and management, ensuring the long term health and vitality of this valued asset.

**Adaptability:** As one of Canada’s oldest urban public spaces, Victoria Park has changed considerably over its lifetime, evolving from a more traditional Victorian-era park into a modern, mixed use space. Over the next fifty years, the Park must continue to be adaptable in its management approach, acknowledging changing public needs and shifting public resources.





The goal of this comprehensive plan is to provide the City of Charlottetown with guidance on future land use and management decisions for Victoria Park. The recommendations are founded through careful consideration of the public’s input and needs, acknowledgement of the historical significance of the park, the need for sound fiscal management, and the provision of programs and services that are safe, viable, and socially and culturally appropriate. Other key objectives that have been incorporated as integrate elements of the plan include:

- » Continuation and enhancement of major active and passive uses & programs in the Park.
- » Establishment of the Brighton Road entrance as the Park’s primary gateway.
- » Long term upgrade of the boardwalk to a wider, multi-modal facility, with the eventual re-establishment of two-way traffic along the Park Driveway.
- » Development of a clearly defined trail hierarchy for passive, multi-seasonal use.
- » Continuation and expansion of the ongoing urban forest management initiatives presently in place.
- » Strengthening of the connection and access of the Park to the waterfront.
- » Enhancement of multi-seasonal use and programming opportunities within the Park.
- » Recommendations of a zone-based management framework to guide future capital and operational considerations.

Moving forward, the Victoria Park Comprehensive Plan will need the support of Elected Officials, City Staff, and the Public to champion the ongoing capital and renewal projects identified in the plan. A dedicated and park-specific framework

for collaboration between groups should be established, to encourage dialogue and partnership development. Ultimately, the park must be allowed to evolve in a manner that is reflective of the community’s vision. Projects identified in the plan should occur only if and when public support exists, or other compelling factors have been identified.

The adoption and acceptance of the Victoria Park Comprehensive Plan will enable this document to be used as the basis for long-term management and land use decisions in the Park. It is the intention that this document will guide decision-making, enable prioritization, and facilitate directed ongoing management of the park landscape, assets, and programs. In the short term, City Staff should work with the community to identify early priorities and to put in place the management and policy structures that will facilitate implementation of future physical projects.







# ORIGINS

*IT IS A HAPPY TALENT TO KNOW HOW TO PLAY.  
- RALPH WALDO EMERSON*

Victoria Park in Charlottetown is an important landscape in the cultural and recreational history of not only the City itself, but the entire Province of Prince Edward Island. Rising up from the coastline at the southern tip of the City, this 40 acre site was a gift to the citizens of Prince Edward Island under an act of legislation in 1873. As one of the first public open spaces in Canada, the park continues to be at the recreational and cultural centre of the Community. Due to ongoing operational and renewal demands, restricted resources, and evolving community needs, the opportunity to articulate a clear and specific direction for the future of Victoria Park will help guide strategic investment and decision-making for both the City managers and users of the park.



## Study Purpose & Objectives

Victoria Park is a 40 acre Provincially-owned plot of land located at the southern tip of the City of Charlottetown. This site, in addition to being one of the Island's most high-profile open spaces, is also adjacent to Government House, home to Prince Edward Island's (PEI) Lieutenant Governor, and is within walking distance of the historic downtown and waterfront. Since its dedication in 1873, the park has undergone significant change, moving from a more traditional Victorian-era public space to a modern urban park. The present configuration of Victoria Park integrates a mixture of both passive and active uses within the historic fabric that both Government House and Fort Edward provide, and services a broad demographic of users.

In the coming years, Victoria Park will continue to evolve, undertaking a range of renewal and redevelopment projects that will be required to meet the ongoing needs of the Community, while maintaining a necessary emphasis and acknowledgment of the past. As opposed to preserving the park exactly as it exists, this comprehensive plan must outline a future direction and program that addresses the present and future needs of the City of Charlottetown, while protecting those aspects of the park's heritage that are most significant. As such, it is essential that the plan be reflective of the needs and input of the community members, as they are the most qualified to speak to the relevant and integral values of the park.



There are some fundamental objectives that must be addressed by this master plan in order to ensure the relevancy and applicability of the proposed direction. These include:

- » Reviewing the potential for a heritage designation for the Park.
- » Striving for balance between active and passive park uses.
- » Focusing park operations on ecological sustainability in an urban context.
- » Addressing current and future park uses that meet the evolving needs of the Community.
- » Integrating and expanding upon opportunities for active transportation and trail connectivity.
- » Considering all aspects of accessibility, including mobility restrictions and aging populations.

This study hopes to bring together a diverse group of vested community members with the unified intent of protecting and enhancing this valuable community asset. By addressing these fundamental objectives, this comprehensive plan will outline a broad and cohesive vision for the future of the park, maintaining and protecting its status as the Crown Jewel of Charlottetown, and proposing a strategy for moving forward.







## Study Commission

This report was prepared by Ekistics Planning and Design, in association with Form:Media, SNC-Lavalin, Davis MacIntyre & Associates, Eastpoint Engineering, and Dr. Peter Duinker, and is the culmination of a six-month long iterative planning and design process commissioned by the City of Charlottetown. The resulting Victoria Park Comprehensive Plan is reflective of the ideas and community dialogue heard throughout the process. The vision for the plan came into focus during a series of public events, focused interviews, and other public engagement activities where participants identified and agreed upon the primary values of the site, and the critical community needs that must be addressed in the future. The need for residents, the City, and the Province to come together and work collectively towards similar goals was seen as the best way to move a vision forward. This collection of voices ultimately spoke to the need for an overarching plan that would allow the community to champion their ideas and vision for the Park, ensuring its longevity and vitality in the future.

## Study Process

This study was organized into five phases that were framed around a public engagement process, and designed to generate a comprehensive plan for maintaining and managing Victoria Park's future; a plan that is reflective of its status as Prince Edward Island's premiere public park.

### Phase One: Understanding

Phase One began with a project inception meeting in December, 2012, where the consulting team met with the Steering Committee to review the timeline, deliverables, and protocol for the study. The steering committee was comprised of City staff, representatives of the Parks, Recreation, and Leisure Advisory Committee (PRLA), and elected officials. Policy information, past studies, and base mapping were thoroughly reviewed to inform the study process.

At the end of phase one, an opportunities and constraints exercise was completed, as well as a best practices examination, looking at precedent and design standards for major urban parks. A summary of the best practices and precedent review is included in chapter two of this report.

### Phase Two: Public Engagement

Victoria Park is the Crown Jewel of Charlottetown’s open space system, and belongs not only to the City, but to all the residents of Prince Edward Island. Its future uses and development must be reflective of the vision of the Community, and must be based on the unique set of values defined as part of the consultation process.

#### Public Workshop

A public visioning workshop was held on Wednesday, March 6th, 2013, at the Rodd Charlottetown Hotel. Approximately 60 people attended the workshop, which led participants through a three-part visioning exercise. In small groups of six to eight people, participants talked about their core values for Victoria Park. Core values were defined for the purpose of this exercise as those aspects or attributes of the Park that are both essential and transcend the Park’s evolution. Some of the key values that emerged from this exercise included heritage, sustainability, recreation, and connection.

For the second part of the workshop, participants were asked to discuss Victoria Park’s program of uses. Questions posed at each table for participants to review included:

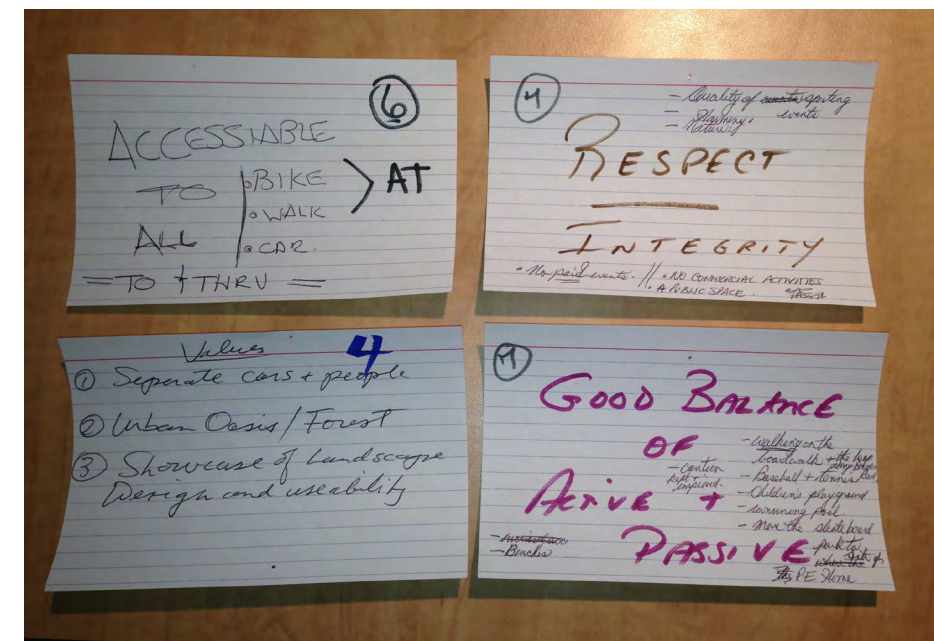
- » what do we want the park to become?
- » list the facilities / amenities that you presently use in the park.
- » list the facilities / amenities that you would like to see added to the park.
- » are any existing facilities no longer relevant?
- » should the City be looking at the acquisition of the Prince Edward Home lands?

Participants were given a large scale map of the park, and encouraged to draw their vision for the park. This is often a fun task, and many of the tables engaged in lively discussion about Victoria Park’s past, present, and future.

For the final task, participants were asked to bring it all together, and explore if there was an overlap of the core values at their table, and how those values align with the existing Park and a future vision for the Park. Following the table chats, the entire group reconvened for a lively discussion. Opinions on the park ranged from a shift towards a much more natural park space, to the desire to preserve the status quo, to a desire to see a focus on better vehicle and transportation access. Unquestionably, almost every participant reiterated the importance of the Park to not only the City of Charlottetown, but to the Province and to the Maritime Region as a whole.



2.1 Public Consultation Wordle





### Focus Group Workshop

A focus group workshop was held the following day, Thursday March 7th, 2013, also at the Rodd Charlottetown Hotel. At this session, representatives from some of the primary user groups in the park were invited to provide their ideas and input into the project. Approximately 30 different groups were invited, based on a list generated by the City of Charlottetown, and eight participants attended this workshop.

The workshop followed a similar format to the Public Vision workshop, where participants were asked a series of questions on the values of Victoria Park, and how those relate to present and future uses. Although each participant arrived with a specific focus or area of interest, there was still a considerable amount of common ground between groups. Their unique understanding of the park's dynamics gave rise to the following ideas:

- » Victoria Park needs to be more 'secure.' Security means not just preventing vandalism, or thievery, but also addressing the general safety of visitors and their possessions by having better organized parking lots, wider bus turnarounds for visiting teams, etc. It was also noted that although parking is necessary for many of the activities in the park, there is no requirement that the parking needs to be near those activities. A culture of 'park and walk' needs to be encouraged, especially in a recreational athletic situation.
- » The idea that the circumferential Park Roadway is being used for vehicles, bicycles, and pedestrians is untenable. Alternate circulation routes need to be established. Additionally, these routes need to be clearly marked and better advertised through an improved wayfinding program.
- » The park needs more space for art spaces and arts-oriented outreach programs. Ideally, this would be achieved through the acquisition of the Prince Edward Hospital lands.

### Staff Workshop

On Wednesday March 6th, 2013 Ekistics conducted a workshop with the maintenance and operations staff of the Charlottetown Parks and Recreation Division. Parks Superintendent Nancy McMinn, Parkland Conservationist Beth Hoar, and Parks Foreman Dean Worth were also present. Given their unique understanding of the park's internal workings, it was essential to the development of the plan that the ideas and input from staff were included, with a specific focus on improving the functionality of the park. The issues raised from City staff may be grouped into the following:

- » The idea that Victoria Park should have greater autonomy, with its own oversight, leadership, budget, maintenance, management, and representative. As a unique entity, separate and distinct from the rest of the park system, Victoria Park could better manage events, schedules, recreational and environmental concerns. This would help the park to achieve and maintain its unique place within the civic/ provincial open space system.
- » The boardwalk, while extremely popular, is very difficult to maintain. The construction does not wear well, and requires constant maintenance and update. Coupled with the bicycle / automobile / pedestrian conflicts along the Park Roadway, the entire edge cross section of the park requires further consideration.
- » Vandalism is an issue and needs to be addressed through better lighting, more security, increased visibility, and more public outreach.
- » Maintenance staff have limited storage and need for better facilities, not just for Victoria Park, but for the park system as a whole. Given its centralized location, the ideal place for a secondary maintenance hub would be Victoria Park. An updated maintenance area should be built to allow for more efficient use of materials and staff, especially during the busy summer season.
- » Victoria Park is a great space for smaller events, between 2,000 and 4,000 people, but larger events should be held elsewhere.
- » Staff is willing to explore and work with some dog park options, and recognizes that it will be a big issue in the coming design program. Currently there are some minor dog conflicts, and a lot of associated clean-up.





**Youth Workshop**

It was decided early on that an important criteria for this master plan would be its comprehensive approach to addressing a wide cross-section of stakeholders - from every age, income, and lifestyle demographic. Since youth are often overlooked, or often do not / cannot participate in traditional public meetings, a design workshop was held on Thursday, March 7th at the Colonel Gray Senior High School with a senior leadership class taught by Chris Huggan. Interestingly, the issues brought up by the leadership class were typically in sync with the issues brought up during the open public workshop of the previous evening.

Like the public meeting, the youth workshop participants were separated into smaller groups and asked to identify themes, and associated actions. The general ideas were as follows:

- » There should be more sports oriented activities in the park. Victoria Park currently lacks a soccer field, and any basketball courts, two of the most popular sports.
- » Victoria Park has an awkward and disjointed internal trail system which could use revision. There are no metered loop trails in the park, the addition of which would bring a distance-conscious running crowd to the park, help to activate the interior, and dissuade negative activities within the forested sections of the park.
- » Water access needs to be improved as there are not many opportunities for canoe or kayak usage at the park. Swimming should occur in the ocean, but there is a public opinion (rightly or wrongly) that the water is not clean enough. This could be mitigated through a the creation of new water access points.
- » Victoria Park could be an all-day event space except that there are limited opportunities for food. An expanded canteen, or more food options would make day-long visits more feasible for families and visitors.

**Key Interviews**

A series of interviews and follow-up conversations were held with interest group representatives who either could not attend the workshop, or who wanted an additional opportunity to provide input into the study. Many of the ideas and input that arose during these focused conversations supported and reiterated the ideas and feedback that emerged from other public engagement opportunities, and helped to further support the emerging values and ideas being generated by the community.

**Council Working Session**

On the evening of Thursday, March 7th, Ekistics was given the opportunity to present the plan’s approach to City Council and take a reading of their ideas and opinions. All Councillors were present and included Councillor Edward Rice, Ward 1; Councillor Daniel Redmond, Ward 2; Councillor Rob Lantz, Ward 3; Councillor Mitchell Tweel, Ward 4; Councillor Sterling MacFadyen, Ward 5; Councillor David MacDonald, Ward 6; Councillor Cecil Villard, Ward 7; Councillor Jason Coady, Ward 8; Councillor Melissa Hilton, Ward 9; Councillor Terence Bernard, Ward 10; Mayor Clifford Lee; CAO Roy Main; and Phil Handrahan, Director of Fiscal & Developmental Services.







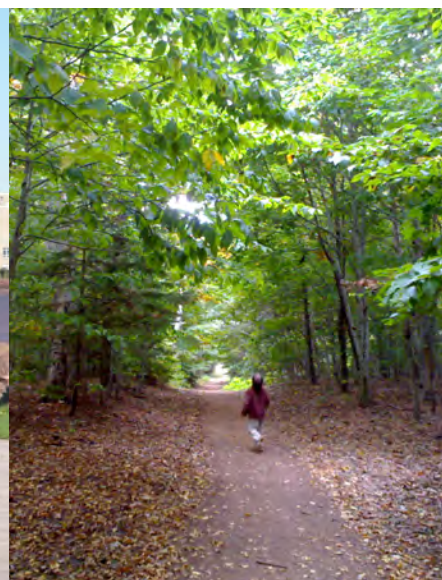
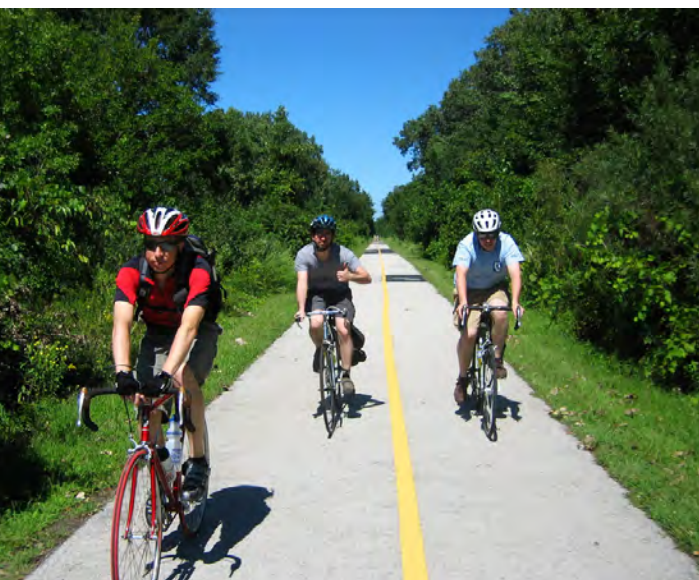
The ideas of the Council can be summarized as follows:

- » It would definitely be in the best interest of the City and of Victoria Park in particular, if the Prince Edward Hospital lands were acquired. It should be a priority to do so, and Ekistics should be tasked with studying the design options of the potential area.
- » The Plan needs to look toward the future; it needs to address the issues which are facing the park now as well as those which will affect the park in a hundred years. These include sea level rise, forest management, addressing aging populations, and the eventual replacement and relocation of facilities within the park. Furthermore, the plan needs to help Council to make decisions regarding the park now and in the future. Values need to be enshrined.
- » The bike lane as currently configured does not work. The new plan needs to address options. There needs to be well designed and clearly marked circulation routes for bicycles, pedestrians, and vehicles.
- » Victoria Park is the Jewel in the Crown and all design, materials, and construction techniques need to be of the highest quality, with the greatest longevity.
- » Victoria Park needs to include a stronger community outreach and educational outreach component. Its historical status needs to be officially recognized.
- » There should be no 'change for the sake of change.' The park is a treasured and sanctified area in the personal histories of many residents. Wholesale changes will not be approved, but thoughtful, legitimate suggestions will be considered. That being said, there is room for improvement which Council is eager to embrace.

### Online Survey

To offer an additional forum for input and participation on the project, an online survey was developed and launched. The survey was available for input from January 21st to May 1st, 2013, and during that period over 320 respondents contributed input, an excellent response rate. The feedback received was varied, with pertinent and prevalent themes emerging:

- » Results indicate that the three most used facilities are the Boardwalk, Walking Trails, and Gardens. Comments further recommend the extension and continued upkeep of passive programs including the arboretum, woodlands, and shoreline. Additionally, when asked what elements people would like to see integrated into the park, the top five were all passive. These included additional native plantings and expanded gardens, more multi-use trails, greater access to the water, and a sledding hill.
- » When asked whether Victoria Park should offer more activities, a small majority of people answered yes (57% in favour, 43% not). Many comments also reflect this dichotomy; half of the people would like to see more activities, while the other half do not want any. The apparent solution would be an acquisition of the Prince Edward Hospital lands, allowing for more programmed areas without compromising the existing park.
- » When asked to prioritize themes for the park, the majority of respondents placed Sustainable Design, Safety and Security, and an All-Ages Mix of Activities, in the first tier. As a secondary design/management consideration, people highlighted educational opportunities, high quality of design, and the construction of durable, long-lasting facilities.
- » Regarding the dog issue, only 33.1% wanted to see an off-leash dog area, while 24.4% of respondents wanted to see set off-leash times for dogs. The open-ended comments, with a few notable exceptions, were generally not amenable to the idea of an off-leash dog area or off-leash hours. In fact, most people suggested a tightening of the rules currently in place and/or an expansion of the fees levied against off-leash owners.





### Public Presentation of the Draft Plan

The draft comprehensive plan for Victoria Park was presented to the public on Wednesday, May 15th, 2013. Following that presentation, both the draft report and presentation file were made available for download from the City's website, and hard copies were available on loan from the Parks and Recreation Department. An online survey was launched to encourage feedback, and the public and major stakeholders were also invited to provide directed comments to the study team. The report was also reviewed by City Staff and Council, for their input.

At the public meeting, ten individuals spoke and commented on the plan. Comments were generally supportive, with several people looking for a more detailed explanation on specific aspect of the plan. Several questions were posed regarding the proposed upgrade of the boardwalk, off-leash dog usage of the park, the potential for a National Historic Site designation, and future use of the Prince Edward Home Lands.

Comments received were varied, and tended to focus on one specific aspect of the plan. Of the 37 respondents to the online survey, feedback was mixed. Many comments very strongly supported the plan in its entirety. Of the comments that were in opposition to the plan, most if not all reflected disagreement with a single specific aspect of the plan. For example, concerns were raised over the need for a plan at all, the potential relocation of the PEI Potters, and the upgrade of the boardwalk.

Written comments were received from both the PEI Potters and the Kiwanis Club of Charlottetown, who expressed concern over very specific aspects of the plan. The PEI Potters were concerned about relocating from the Caretaker's Cottage, and felt that their needs may have been misunderstood. The study team and City staff met with, and provided a written response to the Potters, to reassure them that they are not going to be relocated in the short term, and that the City is committed to working with them to evaluate their future needs.

The Kiwanis Club provided a written letter outlining several concerns over the proposed parking reconfiguration at the Kiwanis Dairy Bar. City Staff and the study team drafted a response letter, outlining the rationale for the proposed changes. The reconfiguration of the parking area will improve the safety for pedestrians and vehicles by creating enhanced physical separation, and this point was stressed to the Kiwanis Club.

Based on the comments received at the public meeting and during the public review period, the final report was refined. Major updates include a focus on winter programs & uses of the park, more clarification on the types of dog uses permitted, and refinement of the recommendations for the future use of the Caretaker's cottage.

### Phase Three: Visualizing the Future

Successful public space is timeless, but community and civic needs are constantly changing and evolving. In order to understand what future expectations or requirements may be placed on Victoria Park, it is essential to understand what factors will influence the evolution of those expectations. Phase three of the comprehensive planning process sought to understand the future needs of Victoria Park by looking broadly at emerging parks and recreational trends across Canada, assessing the shifting demographics of the Charlottetown community, and looking at case studies and best practices to see what lessons may be applied in this context. Through phase three, it became evident that Charlottetown's aging population will play a significant role in the future of Victoria Park. Three case studies were reviewed for applicability to the park, and key ideas applied to the Charlottetown context. During phase three, an extensive best practices review focusing specifically on the implications of off-leash parks was completed, to aid in the decision-making process on this particularly sensitive topic. The results of phase three were integrated with the outcomes of the public consultation and applied to the site in the form of two conceptual framework plans. These plans were visual applications of the proposed program of uses for the site, and were reviewed with the Parks, Recreation, and Leisure Advisory Committee of the City of Charlottetown.



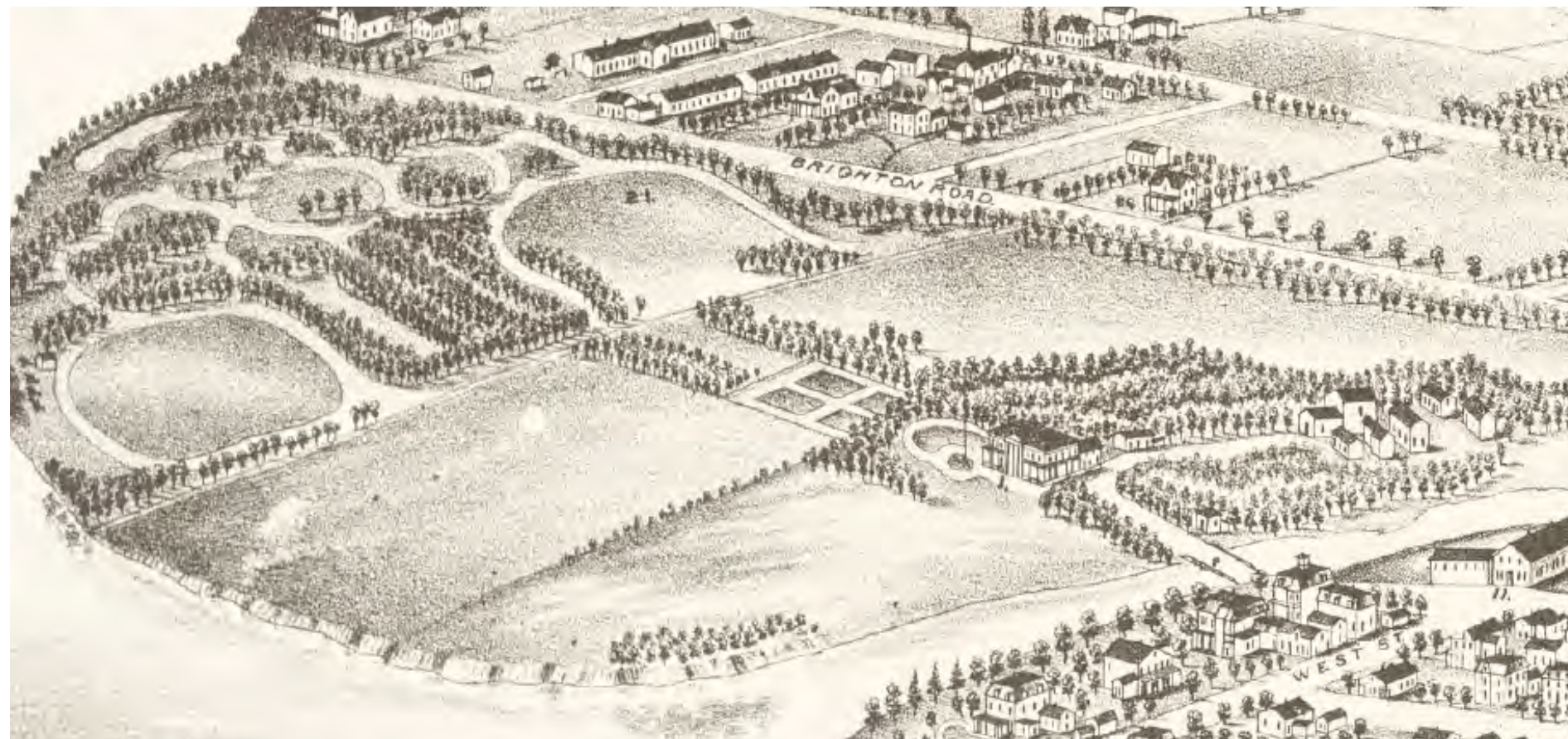


### Phase Four: Setting the Direction

Based on the feedback received from the City, the conceptual options were integrated into a single conceptual plan for the park. As most of the input received to date has stressed a 'less is more' approach to major modification of existing facilities, the proposed park plan is intended to focus on long-term renewal and adaptation, as opposed to large-scale redevelopment. In setting the direction for the park, emphasis will be placed on management strategies to guide informed decision-making, ensuring the park continues to evolve in a manner that is consistent with the public's long-term vision.

### Phase Five: Moving Forward

One of the ongoing challenges of open space design is the long-term management and maintenance of the site. This is especially true for a high profile space like Victoria Park, which has a storied history and has evolved significantly since its original creation. The most logical and defensible approach to guide the ongoing management of the park is to outline a direction based on the values and vision articulated by the public as part of the engagement process. These values will structure the development of an operational and management plan in the final stage of the study, guiding strategic and informed decision-making by City staff and elected officials, building support and momentum from within the Community, and ultimately ensuring the long-term vitality and success of Charlottetown's premiere park space.









# BUILDING BLOCKS

*PEOPLE PLACES MEAN PUBLIC PLACES WHERE PEOPLE ARE WELCOME. WATERFRONTS, BY DEFINITION, ARE PEOPLE PLACES. - STANTON ECKSTUT, AIA*

This chapter provides a summary of the existing physical, situational, and historical aspects of the park, in order to develop an understanding of their influence on the development of the overarching comprehensive plan. For the plan to be specific to the unique needs and aspirations of Charlottetown, it is essential to have a strong grounding in the history, ecology, and culture of the park. It is these building blocks that provide the contextual rationale for the resulting comprehensive plan.





## Role of the Park

What has clearly emerged throughout this comprehensive planning process is the important role that Victoria Park plays for both the City of Charlottetown and the Province of Prince Edward Island. Frequently referred to as the Crown Jewel of the City, Victoria Park is many things to many different people, and fills a number of different roles in the City’s open space system.

### Provincial & Regional Context

Victoria Park is a provincially-owned, City of Charlottetown managed public open space in the south end of the historic City. This 40 acre park is situated along the waterfront with stunning views of the Harbour, Port-la-Joye - Fort Amherst, and downtown Charlottetown’s historic skyline. The park is a unique recreational asset due to its prominent waterfront location, mixture of cultural, active, and passive uses, and its important historical origin.

Main access to the Park is along the aptly named Park Roadway, with circumnavigates the southern edge of the Park. Access to the ball fields is typically made off of Brighton Road, along the northwest boundary of the Park. The Park is situated on Provincially-owned land, but managed by the City under the Victoria Park and Promenade Bylaw.



### Cultural Heritage Role

Victoria Park is one of Canada’s oldest urban parks, and its history is inextricably linked to the history of Prince Edward Island. The establishment of the park through an act of legislation gifted the citizens of Prince Edward Island with a valuable asset, and the community value of the Park has only increased since its establishment. One of the most common colloquialisms for the Park is “Charlottetown’s Crown Jewel”, and it is not an exaggeration to place significant emphasis on the cultural importance of the park to the community. Also of importance to consider in the future planning of the site is the protection of historic viewsapes. These views offer a connection to the old and the new within the City of Charlottetown. The connection of Fort Edward out to Port-la-Joye / Fort Amherst and the views out to the water and east towards the 500 Lot Area offer visitors a different perspective of the City and can be considered important views to protect that may need further exploration and interpretation.

Victoria Park, through its mixture of passive, historic, and active assets provides a multi-faceted visitor experience. The park not only provides the opportunity to provide valuable natural habitat in an urban context, but it has preserved key historic and archaeological assets as well.





### Tourism & Outdoor Recreation Role

Victoria Park plays an important role in the City of Charlottetown’s open space system. It provides a wide range of active and passive recreation opportunities to both City and Provincial residents, as well as visitors to the Island. Some of the active recreational facilities such as City Diamond, Memorial Field, and the Tennis Courts are destination facilities for Atlantic Canada, hosting high calibre tournaments and events. The Victoria Park boardwalk is a popular destination for visitors and residents alike, and is usually well populated with pedestrians enjoying a relaxing afternoon stroll along the waterfront.

### Revenue Generation

As the Park is a popular tourist destination, there are a few small-scale economic opportunities that presently exist within or adjacent to the Park. The Kiwanis Club operates a dairy bar in the summer months, the proceeds of which are reinvested in the community, in particular in Victoria Park. Various ball clubs operate a canteen from the clubhouse during tournaments. The sale of goods and services is prohibited under the Victoria Park Bylaw without specific approval from City Council, and a permit from the Parks and Recreation Manager.





## Physical Assessment

The City of Charlottetown is the Capital City of PEI and plays an important role in the foundation history of Canada as a nation. The City was founded in 1855, but has a history of settlement as far back as the 1720's. The city's current population is about 35,000 people and for its size, boasts an impressive inventory of public parks and recreational opportunities.

Charlottetown has 111 parks and open space parcels totaling nearly 200 hectares (490 acres) of recreational space. This translates to roughly 31 square meters of open space per person. Included within this public open space are thirty-five playgrounds, thirteen regulation soccer fields, ten softball fields, two baseball fields, two outdoor pools, eleven outdoor tennis courts, one skate park, one splash pad, one soccer field, one artificial turf field (at UPEI), 30 kilometers of public trails, and many non-programmed open space areas.

### Geology

The lands of Victoria Park vary between heavily forested zones with trees, shrubs, and the previously cleared areas now used for active and passive recreational areas. The elevation of the park begins at sea level on the southern and western boundaries of the park, climbing gradually toward the north and east. Peak elevations exceed 10 metres in forested areas central to the park, and dip slightly to 4-6 metres northward. The effect is that of a slight and shallow ridge, barely noticeable by foot, which bisects the park in half, north from south. The southern area is dominated by passive fields and the shoreline, the northern half is predominantly sports fields, parking, and high use activities. The northern edge is bounded by Brighton Road. The high centre of the park remains forested. A gradual low spot occupies the western corner of the park and has been prone to flooding over the years. A pond used to exist in the area, and sea level rise predictions indicate continued flooding issues in the coming centuries.

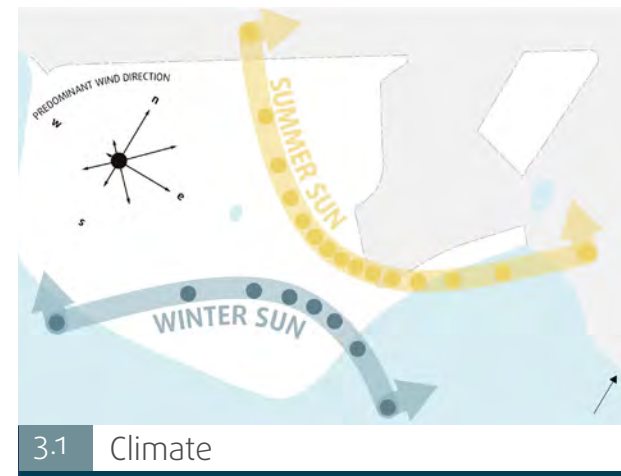




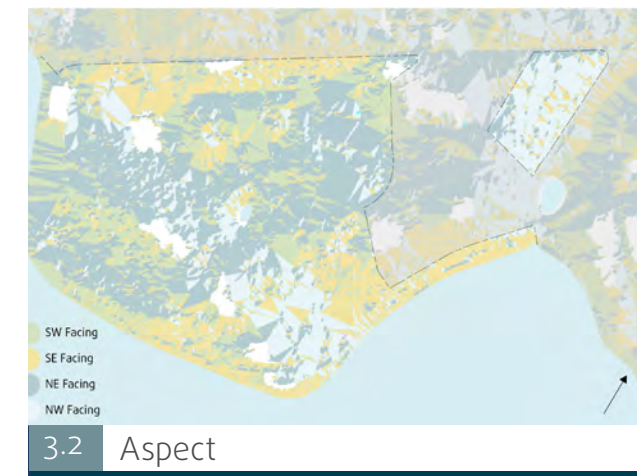
Due to the subtle nature of the elevations, and the loose soils, the slopes within the park rarely exceed 5%, or approximately one metre of rise in twenty meters of run. The gradual slopes encountered throughout the park have allowed for the extensive construction of baseball diamonds, easy walking trails, gardens, and large un-programmed fields for passive recreation. Those few slopes which are greater than 5% are found primarily along the shoreline, and within the existing forested zone. Along the shoreline, the steeper slopes allow for dramatic vistas, protection from wave action, and a close proximity of boardwalk to the water's edge. The steep slopes internal to the park define the trails, both planned and unplanned, which have arisen over the lifetime of the park. Nowhere in the park, save perhaps the shoreline, are slopes steep enough to constraint future facility renewal or development.

**Natural resources**

Victoria Park is bisected by a large swath of forested lands, occupying approximately 40% of the park. The exact edges of the forest have varied widely since the park's initial establishment as areas have been purposefully cut, naturally damaged, and regrown through natural succession. A few small stands of original old growth areas still exist, but for the most part the forest is young and unremarkable. The forest is perhaps 10% coniferous consisting of white spruce, white pine, hemlock, cedar, and the non-native Austrian pine which has gone native following purposeful plantings earlier in the century. The remaining deciduous trees include white birch, beech, red oak, red maple, and non-native Norway maples which were originally planted as ornamentals, or have seeded in from neighbouring properties, and which have now become nuisance trees throughout the forest.



3.1 Climate



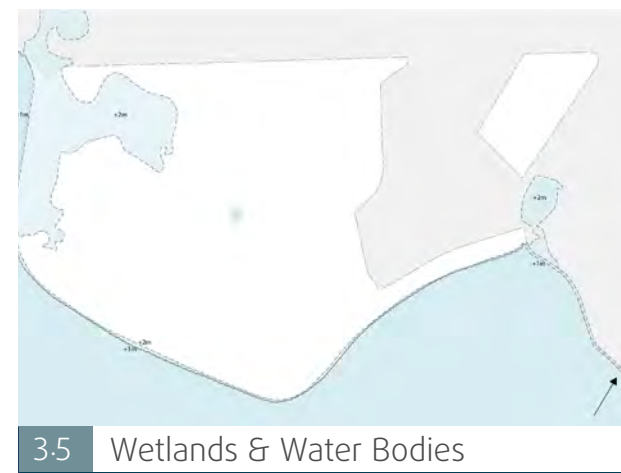
3.2 Aspect



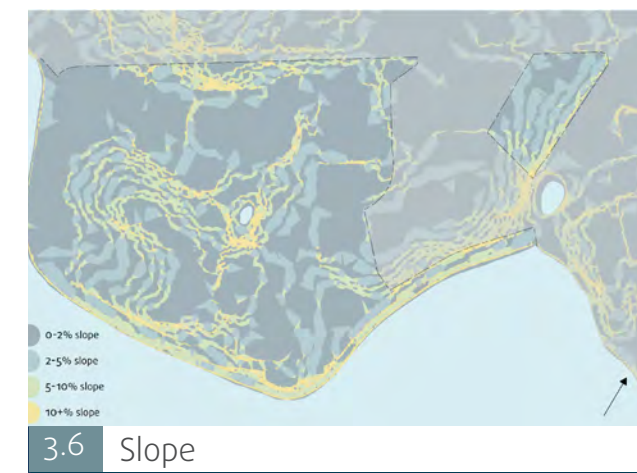
3.3 Elevation



3.4 Forest Cover

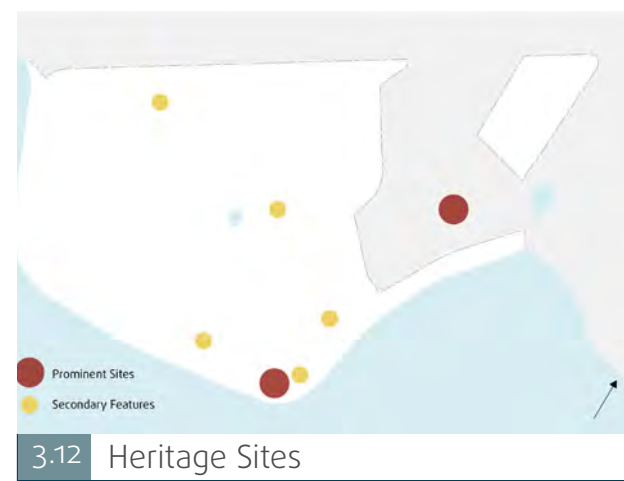
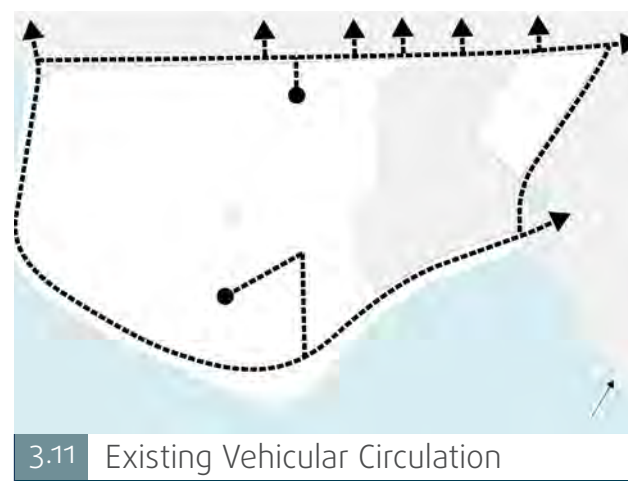
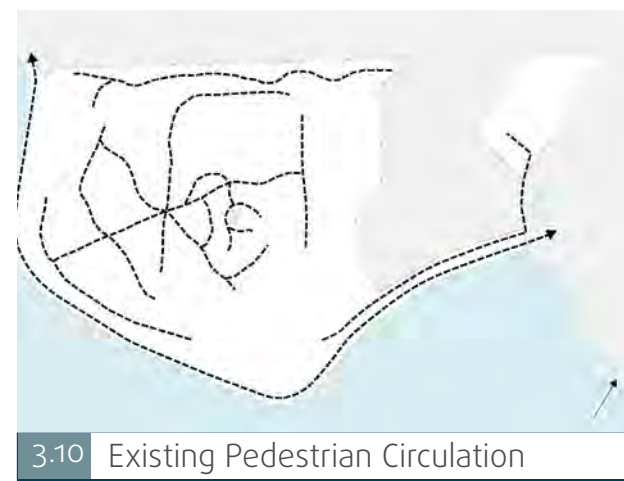
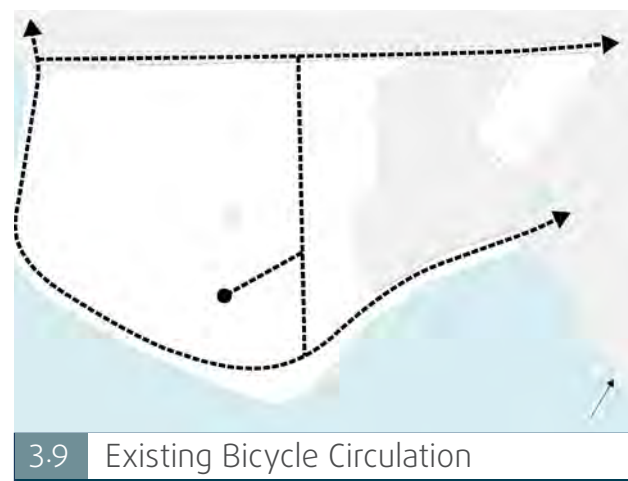
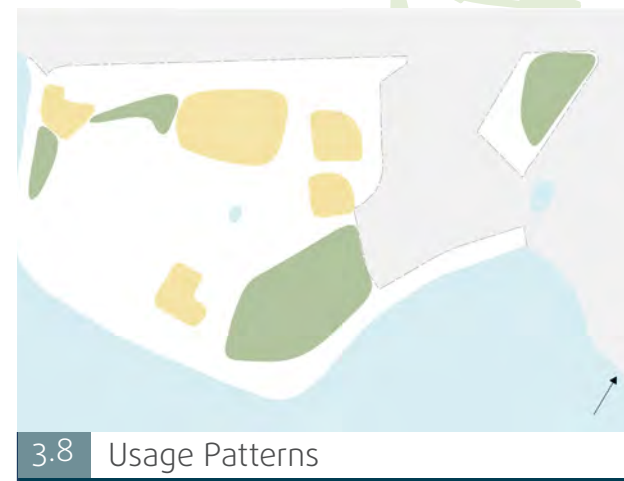


3.5 Wetlands & Water Bodies



3.6 Slope





Given the fragmented nature of the existing forest blocks, bisected by trails and fields, much of the wooded parcels are primarily dominated by edge condition. Forest edge conditions receive more sunlight, greater exposure to the elements, and consequently become dense and thick with underbrush and small fauna. The 'open forest' condition of high canopy and little understory exists only in sparse patches throughout the wooded areas. Additionally, the southwest facing edges of the forest are exposed to the high winds and salt spray of the ocean, and consequently are demonstrating the impacts of stress.

**Historic Resources**

The Fort Edward Battery is a prominent historic icon prominently situated along the ring road at the southern tip of the park. The fort was constructed in 1805 and consists of earthworks, powder magazines, and canons. Interpretive signage exists at the fort and is a heavily visited area during the summer seasons. The fort is an historic landmark and remains a prominent feature.

Less prominent, but equally interesting, are the three existing survey stones established in the 1800's. These granite stones are set into the ground and serve as survey markers to establish permanent compass references for land surveyors prior to modern technologies. These survey stones are scattered around the park.



### Facilities

The gentle central ridge which runs east to west along the length of the park, and roughly bisects the lands with a forested swath, has created two separate areas of uses. The lands to the north of the ridge are predominantly active use areas, dominated by a large baseball field and two smaller softball fields. The area also includes a highly used skate park, a playground, a horseshoe pit, and a public swimming pool. Parking, maintenance yards, and management buildings all occupy the northern half of the park. There is also a complex of tennis courts on the south side of the park that is a popular active venue. The uses are varied, but conflicts are rare. This is probably due to the long-term historic patterns established by generations of users who have been frequenting the park over a century.

On the southern edge of the park the activities include tennis courts, two large open fields and the highly travelled boardwalk which sees the majority of the seasonal use. The ring road, bike lane, ocean-view parking, and boardwalk, constitute the circulatory spine and core activity of the park for many people. The adjacent dairy bar, playground, and pool all use the on-street parking associated with the road.

### Circulation, Entrances, and Views

Victoria Park circulation patterns are primarily geared toward three distinct user groups- pedestrians, bicyclists, and vehicles. The majority of the conflicts reported by the public at the workshops and the online survey dealt with the dedicated bike lane. This seasonal lane is in use during the summer months and creates a disruption in the two-way traffic which has historically been seen along the ring road.

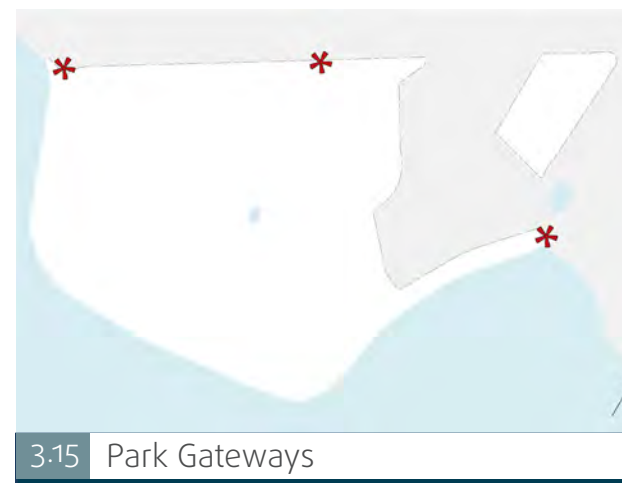
Vehicular circulation is confined to the ring road, with two dead-end roads entering the core of the park from the north and south, both of which terminate in parking. The southern road ends at the tennis courts and Caretaker's Cottage, the northern road ends in the small parking lot which currently serves the ball fields. Bicycle routes are allowed only on the internal roads and the ring road- sharing the space with vehicles, and internal trails are not designated as bike routes. Pedestrian circulation is far more widespread, taking advantage of both planned and unplanned paths throughout the park. The boardwalk is designated as pedestrians only, as are the internal trails. The internal trail system is widespread and is challenging for forest management staff, as attempts to block trails for forest rehabilitation have been met with outright disregard.



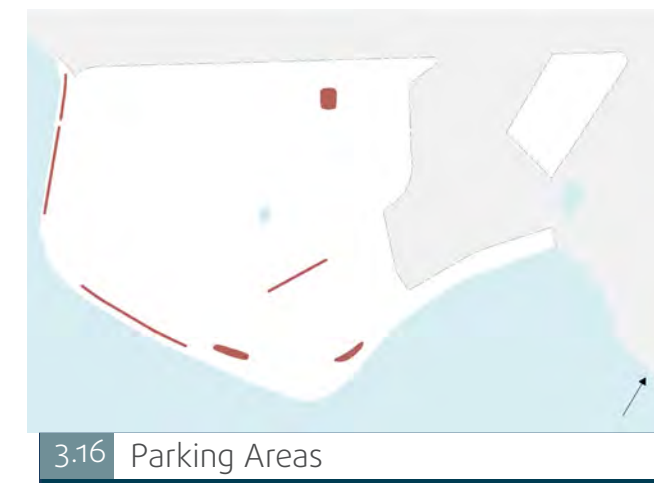
3.13 Important Views



3.14 Existing Buildings



3.15 Park Gateways



3.16 Parking Areas

With its gentle slopes, the majority of the site lines and views are dictated and defined by the standing forest. The entire southern section of the park, dominated by the boardwalk, has views out to the ocean and is heavily trafficked because of it. A slight rise in elevation in the park interior allows for great views toward the ocean from further inland where vegetation permits. The majority of the park's ball game activities are hidden from view from outside the park. This hidden quality has advantages and disadvantages. On the plus side, the adjoining neighbourhood is not bothered by night games, or high traffic activities. On the negative side it makes locating the park difficult for out-of-town visitors, and potentially obscures untoward activities from authorities.



There are three vehicular entrances to the park. Two define the ring road as it enters and exits the park at the west and east corners, and a third enters from the north off of Brighton Road. The west entrance is particularly understated. It is dominated by a small chain link fence, a small grassy field, yellow traffic barriers, and poorly maintained asphalt paving. The east entrance is slightly better, visually, with views to Government House, the adjacent Government Pond, and ornamental trees and flowers. The rub however, is that during the summer months vehicles cannot enter from this side. The north entry off of Brighton Road is hidden. Obscured by trees and lacking any signage, it feels like the maintenance entry or back door. In every case, each of the three entrances suffers from a lack of signage, directions, or sense of arrival.

### Climate

The City of Charlottetown's climate is influenced by its coastal location, and the moderating qualities of the Gulf of St. Lawrence. This coastal environment creates less swing between winter and summer temperatures and leads to milder, wetter winters than other cities with the same latitude. Winter precipitation varies between snow and rain, with the average snowfall approximately 300cm, and the average annual rainfall in the order of 884mm (source: Environment Canada). Temperatures range from a winter minimum of -11.6c to a summer maximum of 23.2c.

Charlottetown is typically breezy, with average winds of 15.9 km/h from the west or southwest direction. The City receives an annual average of 1,858 hours of sunlight / year, typically deriving from 288 days with measurable sunshine. This is approximately 40% of the hours of daylight that are possible, suggesting that the City is often overcast. The location of Victoria Park, at the southern tip of Charlottetown, provides high exposure to the influence of the surrounding harbour. It is often windy on the boardwalk, with little protection offered from the west or southwestern winds. Salt spray makes growing conditions challenging along the southern edge of the forest. Charlottetown is classified as falling in horticultural hardiness zone 5b, meaning that in shelter locations a wide range of plant material (relative to other Canadian cities) will thrive.

### Urban Forest Assessment

The urban forest of Victoria Park is large and important component of the park. The forest helps to define the spaces within the park, dictate and facilitate circulation patterns, and adds to the ecological perception of the park. Surveys and public workshops placed a high degree of value on the upkeep of the forest, maintenance of the park's ecology was highly regarded, and the public's perception of the forest was generally positive. The public perception of the forest condition does not, however, align with the 2008 Forest Master Plan.

The forest's health has been stressed by over a century's worth of human habitation, recreation, construction, and activity. Originally a pristine Acadian forest, the woods of Victoria Park are now a patchwork of growth cycles. There are many older trees near death, and many newer trees have sprung up in the wake of insect infestations, purposeful clearing, and Hurricane Juan. Since parts of the woods were once used as agricultural lands, many trees are young and may be growing in nutrient-poor soils. Due to excessive plantings of ornamental trees throughout the park, the native forest has succumbed to a mix of native, invasive, and naturalized tree types. While the forest stands may have been existence for centuries, the trees themselves are relatively young. Excessive brush clearing over the years has also yielded a forest low in natural biodiversity.

Furthermore, the fragmented spatial dimension of the forest have created numerous edge conditions. While mature edge conditions are rich in biodiversity and an important part of ecologies, the edge conditions of Victoria Park are immature. In newer edges there is a reduction in flora and fauna, an increase in erosion and runoff, an increase in tree stress from sun scalding or frost cracking, reduction in forest canopy, and potential soil compaction from human traffic.

The forest health as a whole is generally suffering from four blights; fragmentation of the forest creating excessive edge conditions; invasive non-native species; insects and fungal attacks including beech bark disease, and bronze birch borers; and general disregard by some members of the public resulting in vandalism, litter, and thoughtless damage.



## Shoreline Condition

Victoria Park is located at the southern tip of Charlottetown, surrounded by the Charlottetown Harbour. For reference, Charlottetown Harbour is considered to be oriented in an east-west direction, with the mouth of the harbour at the western edge. The location of the park suggests that it is subject to the most exposed fetch in the entire harbour. Presently, the shoreline is protected with an armour stone matrix that was not designed to current standards, and is deficient in that it lacks core and filter material. The west and southeast sides of the park are protected with native sandstone armour, while the southern exposure is protected with a conglomerate that is arguably more resistant than the native sandstone. The existing elevation of the armour is higher than the adjacent boardwalk, likely to prevent shoreline erosion from overtopping waves. There is still evidence of erosion on the backside of the armour stone, and photographs and descriptions of boardwalk damage have been documented.

There are three primary threats that are imposed on the shoreline protection at Victoria Park:

- » Sea level rise
- » Extreme events
- » A combination of both

Sea level rise creates an issue for seawalls worldwide as it raises both the mean normal water level and the height of waves during extreme weather events. Extreme events also pose a problem as it is not easy to predict or imagine the strength of hurricane or storm-induced waves compared to normal, expected wave patterns. An extreme event can dissipate hundreds of times more energy than everyday waves, and calculating structures which will stand the force of coastal storms is difficult and, often the outcome can become unaffordable.

There are five basic strategies for coastal defense in the context of the shoreline as found at Victoria Park:

- » Inaction
- » Managed retreat or realignment
- » Hold the line
- » Move seawards
- » Limited intervention

The decision to choose a strategy is site-specific, depending on relative sea-level change, geomorphological setting, concerns over sediment availability and erosion, as well a series of social, economic and political factors.

### Managed Retreat

Managed retreat is an alternative to constructing or maintaining coastal structures. Managed retreat allows an area to become flooded, usually in low-lying estuarine or deltaic areas and floods land that has at some point in the past been reclaimed from the sea. Managed retreat is often a response to a change in sea level rise. The technique is used when the land adjacent to the sea is low in value. Managed retreat, involving no protection, is cheap and expedient. This is the usual response when land of little value will be lost. Managed retreat can comprise 'setbacks', rolling easements and other planning tools including building within a particular design life.

### Hold the Line

Seawalls and solid coastal structures are built because they protect expensive properties or infrastructures, but they often relocate the problem to another part of the coast. In many cases there is a trail of decisions that were made in the past which have given rise to the present threats to coastal infrastructure and which necessitate immediate shore protection. For instance, the seawall and boardwalk of Charlottetown represent an engineered use of prime seafont space, which is designated as public open space, parkland and amenities. Such open space allows greater flexibility in terms of future land-use change, for instance through managed retreat, in the face of threats of erosion or inundation as a result of sea level rise.



### Move Seaward

The futility of trying to predict future scenarios where there is a large human influence is apparent. Even future climate is a function of what humans choose to make of it. In some cases - where new areas are needed for new economic or ecological development - a move seaward strategy can be adopted.

There is an obvious downside to this strategy. Coastal erosion is already widespread, and there are many coasts where exceptional high tides or storm surges result in encroachment on the shore, affecting human activity. If the sea rises, many coasts that are developed with infrastructure along or close to the shoreline will be unable to accommodate erosion. They will experience a so-called "coastal squeeze" where the exposed zones that would normally retreat landwards encounter solid structures and are squeezed out. Wetlands, salt marshes, mangroves and adjacent fresh water wetlands are particularly likely to suffer from this squeeze.

An upside to the strategy is that moving seaward (and upward) can create land of high value which can bring the investment required to cope with climate change.

### Limited Intervention

Limited intervention is an action taken where decisions are made that only solve the problem to some extent, usually in areas of low economic significance. Measures taken using limited intervention often encourage the succession of salt marshes and sand dunes. This will normally result in the land behind being more sufficiently protected, as wave energy will be dissipated by the accumulated sediment and additional vegetation residing in the newly formed habitat.

In the case of Victoria Park the strategy that needs to be investigated is the hold the line option as the do nothing, managed realignment, or limited intervention will not work due to the value of the lands that are being protected or the purpose of the protection.

### Seawall Best Practice

Seawalls are probably the second most traditional method used in coastal management. Seawalls may be constructed from a variety of materials, including reinforced concrete, boulders, steel, or gabions. Additional seawall construction materials may include an earthen bank used to create a dike construction. Generally seawalls can be a successful way to control coastal erosion, but only if they are constructed well and out of materials which can withstand the force of ongoing wave energy. Seawalls can offer a more long-term solution, additionally providing recreation opportunities and protection from extreme events as well as everyday erosion.

A cost benefit approach is an effective way to determine whether a seawall is appropriate and whether the benefits are worth the expense. Besides controlling erosion, consideration must be given to the effects of hardening a shoreline on natural coastal ecosystems and human property or activities. A seawall is a static feature which can conflict with the dynamic nature of the coast and impede the exchange of sediment between land and sea. These factors must be considered in assessing the cost benefit ratio, which must be favorable in order to justify construction of a seawall.

### Advantages of Seawalls

- » Long-term solution in comparison to soft beach nourishment.
- » Effectively minimizes loss of life in extreme events and damage to property caused by erosion.
- » Can exist longer in high energy environments in comparison to 'soft' engineering methods.
- » Can be used for recreation and sightseeing.
- » Forms a hard and strong coastal defence.



#### Disadvantages of seawalls

- » Very expensive to construct.
- » Can cause beaches to dissipate rendering them useless for beach goers.
- » Scars the very landscape that they are trying to save and provides an 'eyesore.'
- » Reflects energy of waves leading to scour at base.
- » Can disrupt natural shoreline processes and destroy shoreline habitats such as wetlands and intertidal beaches.
- » Altered sediment transport processes can disrupt sand movement that can lead to increased erosion down drift from the structure.

Vertical seawalls are built in particularly exposed situations. These reflect wave energy and under storm conditions a non-breaking standing wave pattern can form promoting erosion at the toe of the wall and can cause severe damage to the seawall. In some cases piles are placed in front of the wall to slightly lessen wave energy.

Vertical seawalls of concrete or rock, built at the base of a cliff or at the back of a beach, are used to protect against erosion or flooding and are usually about 3–5 metres high. Older style vertical seawalls reflect all the energy of the waves back out to sea, and for this purpose were often given recurved crest walls which also increase the local turbulence, and thus increasing entrainment of sand and sediment. During storms, sea walls help longshore drift.

Mound type seawalls constructed of riprap, also known as rock armour, or rock-filled gabions, are generally used in areas prone to erosion to absorb the wave energy and hold beach material. Although effective, this solution is unpopular due to the fact that rock armour has a limited lifespan, it is not effective in storm conditions, and it reduces the recreational value of a beach. The cost for an armour stone seawall is dependent on the type of rock used in the installation. These mound type sea walls serve to armour the shore, minimize erosion and are generally porous, which allows water to filter through after the wave energy has been dissipated.



## Park Chronology & Archeological Assessment

The history of Prince Edward Island dates back to the earliest settlement by the ancestors of the Mi'kmaq, who called the Island Epāgwit meaning "lying on the water". The first European contact with the Island may have occurred in the 12th and 13th centuries with possible visits by Norse explorers. European explorer John Cabot left the first clearly documented visit and named the island Saint John, although no claim was made by the English at that time. Subsequently, the French laid claim to it in 1534, after the voyages of Jacques Cartier.

The first known map of the Island was drawn by Samuel de Champlain in 1632, in spite of the fact that Champlain did not actually visit himself, and likely derived his information from European fisherman. Nicholas Denys described the Island in his Description and Natural History of Acadia (1672). In spite of attempts by both Denys and subsequently by Sieur Francoise Doublet to settle the Island, the first permanent settlements did not occur until nearly 70 years later.



By the 1713 Treaty of Utrecht, Acadia (much of modern mainland Nova Scotia, New Brunswick and part of Maine), as well as Newfoundland was ceded to the British. As a consequence, many Acadians relocated to Saint John (present-day Prince Edward Island), which remained under French rule. In 1719, the Island was granted to Comte de Saint Pierre, and the first permanent buildings were erected at Port-la-Joye (now Charlottetown). Port-la-Joye was named the capital of the colony, although the commercial capital would be situated at Havre Saint Pierre. By 1728, the census of Port-la-Joye listed 22 houses with a modest population of 105 people. Two years later, the population was only marginally larger, at 114 people.

In 1730, the grant to Comte de Saint Pierre was revoked and the Island returned to the King of France. This led to larger numbers of French and Acadian settlers arriving on the island. Saint Pierre remained the most densely settled European area of the island and roads were built between Three Rivers and Port-la-Joye on the south shore to Saint Pierre on the north shore. However, during this period, Port-la-Joye's population continued to decrease, leading to the King of France directing the majority of his resources into Saint Pierre.



*Entrance to Victoria Park, Charlottetown, P. E. I.*

In 1745, the British raided Louisbourg, resulting in the British seizure of the fort and their attack on Ile-Saint-Jean. Many settlers relocated to Quebec due to rumors of expulsion, but in 1748, the Island was once again under French control through the Treaty of Aix-la-Chapelle. In 1751, Colonel Franquet, Officer of Engineers, visited Ile-Saint-Jean and left a description of principle settlements. He describes Port la Joye as surrounded by forest, with houses located along the sides of the valley. In 1755, the fall of Fort Beausejour and the Acadian deportation prompted the arrival of approximately 2,000 Acadians to the Island. In July 1758, Louisbourg capitulated and the French and Acadians living on Ile-Saint-Jean were also deported. A map dated to 1760 depicts Port-la-Joye, identifying the location of the fort with settled land along the shores of the harbour and rivers. However this postdates the deportation in 1758. It is unclear whether the map was begun prior to the deportation or is a depiction of what Port-la-Joye would have looked like before 1758. The map does not depict any settlement in the specific area of Charlottetown and Victoria Park, although settlement is depicted all around the area.

After the deportation, Port-la-Joye was named Fort Amherst and a British fortification was constructed. Ile-Saint-Jean was renamed St. John Island and it officially became a colony of Britain in 1763. In 1764, Captain Holland conducted a survey of the island and recommended that the capital, Charlottetown, be built in Port-la-Joye Harbour, on a point of land between the York River and Hillsborough River. A "fine rivulet" was described as running through the town and this was probably referring to the body of water that would later become the Government Pond. His map of the island depicts the future site of Charlottetown, showing no structures or buildings in the area of the park.

Charlottetown was officially designated the Island's capital in 1768, at which point, the garrison was moved from Fort Amherst to Fort Edward which at this time was located on Great George Street. In 1769, the Island was separated from Nova Scotia and given its own government, including a Governor. The first Governor, Walter Patterson was appointed in 1769. A map tentatively dated to 1771 shows the layout of the city as designed by surveyor Thomas Wright for Governor Patterson, with a standard grid of town plots surrounded by common lands. The study area is clearly included in the land set aside for common land and the watercourse described by Captain Holland in 1764 can also be seen. Governor Patterson's tenure on the Island was short-lived, due to scandal over the seizure and sale of lands, which led to his eventual removal from office. His successor, Colonel Edmond Fanning was installed as the new Governor in 1786. Colonel Fanning was responsible for the appropriation of approximately 100 acres of the commons for use as an estate and residence for the Lt. Governor. He also allowed the rest of the commons to be divided into private plots.

The land which he set aside for use by the Governor became known as Fanning Bank or Fanning's Bank and also as the Government Farm. The actual residence was designed by Isaac Smith and was not constructed and inhabited until 1834. In addition to the residence itself, a coach house, stables, farmer's cottage and military guard house were also construction on the property. Although an 1835 estimate for the coach house and stables originally suggested brick material, the Lieutenant Governor lobbied for wooden material, citing the lesser expense and already wooden composition of the Government House. Fencing was also erected around the garden area of the property.





In 1873, approximately 40 acres of the Government Farm property was given to the city to be used exclusively as a public park. Extensive landscaping was done, bath houses were constructed and 600 loads of mud and debris were removed from Dead Man's Pond. The 1873 plan of the City Park and Government Farm show this new public space. Two ponds are located within the new park, as is the battery. Within the Government Farm, the house, outbuildings and landscaping are depicted. This map also depicts the meridian stones erected in 1820.

After Victoria Park was created, the space was increasingly used for organized recreation such as cricket, baseball and tennis. A tobogganing slide was also constructed, for the use of members and guests of the Victoria Tobogganing Club. During World War I, the Lieutenant Governor offered Government House and its grounds for use as a hospital and convalescent home for veterans. The Rena McLean Memorial Hospital was built on the east side of the house, and remained open from 1917 to 1920.



Several aerial photographs chart the development of the park in the 20th century. A photograph from 1935 shows the presence of recreational courts and facilities within the park, although some facilities do not appear yet such as the baseball diamond and the swimming pool. By 1958, one of the ponds appears to have been in-filled and the swimming facilities in that area appears to have been constructed. Photographs shows an increase in development within the park, presumably focused on the addition of recreational facilities. Development in the park continues to 1974, when Government Pond was partially filled and covered with a parking lot. An increase in visible landscaping is noted in the form of new trees/shrubs found lining some of the roads. The area to the north of Government House has been increasingly developed and the buildings noted in the 1935 aerial photograph no longer appear to be standing.





## Situational Analysis

Charlottetown has some truly unique characteristics that require consideration as the City contemplates recreational and park and open space planning in Victoria Park for today and the future.

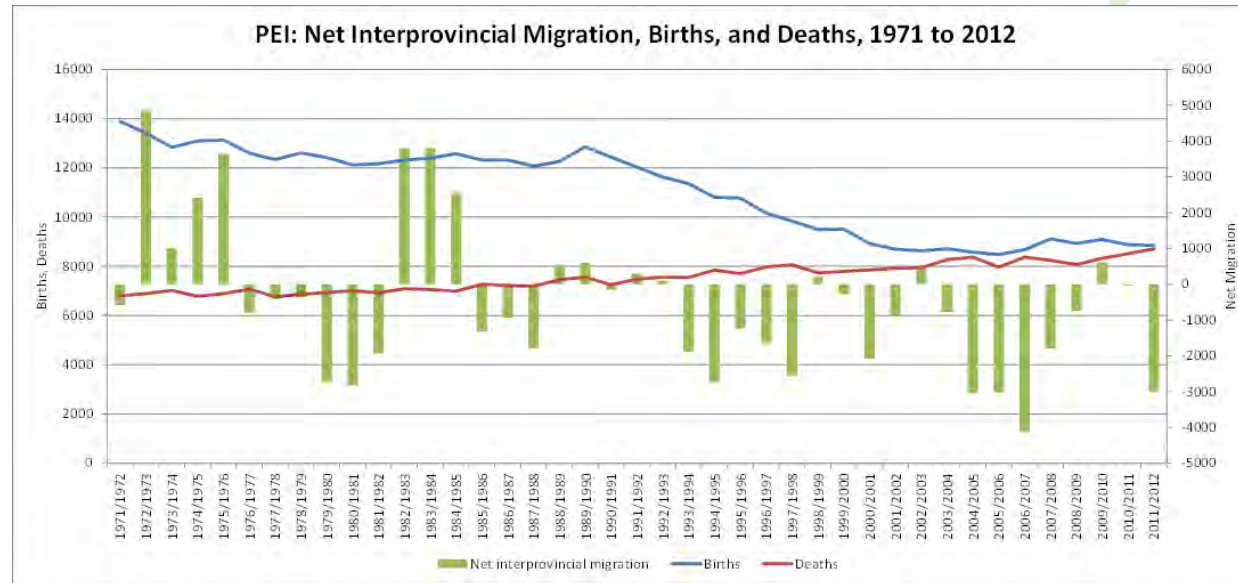
Like many smaller communities across Canada, and a feature more pronounced in communities throughout Atlantic Canada, Prince Edward Island, and Charlottetown specifically have aging populations that will soon peak and begin to decline shortly after peaking. Neither projected net migration nor natural regeneration of population will forestall the population decline that will be accompanied by an increasing average age. This trend has implications for recreation planning for the existing Charlottetown community. Older age cohorts have very different recreational needs than their younger counterparts. For example, families with young children tend to demand more organized sporting opportunities, and the facilities required to host these opportunities, as opposed to older adults who tend to focus on less formal or more self-directed fitness opportunities and recreation such as walking or running. As older cohorts continue to age, however, trails that had been used for walking must be able to accommodate those with mobility issues. Flexibility and adaptability of park spaces and facilities will become more important in the context of an aging demographic with evolving needs.

Each year Charlottetown (and PEI) witnesses a seasonal growth in population of up to eight times the permanent population, mainly during the summer months. Although recreation and park planning should focus specifically on the taxpaying community that supports the investment, Victoria Park is without question an attraction to visitors as well as residents. Seasonal and short-term visitors are more likely to enjoy open spaces that are accessible throughout the day, and offer use options that require no advanced planning or registration.

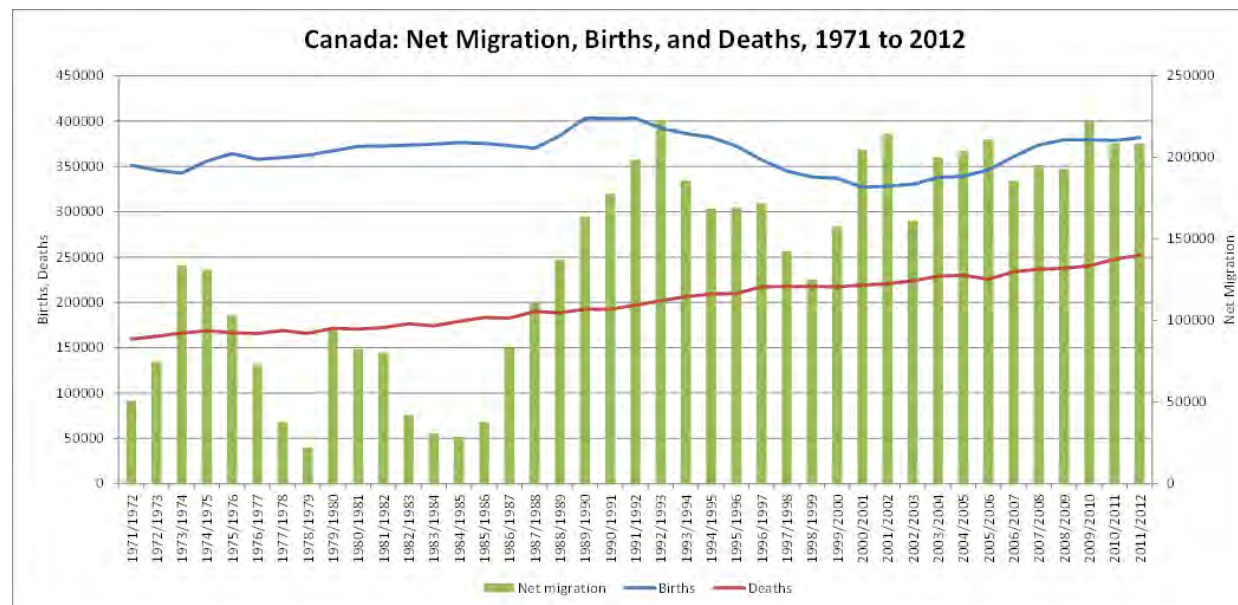
More recently there have been a number of programs designed to attract retirees back to PEI, a strategy shared in common with other Atlantic Provinces, and one advanced by both the private sector as well as economic development agencies throughout the region. The pitch focuses on the relatively inexpensive real estate, low cost of living, considerable natural beauty, and high-quality of life that the Maritimes offer, and is directed at both newcomers and former residents. In a global economy where people can literally live and work anywhere in the world, often a community's competitive currency includes the elements that comprise the quality of life. The quality and the flexibility of park and open space is an important part of the equation when it comes to newcomer attraction and retention.







3.17 PEI Net Migration



3.18 Canada Net Migration

In recent years, multi-residential development in Charlottetown has added to the City’s capacity to cater to both retirees from across PEI, as well as those who are interested in seasonal or permanent living in the City. The primary advantage of this type of development is that it provides desirable living accommodations without the encumbrances or responsibility of property management role that accompanies more traditional forms of homeownership. This means that the blend of recreational and park/open space offerings of Victoria Park need to be planned in the context of what is important to the community today, the potential benefit of the park to support recruit of newcomers and former PEI residents to move to the area (and more generally, to PEI), and as well as the value of the park for tourists.

These trends in park and recreation investment are also well aligned with the focus on healthy living. In contrast to team sports and more formal recreation options, the financial barriers to trail use are virtually non-existent. This is critically important in the consideration of the health and vitality of an aging population, many of whom are on fixed incomes. All age cohorts have their own recommended thresholds for physical activity and the Government of PEI has articulated the view that municipalities have a role to play in facilitating access to space and programming to support attainment of these recommended thresholds. Ensuring Victoria Park continues to provide flexible multi-use options for the community is well aligned with current initiatives of the Government of Prince Edward Island, and relates to an overall focus on improved public health.





Similar discussions are taking place across Canada in communities where park and recreation investment is being considered in the context of matching the needs and demands of aging populations, attracting and retaining new residents, and planning for future sustainability so as to not adversely impact future generations who will likely have different park service needs from today. In these regions, current planning and investment is being matched to current demand, with more and more emphasis on multi-modal use trails and spaces that have the flexibility to accommodate a variety of recreation and physical activity needs and mobility limitations, rather than single-purpose facilities and infrastructure.

### Demographic Analysis

The City of Charlottetown is the largest settlement on Prince Edward Island, with a 2011 census population of 34,562. This figure has increased since 2006, representing a population change of 7.4%, higher than the national average. The mean age of the population is 41.3 years, slightly older than the Province as a whole, but in keeping with the general demographics of the Atlantic region. 54% of-age citizens are educated beyond high school. The majority of the work force is employed in the sales and service industry, business, or other trade. Health professionals, education, and science-oriented occupations are the second most popular lines of work. The majority of the public takes a personal vehicle to work, or ride-shares with others. Only about 1% of workers use public transit. The average earnings of city dwellers are about 20% higher than those in other regions of the country. Of the people most recently immigrated to Charlottetown, 3% came from within the province, 3% came from within Canada, and less than 1% came from a foreign country.

Charlottetown, like most cities and provinces in the region, is experiencing an aging of its population as the baby-boom generation approaches retirement. Average age is climbing, and more senior-oriented services will become necessary. Walkable neighbourhood demand will increase, and pedestrian-friendly design will be of greater importance to a population with increasing constrained mobility issues.



Estimate Participation Numbers for 2010 - 2012			
Minor Baseball /Softball (May 1 - September 30)	2010	2011	2012
Charlottetown Area Baseball Association	174	169	201
Sherwood Parkdale Minor Baseball (midget team)	15	15	0
West Royalty Girls Softball Association	0	0	30
PEI Youth Selects Baseball Team	18	18	18
Charlottetown Midget Softball	25	0	0
Col Gray High School Softball	30	30	30
<b>Total</b>	<b>262</b>	<b>232</b>	<b>279</b>

Adult Baseball / Softball (May 1 - September 30)	2010	2011	2012
Charlottetown Men's Slo-pitch League	100	50	50
Women's Orthodox and Fast Pitch	15	30	30
Men's Fast Pitch Softball	15	30	15
KCBL - Men's Baseball	45	45	45
Charlottetown Islanders Senior Men Baseball Team	18	18	18
<b>Total</b>	<b>193</b>	<b>173</b>	<b>158</b>

Tournaments (Baseball & Softball)	2010	2011	2012
Minor Baseball/Softball and Adult Men, Women & Coed	950	1540	1560

NOTE: Memorial Field is at maximum capacity for use, and City Diamond & Kiwanis Field are at capacity use, with the expectation of the occasional weekend opening.

Tennis in the Park programs (June 1 - September 30)	2010	2011	2012
Boys (ages 4 - 18)	109	134	NA
Girls (ages 4 - 18)	94	128	NA
Jr High Performance	60	65	NA
Adult	44	106	NA
Adult Advance	20	34	NA
<b>Total</b>	<b>327</b>	<b>467</b>	
Charlottetown Recreation Tennis Group Members (May 15 - October 30)	65	70	NA

NOTE: The demand on the 8 tennis courts are very high from June to September, with programming (e.g. Tennis in the Park, Intro to Sports, Adult Lessons, Charlottetown Recreation Tennis Group and tournaments) and general public play.

Charlottetown Parks and Recreation Department	2010	2011	2012
Intro to Sport Program (Ages 3 - 7) (Offer six 8 week programs to children that run Monday to Saturday)	116	134	146
Seniors Day in the Park (2 events in July & August)	155	133	104
Summer Active Program (Ages to 6 - 11) (Drop in recreation program offered in July & August from Monday to Friday)	120	100	0

3.19 Charlottetown Program Data

## Existing Program Review

Victoria Park, as one of the most prominent parks in the City of Charlottetown, has an extensive range of programs and activities that take place. The City of Charlottetown Parks and Recreation staff provided program data for Municipally-run programs from 2010 - 2012. Major programmed uses and activities in the park include minor baseball and softball, adult baseball and softball, ball tournaments, tennis, and programs for seniors (i.e., Seniors Day in the Park) and children (i.e., Intro to Sport).

A range of facilities are also used on a casual or drop-in basis. The Victoria Park swimming pool is open from June 25 to early September. The pool has a capacity of 65 bathers, operates five swims per day, and in 2012 was at capacity 50% of the time during favourable weather days. The skate park is open seven days a week, with a supervisor on duty during summer evenings. Typical usage can range from 30 - 200, with an average of 75 boarders per day. The skate park also hosts between two to four competitions per year, often with 100+ participants and close to 200 spectators.

Perhaps the most populated facility in Victoria Park is the boardwalk. This 2.5m wide wooden boardwalk circumnavigates the southern edge of the Park, for passive pedestrian traffic. The boardwalk is used by residents and visitors year round, with peak usage during the busy summer tourism season. During the summer, to accommodate bicycle traffic, one lane of Park Roadway is closed to vehicles and converted to a dedicated cycling track. This facility is open from May 1 to October 31st.

A number of special events are held each year in the Park. These range from outdoor fitness classes to Canada Day celebrations, and typically occur with the review and approval of staff and/or Council.

In addition to programs, many different activities happen on a casual basis. Dog walking, frisbee, picnicking, dog training, fitness classes and yoga are just some of the regular and unscheduled activities that are popular in the Park.



## By-law & Policy Review

The administration of Victoria Park is largely guided by the City of Charlottetown's Victoria Park & Promenade Bylaw. Most recently amended in 2009, the bylaw defines the types of uses and activities that are permitted in the park, and the process for major events and new park development. Key aspects of the by-law that are especially relevant include the provision and direction to close a portion of the Park Roadway for seasonal cycling use, the regulations on commercial activities, and the requirements for public gatherings and events.

The by-law is the modern application of the original act of legislation passed in 1873 that lead to the creation of the Park (appended to the by-law as schedule 'A'), and gifted the park lands to her Majesty's subjects for their use and benefit, in trust to the City of Charlottetown.

## Previous Studies

A number of previous studies and past projects have provided invaluable guidance in the development of this comprehensive plan.



## Parks and Open Space Master Plan (2007)

Environmental Design and Management (EDM) was commissioned in 2007 to complete the City of Charlottetown Parks and Open Space Master Plan. This master plan derived much of its impetus from public workshops and interviews, thus establishing a fundamental set of goals and strategies derived directly from the public. The main goals called out by the plan include a current preference for passive over active parks, a perceived need for more passive parks, a desire to see greater linkages between existing parks and the need for greater waterfront access and preservation.

Based upon these core goals several strategies, or 'campaigns', were outlined. Each one provided a focus for the recreational desires of the community. The six campaigns identified were:

- » Showcase City Core Parks
- » First-Class Sporting Venues
- » Forest Parks
- » Green Infrastructure
- » Neighbourhood and District Parks
- » Connections

While the campaigns were meant to address the various roles which the parks system played as a whole, the plan for Victoria Park in particular would be affected by the "Forest Park," campaign and the "First Class Sporting Venue" campaign. In the former, the campaign calls for Victoria Park to highlight its already impressive natural features and de-emphasize its more programmatic elements. The plan specifically calls for the removal of the Kiwanis and City Diamond ball fields, the relocation of festivals and events, and the relocation of the skate park. In the latter, the campaign calls for a consolidation and rejuvenation of athletic programs around other fields in the City. This would allow for the lesser-used sports fields like those at Victoria Park to be decommissioned.

In this role, the master plan called for Victoria Park to become the premier forest park in the city, stressing naturalized areas and passive recreation, removing the inside lane of traffic on the circumferential street, removing the ball fields, relocating the skateboard park, and relocating some festivals and events to other facilities within the City. The study also called for a better overall management plan for Victoria Park, and a dedicated Victoria Park Commission which would include citizens and City officials to provide advice, guardianship, and decision-making on future park issues.



### Sea Level Rise Report (2012)

In 2012, faced with the ongoing need to plan for and address the implications of climate, a team of climate scientists prepared a report on the impacts of sea level rise in Charlottetown. The Projecting and Visualizing Future Extreme Levels for Climate Change Adaptation in Charlottetown Harbour, Prince Edward Island, Canada, written by Forbes, Webster, and MacDonald, summarizes the current understanding of sea level rise and extreme water levels in Charlottetown Harbour and presents information on the extent and depth of flooding that may be expected during severe storms over the next 100 years.

The study presents three plausible scenarios for future high water levels in Charlottetown and the surrounding communities. The predictions combine these sea-level scenarios with statistics for storm effects (combined tide and storm surge water levels) to project 100-year storm water levels in 2100. The high water levels obtained for the three scenarios are as follows:

- » 5.00 m Chart Datum, (3.31 m CGVD28)
- » 5.28 m Chart Datum, (3.59 m CGVD28)
- » 5.73 m Chart Datum, (4.04 m CGVD28)

These numbers are respectively 0.77 m, 1.05 m and 1.50 m higher than the historic record water level.

For planning purposes, the City of Charlottetown currently adopts a flooding prediction for the harbour derived from a 2002 study (McCulloch et al.). This prediction assumes a local sea-level rise (including land subsidence) of 0.7 m over 100 years and suggests that a 100-year storm event occurring in 2100 could reach an elevation of 4.93 m Chart Datum, (3.24 m CGVD28).

Additionally, the most conservative scenario is a minimum of 0.70 m higher than the water level of the earlier study. The selection of a design-to water level for future planning purposes is ultimately a municipal planning policy decision. Nonetheless, these most up-to-date scenarios and their implications require serious consideration, especially when evaluating shoreline stabilization and open space facility design for Victoria Park.

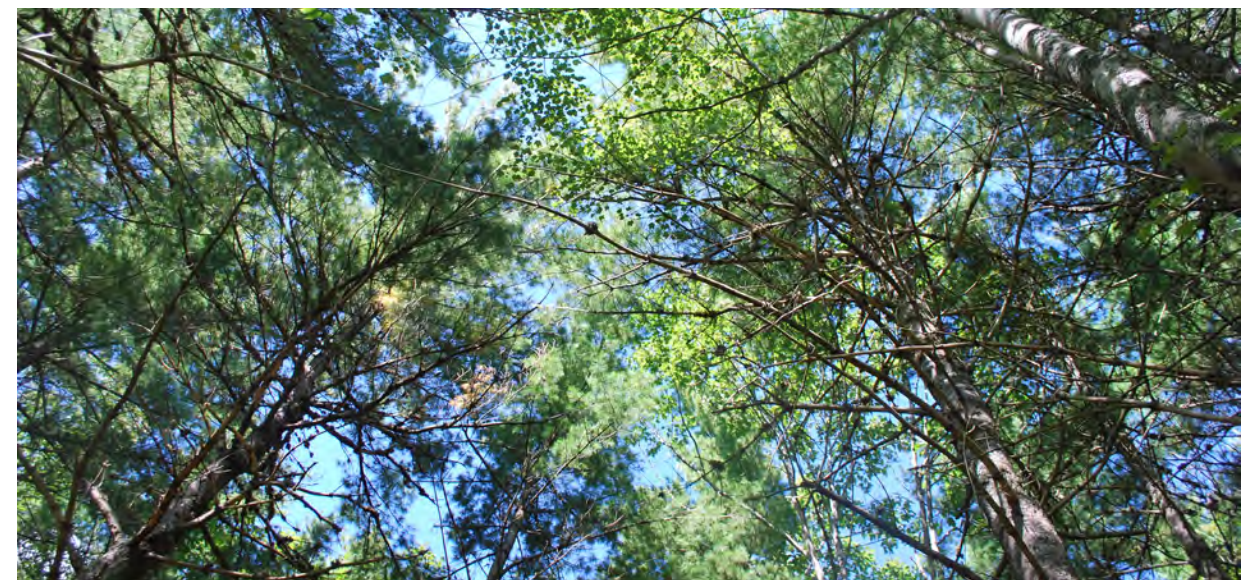
### Forest Management Plan (2006)

The Forest Management Plan for Victoria Park was written by Gary Schneider of the MacPhail Woods Ecological Forestry Project. The plan looks at the existing woodland areas of Victoria Park and arrives at several negative conclusions regarding the forest health. These include the fragmentation of the forest, vandalism and litter, an abundance of invasive non-native plant species, and a general lack of attention to forest health.

Many of these issues have since been addressed, and to great effect, by the hiring of a Parkland Conservationist who has instituted many of the remediation principles outlined in the plan. These include the use of silviculture techniques, trail renovations, the removal of invasive, and the planting of more native plants and trees.

Additional long-term remediation techniques included in the plan were:

- » Change the way people view Victoria Park
- » All work should be of the highest quality
- » Plant more native plants and explain why you are doing this work
- » Renovate the existing trail system and make woodland walks more welcoming
- » Carry out an intensive removal of the worst of the non-native species
- » Be friendly to both the forest and its wildlife
- » Use plants instead of fencing wherever possible





## Management Issues

In the absence of a comprehensive master plan, the modern usage of Victoria Park has been guided by the Victoria Park and Promenade By-law. Since its origin, Victoria Park has always balanced both active and passive uses such as cricket and walking, although many of these activities have evolved to reflect contemporary community needs. As Charlottetown's most prominent open space, there is a general idea that Victoria Park needs to be everything to everyone, and this has led to some challenges for City staff in terms of operational and management decisions. Many of the existing management issues can be categorized based on an overall theme.

### Ecological Values

Victoria Park contains one of the largest contiguous blocks of urban forest in the City of Charlottetown. This natural asset adds significant beauty and character to the block, as well as providing natural habitat as a functioning stand of Acadian forest. However, as with many urban forests, Victoria Park's ecology is challenged by the presence of non-native and invasive species, human and canine impact, vandalism, and the impacts of active recreational activities. In recent years, significant focus and investment has been dedicated to the active management and restoration of the forest, and this work has led to improvement in the ecology of the Park. This work needs to continue, as evolving community needs and ongoing usage pressures continue to press against the need to preserve and protect the urban forest.

### Cultural Values

Victoria Park is one of the oldest municipal parks in Canada, and it occupies a high profile place in the hearts and minds of the Charlottetown community. As such, the cultural significance of the park cannot be understated. The presence of the Lieutenant Governor's House and Fort Edward add layers of cultural and heritage significance to the park, and require special attention when making long-term management decisions. Key views of Fort Amherst / Port-la-Joye across the harbour are important and deserving of preservation and interpretation. The cultural importance of the park suggests that it will never become a dedicated active sports park, and as such, future uses will require appropriate consideration of the cultural attributes.

## Defining Appropriate Levels of Recreational Use

As a large site, there are a wide range of potential recreational uses for Victoria Park, including active and passive programs that may or may not require dedicated infrastructure. Examples include baseball and softball, tennis, cricket, dog walking, bocce, soccer, walking, cycling, community gardens, etc. The identification of community needs and desires is an important step in making facility renewal and upgrade decisions, and will help to reduce the tension between various uses and their impact on the park's ecological and cultural values. The types and intensities of appropriate uses will be made based on the community's needs, within the context of the expressed cultural and ecological values.

### Major Events

Victoria Park is often referred to as the Crown Jewel of Charlottetown, with strong feelings from the community on its long-term vision and management. This is especially evident with respect to the hosting of major events on park grounds. Permitted by the Victoria Park Bylaw upon Council approval, past major events have included Canada Day celebrations, the Jack Frost Festival, and sports tournaments. As competing uses continue to place pressure on park managers, so too will the need to evaluate the opportunities and constraints presented by major events. Many of these decisions require review on a case-by-case basis, within the context of the park's overall vision and long-term goals, and a desired outcome of this plan will be more definitive event policy.

### Adjacent Lands

Victoria Park's proximity to the shoreline, the Lieutenant Governor's House, the historic downtown, and the adjacent Brighton Neighbourhood provide a unique overlook to the City of Charlottetown. Future land-use decisions for the park will have direct and indirect impact on some high profile neighbours, including the Province of Prince Edward Island and the Lieutenant Governor. The strong sense of community ownership demonstrated by the public further reinforces the need to consider the impact of management decisions with respect to adjacent lands. While many decisions may elicit a 'not in my backyard' response, it will be important to consider the broader community impact that potential projects may have. In particular, the potential value the neighbouring Prince Edward Home lands could have for the future of the park should not be minimized, and the City should work with stakeholders to further explore that potential.

3.20 Case Study Baseline Data

NAME	LOCATION	AC	EST.	POP.	TRAILS (KMS)	NATURAL WOODS (ACRES)	OPEN FIELDS (ACRES)	SPORTS FIELD	TENNIS	BASKETBALL	BASEBALL / SOFTBALL	LAWN GAMES	ICE RINK (OUTDOOR)	SKATEBOARD/BMX PARK	POOL (OUTDOOR)	SPLASH FEATURE/WADING	PLAYGROUND	ADVENTURE PLAYGROUND	AERIAL COURSE	OFF LEASH DOG AREA	GARDENS/FORMAL PLANTING	BEACH/WATERFRONT ACCESS	HISTORIC INTERPRETATION	HISTORIC SITES/MONUMENTS	PAVILION/INFO/INTERP CENTRE	BANDSTAND/GAZEBO	AMPHITHEATRE	FISHING / BOATING POND	CONCESSIONS/CANTEEN	WASHROOMS		
<b>Victoria Park</b>	<b>Charlottetown</b>	<b>63</b>	<b>1873</b>	<b>32,000</b>	<b>3.4</b>	<b>27.03</b>		<b>0/19</b>	<b>6/13</b>	<b>13</b>	<b>3/15</b>	<b>1/2</b>	<b>0/4</b>	<b>1/1</b>	<b>1/2</b>	<b>1/1</b>	<b>1/53</b>															
<i>Eastern Promenade</i>	<i>Portland, ME</i>	<i>68</i>	<i>1836</i>	<i>66,000</i>					3	1	2						1/24			1/9												
<i>High Park</i>	<i>Toronto</i>	<i>400</i>	<i>1876</i>	<i>2,600,000</i>				2	3		3																					
<i>Victoria Park</i>	<i>Truro, NS</i>	<i>400</i>	<i>1887</i>	<i>12,000</i>					4	1							1/?	1/?														
Bannerman Park	St. John's, NL	12	1891	106,172				0/18	0/18	0/15	1/25	0/1		0/7	1/2	0/1	1/124															
Centennial Park	Moncton, NB	230	1967	69,000				1/8	10/10		0/20	1/1	1/12	1/1	1/2	1/10	1/40		1/1	1/1												
Centennial Park	Trenton, NS	574	1967	3,000								2/?	1/?		1/?	1/?	1/?															
Central Park	New York City	843	1857	8,245,000					30	12	26																					
Forsyth Park	Savannah, GA	19	1840	140,000				1	4/35	4/38						1/12																
Mount Royal Park	Montreal	692	1876	1,650,000				1	12		2																					
Point Pleasant Park	Halifax, NS	190	1866	298,000							1									1/2												
Shubie Park	Dartmouth, NS	40	1970	101,000				0/21	0/20	0/22	0/37			0/2			1/61			1/2												
Stanley Park	Vancouver	1,001	1888	603,000				1	18																							
Wilmot Park	Fredericton, NB	12	1895	56,200				0/26	6/30	1/10	0/26	1/?	0/10	0/2	0/4	1/10	1/51															



## Case Studies

In order to inform and guide the development of this comprehensive plan, a series of case studies were completed on urban parks of similar prestige, profile, or genre to Victoria Park. From these case studies, various lessons learned were applied to the Victoria Park context.

### Case Studies Baseline Data

In order to better understand the context of Victoria Park currently and in the future, a snapshot comparison was taken reviewing other similar civic parks around Canada and in the United States. By comparing and contrasting this information it can help to establish how the existing condition of Victoria Park relates to other high-profile public spaces. This data identifies fourteen parks and identifies the particular amenities and services which each provides. While there is no one particular park which is perfectly equivalent to Victoria Park, there are numerous close analogues that provide valuable insight.

The baseline data matrix cross references the studied parks with their respective amenities. Highlighted fields indicate the presence of a particular amenity. The numbers indicate the number of amenities within the park vs. the number of amenities within the whole parks system for that particular city or town.

## Case Studies

Based upon the fourteen baseline parks, three case studies were identified which are relevant to Victoria Park, and can provide valuable insight for long-term park planning.

### Eastern Promenade

The Eastern Promenade is a 68-acre park in Portland, Maine, dominated by a 2.4km multi-use, waterfront trail similar to that which rings Victoria Park. While lacking any significant woodlands, the Eastern Promenade is home to numerous healthy tree stands and many large old-growth hardwoods. Like Victoria Park, the Eastern Promenade hosts numerous active recreational opportunities alongside historic points of interest, passive fields, and other potentially conflicting uses. Like Victoria Park, the Eastern Promenade is bounded by historic neighbourhoods, and is within easy walking distance to the downtown areas.





Designed by the Olmstead Brothers in 1836, the park has seen over 175 years of change. Like Victoria Park, the Eastern Promenade has coped with changing demands and uses over time. While the original form has been slightly lost beneath the newer functions, the park manages to successfully contain a range of potentially conflicting uses. Since its inception, sheep fields have been converted to ball fields, carriage paths have been converted to roads, and about a quarter of the original park has been lost to a water treatment facility. Because the park has managed to stay current, adopting its form to changing needs, it remains one of the most successful and well-loved parks in the city. However, like Victoria Park, the Eastern Promenade also suffers from a disjointed use of spaces, and poor wayfinding. A master plan written for the park in 2004 recommended improved signage, upgraded utility services, vegetation management strategy, better organized pedestrian routes, and the decommissioning of some underused ball fields. The changes were primarily geared toward reconnecting and reorganizing similar zones, and reinvigorating the infrastructural management.

### High Park

High Park in Toronto is a 400-acre park established in the same decade as Victoria Park. The park is mixed use, with passive wooded natural areas, walking trails, and athletic areas. High Park is surrounded on three sides by residential areas, and bounded on the fourth by a highway. The park contains numerous passive and active recreational opportunities and is also home to historic buildings, monuments, and gardens. One third of the park remains in a natural state and is a focal point for educational opportunities.

The park was opened to the public in 1876 and due to its prominence in the neighbourhood has always had a positive relationship with its citizens. The park has a unique community-based governance model and maintains autonomy over many of its own internal budgeting and decision-making processes. Though High Park remains under the direct management of the City of Toronto Parks and Recreation Department, many of its inherent features, including the zoo, the children’s garden, the lodge, and the nature centre are overseen by a community-based organization. This system allows the park to be more responsive to the needs and concerns of its user groups and fosters a sense of ownership within the community. This system also allows for greater flexibility and internal oversight of its finances, programs, and maintenance; making the park directly accountable to its users. Self-governance is a strategy uniquely suited for parks that maintain prominent positions in the community.





**Victoria Park, Truro, NS**

Victoria Park is a 400-acre park in the heart of Truro, a town with a population approximately half that of Charlottetown. Victoria Park, Truro was established in 1887, the same era as Victoria Park Charlottetown, and is dominated by Lepper Brook, a quick flowing stream with several scenic waterfalls. Lepper Brook flows through a dramatic ravine, its steep walls creating various micro-climates and hiking experiences. There are several active spaces, with baseball, tennis, pools, and playgrounds, but the majority of the 400 acres are dominated by old growth forest.

The trail system throughout the park is designated as multi-use. Conflicts have been noted, but nothing significant has been reported. Off-trail biking has caused damage to some wilderness areas of the park, and the Parks and Recreation Department is currently looking for solutions. Given the terrain, the trails are far more demanding than those found in Victoria Park Charlottetown. Although all trails are designated as multi-use, pedestrian and bicycle conflicts are reduced through the use of varying materials, which can be more or less conducive to bikes. Steep grades and rough terrain also naturally separate user types. Unlike Victoria Park Charlottetown, there is no major loop road for people passing through the park. Victoria Park Truro is essentially a 'dead end' experience, with the majority of users entering and exiting the park from the same location. Vehicles do not play a major role in the park.

The outdoor pool was opened in 2004 and includes a toddler pool, water slide, lane swimming, diving, and a splash pad component. The fully accessible pool and pool area also include a deck and gazebo. The pool incorporates a zero entry edge allowing full and easy access to walking impaired individuals. All active zones in Victoria Park Truro are clustered near the entrance, creating a dynamic and popular node of activity. Uses are not highly scattered, rather they are compacted together, creating a clear division between active and passive recreational uses. This helps to maintain the forest ecology by reducing the foot traffic and eliminating the need for people to create shortcuts through the woods as they perambulate from point to point. Separating uses and sparing the forest from excess cross traffic is a feature of Victoria Park Truro which can be applied to Victoria Park Charlottetown.









# GUIDING PRINCIPLES

*PLAY GIVES CHILDREN A CHANCE TO PRACTICE WHAT THEY ARE LEARNING.*

*- FRED ROGERS*

This chapter outlines the guiding principles that will form the foundation for all aspects of the comprehensive plan, now and into the future. As municipal and community priorities change and evolve over the lifespan of this plan, it is important to evaluate long-term park decisions in the context of these guiding principles, as they specifically outline the Community's long-term values for Victoria Park.

The guiding principles address broad issues relating to the three-pillared approach to the ongoing management of the park, conserving and enhancing a balance between natural, active, and cultural uses. Ideas of sustainability, aesthetics, ecology, community, and heritage reflect and respond to the values expressed by the City of Charlottetown with respect to Victoria Park. These principles aim to provide the overarching foundation upon which the Park's intention is linked to its physical structure and management approach, and will help to guide and support long-term decision-making.



## Plan Goals

Victoria Park is, and was always considered by many to be the Crown Jewel of the City of Charlottetown's public open space. It elicits a strong sense of civic pride that was evident throughout the public consultation process. The overarching intent of this comprehensive planning process is to protect the significant assets of this park for the future use and enjoyment of the citizens of Prince Edward Island. This process imagines integrating the well-held image of Victoria Park as a historic asset into an iterative framework for the renewal and adaptive reuse of existing facilities, all with the intent to preserve core park values and meet the needs of future park users.

## Collaboration

Victoria Park belongs to the Citizens of Prince Edward Island. As such, in order to continue to meet the community's objectives for this valuable asset, a collaborative approach to management is required, to coordinate the many potentially competing interests. In particular, close ties need to be maintained between the Province as the land owner and the City of Charlottetown as the land manager. The City needs to continue to work with and support community groups such as the Friends of Victoria Park, to ensure that the public's interests are served to the same quality that they have been over the last century. It is through this focus on collaboration that the park will continue to evolve in a unique and tempered fashion.

## Balance

By its very nature and origin, Victoria Park balances competing uses, interests, and objectives. As the City's most prominent open space, the park has more pressure than typical on the types of facilities and uses that the community feels are appropriate. As made evident through the public consultation process, the park has different values for different users; each perspective equally valid and important. In moving forward, Victoria Park must continue to focus on a balanced approach, integrating a mixture of uses and facilities that meet evolving community needs. This is not to say that the Park must be everything to everyone, or contain every possible type of facility and experience, but rather that the long-term management objectives focus on a mixture of passive and active uses and experiences that are consistent with the community's vision for the park.

## Sustainability

Victoria Park, as an urban open space, must by its very definition integrate human uses and needs into its natural setting. As such, there is an inherent need for sustainability, balancing the demonstrated public desire for a healthy, beautiful, and enduring natural space. Ongoing management of the park must emphasize both economic and ecological sustainability, looking at the long-term implications of decisions and not compromising the community's vision for short-term objectives.

## Adaptability

As one of Canada's oldest municipal parks, Victoria Park has changed considerably during its lifespan. Evolving from a more traditional Victorian-era open space typified by a cricket pitch and a parade ground, the present iteration of the park continues to focus on a balanced provision of active and passive uses. Over the next century, the physical form and programming of Victoria Park must continue to adapt and evolve to reflect changing community demographics and needs. It is important that the park management goals focus on adaptability, understanding that in order to move forward, some change is inevitable. By focusing the plan's intention specifically on the vision of the community, the park will naturally be able to evolve in a manner that is tempered and appropriate, as the pace of change will reflect the pace of changing civic needs. Maintaining an inherent sense of adaptability will ensure the long-term relevance of Victoria Park in the years to come.

## Management Values

Within the broader structure of Victoria Park's guiding principles exists a framework of management values that will shape future decisions. These values are linked to specific strategies that should guide park management, inspire program refinement and development, and inform the design of renewal or new capital projects.

The management values are summarized in Table 4.1.



Guiding Principles	Intention	Management Values	Objective	Strategies
<b>Collaboration</b>	Support and cultivate the Community's vision through close collaboration with partners, interest groups, and the engaged public.	Partnerships	Work with the community to ensure the vision of Victoria Park is reflective of current civic needs.	Develop a Victoria Park - specific governance model that brings interest groups to the table for key decisions. Dialog with key partners on major or minor issues that are relevant to their particular realm of influence.
		Support	Cultivate a broad foundation of support for Park initiatives and projects.	Establish programs like 'adopt the park' or 'buy a brick' to fund large scale initiatives. Work with partners to achieve broader park objects with measurable community-scale benefits.
		Public Involvement	Involve the public in discussions regarding the future of Victoria Park	Encourage the ongoing activity of interest groups such as the Friends of Victoria Park, and provide a forum for their input into management decisions. Update the comprehensive plan at regular milestones, to confirm the Public's vision for the Park.
		Education	Offer a range of public education opportunities and programs.	Work with partners on coordination / management of any events to mitigate potential negative impacts. Offer specific public education programs & create learning opportunities with the assistance of stakeholders. Work with partner organizations to offer education programs (i.e. Humane Society).
<b>Balance</b>	Manage competing interests and pressures by advocating a balanced approach for uses and facility development.	Aesthetics	Maintain and enhance the visual quality of natural and cultural assets within Victoria Park.	Ensure capital and renewal projects are developed by skilled professionals. Maintain a park-scaled focus when considering site specific initiatives. Evaluate projects on a case-by-case basis with respect to their impact on the aesthetic quality of the park.
		Circulation	Plan for the pedestrian and cyclist first, and reduce potential for conflict.	Use minimum parking requirements, and encourage visitors to walk to and through the park. Reduce internal traffic through the park by closing Park Roadway as a municipal road. Develop multi-modal facilities and provide education to encourage safe use by a variety of users. Connect Victoria Park to Charlottetown at a regional scale through critical active transportation linkages.
		Activities and Uses	Respect Victoria Park's history as both an active and passive park, and provide a range of experiences for users.	Maintain both natural and active spaces within the park. Provide a forum for the community to express their changing recreational needs. Consider the needs of all Park users, and in areas of disparate interests focus on the common good of the Community. Consider Victoria Park's role within the greater Parks system, and redirect projects and facilities elsewhere in the City as appropriate.
		Seasonality	Cultivate a diverse program of uses and facilities that encourage year-round use of Victoria Park.	Plan for set levels of winter maintenance (i.e., ploughing of boardwalk and pedestrian promenade, grooming of ski trails) Encourage winter uses that do not require permanent infrastructure (winter bootcamps, snowshoeing clubs, etc)
<b>Sustainability</b>	Plan for ecological sustainability to preserve and enhance the Park's important natural assets.	Urban Ecology	Manage the park's green space within the context of an urban park.	Understand that the City context will impact ecological quality, and set management metrics accordingly. Use the Park as a case study to educate the public on urban ecology best practices.
		Native Species	Focus on restoration and rehabilitation of cultivated and natural areas with native species.	Continue to follow the prescribed forest management plan, focusing on the long term removal of invasive species. Restrict ornamental, non-native species to specific areas of the Park.
		Habitat Protection	Protect the existing contiguous forest block from deforestation by prohibiting clearing within the a specific geographic area.	Manage not only the interior forest block but adjacent land uses to minimize negative impact. Restrict uses within the interior forest block to mitigate impacts. Encourage interpretive programming to increase the public understanding of conservation / restoration goals & projects.
		Material Selection	Use products and materials that demonstrate the most advanced green technologies within the park.	Explore the life-cycle benefits of permeable paving. Integrate green energy generation into the retrofit or renovation of buildings (i.e solar panels on the clubhouse) Choose site furnishings and materials with recycled content.
		Coastal Management	Protect the existing shoreline of Victoria Park from the damaging forces of the ocean.	Integrate mitigation strategies for sea level rise and climate change into regular operational programming decisions. Plan for the capital costs of increased shoreline protection Locate future facilities so as to minimize the potential for flooding or damage from the ocean.
<b>Adaptability</b>	Acknowledge the continual evolution of Victoria Park, and integrate adaptive management approaches to ensure long-term vitality.	Preservation	Identify key natural and cultural assets within the park, and work to protect those assets as required.	Complete regular inventories of key assets to document their condition, and upkeep as required. Work with community groups to champion protection opportunities and share resources / information / workload. Preserve and interpretive key views of historic vistas and sites.
		Interpretation	Tell the stories of Victoria Park through ongoing site-specific interpretation.	Expand nature and cultural interpretive opportunities throughout the Park. Develop a Victoria Park interpretive master plan.
		Monitoring and Enforcement	Protect the safety of visitors and the integrity of Victoria Park's assets and infrastructure.	Develop a program of regular monitoring of the Park's facilities and assets. Work with partner organizations like the Humane Society to education the public and enforce regulations to the appropriate civic standard. Install informational and regulatory signage at key locations in the Park.
		Safety and Security	Ensure Victoria Park remains a safe and secure place for residents and visitors.	Encourage public ownership of the park and a strong sense of community stewardship and user etiquette. Design spaces following the principles of Crime Prevention Through Environmental Design (CPTED).
		Decision Making	Provide a framework for informed decision making by staff and Council	Develop a comprehensive framework for informed decision-making.





# MANAGEMENT PLAN

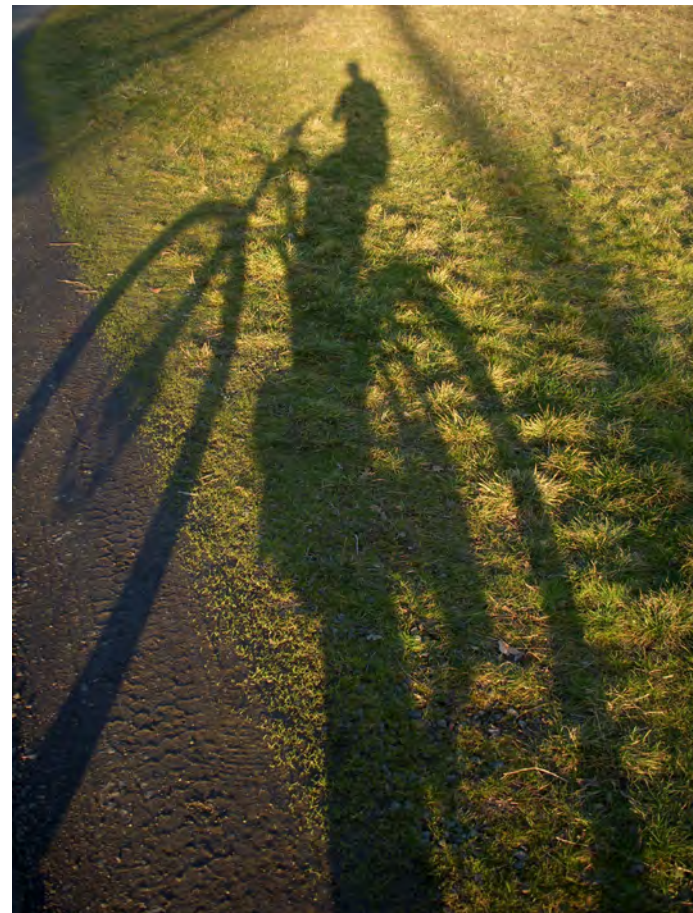
*LIFE MUST BE LIVED THROUGH PLAY.*  
- PLATO

This chapter will help focus and direct ongoing management decisions for Victoria Park, over the thirty-year time frame of this plan. The management goals articulated by the plan reflect the overall vision for the Park, as outlined by the community, refined by the needs and resources of City staff and elected officials, and informed by the outcomes of the background review.

The management plan for Victoria Park is based on the overarching vision for the Park, and then applied based on geographic zones of usage. These zones reflect the original balance of uses from Victoria Park's origin, but also the contemporary pattern of activity. Future land-use decisions should reflect both the park's overall vision and traditional mixture of passive and active uses, although with a focus on the community needs of the day.







## Park Vision

Victoria Park, often described as the Crown Jewel of Charlottetown, is without question the highest profile public open space in the City. A regional destination that was gifted to the citizens of Prince Edward Island, Victoria Park's history and heritage are inextricably linked to the City, and held in high esteem in the hearts and minds of the community.

As the most prominent open space in the City, Victoria Park must continue to demonstrate the very best of Charlottetown, in a balanced and community-centric approach. The original program of uses contained a mixture of active and passive uses that reflected the community needs of the day, with an eye on public recreation and natural beauty. Moving forward, the same focus must be maintained, seeking a balanced program of both passive and active uses that emphasize public benefit and community desire. The park must be allowed to evolve in keeping with changing demographics and recreational trends, so the program of uses must be adaptable and sustainable. Victoria Park cannot be everything to everyone, so its complement of uses must respect the community's vision, but in a balanced and restrained approach. Not every facility or idea will be appropriate in the park, so decisions on facilities, infrastructure, and programs must be made in keeping with an overall intent to maximize public good without compromising the core values of the park itself.

In the future, Victoria Park will continue to epitomize the very best of Charlottetown. Its spaces will be of the highest quality, in terms of ecology, design, and materials. The park will demonstrate the magic that can happen when a City comes together, showcasing collaborative partnerships and a sense of community revolving around a signature open space. Children will grow up playing under the leaves of the urban forest canopy, boarding at the skate park, and swimming in the pool. Seniors will come back to Charlottetown to enjoy the range of activities and amenities. The park's core values of balance, sustainability, collaboration, and adaptability will become instilled in the Community through play, and these values will be passed along to future generations of children, and the cycle will continue. In ten, twenty, and thirty years, the park will change, but its role within the City and on the Island will not - it will continue to be the Crown Jewel of Charlottetown, and a source of immense pride for the City.



## Management Framework

The management plan for Victoria Park is based on its existing pattern of uses. Traditionally a park that accommodated a mixture of passive and active uses, that balance exists to this day. Ball diamonds, playgrounds, and tennis existing within a natural and cultural context, where a managed urban forest adds to the beauty and ecology of the Island, and where valuable heritage assets are preserved and maintained.

The parks' functional areas of active, passive, and cultural spaces can be conveyed graphically, and present the foundation upon which to build a management framework. Using this structure as a basis, and overlaid with the information collected from the public during the consultation, a series of framework plans were developed that further explored the park's physical and programmatic form. These framework plans were further refined to develop a zone-based management approach to guide future program and infrastructure decisions.

Recommendations for the park have been described, based on the five zones articulated, in terms of both management activities and decisions, and future physical projects. The management plan is outlined in this chapter of the report, with written and physical descriptions of the projects in the subsequent chapter.



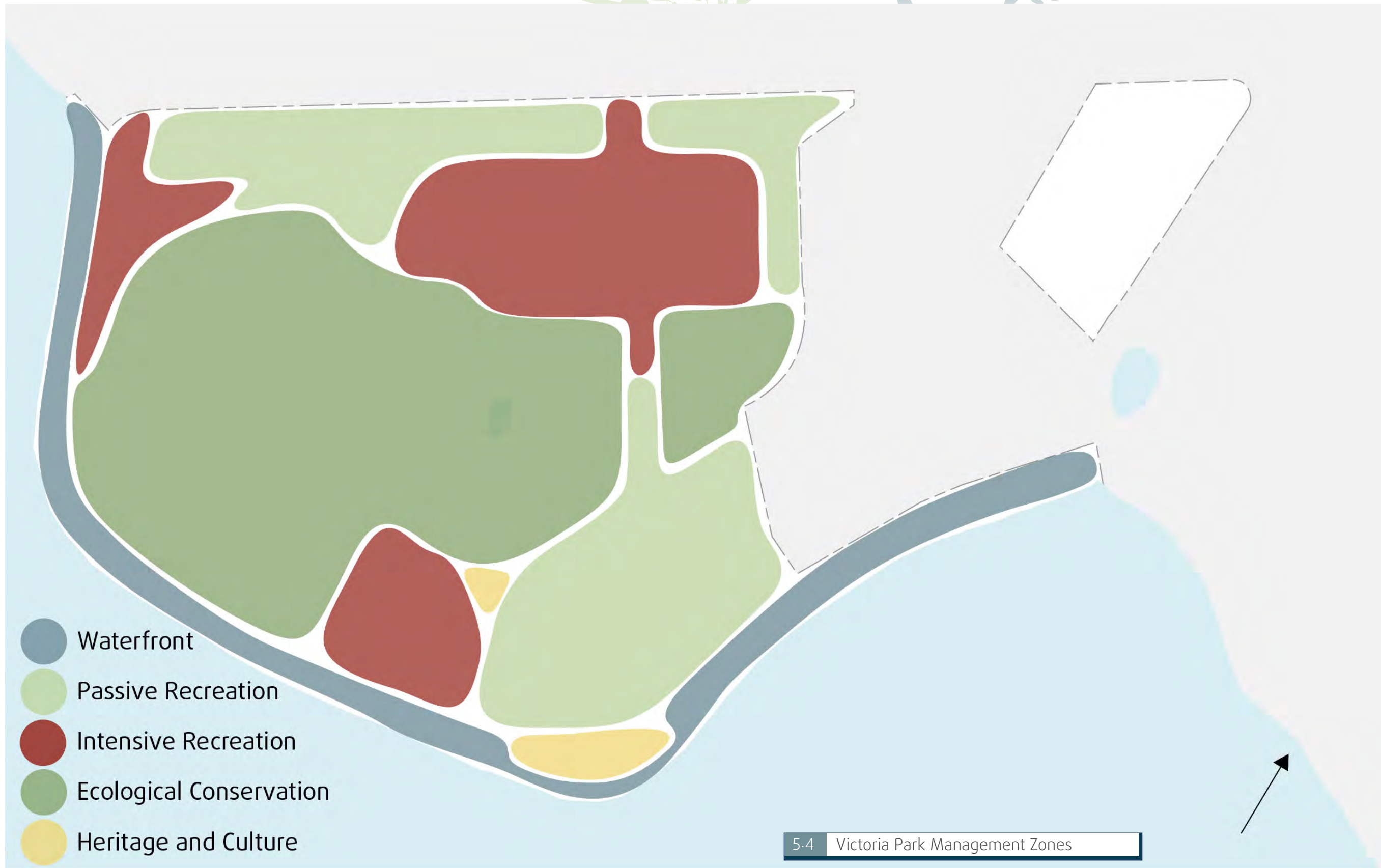
5.1 Framework Plan



5.2 Function Plan #1



5.3 Functional Plan #2





## Zoning

The zoning for Victoria Park defines the primary features and functions, as well as the corresponding activities, programs, and usage intensities permitted for any given area. The development of strategic park zones will inform and support the implementation of the plan's guiding principles, and will also help to ensure that future uses and amenities are consistent with that vision.

The proposed zoning system divides the park into five key areas, each with its own specific usage and management objectives:

- » Intensive Recreation
- » Passive Recreation
- » Ecological Conservation
- » Waterfront
- » Heritage and Culture

### Intensive Recreation

The intensive recreation zone defines the areas of Victoria Park that are set aside for specialized recreation uses and facilities. These are the areas that may attract a large number of park users who are engaged in a specific activity in a specific area. Within the intensive recreation zone, the activities and facilities typically have specific infrastructural requirements and spatial needs, and have a measurable impact on the surrounding landscape. These facilities have particular operational and maintenance requirements, and may need specific treatments to mitigate their impacts on adjacent zones or land uses.

Within the intensive recreation zone, the intent is to focus high-demand or high-impact events such as traditional play, swimming, ball sports or tennis in a manner that is sensitive to the surrounding context.

### Passive Recreation

The passive recreation zone encompasses the areas of the park that are primarily oriented towards passively programmed and casual spaces. These areas are often the transitional zones between intensive recreation and other uses, and must serve specific zone needs while also mitigating and managing the transition between adjacent park uses. Within the passive recreation zones, sites and facilities are both programmed and casual, flexible while still being defined, and managed with a sustainable intent.

### Ecological Conservation & Urban Forest

The ecological conservation and urban forest zone outlines the zones that largely comprise a contiguous block of uninterrupted urban forest within the park boundaries. Within this zone, the forest is further classified into specific sub-zones with individual forest management activities. The primary intention of the ecological conservation zone is to manage the urban forest for its long-term vitality and environmental health, while permitting passive use and educational opportunities.

### Waterfront

The waterfront zone circumnavigates the southern edge of the park, and is a unique area with specific management and usage requirements. Encompassing both the shoreline and the only vehicular circulation route through the park, the waterfront zone manages a series of different and often competing usage requirements. This is an intensely utilized area with both ecological and recreational uses which require a high level of operational input, which is further compounded by the need to manage for climate change and sea level rise.

5.5 Zone Management Matrix

Zone	Intention	Visitor Experience Sought	Dominant Management Functions	Typical Visitor Activities	Specifically Prohibited Activities	Intensity of Use	Operational Effort	Existing Facilities & Infrastructure	Future Program
<b>Intensive Recreation</b>	<ul style="list-style-type: none"> <li>Provide for active recreation opportunities on an organized and casual basis.</li> <li>Spatially organize high intensity spaces and facilities in a strategic manner</li> <li>Manage edge condition of active spaces to minimize conflict with adjacent spaces</li> </ul>	<ul style="list-style-type: none"> <li>An active and engaging experience defined by organized sports, high intensity recreational pursuits, and programming.</li> </ul>	<ul style="list-style-type: none"> <li>Organized and casual high energy and high input sports and recreation.</li> </ul>	<ul style="list-style-type: none"> <li>Baseball &amp; softball</li> <li>Skateboarding</li> <li>Swimming &amp; Aquatic Recreation</li> <li>Playground Play</li> <li>Tennis</li> <li>Food Service / Canteen</li> </ul>	<ul style="list-style-type: none"> <li>Motorized Recreation</li> <li>Off Leash Activities</li> </ul>	<ul style="list-style-type: none"> <li>High Intensity</li> </ul>	<ul style="list-style-type: none"> <li>High Maintenance of both facilities and programs</li> <li>Required monitoring of adjacent areas.</li> <li>Mitigation measures as required for ecological impacts</li> <li>Monitoring and adjustment of facilities and programs as community needs evolve</li> </ul>	<ul style="list-style-type: none"> <li>City Diamond Maintenance Buildings</li> <li>Swimming Pool</li> <li>Splash Pad</li> <li>Play Ground</li> <li>Tennis Courts</li> <li>Dairy Bar</li> <li>Memorial Diamond</li> <li>Kiwanis Field</li> <li>Skate Park</li> </ul>	<ul style="list-style-type: none"> <li>Decommission Kiwanis Field</li> <li>Relocate skate park</li> <li>Consolidate play areas</li> <li>Develop a naturalized play ground</li> <li>Evaluate park lighting requirements, and upgrade only those elements deemed essential.</li> </ul>
<b>Passive Recreation</b>	<ul style="list-style-type: none"> <li>Encourage passive and flexible use of spaces for both programmed and casual activities.</li> </ul>	<ul style="list-style-type: none"> <li>A flexible and adaptable space defined by casual use, moderate programming, and ongoing ecological and operational management.</li> </ul>	<ul style="list-style-type: none"> <li>Passive recreation, with flexible open spaces for casual and programmed use.</li> </ul>	<ul style="list-style-type: none"> <li>Horticultural Enjoyment</li> <li>Walking</li> <li>Public Art</li> <li>Community Gardening</li> <li>Casual Use</li> <li>Contemplation</li> <li>Picnics</li> <li>Frisbee</li> </ul>	<ul style="list-style-type: none"> <li>Motorized Recreation</li> <li>Off Leash Activities</li> <li>Projectile-based sports</li> </ul>	<ul style="list-style-type: none"> <li>Low to moderate intensity</li> </ul>	<ul style="list-style-type: none"> <li>Moderation maintenance of both facilities and programs</li> <li>Required monitoring of adjacent areas.</li> <li>Mitigation measures as required for ecological impacts</li> <li>Monitoring and adjustment of facilities and programs as community needs evolve</li> </ul>	<ul style="list-style-type: none"> <li>Victoria Meadows</li> <li>Pedestrian Promenade</li> <li>Primary and Secondary Trails</li> <li>Horticultural Installations</li> </ul>	<ul style="list-style-type: none"> <li>Strategic horticultural plantings</li> <li>Maintain flexibility of space</li> <li>Community Gardens &amp; Orchards</li> <li>Adapt space as community needs evolve</li> </ul>
<b>Nature Conservation</b>	<ul style="list-style-type: none"> <li>Satisfy public values associated with biodiversity, ecological integrity, well-being, and knowledge associated with a natural Acadian forest within the City.</li> </ul>	<ul style="list-style-type: none"> <li>Visitors should feel a heightened sense of personal well-being and be invited into an active learning experience about biodiversity and ecological integrity associated with a naturalized Acadian forest]</li> </ul>	<ul style="list-style-type: none"> <li>Restoration of the Acadian Forest composition and structure</li> </ul>	<ul style="list-style-type: none"> <li>Forest Management</li> <li>Non-wheeled trail uses</li> <li>Nature Interpretation</li> <li>Nature Education</li> <li>Management of invasive species</li> <li>Trail walking and jogging</li> </ul>	<ul style="list-style-type: none"> <li>Organized Active Sports</li> <li>Active Recreation</li> <li>Major events</li> <li>Motorized Recreation</li> <li>Resource Extraction</li> <li>Camping</li> <li>Off Leash Dogs</li> </ul>	<ul style="list-style-type: none"> <li>Low Intensity</li> </ul>	<ul style="list-style-type: none"> <li>intensive actions to naturalize the vegetation community</li> <li>monitoring of the relevant indicators (see zone specific plan)</li> <li>Mitigation of undesirable effects of visitor uses in adjacent zones</li> </ul>	<ul style="list-style-type: none"> <li>Caretakers Cottage</li> <li>Primary and Secondary Trails</li> <li>Dead Man's Pond</li> </ul>	<ul style="list-style-type: none"> <li>Close and consolidate trails</li> <li>Continue ongoing forest management program</li> <li>Expand public education and outreach</li> <li>Enforcement of Leash Regulations</li> <li>Development of outdoor classroom space</li> <li>Relocation of Potters and development of a nature interpretation centre.</li> </ul>
<b>Waterfront</b>	<ul style="list-style-type: none"> <li>Manage the diverse and potentially competing interests and activities of the Victoria Park shoreline.</li> </ul>	<ul style="list-style-type: none"> <li>A vibrant, multi-modal, multi-use space that accommodates a diverse range of uses and experiences in a cohesive and integrated manner.</li> </ul>	<ul style="list-style-type: none"> <li>Active, circulation based uses integrated with water access and viewing.</li> </ul>	<ul style="list-style-type: none"> <li>Multi-modal circulation</li> <li>Water access &amp; activities</li> <li>Non-motorized water sports</li> <li>Harbour viewing</li> </ul>	<ul style="list-style-type: none"> <li>Motorized water sports</li> <li>Off Leash Activities</li> <li>Speeds on the boardwalk in excess of 15 km / hr</li> </ul>	<ul style="list-style-type: none"> <li>High Intensity</li> </ul>	<ul style="list-style-type: none"> <li>High Maintenance of both facilities due to site conditions and exposure.</li> <li>Public outreach &amp; education on multi-modal facility use.</li> <li>Monitoring and adjustment of facilities and programs as community needs evolve</li> </ul>	<ul style="list-style-type: none"> <li>Boardwalk</li> <li>Park Driveway</li> <li>Shoreline Stabilization</li> <li>Water access</li> <li>Parking</li> </ul>	<ul style="list-style-type: none"> <li>Conversion of Park Driveway to an internal carriageway.</li> <li>Conversion of boardwalk to a multi-modal facility.</li> <li>Road reconstruction - traffic calming measures.</li> <li>Pier and water access point construction.</li> </ul>
<b>Heritage &amp; Culture</b>	<ul style="list-style-type: none"> <li>Celebrate and showcase Victoria Park's unique heritage assets in a manner complementary to adjacent land uses and functions.</li> </ul>	<ul style="list-style-type: none"> <li>Communicate the history of Victoria Park through multi-media interpretive experiences that conserve and celebrate its cultural heritage assets.</li> </ul>	<ul style="list-style-type: none"> <li>Historic Interpretation</li> <li>Tourism</li> <li>Education</li> <li>Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Interpretation</li> <li>Small scale events</li> <li>Expositions</li> <li>Passive recreation</li> <li>Picnicking</li> </ul>	<ul style="list-style-type: none"> <li>Organized Active Sports</li> <li>Off-Leash Activities</li> <li>Active Recreation</li> <li>Major events</li> <li>Motorized Recreation</li> </ul>	<ul style="list-style-type: none"> <li>Low intensity</li> </ul>	<ul style="list-style-type: none"> <li>Moderate maintenance of infrastructure &amp; facilities.</li> <li>Potential programming of space</li> <li>Moderation maintenance of both facilities and programs</li> <li>Required monitoring of adjacent areas.</li> <li>Mitigation measures as required for ecological impacts</li> <li>Monitoring and adjustment of facilities and programs as community needs evolve</li> </ul>	<ul style="list-style-type: none"> <li>Fort Edward</li> <li>Meridian Stones</li> <li>Interpretive Installations</li> </ul>	<ul style="list-style-type: none"> <li>Expansion of site interpretation and programming.</li> <li>Future program and physical connections to the Prince Edward Home site and Province House</li> </ul>



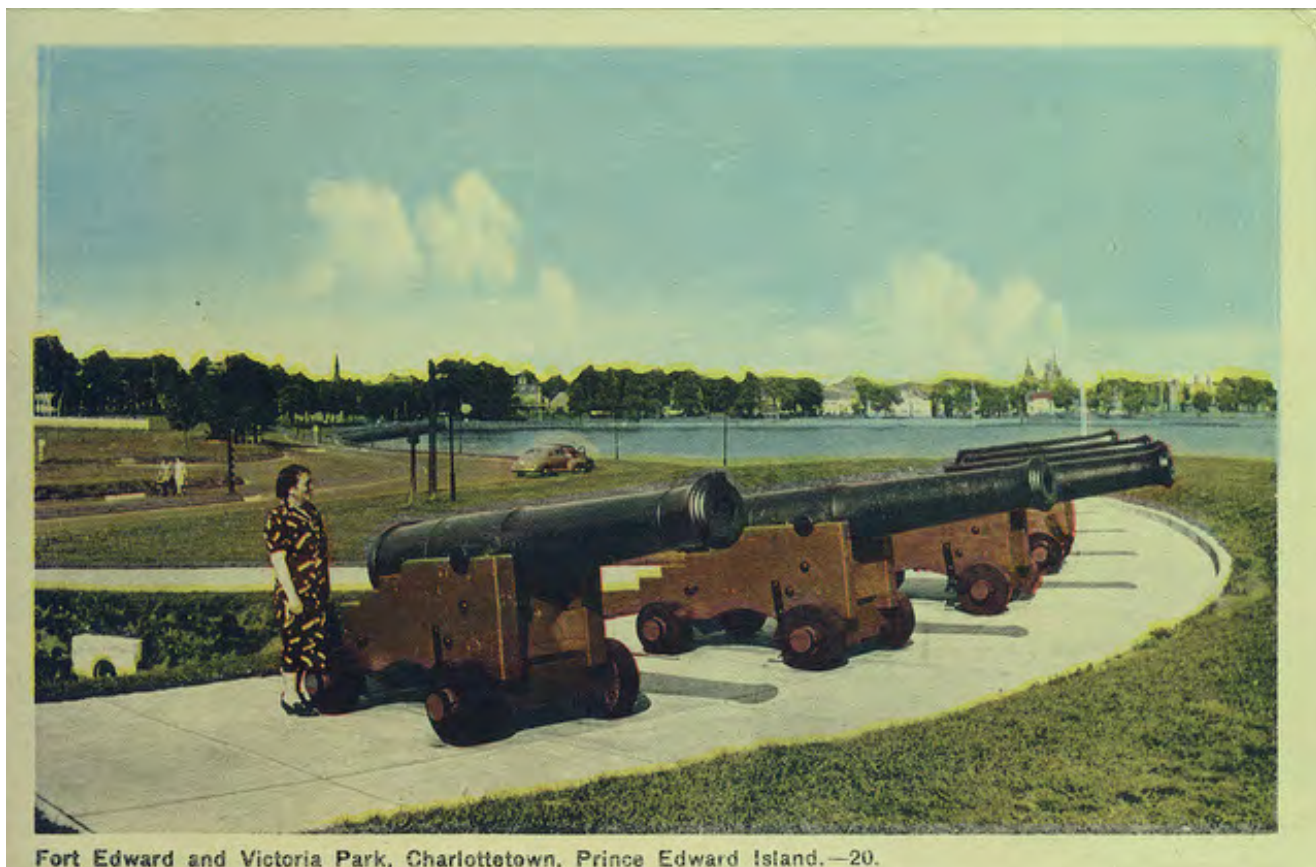
### Heritage and Culture

The heritage and cultural designation zone delineates the areas of the park where the predominant activity is the celebration and protection of the Park’s existing cultural or heritage assets, such as Fort Edward or the location of the meridian stones. Within these areas, other activities may take place, so long as they do not impact the designated heritage and cultural assets.

Within this zone, intensity of usage may be high, compounded by the relatively small areas of each discrete area. Any specific alterations or improvements in this zone must be consistent with the historical value of the landscape, and the visitor experience that is desired. The use of site interpretation in the heritage and cultural zone is more prevalent than in other areas of the park, due to the nature of the assets found.

### Management Plan Matrix

To guide management decisions and guide resource allocations, maintenance schedules, and capital investment, many of the ongoing management or operational tasks or programs have been identified in a series of zone-specific management matrices. These matrices outline both existing and proposed facilities, their objective, tasks, frequency and associated time frames. For proposed physical projects, additional detail and information may be found in subsequent chapters of this document.



Fort Edward and Victoria Park, Charlottetown, Prince Edward Island.—20.



## Intensive & Passive Recreation

The recreational zones of Victoria Park, from a management and operational standpoint, are the most straightforward. Management decisions relate primarily to the maintenance of existing assets, and the time frame for renewal or replacement. In moving forward, the recreational zones of the park should be managed with emphasis on the life cycle of the facilities and how the community’s recreational needs and desires are evolving. At strategic time intervals it may be necessary to re-evaluate a particular facility’s relevance to the current demographic climate. For example, if baseball in Charlottetown follows national trends, the Kiwanis Field may become surplus in the next five years.



### 5.6 Passive Recreation Matrix

Zone	Facility	Intention	Timeframe	Objective	Task	Frequency
Passive Recreation	Primary Trails Secondary Trails	Consolidate and refine existing trail network, and establish a hierarchy of trails within the Park.	Short Term	Maintenance & Investment	Close surplus trails	As needed.
					Resurface existing trails to be maintained	Ongoing
					Maintain trail clear zone	Inspect annually, and prune as needed.
					Install new trail regulatory signage	Ongoing
					Maintain existing signage	Inspect signage bi-annually for wear and tear.
					Install secondary (trail) gateway along Brighton Road	
	Community Garden Community Orchard Community Oven & Picnic Area	Create a community driven space to collectively grow and share local food.	Short Term	Investment	Work with community partners to develop a node for the local food movement within Charlottetown.	
			Medium Term	Investment		
			Short Term	Investment		
	Arboretum	Continue to develop and enhance Victoria Park’s arboretum collection	Short Term	Regular Maintenance & Investment	Continue to invest in and support the park’s arboretum program	As needed.
	Nature Interpretation Centre	Maintain nature programming from clubhouse until the caretakers cottage is available	Ongoing	Regular Maintenance	Regular maintenance of the existing building and services.	As needed.
		Retrofit caretakers cottage into Nature Centre Develop outdoor interpretation	Medium Term	Investment	Create a node from which to offer a range of nature interpretation and educational programs	
Outdoor Classroom	Develop an outdoor classroom space adjacent to the nature centre	Short Tern	Investment	Support the park’s portfolio of nature education		
West & East Meadows	Maintain and enhance these popular flexible open spaces	Ongoing	Regular Maintenance	Regular maintenance of the lawn areas Regular maintenance of planting beds.	As needed As needed	
		Ongoing	Regular Maintenance	Inspect meridian stones for damage.	Annually	
Pavillion	Install a contemporary pavilion with a design that references a Victorian era gazebo	Medium Term	Investment	Create a gathering node at the terminus of the pedestrian promenade that does not block the views of the water.		
	Create a gathering space for small events and water viewing					



Zone	Facility	Intention	Timeframe	Objective	Task	Frequency	
Intensive Recreation	Traditional Play Structure	Provide destination level play experience.  Consolidate numerous smaller play structures into one larger play area.	Ongoing	Regular Maintenance	Inspect equipment	semi-annually	
					Make necessary repairs at time of inspection or as required.	as needed	
	Traditional Play Structure	Provide destination level play experience.  Consolidate numerous smaller play structures into one larger play area.	Ongoing	Regular Maintenance	Inspect surfacing for potholes and clear debris	weekly	
					touch up painted metal	annually	
	Traditional Play Structure	Provide destination level play experience.  Consolidate numerous smaller play structures into one larger play area.	Ongoing	Regular Maintenance	Replace at end of lifespan	Fifteen years or as indicated by manufacturer	
					Inspect surfacing for potholes and clear debris	weekly	
	Splash Pad	Maintain splash pad to provide a destination level play experience  Expand water play area to integrate with future natural play space.	Short Term	Regular Maintenance	Inspect equipment	semi-annually	
					Inspect surfacing for cracks, chips, and trip hazards	monthly during active season	
	Splash Pad	Maintain splash pad to provide a destination level play experience  Expand water play area to integrate with future natural play space.	Medium Term	Investment	Touch up painted metal	as needed	
					Design an integrated naturalized water play area, adjacent to the natural play zone.		
	Swimming Pool	Maintain seasonal swimming pool.  Review community interest and support for a swimming pool at Victoria Park.	Short Term	Regular Maintenance	Inspect pool structure and equipment as directed by pool operator and / or manufacturer.	annually and as required.	
					Medium - Long Term	Consultation	Consult with user groups and the community on the future of the swimming pool. Review usage across other civic pools .
	Tennis Courts	Retain tennis courts			Regular Maintenance	Sweep or clean court surface	weekly
						Repaint court lines	annually
						Inspect edging	annually
						Maintain windscreens, fences, & gates	Inspect at beginning & end of season, repair as needed.
						Inspect lighting	annually and as required.
	Ball Fields	Maintain City Diamond and Memorial Diamond as long as program numbers and demand support that investment.  Review community interest and support for ball diamonds.  Plan for a phased decommission of Kiwanis Field	Short Term	Regular Maintenance	Repair surface or edging	As needed	
					Fill in low spots and regrade	At least annually, at the beginning of each season and as needed.	
					Inspect backstops	At least annually, at the beginning of each season and as needed.	
	Ball Fields	Maintain City Diamond and Memorial Diamond as long as program numbers and demand support that investment.  Review community interest and support for ball diamonds.  Plan for a phased decommission of Kiwanis Field	Medium Term	Consultation	Inspect Site Furnishings	At least annually. Repair and clean as needed.	
Consult with user groups and the community on the future of the ball diamonds.					At least annually, at the beginning of each season and as needed. Paint all wooden surfaces at least once every five years.		
Restore field area and recapture as park of the ecological conservation zone.							
Natural Play Area	Construct a naturalized play ground	Short Term	Investment	Design and install a natural playground near the existing traditional play area.			
				Consult with the community on the design of the natural play area. Work with community groups to fund this initiative.			
Skatepark	Maintain skatepark  Review community interest and support for a skatepark.	Short Term	Regular Maintenance	Inspect equipment and surfaces.	Annually		
				Remove graffiti	Annually		
				Inspect Site Furnishings & Fencing	At least annually, at the beginning of each season and as needed. Paint all wooden surfaces at least once every five years. Remove fencing at the end of its life.		
Skatepark	Maintain skatepark  Review community interest and support for a skatepark.	Medium Term	Consultation	Consult with user groups and the community on the future of the skate park.			
				Relocate skatepark to a more visible location.			
Pedestrian Promenade	Create a multi-modal spine that transects the park and connects the primary entrance to the waterfront.	Short Term	Investment	Design a new skate park in a more prominent and visible location, adjacent to the other intensive recreation facilities.			
				Upgrade the former Park Road to a hard surface, pedestrian promenade.			

5.7 Intensive Recreation Matrix

## Nature Conservation

The Victoria Park ecological management plan must consider the broad and long-term forest management objectives within the specific context of an urban environment. The urban context is essential for ensuring the management approach, specific techniques, and measurement metrics are relevant, and integrate the necessary balance between form and function, and art and science.

An overarching series of goals have been outlined for the natural conservation of the forest in Victoria Park:

- » A naturalized Acadian-forest woodland can and will be created in Victoria Park.
- » A naturalized woodland contains natural distributions of tree-species composition, understorey plant composition, community structures, and deadwood. It also contains a diversity of tree sizes and ages for each species.
- » Dead trees will be left standing unless they are a safety hazard in relation to visitors on maintained paths. No dead wood will be removed from the woodland. Standing dead wood that must be cut down will be left in natural patterns on the forest floor.
- » A naturalized Acadian-forest woodland contains no alien species. All alien species will be removed from the Victoria Park naturalized woodland, with emphasis in invasive alien species.
- » Active learning by park visitors about the Acadian forest depends of information provision by park managers.

## Biodiversity

Natural forests on Prince Edward Island are Acadian forests. For the most part, these forests would have a heterogeneous canopy composition with a rich array of understorey species. The focus here is on plant species because these, as opposed to animal species, can be controlled by human intervention.

Below, in association with ecological integrity, the focus should be on the species composition of the urban forest. In considering biodiversity, the focus is on cultivating and restoring a broad number of native species. This list could include all species native to the Acadian forest region, including the Saint John River Valley, desired be represented (and perhaps should) in the Victoria Park naturalized woodland. By including the Saint John River Valley, the species consideration is expanded to include additional species that would be found in the urban forest in anticipation climate change (the Saint John River Valley being warmer than PEI). The species in particular include American basswood (*Tilia americana*), silver maple (*Acer saccharinum*), and butternut (*Juglans cinerea*).

Schneider (2006) has good proposals for species to be introduced if they are not now in the naturalized woodland. Schneider’s (2006) proposal to remove cankered beech is sound, but white birch plantings should not be favoured, especially if it is now well represented in the canopy.

### 5.8 Nature Conservation Matrix

Zone	Assumed Values	Intention	Indicator	Target
Nature Conservation	Biodiversity	•Build up and maintain as natural an array of species possible.	•Proportion of native PEI woodland plant species represented in Victoria Park.	•100%
			•Diversity of tree sizes and ages	•Representation of all native tree species with reproducing populations in Victoria Park
	Ecological Integrity	•Build up and perpetuate a native, resilient Acadian forest ecosystem.	•Number of alien invasive species with reproducing populations.	•0
	Well Being	•Give citizens a strong sense of connection to PEI nature when they visit the forest.	•Proportion of citizens whose sense of well being is heightened when they visit the park.	•80%
	Knowledge	•Provide park visitors with strong opportunities to learn about native PEI woodlands.	•Proportion of visitors who have a discernible learning experience in the Victoria Park forest.	•80%



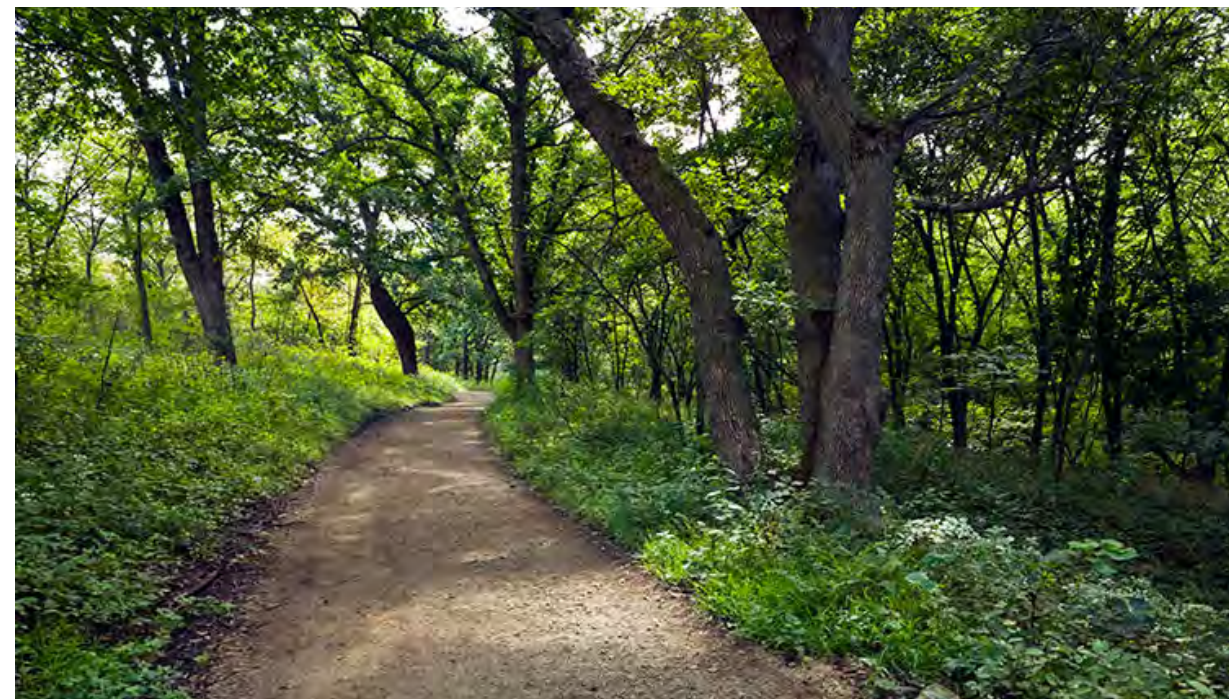
It will take many decades to achieve the diversity of tree sizes and ages called for here. Of course it begins with ensuring a seedling supply in the immediate future. Over the next several decades, it may require continued planting of the implicated species, or, if there is potential for natural regeneration, ongoing vigilance with competition control to allow the desired natural seedlings to survive for the long-term.

**Ecological Integrity**

A naturalized Acadian forest ideally contains no alien species. Some of these are tree species - e.g., Norway maple, Lombardy poplar - while others are perennials such as buckthorn and Japanese knotweed. None of these belong in this zone, and the management prescription is to get rid of them as aggressively as affordable.

**Well-being**

PEI is only about 50% wooded, and the central part of the province is lower in forest cover than the provincial average. Given the clear indications from research that city residents become psychologically uplifted when they spend time in naturalized areas, particularly woodlands, it is essential to consider that the urban forest in Victoria Park can become an important provider of an increased sense of personal well-being for PEI residents.



The actions associated with improving biodiversity and ecological integrity are the main ones to give park visitors an opportunity for up-liftment in a naturalized woodland. Also important is the creation of trails that invite park visitors to stroll within the woodlands. The key additional action needed for the well-being value is to canvass visitors, using reliable social-science research methods, to determine whether they are indeed feeling a heightened sense of personal well-being when visiting the naturalized woodland.

**Knowledge**

Only the keenest and most well-prepared park visitors can become successful active learners about natural PEI forests in the absence of assistance in the form of helpful information and active programming. No doubt, the Victoria Park urban forest can serve the purposes of university-level education, but at this level the sophistication of learners is relatively high. The City should expand upon existing programs to enhance learning opportunities for school groups and citizens. Creating a naturalized woodland is, of course, the first step. Cognizant of the need for frugal programming, a strategy for exploration is the use of QR coding to allow park visitors to call up relevant information on their smart phones. The information should start with helpful descriptions of tree and other plant species considered important in the Acadian forest region. Further information can be added about soils, site history, climate change, etc. The information can be provided in text and photo form, but wave files containing informative narrations can capture the trend among young people to be listeners using their portable technology.





### Forest Management Recommendations

Since the arrival of the Park Conservationist, significant improvement in the overall health of the Victoria Park forest has been made. However, although generally perceived to be in good condition by the public, the forest still faces significant obstacles in its ongoing restoration and recovery. There are two primary factors contributing to the present state of the forest; the predominance of invasive alien plant species, and the species-specific health challenges faced by the stands of beech and white birch. The beech stock within the park is severely affected by beech bark disease, and the white birch is simply in a state of decline, partly due to age.

In a rural setting, the stand may well be heavily thinned to favour long-lived Acadian forest species in both the mature canopy and the regeneration (i.e., sugar maple, yellow birch, ironwood, red oak, hemlock, red spruce, white pine). For the Victoria Park forest, a heavy thinning is not practical or realistic for many reasons. It is important that staff and Council continue to support the restoration work in the park through the allocation of necessary resources. The following steps are recommendations that will support and augment the excellent ongoing forest management work in the Park:

#### Beech Trees

- » Short-term Management: selective removal of young beech trees (i.e., beech not forming the upper canopy) that show signs of infection from the bark disease; this will not appreciably affect park users' impressions of a natural continuous forest canopy.
- » Long-term Management: periodically thin out beech natural regeneration; investigate acquisition of disease-resistant planting stock as such becomes available due to efforts of the Canadian Forest Service in Fredericton.

#### White Birch

- » Short Term Management: fell dead and dying selected birch trees of any size, while retaining certain snags for wildlife habitat.
- » Long-term Management: do not favour white birch in any plantings; lower the proportion of canopy made up of white birch to a few percentage points - white birch is likely to stay in the canopy for some time, but because it is a shade-intolerant, short-lived, pioneer tree species, it will only persist in the canopy over the long term at the edges of the forest stands of the park.

#### Other long-lived Acadian tree species

- » Short Term Management: favour persistence of natural regeneration of these species in any thinning programs; underplant seedlings of species that are currently under-represented in the canopy.
- » Long-term Management: continuation of the above.

#### Invasive alien species

- » Short Term Management: removal and control should continue to be vigorously pursued by Parks staff.

#### Resource Allocation

- » Short Term Management: Include budget for a week of time for a professional arborist or urban forester to prune and thin trees under the guidance of the Parkland Conservationist.
- » Medium Term Management: Provide dedicated equipment for the forest management, and allocate an increased budget for the planting of caliper-sized trees in the Park.
- » Long Term Management: Hire a dedicated staff person, even on a part-time basis, to work with the Park Conservationist on the forest restoration.

In the interest of determining if the gradual approach will work best, an experimental adaptive-management treatment is recommended. This would entail a heavy thinning on perhaps a hectare of the woodland - up to 50% removal, favouring only long-lived Acadian tree species in the canopy except for beech. Under-planting may be needed if the full complement of such species is not present and widely distributed in the overstorey. Science-based monitoring would be needed over several decades to determine the success of both the gradual approach and the experimental treatment in securing a long-term development of climax forest conditions in the park's woodland.



## Forest Education

The Educational Components of Restoration must include a strategic information campaign of signage, community outreach, school initiatives, and volunteer activities. These educational programs must focus on forest health and help to promote the value of forests.

- » Signage. Temporary signs must be displayed throughout the forest, namely at the entrances to rehabilitated paths and forest areas, explaining the necessity and importance of keeping out. Educational signage at parking areas, trail heads, park entrances, information kiosks, and other frequented areas, must reinforce the idea that rehabilitation is a serious, ongoing, park-wide, effort backed up by the will of the community and the full force of the town.
- » Community Outreach. Media campaigns, contact of local user groups, and word of mouth, should all be resourced to help inform the public as to the forest management initiatives and changes, and stress the importance of getting the job done. The culture of awareness needs to be changed.
- » School Initiative. Pushing the educational component of the forest is of prime importance. Alerting local elementary schools and high school teachers to the opportunities which the forest ecosystem presents will do much to strengthen the pro-forest biases of the community. The ecosystems of the forest play well into the standard grade school curriculum and Victoria Park has the opportunity to become an educational showcase.
- » Volunteer Activities. Forest restoration will require educated and thoughtful initiatives as well as simple hard labour. The good works of park staff can be supplemented by volunteer groups with dedicated mission statements. Community groups, local charities, internships, and many other free labour pools are available and will help strengthen the integration and communication between Victoria Park and the town.

The success of the forest management policy within Victoria Park hinges upon finding the right balance between ecosystem health and visitor experience, as the forest in Victoria Park does not exist in isolation but is rather part and parcel of a larger community system. In reinvigorating the health of the forest it is important to instill in the community an understanding that healthy forests equal healthy people. The two must be related, and all reforestation activities must work alongside or in conjunction with other park activities. Education and volunteerism are great ways to enlist the short term help and long-term dedication of people. After all, who's going to vandalize the tree they climbed in as a youth, or litter in the forest they enjoyed visiting with their elementary school? Who will cut down a tree their grandmother volunteered to plant? Addressing the community in conjunction with the forest is crucial to a successful forest management plan.





## Waterfront

The waterfront zone is presently defined by the presence of the boardwalk. As the most popular facility in the park, it faces some of the most challenging long-term decisions, including the need to upgrade and / or protect it from climate change. Most of the management decisions for the waterfront zone relate to physical investment, and additional detail may be found in subsequent chapters of this document.



## Heritage & Culture

Victoria Park is one of the oldest civic parks in Canada, and its history is intrinsically linked to the history of Charlottetown. Gifted to the citizens of Prince Edward Island by Governor William Robinson on June 14, 1873, Victoria Park is figuratively and quite literally at the centre of Charlottetown’s open space system. In light of its historic significant and regional prominence, the City should move forward with making an application for designation as a national historic site.

The process for designation is fairly straightforward, although it can take a minimum of two years for final Ministerial approval. The application can be made by City staff or by a member of the general public, with the land owner’s (the Province’s consent). Other supporting information that will be required for such an application includes the legal boundary of the site, information on the site components and conditions, and documentation on the historic value of the site. Once designated, the park would have access to some funding to support ongoing conservation and maintenance work specific to the site’s heritage.

## Fort Edward

Fort Edward is an important historic site in the park, and a valuable asset to be maintained and managed. Over time, the present site interpretation should be expanded, perhaps as part of an overall interpretive strategy for Victoria Park. Although the public has mixed feelings about the look-off, it provides a wonderful opportunity to enjoy scenic views of Charlottetown, the Harbour, and across to Fort Amherst / Port - la - Joye, and the park itself. Perhaps over time, this structure could be replaced with a waterfront look-off that serves a similar function.





5.9 Waterfront Matrix

Zone	Facility	Intention	Timeframe	Objective	Task	Frequency
Waterfront	Boardwalk	Upgrade existing boardwalk to a multi-modal facility.	Short Term	Investment	Widen boardwalk cross section to 4.0 - 5.0 metres Upgrade surfacing from wood to hard surface Explore the feasibility of permeable paving	
		Raise boardwalk level along with sea wall improvements	Medium - Long Term	Investment	Raise height and improve construction of sea wall Construct 4.0 - 5.0 m wide boardwalk	
	Park Road	Convert to an internal park carriageway.	Short Term	Investment	Narrow travel lanes to 3.2m width Increase medians and add other traffic calming measures Change surfacing at key gateways & crossings Reduce speed limit. Remove civic street name	
	Look -offs & Water Access	Create a series of safe water access points and look-offs	Medium Term	Investment	Promote enhanced access and connection to the water.	
	Sea wall	Maintain the existing sea wall	Ongoing	Regular Maintenance	Inspect the sea wall for damage, top up armour stone as required.	Annually and after any major events.
		Upgrade the sea wall to account for sea level rise & major storm events.	Long Term	Investment	Upgrade the height and construction of the existing sea wall.	

5.10 Heritage & Cultural Matrix

Zone	Facility	Intention	Timeframe	Objective	Task	Frequency
Heritage & Culture	Fort Edward Battery	Maintain character and quality of Fort Edward's historic assets	Ongoing	Regular Maintenance	Inspect artifacts and installations for damage and wear. Remove graffiti and vandalism	Bi-annually Within 24 hours of incident.
		Maintain existing interpretive signage	Ongoing		Inspect panels, footings, and base for wear. Repair as required.	Annually As needed
		Update and add to existing interpretive signage	Medium Term	Investment	Add to the quality and quantity of the interpretation at Fort Edward	
		Memorials & Public Art	Maintain existing memorials and public art installations.	Ongoing	Regular Maintenance	Inspect memorials for damage and wear. Remove graffiti and vandalism
	Signage and Interpretation					Maintain existing memorials and public art installations.
				Short Term	Investment	

### Archeological Guidelines

Victoria Park is on a site that has a high potential for archeological assets. There has been well documented evidence for archeological resources that date from the mid-eighteenth century up to the twentieth century. Although there are no known First Nations sites delineated within the park, there is potential that resources that pre-date the establishment of Charlottetown could exist, including French, Acadian, Mi'kmaq, or pre-contact First Nations assets.

Two specific areas within the park have been identified by the archeological scoping work that was done as part of this comprehensive planning process. The Fort Edward Battery, and the area surrounding Government House have high potential for existing resources. Prior to any physical site work being planned for these areas the City (or Province, in the case of Province House) should consult with a qualified archeologist. It may also be worthwhile to undertake a more in-depth review of the archeology at Fort Edward, if not already completed, to enhance the interpretive experience at this site.



### Monuments, Memorials, and Public Art

As one of the Charlottetown's most important park spaces, there is a natural inclination by the community to want to use the park as an opportunity for commemoration. There are already a number of memorials and dedications within the park, and City regularly receive requests for further opportunities. Memorialization is an opportunity to differ the costs for infrastructure or asset improvement or development in the public realm. The challenge with this approach is that without an overarching policy, the park can become a jumble of memorials without a cohesive vision, and the operational and maintenance demands of these dedications can become taxing to the City.

The City of Charlottetown should adopt a policy for memorialization in Victoria Park, looking at restricted applications to ensure appropriate installations. For any large scale installations or the establishment of naming rights, a time lag of 25 years should have elapsed between the event or person and the installation of the memorial. This policy would specifically apply to memorial sites or naming rights, and not small scale site furnishings or memorial trees. In such a case where an application for a memorial or naming right dedication is made, the decision should be reviewed by the governing body for Victoria Park. It is important that the rationale for any new memorial be significant and closely related to the City of Charlottetown. In addition, there should be a compelling reason why the memorial should be established within the park and not elsewhere in the City. For such large scale installations, the donation or dedication must also include a provision for the ongoing maintenance of the memorial, to ensure that over the long-term it does not become overly cumbersome for the City. When evaluating memorial applications, a qualified landscape designer should be consulted to ensure that the proposed design does not detract from the character and aesthetic quality of the site within the park.



Memorial trees and furnishings are an ideal tool for the City to employ to initiate small scale site improvements, but these installations should be completed as part of the City wide Urban Beautification program. For such programs, it is important to communicate to the family that such installations are temporal and not intended to last forever. The City should ensure that recommended urban beautification trees fit within the overall restoration intention of the forest management plan. The memorial tag or signage should be standardized across the City. For Victoria Park, memorial trees could be planted in a specific grove or within the arboretum, and site furnishings could be installed on an as-needed basis, in locations outlined by operations staff.

The natural beauty of Victoria Park is one of its defining assets, and is an essential component of its overall community value. The desire to add to or enhance the aesthetic value of the public realm through the installation of public art is a common one, but must be undertaken with all due consideration. The City should adopt a similar or concurrent policy to that of memorial development for the park, looking at the overall impact, cohesion, and long-term maintenance requirements for any permanent public art installations.







### Site Interpretive Strategy

Like urban or site master planning, interpretive planning allows organizations and communities to define future development that can be implemented over multiple phases. At its heart, interpretive planning focuses on the content and messages that need to be communicated about an area or region – in other words, the story. Interpretive planning helps define both personal (e.g., programs, staffed activities) and non-personal media (e.g., signage, sculptures, brochures, multimedia, etc.) before any site or building construction work takes place, maximizing every available location and opportunity to communicate a story or message. Finally, it provides a vision for how content and media will work together to create meaningful, memorable experiences for visitors—be they residents or tourists – based on measurable objectives (learning, emotional and behavioural). The interpretive plan is supported by creative, technical and physical design recommendations. It also involves costing and phasing recommendations that help move the project forward in a sustainable and manageable way.



Undertaking an interpretive master plan for Victoria Park at this stage in the planning process is vitally important, not only in a practical sense but in a more holistic sense. Practically, an interpretive plan can help identify and define immediate uses and opportunities for site improvements and future media (i.e. signage, sculptural, etc.) installations, all of which have an impact on design and decision-making related to the site. In many instances, interpretive planning can help guide site developments and decisions related to materials, locations and movement on site. On a broader level, the client and their stakeholders have an opportunity to define the future public experience and use for the site (via interpretation) as part of the development process, including how the cultural and natural stories on the site will be told and what visitors to the site will actually be able to experience in the landscape –ensuring that Victoria Park becomes a more valuable public space overall. Public programming and events may be inspired and developed based on such a plan, related to historic sites, events or cultural and natural storylines.

The archaeological and historic storyline of Victoria Park have tremendous potential for interpretation related to a number of themes and storylines. A review of the archeological report prepared by David MacIntyre & Associates – March 2013 identified key locations where historic activity and archaeological resources are situated in the park. Fort Edward and its surrounding landscape offers a range of possible stories and visitor experiences that can be presented. Themes related to French/English conflict and the struggle for domination in the region, military technology and defence systems of the era, and archaeological research and evidence are wealthy resources to exploit for interpretation as they offer an authentic story in an authentic setting.





Government House and the surrounding property (and its farm) are also important in the history of the park, but also in the evolution of the city and the province. Themes related to the establishment and growth of the capital, Charlottetown and the Province are intimately tied to the development of the park and what it represented, as part of a growing city. While some of these resources and locations are not accessible to visitors, per se, they should be considered as part of any future interpretive plan so that these themes can be presented in the same context as interpretation within the public park landscape. This may be achieved with media situated on or off the Government House grounds, through tours and programs, or mobile media. Regardless, any future interpretation should be integrated with whatever is proposed in Victoria Park proper, so that these two distinct areas are seen as being part of the same storyline and public experience.

As part of the above, there also exists an opportunity to interpret the social evolution of the city, including the role of its public parks, military, recreational and social spaces over time. This theme can include the many land-use changes made over time including temporary buildings (e.g. veteran's hospital) and man-made features (e.g. ponds) that may/may not be seen today. These may become small marked sites as part of an interpretive walk or tour, for example.

In addition to known historic sites and archaeological resources, heritage interpretation may also take advantage of storylines and historic events that have not left any traces in the landscape (or have not been discovered yet). Themes related to pre-contact Aboriginal and Mi'kmaq presence and use, related to river systems and resources should be explored, taking advantage of the natural landscape and water's edge as context for the story. Live programs and events related to these themes have tremendous potential. Additionally, stories related to early French/Acadian settlement and the deportations of the mid-to-late 1700s can be explored, as part of the French-English struggle for dominance in the region. These may not be connected to the fort, but can be referenced, possibly as views out to Port la Joye (Fort Amherst) in the distance.

The weaving together of natural and cultural stories for interpretation is becoming a more common approach for interpretation today, and should be considered when evaluating available themes and stories for the park (and the surrounding shoreline). Natural history themes and subject matter may be interpreted if deemed appropriate within the park alongside of cultural history. This may include geological, ecological and biological topics situated in the landscape, where the resources are evident or appropriate to mention.



## Other Operational Considerations

### Canine Usage of the Park

One of Victoria Park’s most important elements is its provision of passive recreational opportunities. One of the most popular forms of passive usage of the park is walking, and many walkers enjoy bringing their dogs to Victoria Park. While under the current by-law, dogs must be on-leash at all times; however there has been a long-standing discussion on the merits of permitted off-leash dog use in some format. In early 2009, a public survey collected data that indicated support for a dog park or off-leash area within the Downtown. The question on off-leash dog use in Victoria Park was also raised during the public consultation process for this comprehensive plan.

Presently in Charlottetown, there is one formal dog park at the Human Society. Off-leash dog usage also occurs at Upton Farms and to some extent at the Experimental Farm. With respect to Victoria Park, the public opinion was quite mixed. A core group of dog owners expressed their love of the Park, and their desire to be able to walk their dogs off-leash, whether at certain times of day / year, or on certain trails. The idea was also raised about incorporating a dedicated, fenced off-leash area. Although a proportion of the public supports off-leash usage within the Park, there were a number of specific concerns raised during the consultation period. The online survey asked specifically about off-leash areas and times, and only a third of respondents were in favour of those options.

As part of the background research, the study team completed an extensive best practices review on the design of both dedicated dog parks and off-leash management scenarios. This research, along with the management context of the park, led to the recommendation that off-leash dog usage is not appropriate for Victoria Park. The physical size of the park, its patterns of usage and daily population, the sensitivity of the forested areas, and the public concern over off-leash dogs do not support either a dedicated area, or set times / trails.

Dogs are valuable members of the community, and their needs and the needs of their owners are important. As such, no changes to the Park’s regulations are recommended; responsible, on-leash dog usage of the park is encouraged and supported. Secondly, there is clear interest and demand for off-leash usage that must be accommodated in the City. The City of Charlottetown should work with the dog park stakeholders to develop a solution for off-leash needs.





## Event Management

Due to the prominent role that Victoria Park plays within the community, there will be continued interest to hold special events within the park's boundaries. These events are important to enriching the lives of the citizens of Charlottetown, facilitating public enjoyment and creating connections to the larger community. As well, activities and special events within the park provide significant opportunities to strengthen tourism, culture, recreation, education and makes good economic sense. There is an opportunity to diversify the site's offer to respond to different audience's needs and interests attract new visitors, but also maintain a respect for the character and values of the park and engender a deeper connection to this special place.

Guidelines for holding events in Victoria Park to assess whether an activity can take place in the park is an important decision-making tool for park staff and event organizers. This will ensure that Victoria Park has the capacity to host these events, activities and events are well coordinated, and that they will be run smoothly and safely for all those attending.

Defining what constitutes a special event will trigger a special event assessment. These triggers can include, but are not limited to:

- » The number of attendees (> 250 people)
- » Whether external infrastructure is required to hold the event
- » Whether the event will impacts on traffic flows, road closures or will tax municipal services.
- » Whether liquor will be served.
- » Whether the event is intended to generate a profit for organizers.

## Victoria Park Capacity for Large Events

Although Victoria Park is a desirable location for major events, that does not mean that all events are suitable for the Park. When evaluating the appropriateness of events for the Park, the guiding principles must be reviewed, as ultimately it is important that no single use occur that compromises the broad community interests and values. As such, the following event capacity recommendations should guide decision-making:

- » Events should be limited to the meadows, or other active zones of the park. At no time should an event compromise the ecological (forested) zone of the park.
- » For safety, the occupant capacity for an event should be the lower of either the occupant density or exit capacity.
- » The occupant density is the number of people that can safely occupy the open space available, based on a figure of 1.0 square metre / person.
- » The space available for the occupant density should not include space allocated for staging, back-of-house, washrooms, food or alcohol sales, or other service areas.
- » The Province of Prince Edward Island outlines guidelines for food services at special events, and this includes required numbers of toilets and hand-washing stations.
- » The exit capacity is the number of people that can safely be evacuated from the site if necessary, given the available exits. Exit capacity assumes that the site must be clear within 5 - 10 minutes, at a rate of 140 people per 2.0 metre wide exit, per minute. Exits should ideally be 2.0 metres wide at a minimum.
- » The season of the event should be considered when evaluating the proposal. For example, events in early spring or late fall could increase the likelihood of damage to the grass of the Meadows.

Under the Provincial Guidelines for Food Services at Special Events, a 10 hour event with a peak crowd of 10,000 people and no alcohol will require 68 washrooms and 20 hand-washing stations. This may require up to 1000 square metres of surface area. Any alcohol service will increase the washroom requirement by 13%.

Special events in Victoria Park have the potential to benefit the community, as well as providing a source of income for the City. However, these short term benefits must not outweigh the long term management objectives for the Park. The City has a new, large scale event venue that is available to host significant events that may not be compatible with the Community's vision for Victoria Park.

**Event Requirements**

Use of the park will be restricted those activities that conform to Federal, Provincial and Municipal legislation and regulations. An application will be required that will include an event Site Plan (and Tent Plan, where necessary) and a list of all infrastructure requirements, costs, conformity to regulations and required permits, security requirements, insurance coverage, hours of operation, toilet facilities and clean-up provisions. Each of these items will have their own requirements to fulfill in the application.

Should tent structures be necessary to run the event, any tent over a 10' x 10' foot size will require a special permit and inspection by the local fire and emergency services. As part of the application process, a Tent Plan will require a number of regulations to be adhered that include such items as set-back distances from each other, emergency access routes, and exits and entrances.

Event managers must provide the City with a bond or other form of guarantee against damage to the Park. They must also be responsible to cover the costs of returning it to its original condition (i.e. trash collection & removal) as City staff do not have the resources to set-up and take down events. The City should consider requiring a percentage of revenue from the event to be directed towards a park endowment that would fund special restoration projects.

**Ongoing Park Maintenance**

Victoria Park has many facilities and structures that require ongoing maintenance and investment. This is often a tough choice during budget periods, as these investments can be seen to lack the public support or visibility that large capital projects may have. The long term health and vitality of the park very much depends on regular upkeep of key infrastructure such as lighting, existing buildings, and services. It is important that sufficient budget be allocated each year to address the natural upkeep of park facilities.

When the time comes for replacement or renewal, it will also be important to consider the life-cycle costs of the various replacement options, to reduce and streamline ongoing maintenance costs on a go-forward basis.





5.11 Park - Wide Operations Matrix

Zone	Facility	Intention	Timeframe	Objective	Task	Frequency
Park-Wide	Park Services	Maintain water, sewer and electrical to key park areas.	Ongoing	Regular Maintenance	Evaluate park lighting needs, and eliminate surplus lighting / reduce excess lighting levels, in keeping with best practices of dark sky compliance.	Complete a park wide lighting audit.
					Inspect lighting	Implement recommendations over time.
					Inspect park sewer infrastructure.	annually and as required.
					Ensure positive drainage of stormwater in park, to avoid unnecessary flooding	Inspect annually. Recommend annual clean-out of catch basins & manholes, and as required.
	Buildings	Maintain existing buildings	Ongoing	Regular Maintenance	Inspect and maintain existing buildings as required.	Ongoing.
					Construct a new maintenance building, adjacent to the Brighton road main park entrance	Medium Term
	Signage	Replace existing signage over time with new signage family	Ongoing	Regular Maintenance	Inspect signage.	Annually and as required.
Investment					As new signs are required, replace with standard from the new signage family.	





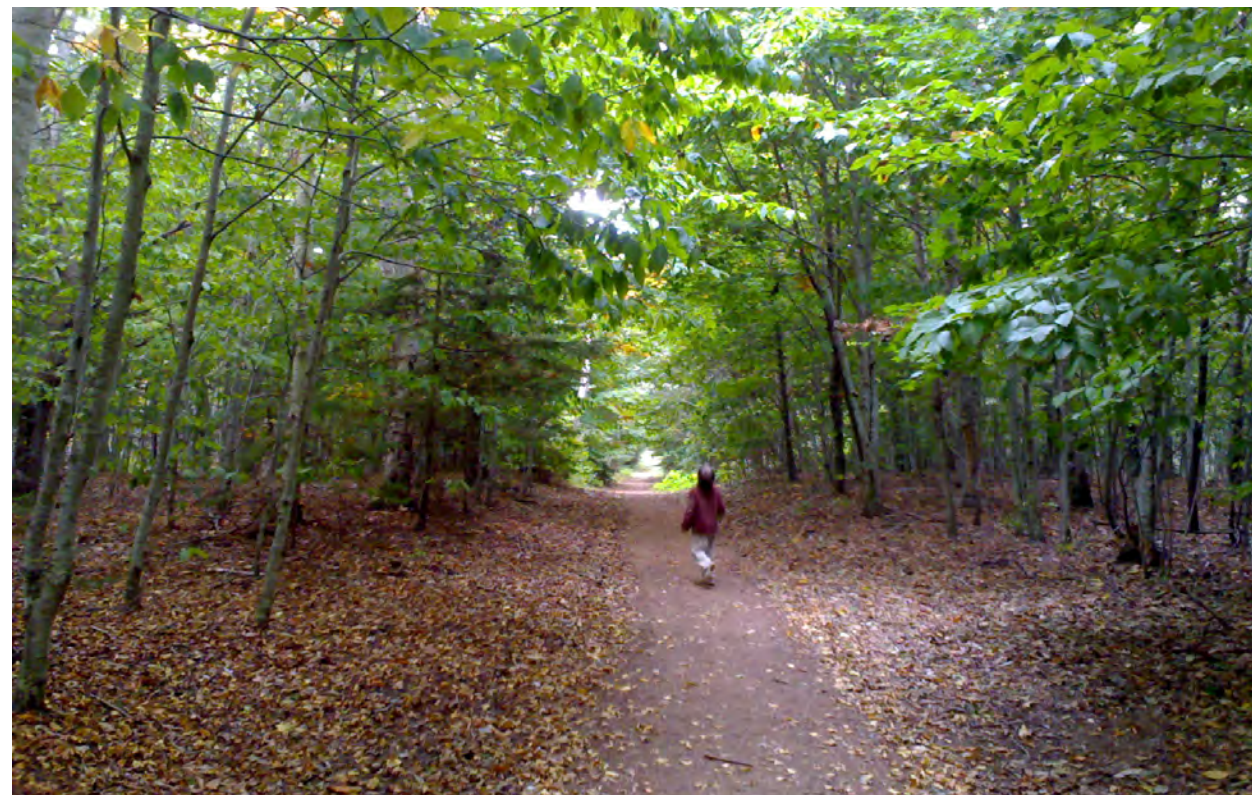


# DEVELOPMENT PLAN

This chapter describes the physical plans and projects to be implemented over time for Victoria Park. These recommendations and ideas relate directly to the overall vision articulated for the Park during the public consultation, with context for the future use of the Park arising from outcomes of the best practices and case study review. These projects are described through the use of plans, illustrations, images, and narrative text, framed by an overall intention for the physical evolution of Victoria Park.

*DON'T BUNT. AIM OUT OF THE BALL PARK. AIM FOR THE COMPANY OF IMMORTALS.*

*- DAVID OGILVY*







6.1 Illustrative Master Plan





## Victoria Park Physical Master Plan

As the Crown Jewel of Charlottetown’s parks and open space system, Victoria Park exemplifies the very highest standard of ecology and design. As the park moves forward, the projects and improvements identified by this comprehensive plan represent a refinement of an already well-organized and well-loved public space. In fact, throughout the public consultation, many comments advocated a maintenance of the status quo for the existing programs and infrastructure. Unfortunately, the maintenance of the status quo is not in the best long-term interests of the park, as the community needs will always be evolving, and the existing facilities and programs will always need to be maintained or updated. As such, when considering the physical master plan for the park over a long-term time frame, the City should consider that these strategic investments are building upon an existing and well established framework of use. The maintenance of the existing patterns of use and balance of facilities with a constant eye on evolving community needs should be the lens used to evaluate future investment and renewal decisions.

Due to its prominence, Victoria Park should showcase the very best facilities, programs, and infrastructure within the City’s parks system. The play spaces, sports facilities, cultural nodes, open spaces, and forest should all demonstrate high quality design, thoughtfulness, and intention. Over time, strategic investment will refine and strengthen the foundation of the park, emphasizing its role at the heart of Charlottetown recreation. Physical projects must seek to balance often competing interests with the goal of long-term public benefit, where no single interest or user group’s views prevail over the broader community vision. Focus must be made on multi-use, adaptable program elements that achieve and support the established balance of active and passive uses within the park. Connections to and through the park, both physical, in terms of active transportation and cycling, social in terms of community-based programming, and cultural in terms of preserving key historical assets must be strengthened and enhanced.

Through strategic and focused investment over the long-term, the City can continue to support the ongoing evolution of Victoria Park, and ensure its place at the social, recreational, and cultural heart of the community.







Brighton Road

Brighton Road

Terry Fox Drive

Kent St.

Existing Pool & Splashpad

Community Garden

New Drop-Off

Maintenance

New Parking

Future Connection

Traditional Play

Nature play

Memorial Field

City Diamond

Prince Edward Home

Skatepark

Government House

Dead Man's Pond

Existing Arboretum

Historic Garden

Gateway Signage

Park Carriageway

Pedestrian Promenade

East Meadow

Multimodal Boardwalk

Tennis

Outdoor Classroom

Nature Centre

West Meadow

New Parking

New Drop-Off

Kiwanis Dairy Bar

Pavilion

Fort Edward

Boardwalk

Promenade

Primary Trail

Secondary Trail

6.2 Park Circulation Plan

0 50 100m



## Circulation Plan

Victoria Park is one of the most popular open space destinations in Charlottetown, and it is a major venue for active transportation activities such as walking, running, and cycling. The Regional Active Transportation Master Plan outlines Victoria Park as a regional hub, so its connectivity to and through the site becomes very important on a regional scale. While much of Victoria Park's traffic arrives by vehicle, it is essential to provide sufficient active transportation connections to encourage visitors to arrive using other modes of transit.

### Park Carriageway

The primary alteration for Victoria Park is the conversion of the Park Roadway from an active civic street to an internal park carriage way. The proposed realignment of the intersections of Park Roadway with Terry Fox Drive and Brighton Road will not only define distinct gateways to the park, but will communicate to vehicles that Park Roadway is designed not as a thoroughfare, but as an internal park drive. Traffic calming measures, such as a widened boulevard, reduced speed limits, and strategic changes in pavement surfacing will encourage slower moving traffic. This will, in turn, discourage short cutting as through-traffic takes an alternative route around the the park. The park carriageway will permit two-way traffic on a year-round basis, as non-motorized wheeled traffic will be accommodated by a new boardwalk cross section adjacent to the water. Parallel and angled parking will be provided for in strategic locations along the carriageway, for mobility restricted users, or those who wish to take in the view.

### Waterfront Boardwalk

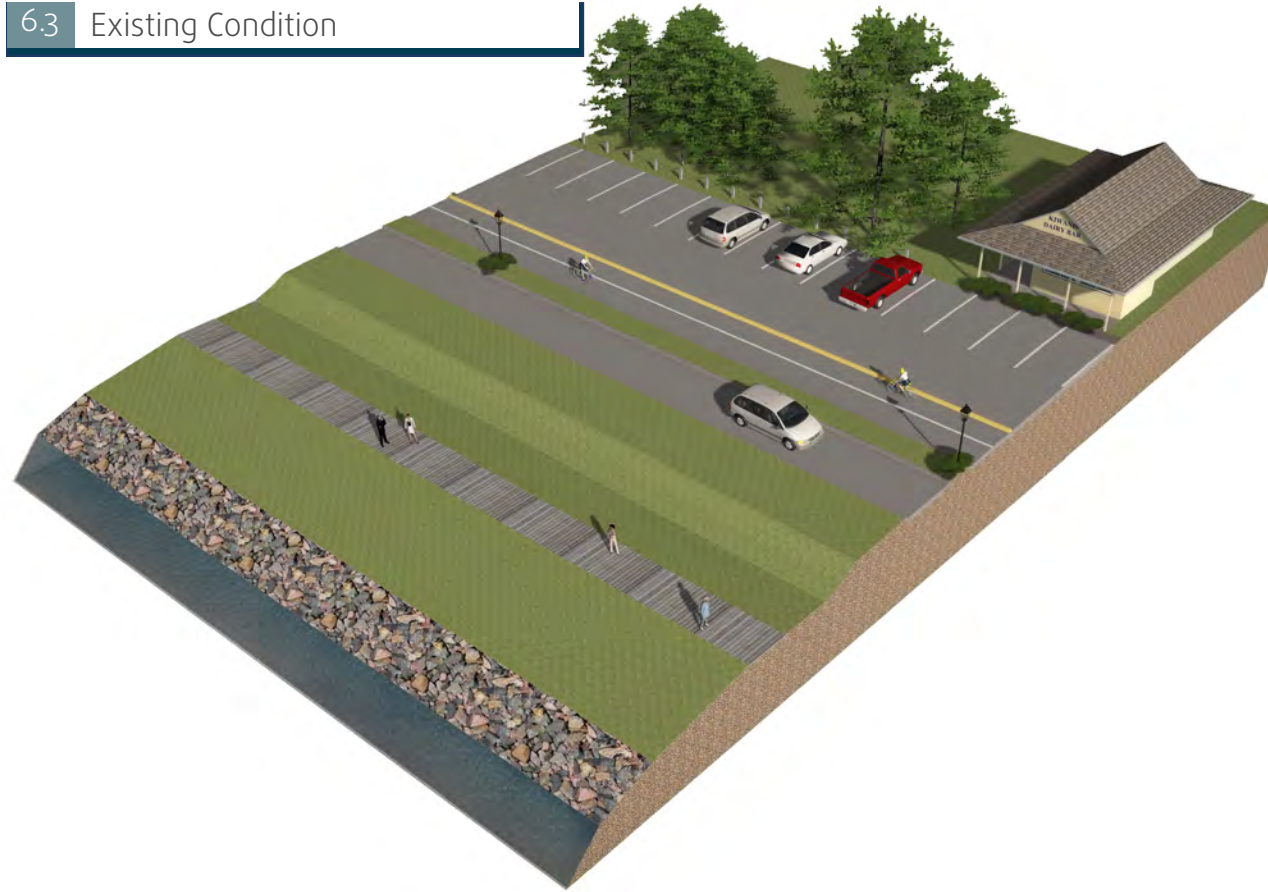
The waterfront boardwalk is one of the most popular facilities in Victoria Park, and is typically crowded with pedestrian users. The current width and surfacing material of the boardwalk limits its use by cyclists and other wheeled users, due to safety and accessibility considerations. In transitioning the Park Roadway from a civic street with a seasonal cycle track to a two-way internal park carriageway, it is essential to accommodate cycling traffic on another facility. The conversion of the boardwalk to a multi-modal facility that permits wheeled and walking uses is a natural evolution for the park, and its supported by the present active transportation literature.

A wider four-metre cross section, either boardwalk or hard surface, is able to accommodate a broader range of users in a safe and efficient manner. The ability to accommodate wheeled users on the boardwalk will be an important consideration in planning for Charlottetown's aging population and encouraging those with mobility restrictions (and devices) to participate in passive recreation like walking. The present standard for a safe multi-modal facility advocated by the Transportation Association of Canada (TAC) is a 3.0 to 4.0m wide cross section for two way cycling traffic that is shared with pedestrians. This width will safely accommodate the existing pedestrian traffic, as well as cyclists, runners, parents with strollers, rollerblades and skateboards, wheelchairs, and other mobility assist devices, and is a cross section that is utilized in many other communities across North America and in Europe. There is a large body of transportation literature that supports the safety and efficacy of such a multi-modal facility.

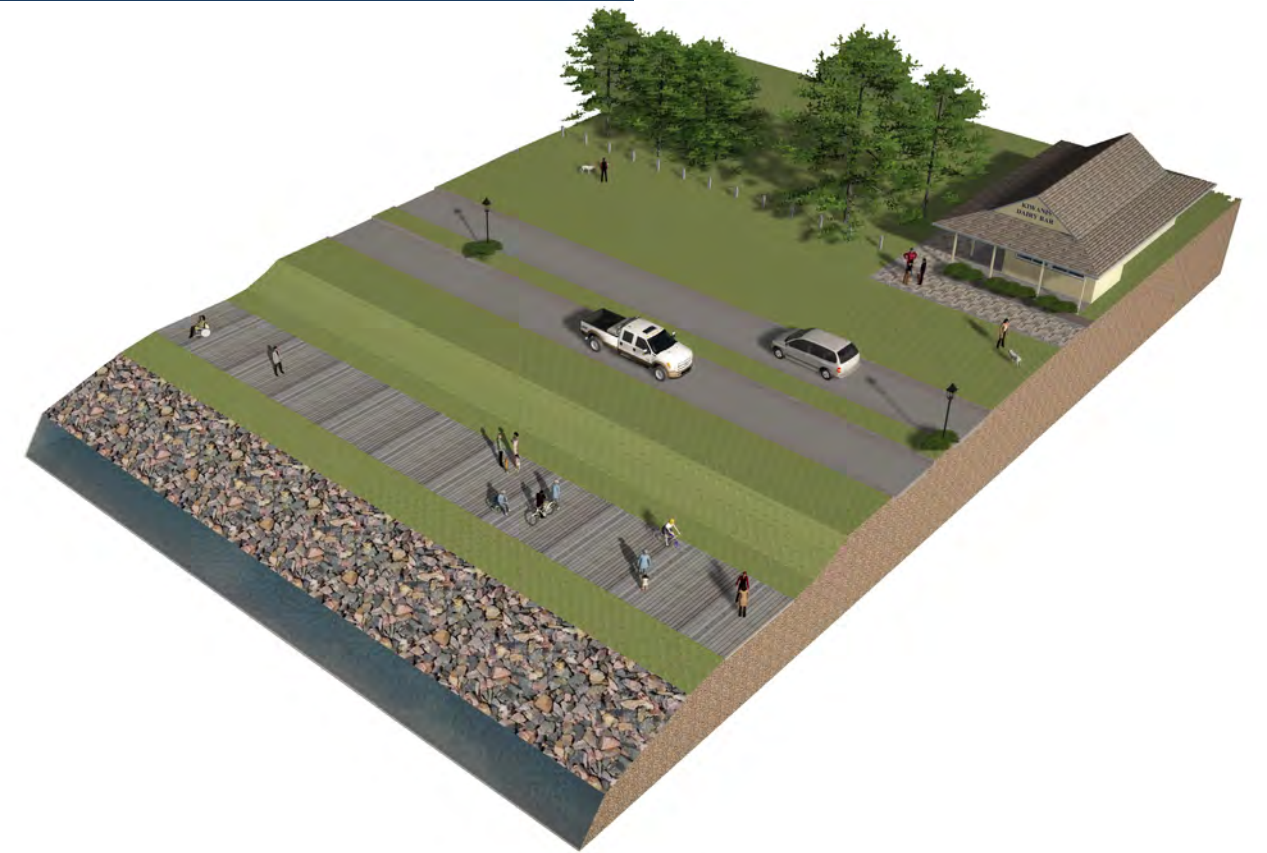
From an open space design perspective, the integration of multi-modal traffic onto the boardwalk creates an enlivened and vibrant public space for the Park. Not only will the boardwalk function as a major attraction for the park itself, it now functions as a primary connector in the Regional's overall active transportation master plan.



6.3 Existing Condition



6.4 Reconfigured Boardwalk & Carriageway





### Trail Hierarchy

Within the other zones of the park, the establishment of a defined trail hierarchy will improve access through the park to key destinations, encourage passive recreation, and minimize impact to sensitive interior forest areas. The present spiderweb of internal trails should be consolidated to a simple loop design that reflects the early character of the park. The closure of secondary trails within the ecological zone will concentrate usage to major routes and will enhance the overall health of the urban forest.

Within the trail hierarchy itself, three major typologies have been created, a major pedestrian promenade, a primary trail, and a secondary trail.

#### Pedestrian Promenade (4.0m)

The pedestrian promenade is the primary trail connection that bisects the park and builds upon the original Park Road. Linking the main park entrance and primary intensive recreation zone through to the waterfront, the pedestrian promenade is both a major non-motorized thoroughfare and a key sight line of the park. The promenade is a hard surface, 4.0m wide multi-use walkway lined with trees, and is one of the loveliest routes through the park. Along the promenade supporting site furnishings encourage visitors to linger; benches, trash receptacles and site signage provide necessary service.

The promenade terminates at a large gathering space, it is here in a new plaza space that visitors can congregate on Canada Day to take in the fireworks. A tensile structure frames the view without obstructing it along the promenade, and harkens back to the original gazebo that used to stand in this vicinity. This plaza space could play host to smaller events, with the nearby grassy lawns ideal for gathering and casual use.

#### Primary Trail (2.5m)

The primary trails within Victoria Park provide efficient circulation between major activity zones within the park. Due to the recreational nature of this space, parking has been minimized, and users are encouraged to walk from the major parking areas. The primary trail network bridges these connections along key view corridors and major sightlines, providing park users with a specific type of landscape experience. Primary trails are 2.5 metres wide, to accommodate multi-modal transportation, especially for wheeled users like strollers and mobility devices. In the long-term, primary paths should be constructed of a hard surface to facilitate access for the mobility restricted, but in the short-term a stone dust surface will suffice.

Site furnishings along the primary trails should include drainage structures like culverts to manage surface runoff and mitigate erosion. Other site furnishings such as benches, trash receptacles, and trail signage should be provided at key intervals. The City should explore the feasibility of permeable paving solutions for the future, including a review of the life cycle analysis of the initial capital costs.





**Secondary Trail (1.5m)**

Victoria Park’s secondary trails generally provide an alternative connection to major spaces and amenities within the Park. The secondary trails have a different character and feeling than the other trail typologies, and typically are not designed for multi-modal traffic. Constructed of stone dust or wood chip, a secondary trail has a cross sectional width of 1.5 m, within an overall clear zone of 3.0m. Within this cross section, maintenance should be restricted to clearing major trail obstructions, with native vegetation allowed to establish freely. Site furnishings and other infrastructure should be limited to minor drainage structures as required to minimize erosion, and secondary trail signage at gateway locations. Benches, signage, and other infrastructure should be discouraged along these routes.



6.6 Secondary Trail Cross Section



## Intensive Recreation Zone

The intensive recreation zones are the active nodes of the park. These are the spaces for organized sports and casual play experiences that require dedicated infrastructure, investment, and maintenance. Within the intensive recreation zone, action and excitement are not only permitted, they are encouraged. Over the short-and-medium term, new programs and refinements to existing facilities in this zone will better meet the evolving needs of the Charlottetown Community.

### Brighton Road Primary Gateway

Victoria Park presently does not have a clear and focused gateway to guide users to key areas within the park. The conversion of the Park Driveway to an internal carriageway will direct more traffic to Brighton Road, which makes this a logical location for a primary entry to the Park. The existing Brighton Road entrance delivers visitors to a small parking lot between Memorial Field and City Diamond, with limited space for drop-offs and parking. The creation of a more formalized entrance drive with a dedicated drop-off will facilitate circulation of vehicles especially during major sports tournaments. The new drop-off loop would replace the existing small parking lot, which is not ideal given its proximity to flying baseballs.

A new parking area would be constructed to the east in the grassy area behind City Diamond. This location is more functional, given that it can be protected from the diamond through the use of netting and/or strategically planted trees. This location would also facilitate a future expansion of the parking area onto the adjacent Prince Edward Home lands, should the City acquire access to that site in the future. A new maintenance and operations facility tucked in behind the parking area will improve the efficiency of park operations, and would provide a consolidated area to stockpile materials and store necessary equipment.

The tree-lined formal entrance to the park reflects the traditional Victoria architecture of the Park's era of origin. Driving into the park, visitors now can easily access a larger parking area or drop-off players close to the ball diamonds. A new entrance plaza space concentrates traffic to minimize damage to soft surfaces, and allows for staging space during larger ball tournaments and events. New gateway and directional signage leads the way to major program spaces, and an improved primary trail links the Brighton gateway to the major play spaces to the west, such as the skate park and the pool.





### Brighton Road Secondary Gateways

The proximity of Victoria Park to the adjacent Brighton Neighbourhood is a major asset to the community, and where possible pedestrian connectivity should be enhanced. At the intersection of Brighton Road and the Park Driveway (near the Pool), a new alignment defines the internal park carriageway from the municipal road right-of-way, and creates a secondary gateway into the park. A primary trail connection at this corner connects pedestrian and cycling traffic to major program areas such as the play spaces and tennis courts.

A secondary trail connection also enhances the porosity of the park to the adjacent neighbourhood. As a mid-block crossing, consideration should be given to delineating this as a formal crosswalk. In this location, a secondary trail welcomes pedestrian traffic into the park near the community garden, an ideal location for those neighbourhood residents looking to get their hands dirty.

### Terry Fox Drive Secondary Gateway

The evolution of Park Driveway to an internal carriageway also redefines the gateway to the park at Terry Fox Drive. A change in material and a narrowing of the road communicates to drivers that this is not a major thoroughfare, and the installation of gateway signage welcomes visitors to the park.

### Kiwanis Field

One of the positive attributes and challenges of Victoria Park is its present program of uses, which balance both active and passive activities. The three existing ball diamonds, Kiwanis Field, Memorial Diamond, and City Diamond are demonstrative of the integration of active uses into what was once a predominantly passive park.

Based on recreational trends both on the Island and across Canada, ball sports are generally on the decline. Along with an expressed desire from the public for an appropriate balance between active and passive uses suggests that the smallest diamond, Kiwanis Field, could be identified as surplus land and decommissioned. There has been suggestion that this field could be modified to provide space for junior ball sports. However, this is a use that likely does not serve the best interest of the park in the long-term, and should, if required, be accommodated elsewhere in the City. The opportunity to expand the existing urban forest block and create expanded green space within the Park aligns more with the community's expressed values for a balance of uses.

### Play Spaces

Within Victoria Park, a number of defined play spaces exist. In evaluating future community needs, the quality and types of play desired by young families are evolving, with more emphasis being placed on experiential play. Presently, the park has a number of play structures that are loosely grouped in a grassy area adjacent to the pool. While most, if not all the play equipment is in relatively good condition, the disjointed configuration makes supervision by parents awkward. As the play equipment reaches the end of its lifespan, a more integrated approach should be taken to create a larger, cohesive play area as opposed to several smaller structures.

### Traditional Play

Modern traditional play is moving away from solitary play events, such as a stand alone slide or swings, and is focusing on more integrated and challenging play experiences. A single large play structure can seem cost prohibitive, so smaller, more integrated play events can still provide children and parents with a more interesting and functional experience. Modern and often sustainable materials can create a memorable and fun space that has the longevity the City is expecting. As Charlottetown's most prominent park, so should the play spaces be reflective of this position within the City's open space network.





**Natural Play**

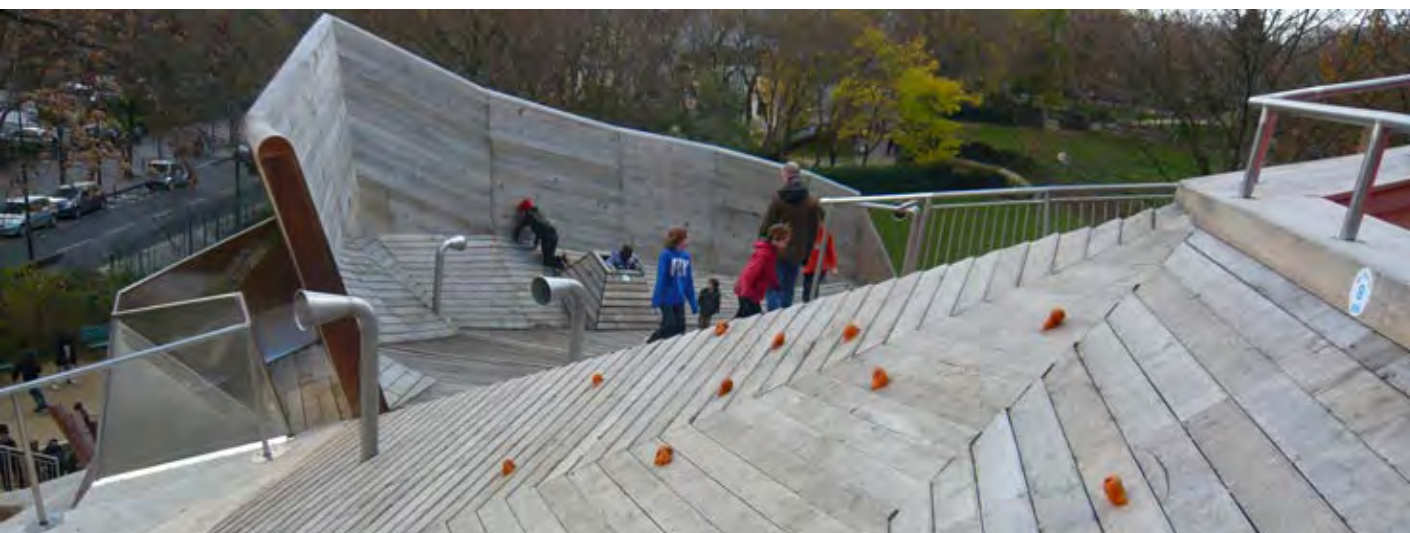
Natural play is an emerging trend that brings together physical activity, nature appreciation, and fun. A natural playground is an ideal program addition to the park, due to its balance of both active play and nature-oriented uses, and is a great transition between the intensive and passive recreational zones. Natural play spaces are designed to meet Canadian Standards Association (CSA) safety requirements for playgrounds, but are typically constructed of natural materials, or integrate traditional materials into the landscape in a more natural manner. Natural play requires fall surfacing similar to traditional play, but the use of modern materials such as fibar support universal accessibility without compromising the character of the space. Natural play also integrates events more easily into the surrounding landscape, so the play spaces could filter out from the traditional play into the edges of the forest, making a lovely experience for children and parents alike.



6.8 Active Play Node









### Skate Park

Skate parks still can be one of the more contentious park program elements, and Victoria Park's skate park is no exception. While a popular facility with very little documented negative impacts, a perception continues to linger over the skate park regarding the types of users of the space. In actual fact, Canadian recreational demographics are indicative of a shift in skate park users, with many of the 'original' skate boarders from the 1980s approaching their forties and still engaged in this activity.

Skate park design best practices suggest that prominent locations with lots of visibility are the best, as traffic naturally discourages some of the negative behaviors stereotypically associated with this activity. The present skate park is a combination cast-in-place concrete facility that is in good condition, although its location behind Memorial Field is not ideal to maintain visibility into the site. Its age and condition mean that relocation of the skate park in the short term is not practical or necessary. However, at such a time as the skate park does require renewal, consideration should be made to relocate it to a more visible location. A space adjacent to the play zones would be ideal, as the visibility and accessibility of this location would discourage any negative behaviors. Quite often, the skate park users enjoy the audience that an adjacent playground can provide, and it is a good way to encourage new adopters of this sport. This location would also provide for gathering and staging space for larger skateboard competitions.

### Pool and Splash Pad

The Victoria Park pool continues to be one of the most popular attractions during the summer season, and the adjacent splash pad creates a zone of aquatic family fun. In the short term, these spaces should be maintained, as they are well used and well supported by the community. The challenge with their location is the propensity for flooding, which will be exacerbated over time due to the pressures of sea level rise and climate change. In the long-term, consideration should be given to either relocating these facilities elsewhere in the community, or exploring the potential for expanded shoreline protection in this region of the park.





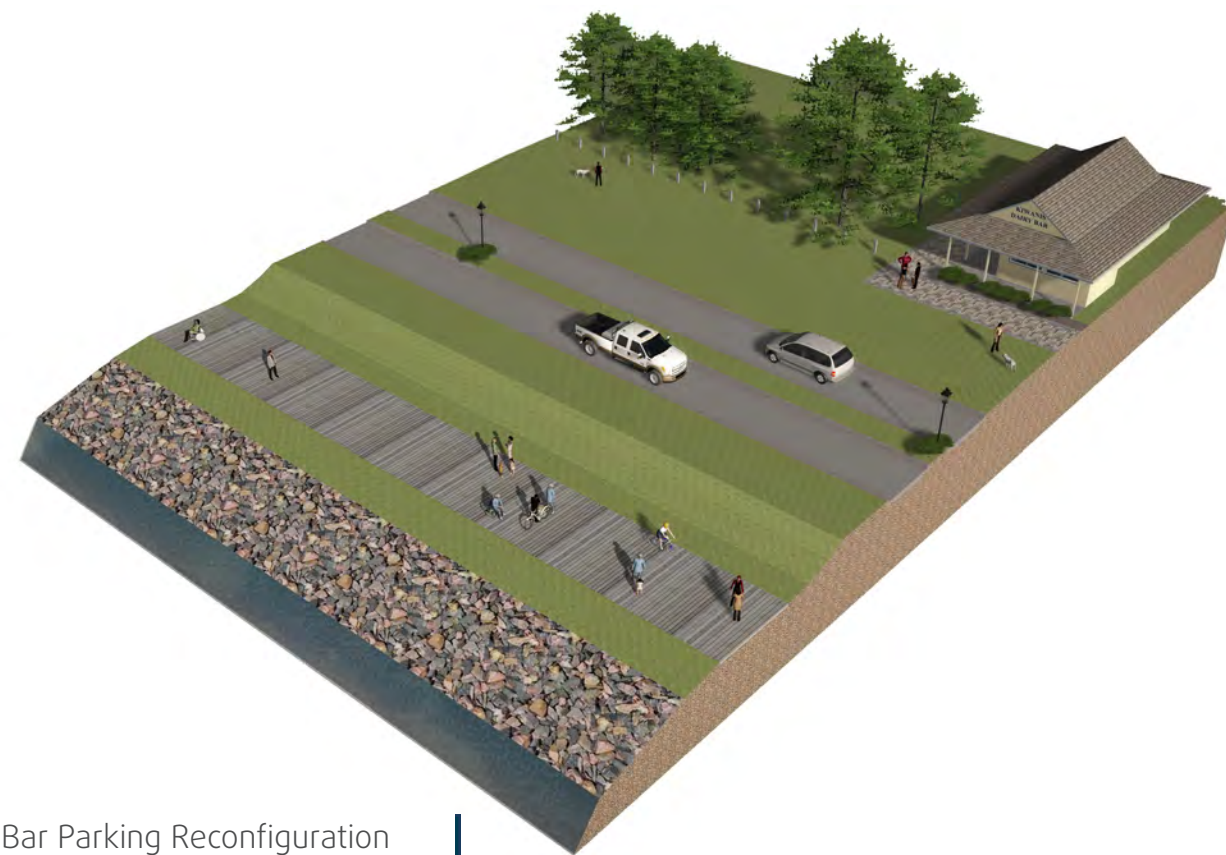


### Kiwanis Dairy Bar & Tennis Courts

As one of the earliest active uses of Victoria Park, the tennis courts continue to be a popular facility for the community. Upgraded in 2009 for the Canada Games, Victoria Park has eight lit tennis courts, and a clubhouse. Under the present configuration, vehicles can turn off Park Driveway and travel along the Park Road to the area in behind the clubhouse, where some casual parking space exists. There are 16 delineated parking spaces (15 standard, 1 accessible) in front of the Dairy bar, with no formal entrance to the parking area, and only a 150mm curb separating some of this area from the through-traffic lane. This configuration does not present the optimal condition in terms of safety for either pedestrians or vehicles, as the parking space is not well defined or separated from the pedestrian and traffic spaces.

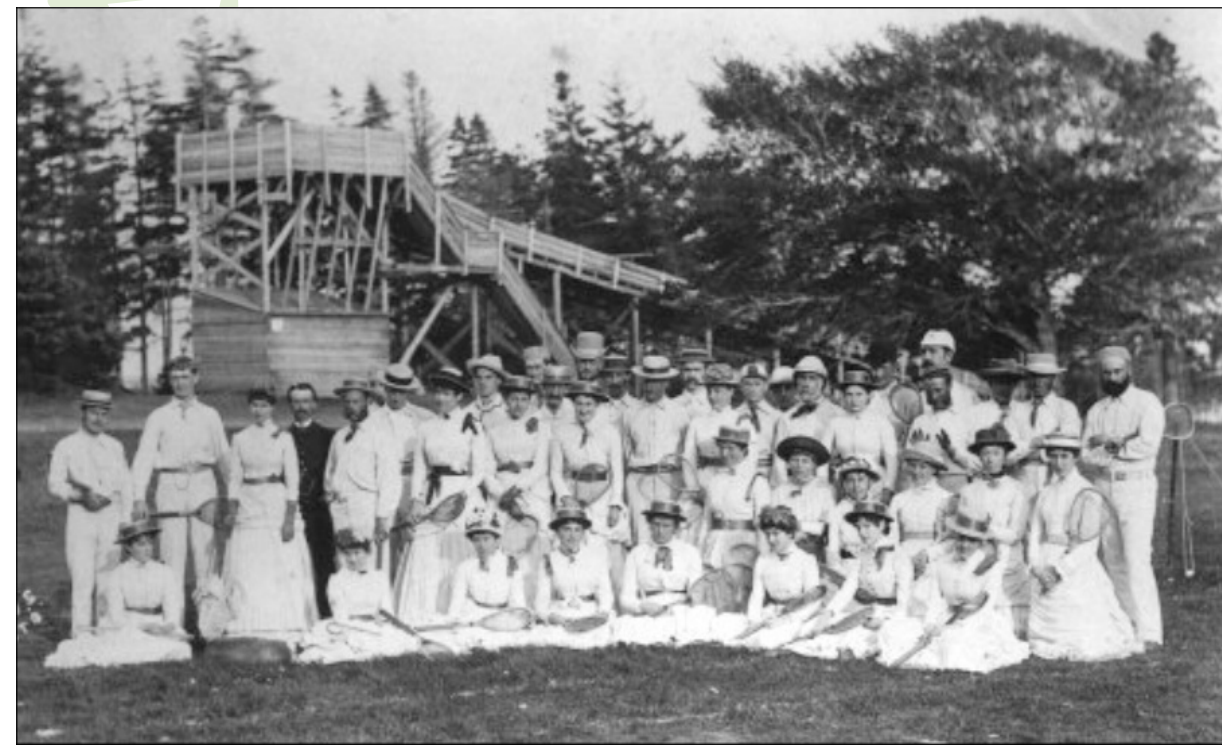
A proposed reconfiguration of the parking area would improve the safety of this area in two ways; by providing a clear and wide physical separation between vehicles and pedestrians, and expanding the pedestrian space immediately in the vicinity of the Kiwanis Dairy Bar sales area. An expanded parking area would be provided to the west, on the far side of a new access drive to the Tennis Courts. The new parking lot will accommodate 22 cars, aligned to face the water so that park users can still stop to enjoy the view. The separation of the parking area from the road by an island not only defines the two spaces, but provides a clear and safe pedestrian access to the Kiwanis Dairy Bar. The relocation of the parking area also expands the gathering space directly in front of Kiwanis Dairy Bar, allowing for more picnic tables or seating for patrons, as well as improving the sight lines to the building from the road.

A new dedicated drop-off has been provided for the Tennis Club, with accessible parking. While this vehicular access does cross between the new parking area and the Dairy Bar, the narrower width of the drive and dedicated crosswalk are still much safer than the existing condition. Under this scenario, primary tennis parking will be relocated to the main park entrance; an approximate five minute walk. The dedicated turnaround provides a space to drop-off of tennis players or those spectators with mobility restrictions, and the driver can return and park the car in the main parking area. A few accessible spaces will also be located in this area.



6.10 Dairy Bar Parking Reconfiguration





6.11 Dairy Bar Parking Reconfiguration





### Passive Recreation Zone

The intensive recreation zone are the active nodes of the park. These are the spaces for organized sports and casual play experiences that require dedicated infrastructure, investment, and maintenance. Within the intensive recreation zone action and excitement are not only permitted, they are encouraged. Over the short and medium term, new programs and refinements to existing facilities in this zone will better meet the evolving needs of the Charlottetown Community.

### Community Food Space

The locavore food movement is an emerging trend in public health, inspired largely by evolving questions about where food comes from, how it is produced, and what is consumed by the population. These questions, taken in concert with rising obesity levels have sparked a desire for many communities to have access to fresh locally grown produce. The locavore movement is connected to public recreation by the physical and social benefits gardening provides, including light to moderate exercise, a sense of community, stress relief, and access to the outdoors. Community gardens can also add richness and texture to the public realm, and are a unique technique to cultivate a diverse horticultural landscape in times of restricted municipal resources.

A community garden and orchard space would be a natural program addition to Victoria Park, as this type of amenity is scalable to community interest, demand, and available space. Gardening is a popular activity across many demographic cohorts, and provides light to moderate exercise that is ideal for aging populations. In the short term, the area of park presently occupied by the horseshoe pits could be converted to a community garden site with low investment costs by the City. The community garden would be a good transitional zone between the active nodes to the east and the west, buffering the ball diamonds from the active play spaces. The phased in addition of fruit trees is an approach to expand the canopy cover in the park in a different manner than typical forest restoration. As fruit trees are typically quite lovely in the spring, a stand would add significant aesthetic value to the park, as well as providing a source of fresh produce for the community. This is the type of project that can be championed by a local community group, alleviating the City of significant capital or maintenance investment.

The community garden space would be enhanced by an open meadow for picnics and possibly a community oven. These type of projects are typically community driven, and are unique program elements that can have potential spin-off benefits. Community ovens in Dartmouth and Toronto are used to host local food events, feed the homeless, and generate a sense of community and ownership around the Canadian food system. If and when the skate park is decommissioned, the community garden and orchard could be expanded into this area of Victoria Park.



### Outdoor Classroom & Nature Centre

The original Caretaker's cottage still exists within the park, and is home to the PEI Potters. While the Potters enjoy their tranquil and lovely location, the size and visibility of the cottage restrict their ability to expand their program. While there is no doubt that a cultural organization like the PEI Potters has great benefit to the park overall, the functional limitations of this space may not serve either the long-term best interests of this group or the park itself. The City should work with the Potters to determine their specific needs, and ensure that their future location, either in the park or elsewhere, meets the mutual needs of both the Potters and the public interest. Potential locations along the waterfront would have lots of benefit, and if they could acquire a space similar to Nova Scotia Crystal in Halifax it would be an ideal opportunity to raise their profile and grow their program.

Only if and when the Potters can be accommodated elsewhere, the Caretaker's cottage is a natural home for a new nature-based education centre and home base for the Park Conservationist. The history and location of this building are more relevant to this program than the existing space in the ball clubhouse. The removal of the remaining Park Roadway and internal drop-off adjacent to the tennis courts adds more green space to the park and additional lands for forest restoration. Within this zone, an outdoor classroom should be developed from where nature interpretation classes can be held, which would be an appropriate extension of the programming offered from within the cottage itself.

The Caretaker's cottage would become the central node for educational programs, park ecology and forest management, and would provide staff office space for full time and seasonal employees.







### East and West Meadows

The wide sweeping lawns of the East and West meadows tumble down towards the waterfront, and offer Victoria Park users flexible space. It is here that residents can gather to watch the fireworks over the harbour on Canada Day, or to toss a frisbee around with a few friends. Divided by the long spine of the pedestrian promenade, each these spaces work together and yet serve different purposes within the overall context of the park.

West Meadow's large space, adjacency to the both an intensive recreation zone and the ecological conservation zone means it functions as a buffer space for these potentially competing uses. Spill over traffic from the Kiwanis dairy bar will want to spread out on the grass and enjoy an ice cream, while solitary walkers will emerge from the forest and step out into the sunshine. This western lawn space is slightly larger, which makes it ideal for gathering spaces, casual sports like pick up football or kite flying, or park boot camp classes or tai chi.

East Meadow's planting beds are popular destinations for photography, and add colour to the park. The grassy spaces beyond permit a wide variety of uses, and are popular areas for sunny naps, sketching, or yoga. Within the East Meadow, the meridian stone locations should be highlighted and preserved and their stories told with site interpretation. The East Meadow would also be the ideal location for any temporary installations of public or landscape art.





### Victoria Park Pavilion

The junction of the pedestrian promenade with the waterfront, along the spine that defines the East and West Meadows is one of the most important nodes in the park. This place is a natural gathering place that transitions between areas of the park, and creates a spot to stop and enjoy the view of the water, hold an impromptu yoga class, or picnic with friends. Historically, the Victoria Park bandstand was in this area, and acted as a focal point and gathering space for small events. The restoration of a new pavilion at the terminus of the pedestrian promenade creates a dynamic and multi-functional space that will add to the overall beauty and purpose of this important node.

The new pavilion could be a tensile (sail) structure in a contemporary style that still references the architecture of a traditional Victorian summerhouse. It is important that the structure frame both the view down the promenade and the gathering space itself, as opposed to blocking it, so that it welcomes and encourages visitors to this space. The pavilion features a sunken plaza space with seating walls, making it ideal for small events or casual use by visitors to the Park. The tensile nature of the proposed structure means that without a permanent roof, the sails can be removed in the winter, reducing the overall wear and tear and extending its lifespan.

Path connections on either side of the space connect visitors to the promenade or adjacent meadow space. View out to the water and up towards the ball diamonds are maintained, and strategic plantings add texture and beauty to this space.

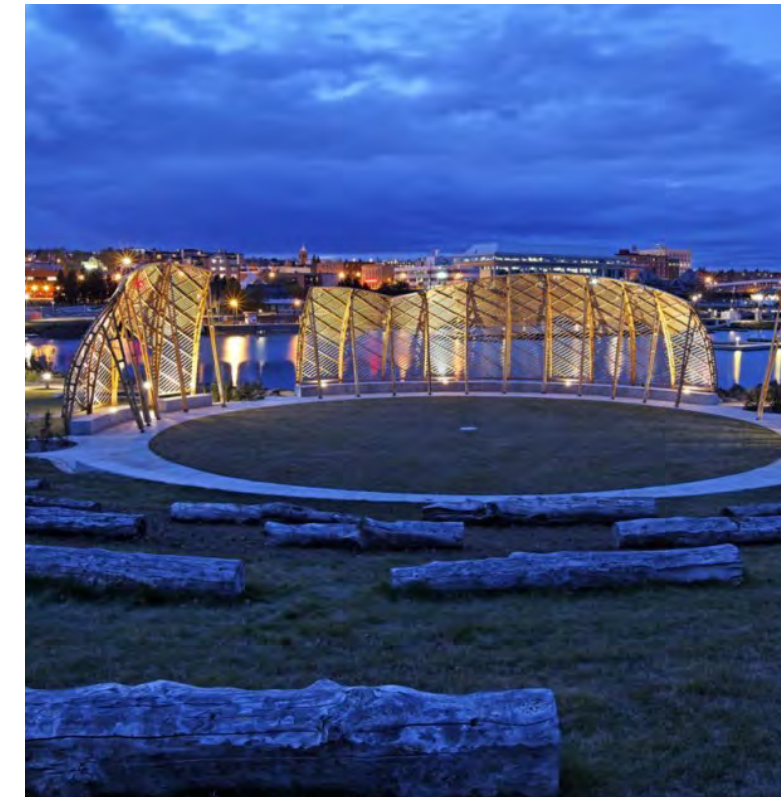


6.12 The Meadows & Pavilion





6.13 Proposed Pavilion





## Ecological Conservation Zone

Within the ecological conservation zone, the footprint of development and infrastructure will continue to remain light-handed. This zone of the park should focus primarily on the ecological objectives, with passive recreational uses becoming the secondary management intent.

### Trail Closures & Consolidation

The trails system is one of the most popular activities within Victoria Park. Off of the boardwalk, the trails experience is more contemplative, with emphasis on the natural beauty and serenity of the forest. The existing trail network is a spider web of trails, many of which were established from use as opposed to formally laid out. The result is a network without clear direction, and with a density that can compete with key forest management objectives.

Park staff do have an active program to consolidate and close unnecessary or surplus trails, and this program should continue. A new trail system has been proposed, building upon the existing system for consistency and to reduce impact. The new trail alignment uses two existing trails as a spine upon which to build a stacked loop system more in keeping with some of the original forms from Victoria Park's origin. In addition to referencing the traditional layout, the stacked trail system provides more route option for trail users while allowing for larger contiguous blocks of uninterrupted forest. The trail system should follow the outlined hierarchy, with primary and secondary trails in the forested areas, and wider facilities elsewhere in the park.

As part of the closure and consolidation program, public education and outreach will have to be expanded to ensure adoption of the program by park users. Staff have indicated that quite often, attempts to close trails are thwarted by users who do not understand the broader intentions of trail consolidation. Resources should be allocated to a trail outreach program to help support trail closure initiatives in the park, and to encourage good trail stewardship and etiquette. These closures can be used to educate visitors on ecological conservation efforts within the park. They offer important opportunities to instill a sense of stewardship and ownership. A more educated park user is less likely to thwart efforts by staff to protect park ecological resources.





## Waterfront Zone

The waterfront is one of Victoria Park's best natural assets. Its prominent location on the southern edge of Charlottetown affords visitors stunning views of the harbour and confluence of the Hillsborough, North, and West Rivers. The waterfront zone by its very nature is one of the most dynamic and exciting areas of the park, balancing both passive and active program elements and uses.

## Sea Wall Improvement

Presently the shoreline protection at Victoria Park consists of a mound type construction consisting of primarily armour stone or riprap. Depending on the desired result expected from bolstering the shoreline protection at Victoria Park there are essentially two options:

- Install a vertical, hard surface along the back edge of the existing shoreline protection using a steel sheet pile wall complete with concrete face, a conventional concrete retaining wall, or a combination of both.
- Backfill the area between the boardwalk and the road, re-construct and increase the height of the existing shoreline protection.

Each options for seawall reconstruction improves the protective capabilities of the existing method of protection and impedes the impacts of the predicted rise in sea level due to global warming.



There are some difficulties in adopting either of the options as the entrances to the park at Brighton Road/Queen Elizabeth Drive in the northwest corner of the park and Kent Street are at a lower elevation than the elevation at the Fort Edward Historic Site. This is a concern because in the event of overtopping due to storm surges or some other force that Mother Nature conjures up the water will be trapped in these low lying areas. The grassy median between the Park Road and the wood boardwalk is minimal in these locations, and would require the construction of a second interior wall or the raising of the road to match the new elevations. This represents a significant investment on the part of park. However, given the value of the park lands themselves, and specifically the usage and popularity of the boardwalk, there is justification over time in making this investment, especially if it can be integrated with the creation of an improvement waterfront multi-modal trail.

## Waterfront Boardwalk

The major move for the waterfront zone includes the redevelopment of the cross section from the shoreline to the Park Driveway. Reconstructing the road, although a major initiative, can take place over time, and the dual pressures of sea level rise due to climate change and the need to better accommodate multi-modal transportation provide a strong rationale for this investment.

The existing boardwalk is one of the most popular facilities in the park. The present cross section, at 2.5 metres wide, safely accommodates pedestrian traffic but is not wide enough for any wheeled users. The boardwalk is also set away from the shoreline itself, and does not invite access or physical connection to the water. One of the challenges for the park is the need to encourage cycling traffic and broader, regional scale active transportation connections. The seasonal lane closure continues to be a point of contention, with both a strong supportive following and an equal number of voices in opposition. In seeking to achieve a more balanced approach to park uses that focus predominantly on non-motorized users, opportunities to de-emphasize the importance of the road and strengthen the active transportation connectivity should be encouraged.



The redevelopment of the boardwalk as a multi-modal facility addresses a number of pressing considerations. The seasonal configuration of a dedicated cycle track and pedestrian boardwalk does not accommodate users such as rollerbladers, skateboarders, parents with jogging strollers, or those with mobility assist devices. Many of these kinds of users would not feel safe on the cycle track, but are not able to use the existing narrow boardwalk.

The construction of the boardwalk itself is not robust enough to maintain a high level of durability required from such a popular municipal infrastructure asset, and requires significant maintenance effort. The very nature of its surface, although pleasant to walk on, is challenging for those with mobility restrictions, and it can become quite slippery in winter conditions. The construction is not sufficient to support the weight of snow clearing equipment, and is not wide enough to accommodate tires without damaging the adjacent grass. The ongoing strategy to replace individual boards as they break leads to uneven sections of the boardwalk, which impacts its accessibility and safety. In the long run, the improvement of the boardwalk has the significant potential benefit, both for the community in terms of user experience, and for the City in terms of life cycle assessment and operational efficiency.



6.14 Existing Park Driveway Cross Section

**Interim Solution**

The existing boardwalk cross section is not wide enough to facilitate multi-modal transportation. A seasonal cycle track addresses this need in part, but does not accommodate other wheeled users such as rollerbladers, parents with strollers, and the mobility impaired. The boardwalk’s construction, although quite pleasant to walk on, requires a significant investment in terms of maintenance and upkeep. As the boardwalk requires reconstruction, consideration should be given to converting it towards a more traditional asphalt multi-use trail with a wider cross section. The Transportation Association of Canada (TAC) advocates a 4.0 metre width for safe multi-modal active transportation facilities. If the City were to upgrade the boardwalk to a trail of between 4.0 - 5.0 metres in width, it would be able to safely manage the existing peak pedestrian traffic, while accommodating other types of wheeled users. A speed limit, public outreach program, and regulatory signage would all be supporting initiatives to help make this transition towards multiple use.

A multi-use trail, when properly designed, is safer for both cyclists and pedestrians. The typical recreational cyclist is not comfortable on the road, and prefers a multi-use facility. They are statistically safer sharing a facility with pedestrians, as opposed to motor vehicles. A more advanced or utilitarian cyclist who travels at a faster speed behaves more like a vehicle, and is safer on a road. This type of cyclist generally does not use a dedicated multi-use facility in any event, and will travel on the road. In the case of Victoria Park, these utilitarian cyclists would be able to share the carriageway with internal park traffic.

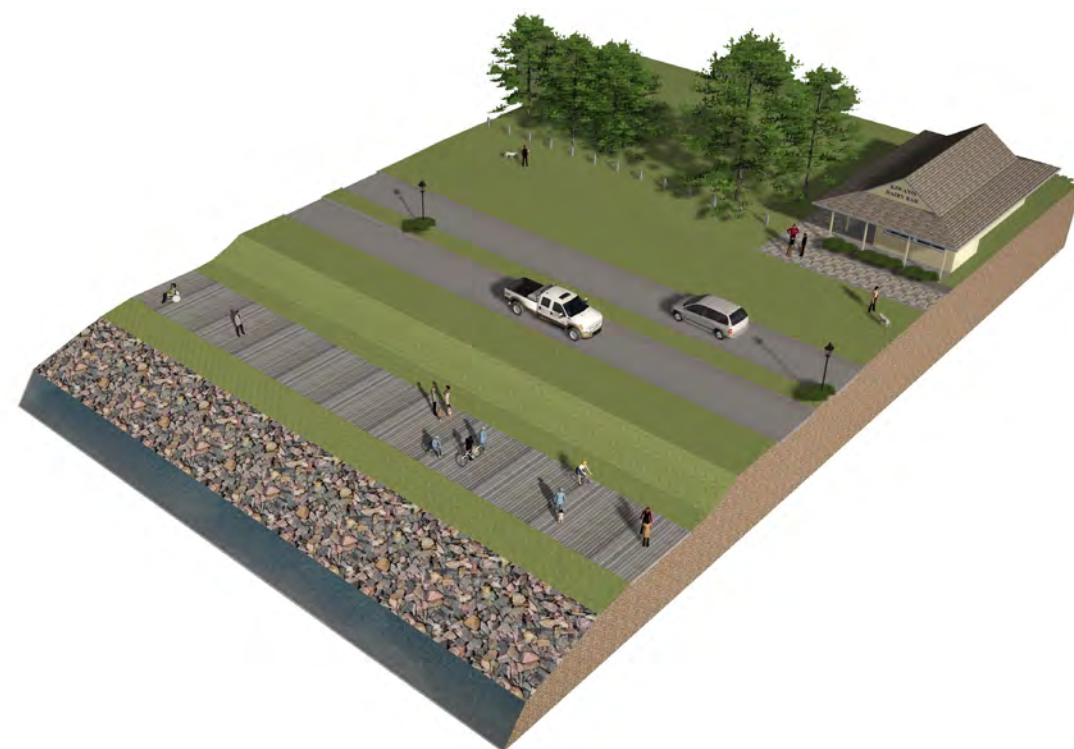




**Long-term Solution**

In the long-term, it is likely that the shoreline of Victoria Park will require additional stabilization and reinforcement to address the impacts of sea level rise and the to mitigate the potential risks of flooding. When this is undertaken, it would be an opportunity to upgrade the boardwalk, either from the existing 2.5 metre wide existing condition, or from the interim multi-use trail cross section. As the sea wall elevation is raised, a wider, more robust boardwalk could be constructed along the edge. This boardwalk, at a minimum of 4.0m wide, would also be intended to function as a multi-modal facility carrying both pedestrian and non-motorized wheeled users. Similar to the Halifax waterfront boardwalk, the construction and durability of the facility would provide the City with a longer life cycle and would address the need to provide a multi-modal waterfront active transportation route.

There would be several key areas under this solution where the adjacent carriageway would be at a lower elevation than the boardwalk. In these locations, the carriageway could either be raised as well, or a retaining wall could be constructed to mitigate the



6.15 Proposed Park Driveway Cross Section

**Traffic Calming & Carriageway Character**

The seasonal closure of the Park Driveway and dedication of a cycle track continues to be one of the more contentious initiatives in Victoria Park. During the public consultation, support for and opposition to this program were almost equally mixed. Much of the support arises from the lack of a functional alternative cycling route through the Park and along the waterfront. Much of the opposition relates to the desire to use Park Roadway as a short cut to the Brighton neighbourhood, and the desire to circumnavigate the park to enjoy the scenery.

With the conversion of the boardwalk to a safer, multi-modal active transportation facility, the need for a dedicated seasonal cycle track is less pressing. However, that does not mean that the Park Roadway should continue to function as a major civic street. Victoria Park is a people place, and as such the design of infrastructure should focus on the needs of people first, and vehicles second. Park Roadway should remain open, but upgraded to function as an internal driveway as opposed to a full municipal street. Traffic calming, surfacing changes, and a reduced speed limit can be introduced to change the character of the road and de-emphasize its importance as a street.

The conversion of Park Road from a street to an internal park carriageway has a number of significant benefits. By maintaining two way traffic, vehicles are still able to access major areas in the park, which is important for an aging population. Those park users who presently park their cars to take in the view will still be able to engage in this activity, and buses will still be able to loop the park as part of a tour. Some parallel parking will still be provided, especially in key areas near the intensive recreation nodes. However, the change in road character will decrease the efficiency of the trip, acting as a deterrent for those who are using it as a short cut. This will help to reduce trips to those with specific park business. Parking will be focused at the new primary park entrance off of Brighton Road, and park users will be encouraged to walk to their destinations. Parking spaces off of the carriageway will be generally reserved for those with mobility restrictions, or for short term water viewing.





### Look-offs & Water Access

Perhaps one of the greatest challenges with the present shoreline condition in Victoria Park is the inability to access and actually touch the water. Visitors to the park can take in the spectacular harbour views, but are challenged to get down and get their feet wet in the water. The ability to physically connect to the water, to walk out to a promontory and take a picture, or step down and dip one's toes is considered a desirable attribute of waterfront boardwalk. As well, there are not many places to safely launch a wind surfer or paddle board, a desired program element that is not presently being accommodated in Victoria Park or elsewhere. As future interest in ocean swimming rebounds, there will be the need to provide for water access, and given its history, Victoria Park would be an ideal location to restore this usage.







To expand upon the ability to connect to the water, and to provide for safer water access for wind surfing, paddle boarding, and even swimming, several small piers and look-offs should be constructed from the existing seawall & boardwalk. As the boardwalk loops the park, the look-offs should change in character to provide a range of experiences. Near the pool, steps down facilitate wading, walking along the sand at low tide, and safely launching a wind surf board. Closer to Fort Edward, a pier extends the view out towards the mouth of the harbour and offers a stunning photo viewpoint. Across from the Kiwanis dairy bar, floating picnic tables strung off of a small wharf offer a unique and unparalleled location for a picnic. Wharf-side kiosks may become ideal places to rent or borrow paddle boards or kayaks, sell drinks and ice cream, or provide small change facilities for bathers and surfers. The tip of each pier may be an ideal location for an installation of public art or specific viewing platforms to take in Fort Amherst or the mouth of the harbour. The intent is to create a string of unique shoreline activities and experiences between each look-off, and define space for specific water activities.

As each look-off is unique, they can be phased in over time, as budget and community interest warrant. Construction should be integrated with any anticipated future improvements to the seawall and boardwalk, and the City could partner with community groups or service clubs to help differ some of the capital costs.





## Winter Use

There is tremendous opportunity for Victoria Park to be a successful year-round destination. Although a number of winter activities already take place in the park, there is certainly more room for growth. The frequency of winter events should be increased along with the size and diversity of the audience. There is opportunity to build upon the successes of festivals like the Winterfun Weekend, where the park becomes the setting for horse and sleigh rides, snow sculpturing, snow painting, and tobogganing. Events and everyday visits can be extended and made more desirable by offering amenities such as winter food services, washrooms, warming huts, and outdoor fire pits.



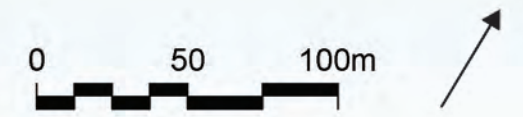
6.16 Pedestrian Promenade - Winter

5m





6.17 Winter Usage of the Park





The maintenance of trail infrastructure is also important to create ease of movement between different park spaces and destinations. In the winter months the Boardwalk and Promenade should continue to serve as the park's principle pedestrian thoroughfares. As such, the boardwalk should be regularly cleared of snow and maintained to reduce slip hazards to ensure that running, cycling, and wheeled use can continue year-round. At four meters wide the Promenade is designed to accommodate a generous pedestrian lane that can be cleared of snow in addition to an uncleared lane for cross-country skiing and snowshoeing.

Snow should not be cleared off Primary Trails as to facilitate more cross-country skiing and snowshoeing. With sports fields and tennis courts unusable in the wintertime, it is important to ensure that there is opportunity year-round for more intensive activities. Additionally, cross-country skiing and snowshoeing are more desirable within a forest setting. Secondary Trails, although not wide enough to allow for skiing, should also accommodate snowshoeing and hiking.



6.18 Primary Trail - Winter

2.5m

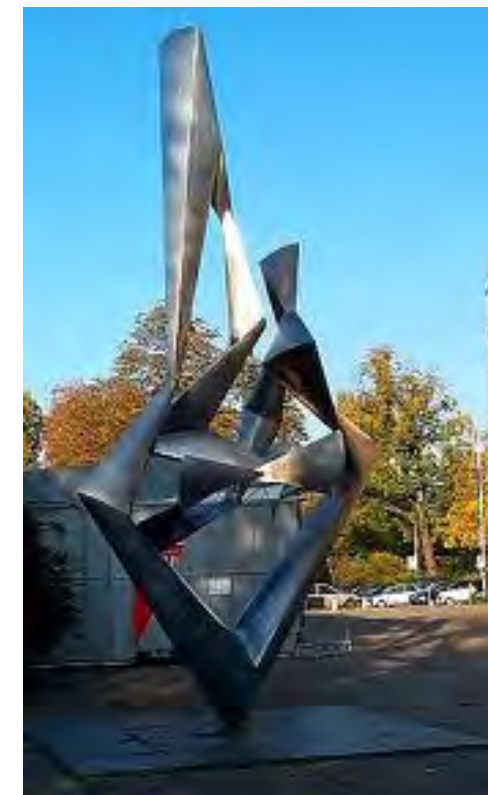




## Arts and Cultural Uses

Much focus has been given on the recreational importance of the Park, and it is also necessary to focus on the opportunities for Arts and Culture. Victoria Park's history, location, and landscape afford many opportunities for arts and cultural programming. Art in the park, art classes, buskers and small music performers will all enliven the space and add richness and depth to the present palette of park programs.

Any art installations, performances, or other arts and cultural programming should conform to the guidelines outlined by the comprehensive plan.





## Wayfinding & Signage

### Victoria Park Visual Identity

The overall intent of the design style chosen for the Victoria Park visual identity and signage is to blend historic and modern styles and to merge the downtown signage already in place with a similar style for Victoria Park. To this end, the signage types from the downtown have been brought into Victoria Park and the colour palettes have been altered to make the two areas distinct. The choice of Victorian Green for the main sign background is a natural fit for the park. The design paradox for the park signs is that they should be both visible but unobtrusive, historic, yet contemporary, and coordinated with existing downtown signage yet distinct.

The new visual identity (logo) for the park is a blend of traditional and new fonts and traditional but edgy colours. This logo can be used on banners, branding materials, maps, and in particular, signage. The visual identity is shown in both colour and black and white. The City should also consider some select merchandising with the logo on apparel by licensing the logo to clothing or other manufacturers.

There will be a wide range of sign types in the park and an exhaustive sign design strategy is beyond the scope of this study. The signs types shown show a range of application of the visual identity on different sign types. These include several gateway sign types (a traditional Victorian archway and a modern pilon gateway), interpretive panels (coordinated with the downtown interpretive panels), a major wayfinding sign and minor park wayfinding blades.



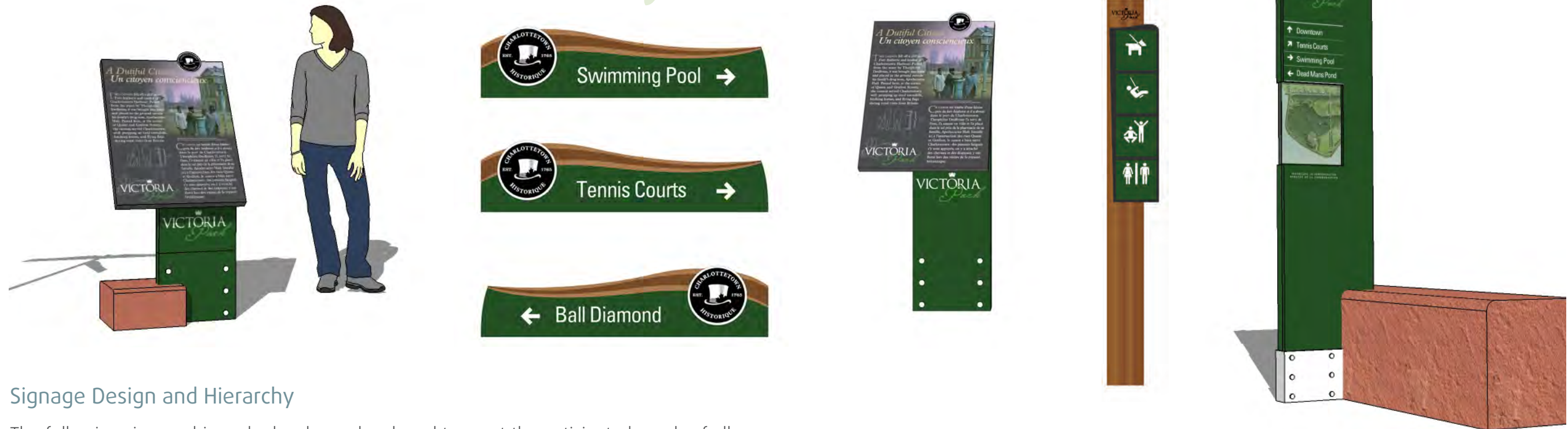
6.19 Proposed Brandmark - Colour



6.20 Proposed Brandmark - Black and White



6.21 Proposed Signage Family



Signage Design and Hierarchy

The following signage hierarchy has been developed to meet the anticipated needs of all users of Victoria Park, from an initial vehicular/cycling mode of travel to site specific trail needs, e.g., route marking, directional and regulatory information.

Signage Hierarchy:

- Primary Orientation Panel
- Secondary Orientation Panel
- Regulatory Sign
- Primary Pedestrian Directional
- Secondary Pedestrian Directional
- Trail Markers

Primary Orientation Panel

Map elements are essential to provide fundamental, route-wide orientation, route information and etiquette. These sign types should be located at primary active transportation route entry points and will also serve to create a sense of arrival. These elements are important to expose first-time users to the route's signage aesthetic and brand. In this respect they will serve as highly recognizable icons for route users seeking wayfinding information.

Secondary Orientation Panel

Providing the same level of information as the Primary Orientation Panel, this sign element is designed to be located at secondary active transportation route entry points and will also serve as a recognizable wayfinding icon for route users.

Regulatory Sign

This sign is designed to display regulations for a given activity zone or facility, provide etiquette, and to serve as a reminder of what activities are and are not permitted.

Primary Pedestrian Directional

These elements work in tandem with other pedestrian-level signage elements (i.e., the orientation/route marker elements), providing both assurance and directions to the user. These sign units will be found at key route intersections and will provide directions to multiple locations near or along major trails in the Park.



6.22 Proposed Primary Gateway



**Secondary Pedestrian Directional**

The Secondary Pedestrian Directional signs are intended to supplement the Primary Pedestrian Directional elements. They should be located at decision points to secondary destinations or where there are installation spatial restrictions.

**Route Markers**

Route markers shall be located along all primary routes. It is recommended that they are positioned to be within visual distance from one another, approximately every 100 metres. These sign elements have been designed to augment other pedestrian-level signage elements (i.e., the orientation/map, regulations elements), providing assurance, information, and directions to the user.

**Prince Edward Home Site & Adjacent Lands**

The Prince Edward Home land, immediately adjacent to the park, is presently owned and operated by the Province of Prince Edward Island, and contains a hospital, hospice, parking area, and small government office building. With the hospital slated for closure, and the hospice in the process of exploring relocation, the future use of the site is open for discussion. At the time of this study, the Province has not articulated a specific future use for these lands. Due to their proximity and physical connection to the park, and the broad support advocated during the public consultation process, the City should work with the Province to explore the potential to integrate some or all of the land into the park. Several options exist, including the inclusion of all or some of the land area, existing parking, and built structures into the park program. While the large hospital building would have little value for the park itself, the surround land area would add significantly to the program offerings. The smaller office building could remain Provincial office space, or could be shared between park operations, potential programming space, and office space.

At the corner of Terry Fox Drive and Brighton Road, Government Pond sits at an important gateway to the Park. The City should work with the Province on the restoration and management of this important asset, from both an ecological and aesthetic point of view. Moving forward, these two provincial sites and their proximity to the park warrant active input from the City on the future use. Whatever happens on the P.E. Home Lands in the future will have direct impact on Victoria Park, so the City must be a participant in that discussion.







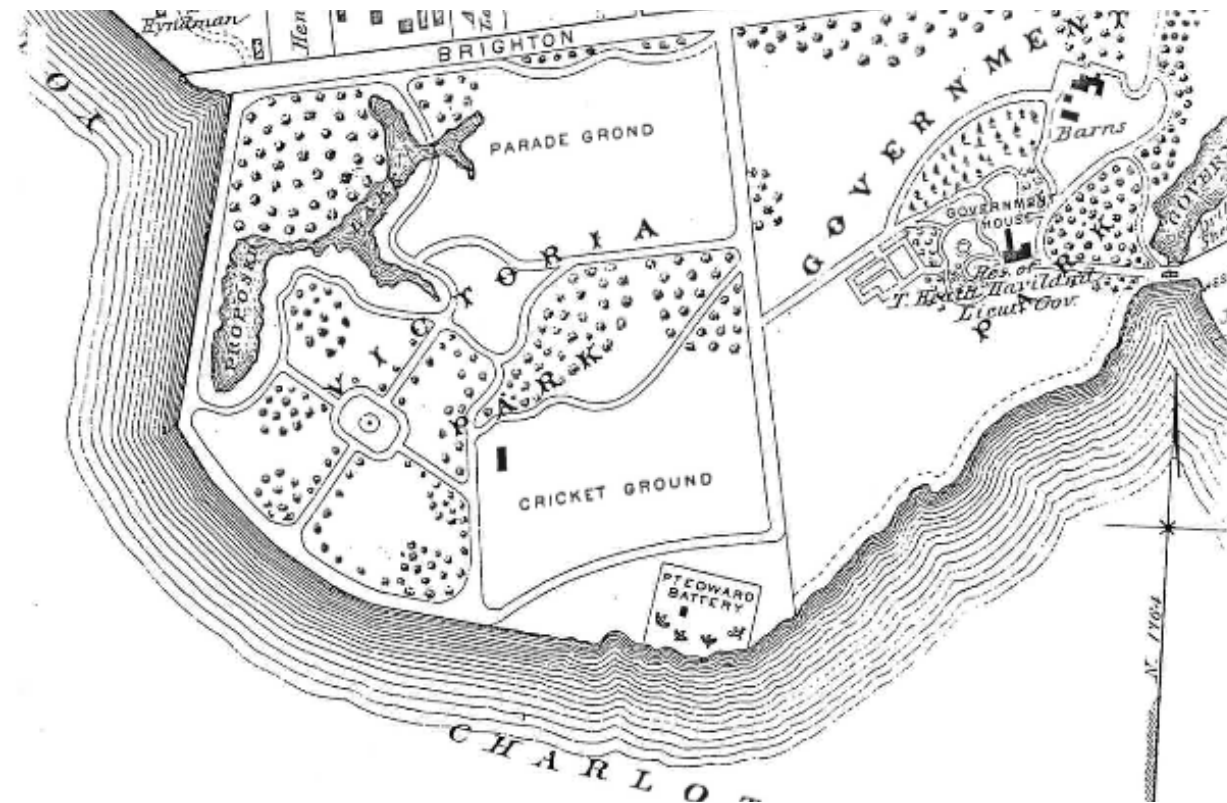


# MOVING FORWARD

This document describes the long-term vision for Victoria Park, and makes a series of recommendations for physical projects, programming, and operational decisions to achieve that vision. The plan itself is consistent with both the objectives of the project, as described by the Steering Committee and the vision articulated by the public throughout the public engagement process.

*THE MOST POWERFUL ARGUMENT OF ALL FOR SAVING OPEN SPACE IS ECONOMICS; IN MOST STATES, TOURISM IS THE NUMBER TWO INDUSTRY.*

*-JIM FOWLER*





## Park Governance

The land of Victoria Park is presently owned by the Province of Prince Edward Island, in trust to the City of Charlottetown for the purposes of a public park. The current governance model sets the management, oversight, and maintenance of Victoria Park under the direct supervision of the Parks and Recreation Department on par with every other park in the system. Despite its unique character, situation, and place in the hearts and minds of Charlottetown citizens, Victoria Park is operationally no different than all of the other parks in the city.

One of the most interesting and dramatic ideas to arise out of the public process is the idea of greater autonomy and self-governance for Victoria Park. Currently, decisions relating to Victoria Park fall under the auspices of the Parks and Recreation Department. The Parks and Recreation Manager manages day-to-day activities while major decisions and accountability is reserved for Council.

While this system works well for the majority of the parks, there are a number of advantages to granting a different governance model to the most prominent park in the system. A second model would establish a Victoria Park Board which would be responsible and accountable for major decisions. Day-to-day activities would still be overseen by the Park and Recreation Manager. However, opportunities for public debate would occur at the Board Level rather than in Council. The Board would report to Council. Other governance models would place control of the Park under the Parks, Recreation, and Leisure Advisory Committee. In both cases, the power to establish by-laws would remain with Council, and the day-to-day operations would remain the responsibility of the Park and Recreation manager. Restructuring the system to allow for Board oversight would aid in the collaborative processes with other City Departments. This model of self-governance is in place for many larger city parks throughout Canada, namely High Park in Toronto, where it has met with a great deal of success. The power of the self-governance model is in giving greater voice to the people and removing the load from Council.

### 7.1 Proposed Governance Models

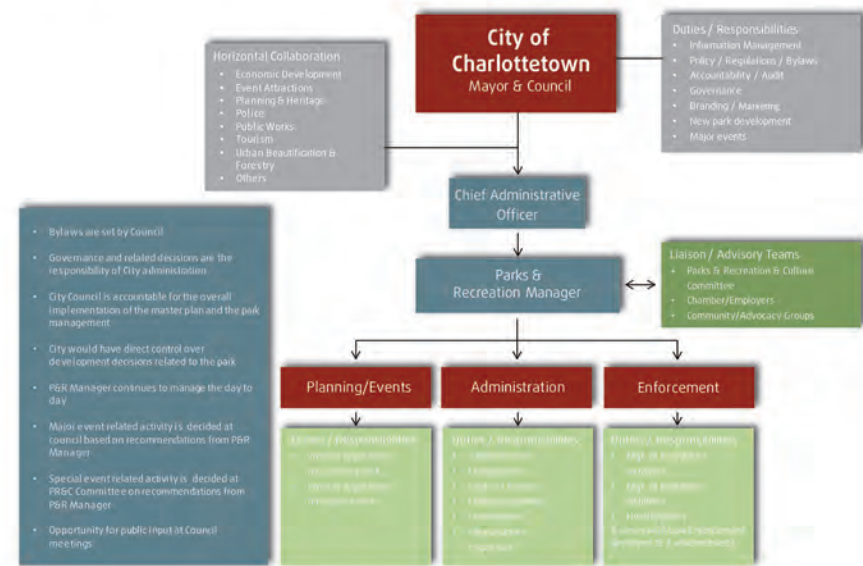
Model 1: City of City of Charlottetown Governance (Mayor & Council)	Model 2: Victoria Park Board Governance	Model 2: Parks and Recreation and Leisure Committee Governance
Bylaws are set by Council	As with Model 1	As with Model 1
Governance and related decisions are the responsibility of City administration	Governance and related decisions are <b>designated the responsibility of the Board</b> on the authority of the City	Governance and related decisions are <b>designated the responsibility of the Committee</b> on the authority of the City
<b>City Council is accountable</b> for the overall implementation of the master plan and the park management	<b>The Board is accountable</b> for the overall implementation of the master plan and the park management	<b>The Committee is accountable</b> for the overall implementation of the master plan and the park management
City would have direct control over development decisions related to the park	The Board would have direct control over development decisions related to the park	The Committee would have direct control over development decisions related to the park
P&R Manager continues to manage the day to day	As with Model 1	As with Model 1
<b>Major event related activity is decided at council</b> based on recommendations from P&R Manager	<b>Major event related activity is decided at the Board</b> based on recommendations from P&R Manager	<b>Major event related activity is decided at the Committee</b> based on recommendations from P&R Manager
Special event related activity is decided at PRLA Committee on recommendations from P&R Manager	As with Model 1	As with Model 1
Opportunity for <b>public input at Council meetings</b>	Opportunity for <b>public input at Board Level</b> (special meetings/submissions)	Opportunity for <b>public input at Committee Level</b> (special meetings/submissions)

#### Key Features of all models are:

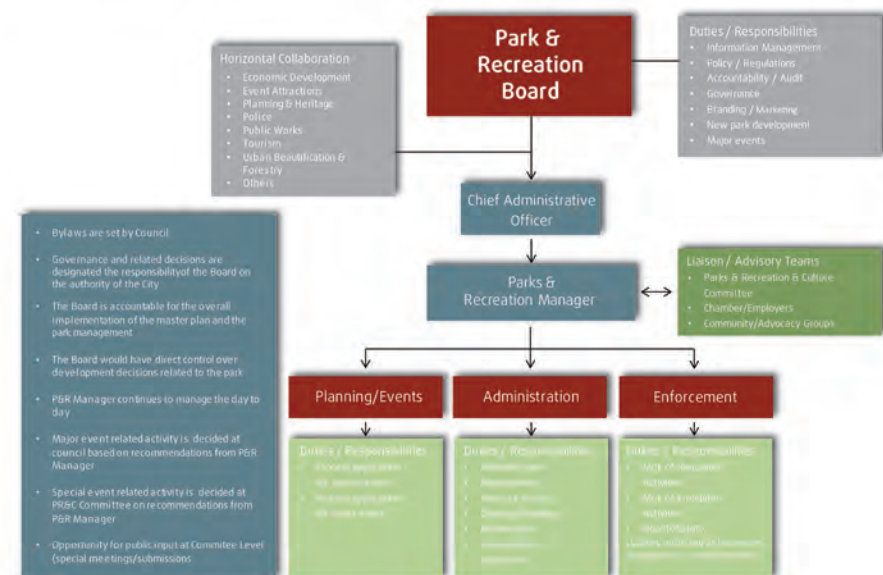
- The oversight body has similar duties across all options except when it comes to the setting of bylaws which rests with the City in both the Board and Committee management structures.
- Horizontal collaboration with other city departments, but especially:
  - Economic Development
  - Event Attractions
  - Planning & Heritage
  - Police
  - Public Works
  - Tourism
  - Urban Beautification & Forestry
- The day to day operations falls under the responsibility of the Park and Recreation Manager.
- The Park and Recreation Manager has the option to call on Liaison / Advisory Teams as needed. These can be for episodic special projects, special and/or major events, or for longer-term activities that are relevant for the park: such as fundraising in general or towards a specific objective.



7.2 Governance Model #1



7.3 Governance Model #2



Ten widely-accepted principles of “good governance” have been established by United Nations Development Program (UNDP) in 1997. These ten principles include:

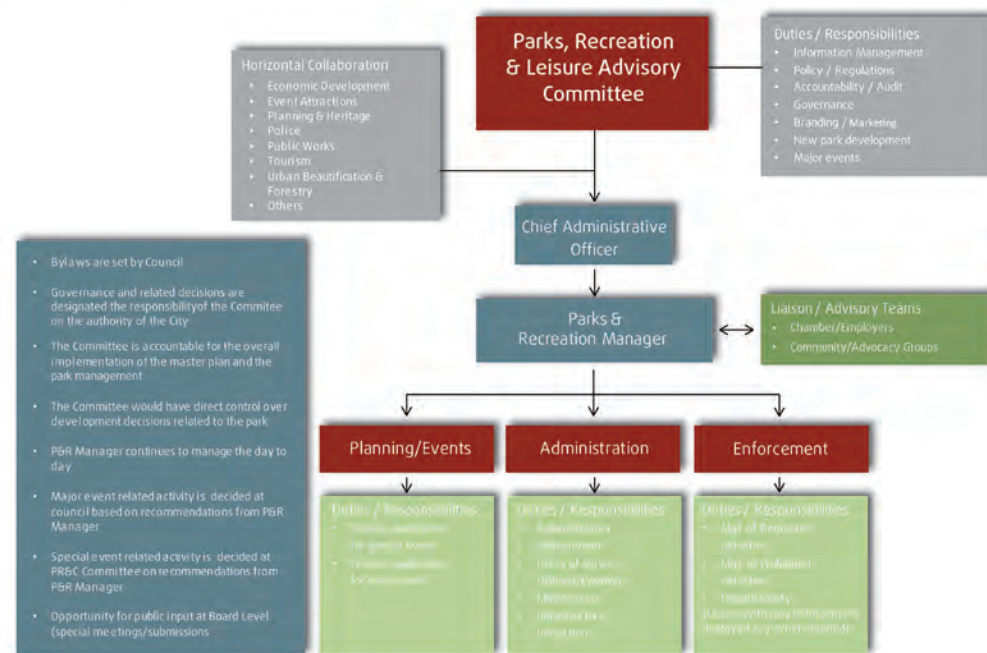
- » Public participation
- » Consensus orientation
- » Strategic vision
- » Responsiveness to stakeholders
- » Effectiveness
- » Efficiency
- » Accountability to the public and stakeholders
- » Transparency
- » Equity
- » Rule of law

Research conducted by the Toronto Public Space Initiative (2012) on models of park governance and community engagement found that when parks are “understood and utilized as sites of community engagement and participation, municipal parks can and do contribute to the achievement of more comprehensive urban policy and public space objectives”. A model that supports an increased level of community engagement has the potential for parks to play an increasingly fundamental role in fostering public participation in municipal areas. There is evidence of a strong link among social engagement, volunteerism, and citizen participation in parks management, all of which support community well-being while building a strong sense of civic pride.

The value of urban parks moves beyond the recreational and physical aesthetic to incorporate ecological, socio-cultural, and/or economic values. They also serve as important hubs for social capital and community building projects, particularly when governed in ways that facilitate increased community engagement. Individual communities have their own needs, and parks can and do serve these needs to varying degrees. Selecting a model with a good governance structure that fits the challenges and opportunities presented in Victoria Park will be key in ensuring the success management of the park in the future.



7.4 Governance Model #3



## Strategic Partnerships

The long-term success of Victoria Park relies heavily upon its ongoing relationship with user groups and local organizations with a vested interest in the park. Groups could include volunteer organizations, sports organizations, environmental groups, etc. It cannot be stressed enough how valuable volunteerism and community support is for the ongoing success and maintenance of a park.

Potential partners could include:

- » Kiwanis Club of PEI
- » Baseball PEI
- » PEI Potters
- » Charlottetown Humane Society
- » Windsurfing PEI
- » Cycling PEI
- » Neighbourhood Associations
- » Community Garden Association
- » Friends of Victoria Park
- » Other interested Stakeholders

The City should evaluate the various governance models, and adopt an approach that connects best within the existing civic governance framework but still encourages and supports meaningful collaboration with key partners and stakeholders.





## Recommended Next Steps

In addition to the specific projects or initiatives that will require further study, several key steps for Victoria Park to move forward are outlined below.

### Adoption of the Comprehensive Master Plan

The first step toward implementation of the overall vision for Victoria Park is for Council to adopt the Master Plan in principle. Adoption will formalize the park development process, and will provide the foundation for various park elements to move forward toward realization.

### Update of the Victoria Park By-law

Based on the recommendations of the comprehensive plan, a series of updates may be required to the Victoria Park Bylaw. These changes should be integrated within the first year, to allow for subsequent programming and infrastructure projects to be initiated. A summary of the proposed amendments is included in this comprehensive plan.

### Undertake Supporting Technical Studies

The Victoria Park Comprehensive Plan outlines a long-term vision for the future operation and renewal of major park assets, programs, and facilities, and provides a series of physical projects and management strategies designed to achieve that vision. While many of the projects and initiatives are straightforward and 'shelf-ready', some of the projects will require detailed studies to facilitate their implementation. These studies should include construction drawings and associated costing and phasing plans, to allow for realistic budgeting by the City.

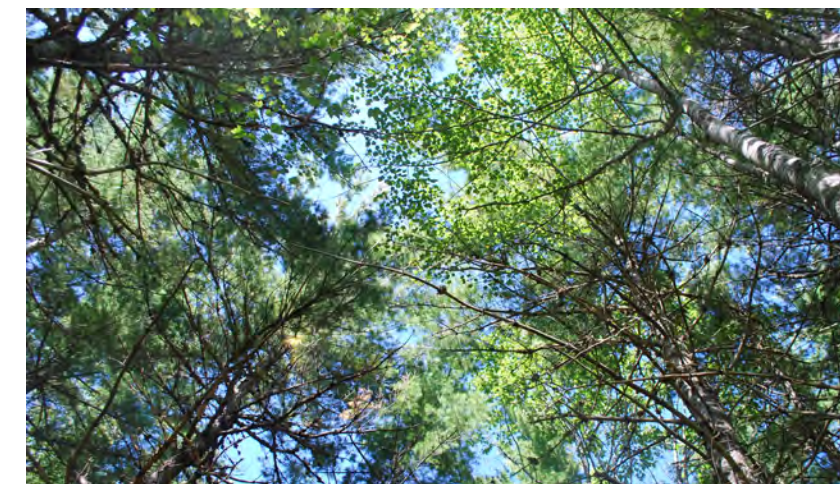
### Schematic Design of the Waterfront Board

One of the first technical steps that should be undertaken is the schematic design of the multi-modal boardwalk. Undertaking schematic design of the boardwalk will help to establish more specific costs for budgeting purposes, and will allow for informed phasing decisions. It is important that the schematic design of the boardwalk take into consideration not only issues of sea level rise and shoreline protection, but also the integration of public realm elements such as the look-offs, water access points, unique site features, interpretive installations, and public art.

### Forest Management Strategy

It is recommended that the ongoing forest management plan be assessed and re-evaluated on a regular basis to continue to build upon the successes made by the present program.

- » Allocate additional resources for staff, equipment, and plant material necessary to support the ongoing forest management objectives.
- » Annual Review- reviews by parks staff should occur annually to discuss issues and mitigation strategies, revisit earlier work, and assess upcoming needs.
- » Five Year Review- park staff along with local horticultural and silviculture experts should assess the forest's growth as it relates to the forest management plan. Understanding what is working and what isn't will provide valuable data for continuing operations.
- » Ten Year Review- during the ten year review of the forest management plan, park and city staff, along with silviculture experts, should commission a report to assess the results of ten years of work with an eye toward possible reassignment of resources to further successes or mitigate setbacks.





7.5 Phasing & Costing

Zone	Action	Time Frame	Short Term Costs	Medium Term Costs	Long Term Costs	Zone Total
<b>Intensive Recreation</b>	• Upgrade Traditional Play Structure	• Medium Term		\$150,000		
	• Upgrade Splash Pad	• Long Term			\$120,000	
	• New Natural Play Area	• Short Term	\$150,000			
	• New Skate Park	• Long term			\$350,000	
	• New North Entrance, Drop Off, Parking, Plaza	• Short Term	\$464,800			
<b>Subtotal</b>			<b>\$614,800</b>	<b>\$150,000</b>	<b>\$470,000</b>	<b>\$1,234,800</b>
<b>Passive Recreation</b>	• Consolidate existing trails and refine Main trail	• Short Term	\$61,000			
	• Secondary Trails	• Short Term	\$88,000			
	• Community Garden	• Short Term	\$12,600			
	• Community Orchard	• Medium Term		\$18,000		
	• Community Oven and Picnic Area	• Short Term	\$38,000			
	• Retrofit Caretakers Cottage for New Nature Centre	• Medium Term		\$14,600		
	• Outdoor Classroom	• Short Term	\$26,000			
	• Pavilion	• Medium Term		\$120,000		
• New Drop Off at Nature Centre and Tennis Courts	• Medium Term		\$205,000			
<b>Subtotal</b>			<b>\$225,600</b>	<b>\$357,600</b>	<b>\$0</b>	<b>\$583,200</b>
<b>Nature Conservation</b>	• Decommission Softball Field and Re-naturalize	• Medium Term		\$13,600		
	• Close off trails and Re-naturalize	• Short Term	\$15,000	\$10,000		
<b>Subtotal</b>			<b>\$15,000</b>	<b>\$23,600</b>	<b>\$0</b>	<b>\$38,600</b>
<b>Waterfront</b>	• Upgrade Existing Boardwalk to Asphalt Multi-modal Facility (Option 1)	• Short Term	\$320,000			
	• Upgrade Existing Boardwalk to Wooden(wharf-style) Multi-modal Facility (Option 2)	• Medium Term		\$1,488,000		
	• Raise Wooden Boardwalk in Anticipation of Sea Level Rise (Option 3)	• Long term			\$1,488,000	
	• Convert Park Road to an internal carriageway	• Short Term	\$146,600			
	• Create 5 Look-offs and water access points	• Medium Term			\$486,500	
	• Construct Seawall	• Long term			\$2,604,000	
<b>Subtotal</b>			<b>\$466,600</b>	<b>\$1,488,000</b>	<b>\$4,578,500</b>	<b>\$6,533,100</b>
<b>Heritage &amp; Culture</b>	• Signage and Interpretive Panels at Historic Areas	• Medium Term	\$24,000			
	• Directional Signage throughout Park	• Short Term	\$52,000			
<b>Subtotal</b>			<b>\$76,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$76,000</b>
<b>Ongoing Operations</b>	• Additional funding for forest management program	• Short Term	\$10,000	\$15,000	\$20,000	
	• Additional funding for ongoing / unexpected maintenance requirements (rainy day fund)	• Short Term	\$8,000	\$10,000	\$12,000	
<b>Subtotal</b>			<b>\$18,000</b>	<b>\$25,000</b>	<b>\$32,000</b>	<b>\$75,000</b>
<b>Time Frame Totals</b>			<b>\$1,416,000</b>	<b>\$2,044,200</b>	<b>\$5,080,500</b>	<b>\$8,540,700</b>

During each one of these reviews, the public should be made aware of the ongoing process. Public dialogue and public cooperation will be necessary to ensure that the forest ecosystem remains on the path toward health. During the five and ten year reviews, it may be prudent to solicit the public’s opinion.

**Designation as a National Historic Site**

The idea of designating Victoria Park as a National Historic Site has been floated by the public, Council, and City Staff. Doing so would be an important step in giving the park the regional status which it has enjoyed on a local level. Historical Status would open up greater funding opportunities and improve visitorship to the park and Charlottetown itself.

**Victoria Park Interpretive Master Plan**

Building upon the many interpretive installations in the park, an interpretive master plan will develop a cohesive vision for public education and the celebration of the many unique stories of Victoria Park. This is an important step in helping to preserve and protect the living history of the park. ;

**Park Governance Model**

Should Council decide to go the route of establishing self-governance for the park, it would make sense to do so at this time. Riding on the heels of Historic Status, followed by an administrative restructuring, would open up the conversation in new directions just prior to a public outreach campaign.

**Public Education and Outreach**

As was discussed earlier, garnering public support for the park, reaching out to public groups, reminding people why they love Victoria Park, and inviting people to participate in the ongoing processes which this plan recommends, would help to solidify this new trajectory. The designation of National Historic Status, the forest management plan, as well as all the other changes outlined and recommended in this plan will require a great deal of public support. It is highly recommended that information and park outreach programs be practiced by a dedicated team.



## Documentation of Victoria Park History

The history of Victoria Park is extensive, as are the written and cultural records documenting its existence. However, there is no single repository for the voluminous articles, documents, and historic pieces which have been written about it. Compiling this information into a single source would help to solidify the presence of the Park and aid in its rise to prominence as a premier Provincial and National site.

## Costing & Phasing

This report describes the long-term vision for Victoria Park, as outlined through a series of achievable short term management decisions and ongoing park renewal projects. The plan components are consistent with the vision that was articulated by the Public during this process, and will work together towards fulfilling the Community's larger goals.

When developing a prioritization strategy, several factors should be taken into consideration. Public safety, profile of the project, alignment with previously planned renewal projects, or relatively high ease of implementation should be given priority. This is especially true in cases where the costs are not prohibitive. Many of the larger and more complex projects should be phased in over time, as part of the ongoing investment into the Park's infrastructure and assets.

Setting priorities for implementation should be based on the following criteria:

- » Demonstrated Public Safety Need
- » Restoration and Enhancement of Key Facilities and Amenities in the Park
- » Resource Enhancements
- » Experience Enhancements

Forecasting a year-by-year phasing strategy is challenging, but it will become an important task as the plan moves forward. Priorities set by the governing body of the Park may be influenced by the opportunities that arise from unforeseen funding sources, new developments, and private sector initiatives.

## Phasing Timeline

- » Phase One: 0 - 5 years
- » Phase Two: 5 - 10 years
- » Phase Three: 10 + years

## Phasing Schedule

### Phase One Recommended Projects

Phase one projects should be the highly visible, highly requested projects with relatively easy implementation. Starting with visible projects will help to instill confidence with the public that the plan is moving forward, and will build excitement and momentum. The implementation of a highly visible project will also provide the Steering Committee and the City with a marketing tool to help raise private or external funding for subsequent projects. The City should also consult with key partners on which projects they may wish to support and advance on their own.

#### Key Public Projects for Phase One:

- » Development of a new natural play ground.
- » Detailed design and implementation of the reconfigured entrance from Brighton Road, and associated parking area.
- » Adoption of an overall trails management approach and hierarchy development.
- » Allocation of space for a community garden.
- » Schematic design of the boardwalk improvements / carriageway conversion.

### Phase Two Recommended Projects

Phase Two projects will begin to really move the entire project vision forward. Projects left to phase two may have some funding or technical challenges, or simply follow logical construction sequencing and need to follow planning phase one projects.

#### Key Public Projects for Phase Two:

- » Phase two of the boardwalk improvements / carriageway conversion.
- » Upgrades to the traditional playground.
- » Retrofit of the Caretaker's Cottage.
- » Redevelopment of the Kiwanis Dairy Bar parking lot and tennis club drop-off.



7.6 Proposed By-Law Amendments

Section	Topic	Recommendation
3.5	Definition of Parks, Recreation, and Culture Committee	If the Governance Model changes to a more Victoria-Park centric model, update this definition as necessary
3.10	Definition of Pathway	Clarify that under this definition, pathway includes the boardwalk and is therefore multi-modal.
3.11	Definition of User	Note: User means any person traveling on the boardwalk, and includes cyclists, roller skaters, and other wheeled users.
4.4	Seasonal closure of Victoria Park Roadway	Repeal this section of the bylaw, as two way traffic shall be permitted year round. Include a provision that Victoria Park Roadway is no longer a civic road, but an internal park drive, to be referred to as the Victoria Park carriageway.
5.9 (d)	Prohibited Activities	Revise the prohibition on the launch of watercraft. Personal watercraft, such as wind surfers, canoes, and kayaks should be permitted in Victoria Park.
5.10	Vehicles	No public vehicles shall be permitted on interior roads or driveways in the Park.
5.13	Vehicular Speed Limit	The speed limit of 20 km / hr shall be enforced for the Victoria Park carriageway.
6.4	Pathways and Boardwalk	Remove the prohibition of wheeled users on the boardwalk. This is in contradiction to earlier policy in the by-law.
6.8	Pathways and Boardwalk	Set a speed limit of 20 km / hr for all multi-modal trails and boardwalk within the park.
6.10	Special Events	Update the by-law to reflect the adopted recommendations for special events.
6.11	Major Events	Update the by-law to reflect the adopted recommendations for major events.
7.1	New Development	Revise this section to permit staff to engage in new development that is consistent with the objectives outlined in the Victoria Park Comprehensive Plan.
Schedules	Schedule 'B'	Update to reflect the updated trail alignment and hierarchy.
	Schedule 'D'	Update this graphic to a more legible map.

Phase Three Recommended Projects

Phase Three projects may have to be revisited or re-prioritized, based on the ongoing review of the implementation process. Projects left to phase Three are those with significant engineering or implementation challenges, high capital costs, or other impediments to development.

Key Public Projects for Phase Three:

- » Raising of the Boardwalk Elevation / Construction of the seawall
- » Development of waterside look-offs.
- » Skate park Renewal.

Victoria Park By-Law Amendments

The Victoria Park By-law is the overarching policy document that presently guides the operation and usage of the Park. Once the plan has been adopted in principle, the by-law should be amendment to facilitate the implementation of the recommendations of the comprehensive plan. A series of recommended amendments or refinements is summarized in the adjacent table.





## Funding Strategies

A number of different funding sources and implementation strategies are available to help support the capital and operational costs of the implementation of this comprehensive plan. Select strategies could include:

### Capital Funding

Many of the physical projects outlined in the comprehensive plan will require the City to commit specific funds from the capital budget, over the lifespan of the plan. Many of the projects identified in this report have to be addressed at some point in the future as the infrastructure meets the end of its functional lifespan, so the City should identify these projects for the purposes of capital budget forecasting.

### Tax Levy & Development Charges

Another potential source of funding for Victoria Park could be the new public benefit category from the Waterfront Planning Policy. The City could work with the development community to locate specific public benefit projects within the framework of the Victoria Park Comprehensive Plan, and apply funds from density bonusing to the improvement of Victoria Park.

### Private / Public Partnerships & Naming Rights

Many parks and public spaces have used a naming rights system to garner public and financial support for construction projects. For an appropriate fee people can adopt bricks, or benches, or larger structures, thus immortalizing themselves or their loved ones while aiding in the financial costs of construction. There are innumerable successful examples of this funding strategy throughout the Maritime Provinces and across Canada. As vending is, by law, a restricted activity in Victoria Park, there may be limits to the allowable branding of items. While individuals and families may take advantage, larger corporations may not. This is a decision to be made at the time that the project is established.

### Community Work Days

A grassroots community initiative could be launched to support the completion of a specific project or task. Community playground builds, shoreline clean-ups, and collaborative tree planting events are all valuable strategies to cultivate and expand civic connection to Victoria Park, while accomplishing specific and defined initiatives.

### Community & Corporate Sponsorships

Victoria Park already has a committed community service club sponsor in the Kiwanis Club, who have contributed to many of the park's existing facilities. The City should continue to work with key partners such as Kiwanis to develop other aspects of the plan. Naming rights for major facilities and sponsorship of key projects (like waterfront look offs or trail sections), either through financial support or in-kind donation would help the plan move forward.

### Dedication Programs

As part of a City-wide memorialization program, community members and groups could sponsor the installation of trees or site furnishings in tribute to a specific person or event.

### Grants

Government and other private foundation grants represent an additional funding source for the implementation of specific physical projects in Victoria Park. TD Friends of the Environment, EcoAction Grants, and many other existing corporate funding sources could be tapped to contribute capital support to various park initiatives.





## Why Make the Investment?

The ongoing implementation of the Comprehensive Plan for Victoria Park will require commitment from the City of Charlottetown, the Province of Prince Edward Island, and the Community. This commitment is not just capital and operational financing, but also personnel, time, energy, and engagement. There are a number of significant and quantifiable benefits to investing in the park that the City and broader community will enjoy, and these are some of the reasons that implementation is so critical.

### Environmental Benefit

- » Habitat provision for the urban forest.
- » Green space to promote stormwater infiltration and reduce run-off.
- » Reduction in the urban heat island effect.

### Public Health Benefit

- » Decreased levels of inactivity-related health problems (such as obesity).
- » Stress reduction through recreation.
- » Improved liveability of the community.
- » Improved social interactions within the community.

### Economic Benefit



- » Potential revenue from facility rentals or events, either directed towards ongoing operation or towards a legacy fund.
- » Direct and indirect tourism dollars from the tourism profile of the park.
- » Employment creation through direct and indirect park impacts.
- » Elevated residential property values, due to proximity to such a desirable community asset.
- » Attraction and retention of young families who will contribute to the regional economy.












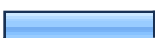

# APPENDICES



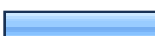


Appendix A: Online Survey Results



1. Are you:			
		Response Percent	Response Count
Female		57.1%	182
Male		42.9%	137
answered question			319
skipped question			4

2. Which category below includes your age?			
		Response Percent	Response Count
17 or younger		3.4%	11
18-20		1.6%	5
21-30		14.7%	47
31-40		20.4%	65
41-60		41.4%	132
61 or older		18.5%	59
answered question			319
skipped question			4

3. How many people live in your household?			
		Response Percent	Response Count
1		15.9%	51
2		36.3%	116
3		16.6%	53
4		22.2%	71
5 or more		9.1%	29
answered question			320
skipped question			3

4. How far do you live from Victoria Park?			
		Response Percent	Response Count
0 - 1 km		31.0%	99
1 - 2 km		25.1%	80
2 - 5 km		22.6%	72
5 - 10 km		11.9%	38
10+ km		9.4%	30
answered question			319
skipped question			4



### 5. How long have you lived in the area?

		Response Percent	Response Count
Less than a year		3.4%	11
1 - 5 years		22.9%	73
5 - 10 years		20.4%	65
<b>More than 10 years</b>		<b>53.3%</b>	<b>170</b>
<b>answered question</b>			<b>319</b>
<b>skipped question</b>			<b>4</b>

### 6. How often do you visit Victoria Park?

		Response Percent	Response Count
Daily		19.0%	59
<b>Weekly</b>		<b>45.2%</b>	<b>140</b>
Monthly		17.4%	54
Occasionally		18.4%	57
Never		0.0%	0
<b>answered question</b>			<b>310</b>
<b>skipped question</b>			<b>13</b>

### 7. When visiting the Park how long do you usually stay?

		Response Percent	Response Count
<b>Less that an hour</b>		<b>54.0%</b>	<b>167</b>
A few hours		45.0%	139
All day		1.0%	3
<b>answered question</b>			<b>309</b>
<b>skipped question</b>			<b>14</b>

### 8. Seasonally, when do you visit most often?

		Response Percent	Response Count
Spring		1.9%	6
<b>Summer</b>		<b>54.2%</b>	<b>168</b>
Autumn		5.5%	17
Winter		0.3%	1
Year round		38.1%	118
<b>answered question</b>			<b>310</b>
<b>skipped question</b>			<b>13</b>



9. How do you most frequently get to Victoria Park?			
		Response Percent	Response Count
Walk		52.6%	163
Bike		10.0%	31
Drive		37.4%	116
answered question			310
skipped question			13




10. When visiting the park do you usually come alone or with others?			
		Response Percent	Response Count
By myself		21.3%	66
With 1 or 2 others		67.1%	208
In a group		11.6%	36
answered question			310
skipped question			13

11. Do you feel that there are enough year round seasonal activities available?			
		Response Percent	Response Count
Yes		56.0%	164
No		44.0%	129
answered question			293
skipped question			30



12. How often do you use or visit the following facilities at Victoria Park?						
	Daily	Weekly	Monthly	Occasionally	Never	Rating Count
Walking Trails	12.4% (37)	22.1% (66)	20.7% (62)	<b>38.1% (114)</b>	6.7% (20)	299
Swimming Pool	1.1% (3)	3.9% (11)	2.8% (8)	22.1% (62)	<b>70.1% (197)</b>	281
Boardwalk	19.4% (59)	<b>37.8% (115)</b>	17.8% (54)	23.4% (71)	1.6% (5)	304
Playground	1.8% (5)	9.8% (28)	6.3% (18)	34.0% (97)	<b>48.1% (137)</b>	285
Skate Park	0.0% (0)	1.1% (3)	1.8% (5)	10.4% (29)	<b>86.7% (242)</b>	279
Tennis Courts	1.4% (4)	4.9% (14)	4.9% (14)	21.5% (61)	<b>67.3% (191)</b>	284
Kiwanis Softball Field	0.0% (0)	1.4% (4)	2.9% (8)	20.7% (57)	<b>75.0% (207)</b>	276
City Diamond Baseball / Softball	0.0% (0)	1.8% (5)	2.5% (7)	22.7% (63)	<b>73.0% (203)</b>	278
Memorial Baseball Field	0.0% (0)	2.5% (7)	2.5% (7)	22.1% (61)	<b>72.8% (201)</b>	276
Gardens	2.5% (7)	12.8% (36)	15.7% (44)	<b>45.2% (127)</b>	23.8% (67)	281
Splash pad	1.5% (4)	4.4% (12)	4.0% (11)	21.2% (58)	<b>68.9% (188)</b>	273
Kite Field	2.9% (8)	8.0% (22)	11.3% (31)	35.4% (97)	<b>42.3% (116)</b>	274
Historic Areas	2.1% (6)	9.1% (26)	11.9% (34)	<b>51.9% (148)</b>	24.9% (71)	285
Caretaker House Pottery Studio	1.4% (4)	5.8% (16)	1.8% (5)	13.4% (37)	<b>77.5% (214)</b>	276
Other (please specify)						41
answered question						311
skipped question						12





**13. How important is Victoria Park in the overall context of the City's open space network?**

		Response Percent	Response Count
Essential		91.6%	282
Important		8.1%	25
Irrelevant		0.3%	1
answered question			308
skipped question			15



**14. Do you feel that Victoria Park provides a balanced set of uses within the context of Charlottetown's overall parks system?**

		Response Percent	Response Count
Yes- the activities help strengthen the overall services provided		80.6%	241
No- the park does not address the citizens' needs		19.4%	58
answered question			299
skipped question			24


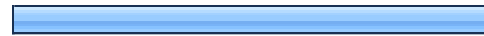
**15. Do you feel that Victoria Park should offer more activities?**

		Response Percent	Response Count
Yes		57.0%	170
No		43.0%	128
answered question			298
skipped question			25

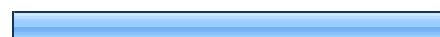


**16. Do you feel that Victoria Park should focus on fewer activities of higher quality ?**

		Response Percent	Response Count
Yes		48.6%	144
No		51.4%	152
answered question			296
skipped question			27

**17. Do you feel that Victoria Park receives the attention and funding requisite to its importance?**

		Response Percent	Response Count
Yes		29.0%	85
No		71.0%	208
answered question			293
skipped question			30

**18. How do Victoria Park's facilities rank against other parks in the area?**

		Response Percent	Response Count
Better than		64.4%	192
Same as		31.2%	93
Not as good		4.4%	13
answered question			298
skipped question			25







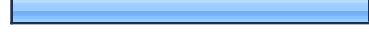


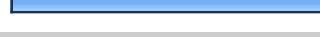
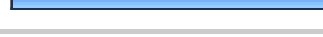






19. Do you think that Victoria Park is ecologically well managed?			
		Response Percent	Response Count
Yes, there are excellent natural areas		21.8%	66
Somewhat, natural areas seem adequate.		58.7%	178
No, natural areas are stressed and overburdened		19.5%	59
<b>answered question</b>			<b>303</b>
<b>skipped question</b>			<b>20</b>

20. Please prioritize the following elements in terms of their importance to Victoria Park						
	1 (Highly Important)	2	3	4	5 (Not Important)	Rating Count
Safety and security	60.8% (178)	21.8% (64)	11.6% (34)	4.1% (12)	1.7% (5)	293
High quality design	36.4% (106)	38.1% (111)	19.9% (58)	4.5% (13)	1.0% (3)	291
Sustainable design	61.0% (177)	31.7% (92)	5.9% (17)	1.0% (3)	0.3% (1)	290
Durability / longevity of facilities	47.6% (137)	41.3% (119)	8.3% (24)	1.7% (5)	1.0% (3)	288
Low capital costs	14.8% (43)	32.4% (94)	38.3% (111)	9.7% (28)	4.8% (14)	290
Universal accessibility	49.1% (141)	35.5% (102)	11.5% (33)	2.8% (8)	1.0% (3)	287
Year round activities	36.5% (105)	34.4% (99)	21.2% (61)	4.2% (12)	3.8% (11)	288
All-ages activities	49.5% (142)	32.4% (93)	13.6% (39)	2.8% (8)	1.7% (5)	287
Educational opportunities	22.1% (64)	36.6% (106)	27.6% (80)	9.0% (26)	4.8% (14)	290
Ecological health / diversity	50.2% (145)	34.3% (99)	10.7% (31)	3.5% (10)	1.4% (4)	289
<b>answered question</b>						<b>294</b>
<b>skipped question</b>						<b>29</b>

21. What issues do you feel need to be addressed regarding Victoria Park						
	1 (Needs Immediate Attention)	2	3	4	5 (Not a priority)	Rating Count
Parking	14.1% (40)	19.0% (54)	23.2% (66)	15.8% (45)	27.8% (79)	284
Balance of Vehicle / Pedestrian access	20.4% (58)	30.2% (86)	27.0% (77)	11.6% (33)	10.9% (31)	285
Bicycle Circulation	27.5% (78)	33.1% (94)	23.6% (67)	9.5% (27)	6.3% (18)	284
Maintenance of buildings and structures	10.5% (30)	34.3% (98)	36.7% (105)	12.2% (35)	6.3% (18)	286
Signage	7.4% (21)	20.4% (58)	37.3% (106)	22.2% (63)	12.7% (36)	284
Number of scheduled activities	8.1% (23)	24.3% (69)	36.3% (103)	19.4% (55)	12.0% (34)	284
Overuse of Facilities	8.5% (24)	13.8% (39)	40.6% (115)	26.1% (74)	11.0% (31)	283
Natural Areas	34.8% (101)	41.0% (119)	18.6% (54)	4.5% (13)	1.0% (3)	290
Vandalism	19.1% (54)	32.5% (92)	30.7% (87)	13.4% (38)	4.2% (12)	283
Loitering	14.2% (40)	20.3% (57)	31.3% (88)	16.0% (45)	18.1% (51)	281
Other (please specify)						46
<b>answered question</b>						<b>294</b>
<b>skipped question</b>						<b>29</b>



## 22. What new elements would you like to see in Victoria Park?

		Response Percent	Response Count	
Adventure Playground		25.3%	73	
Leash Free Dog Area		33.6%	97	
Off-Leash Times for Dogs		26.3%	76	
Expanded Gardens		48.1%	139	
<b>More Native Plantings</b>		<b>53.6%</b>	<b>155</b>	
More Parking		20.1%	58	
More Walking Trails		43.9%	127	
More Biking / Multi-use Trails		46.4%	134	
Greater Access to the Water		46.7%	135	
Summertime Vendor Area		33.9%	98	
More Scheduled Events		28.4%	82	
More Wintertime Activities		37.7%	109	
Sledding Hill		35.3%	102	
Improved / Expanded Pool		19.7%	57	
Expanded Playground		19.4%	56	
		Other (please specify)	52	
			<b>answered question</b>	<b>289</b>
			<b>skipped question</b>	<b>34</b>

## 23. Please add any additional comments:

	Response Count
	125
<b>answered question</b>	<b>125</b>
<b>skipped question</b>	<b>198</b>



Page 3, Q7. How often do you use or visit the following facilities at Victoria Park?

1	Wood trails	May 1, 2013 5:09 AM
2	To view the water and see the sunset while I drive through park.On the so called "bike lane" side.	Apr 30, 2013 1:48 PM
3	Windsurfing launch area on corner	Apr 30, 2013 11:10 AM
4	X-C SKI TRAILS	Apr 30, 2013 10:59 AM
5	Dairy bar	Apr 30, 2013 10:13 AM
6	Forest	Apr 30, 2013 8:43 AM
7	Windsurfing	Apr 30, 2013 5:16 AM
8	windsurfing launch	Apr 30, 2013 5:11 AM
9	I windsurf from the launch site at the west corner of the boardwalk	Apr 30, 2013 4:54 AM
10	Windsurfing Launch at the corner of the park along the roadway (at the south west corner of the park) - daily/weekly depending on winds in the late spring summer and fall	Apr 30, 2013 4:42 AM
11	Dairy Bar	Apr 25, 2013 8:45 PM
12	The Snack Bar	Apr 23, 2013 9:03 AM
13	Dead Man's Pond - weekly	Apr 11, 2013 5:51 AM
14	ski trails	Apr 9, 2013 5:32 AM
15	Skate board park	Mar 29, 2013 11:14 AM
16	Spring and fall we use Boardwalk daily.	Mar 28, 2013 12:47 PM
17	Kiwanis Dairy Bar in summer	Mar 20, 2013 6:54 AM
18	Sitting On Benches Talking	Mar 11, 2013 7:43 AM
19	I bike on the bike trail almost daily in the spring, summer and autumn - I'm surprised it isn't listed?	Mar 11, 2013 6:54 AM
20	Dairy Bar	Mar 8, 2013 1:52 PM
21	Kiwanis Dairy Bar	Mar 6, 2013 5:19 AM
22	canteen,to watch the ships,the birds and the great view of harbour	Feb 28, 2013 11:16 AM
23	I didn't know about many of the above things. I mostly spend my time reading under a tree	Feb 28, 2013 7:35 AM
24	Like to sit on a bench or in a car and look at the view, like to have an icecream a few times in summer at the concession stand, may need a washroom especially in summer, a picnic table, miss more summer music performers, would be nice if	Feb 20, 2013 9:21 PM

Page 3, Q7. How often do you use or visit the following facilities at Victoria Park?

	there were some buskers about the park, or some story tellers, comedy skits, one act plays in the park, designated outdoor checkers or chess tables, ducks in the pond by province house, a more inviting route to look at the Rose garden at Province house, an area that talks about the history of that area with points of interest including common animals or birds to the area and what the park has been used for over the years and by whom.	
25	Question 6: there should be no seasonal activities	Feb 20, 2013 4:32 PM
26	Bike on the road	Feb 20, 2013 9:44 AM
27	washroom facilities	Feb 20, 2013 6:23 AM
28	horse shoes	Feb 19, 2013 3:23 PM
29	Bike Path	Feb 18, 2013 8:11 PM
30	Sit and watch the submarine races in the harbour, eat ice cream	Feb 14, 2013 4:08 AM
31	ski trails - daily when open	Feb 13, 2013 3:32 PM
32	Ice Cream shack on the Boardwalk	Feb 13, 2013 6:37 AM
33	Pond	Feb 12, 2013 1:17 PM
34	Use water off of park	Feb 11, 2013 10:20 AM
35	preservation is as important as usage	Feb 11, 2013 9:20 AM
36	Horseshoe pits	Feb 10, 2013 4:51 PM
37	Lily Pond for photography	Feb 10, 2013 2:48 PM
38	Pottery Studio	Feb 9, 2013 7:11 AM
39	Bikelane	Feb 8, 2013 7:01 AM
40	what gardens?	Feb 8, 2013 6:56 AM
41	front fields for events	Feb 8, 2013 6:55 AM



Page 5, Q2. What issues do you feel need to be addressed regarding Victoria Park

1	Smoking in wooded areas is a common occurrence and a very serious threat to the park. Last year during the drought, we could have lost the park by the flick of a single cigarette butt. I am there almost every day and have seen many smokers toss their butts in the ground. There should be no smoking beyond certain points in the park with constant monitoring and heavy fines (day and night). The money spent on surveillance would be worth it. Otherwise, the park woods will literally go up in smoke one day. This issue should be of major concern when considering how to sustain the park.	May 1, 2013 11:43 AM
2	Revitalize the Park, clean it up, make it welcoming	May 1, 2013 6:14 AM
3	People sitting in parked (sometimes running) cars not overlooking the water can be a unsettling for some i would imagine. That said, I do feel safe alone in that situation. Also, vehicle speed (particularly motorcycles) is an issue.	May 1, 2013 5:29 AM
4	DOGS	Apr 30, 2013 11:02 AM
5	to many sports venues	Apr 30, 2013 8:45 AM
6	Lack of dog park (off-leash)	Apr 30, 2013 8:08 AM
7	Need to have a ramp to the harbour to launch windsurfers	Apr 30, 2013 5:19 AM
8	Better upkeep of windsurfing launc site	Apr 30, 2013 5:01 AM
9	Loitering: I teach several Pottery Classes in the Park and there are always car/vehicles parked outside from 8-11pm - just wondering what they are up to (drugs, sex) as there's no reason for them to be there at that time of night.	Apr 30, 2013 4:15 AM
10	parking close to water (not along the side) where people can get out of their cars and sit on bench	Apr 29, 2013 9:40 AM
11	security	Apr 27, 2013 8:28 AM
12	plan more cultural activities / events including multicultural arts & celebrations etc...	Apr 26, 2013 6:56 AM
13	reinstall million \$ drive through view of sunset behind lighthouse on North (York) River. Close foolish bike lane.	Apr 23, 2013 1:06 PM
14	Loitering is what parks are for...	Apr 23, 2013 10:29 AM
15	suspicious cars always parked near pottery studios after dark	Apr 10, 2013 9:56 AM
16	loitering is exactly what parks are for	Mar 30, 2013 7:50 PM
17	Laws regulating how the park may be used for commercial or "not for profit" events should absolutely be in favor of keeping the park peaceful, beautiful, and freely accessible. I believe in light of recent changes to age old laws, we seriously need to focus on what priority we are giving to changing laws to allow for commerce to be able to be freely practiced in the park, and at its expense.	Mar 29, 2013 1:01 PM
18	skateboard park upgrade and maybe dirt jumps for bikes	Mar 29, 2013 11:38 AM

Page 5, Q2. What issues do you feel need to be addressed regarding Victoria Park

19	Restored natural area. Low-no mowing. Just paths.	Mar 28, 2013 1:00 PM
20	The lilly pond needs to be cleaned up more regurally	Mar 22, 2013 5:17 PM
21	Dedicated bike road	Mar 20, 2013 6:59 AM
22	Not fully aware of vandalism or loitering issue.	Mar 18, 2013 1:32 PM
23	Do not use park acreage for parking!	Mar 14, 2013 1:49 PM
24	universal accessibility	Mar 12, 2013 2:01 PM
25	Cars need to be removed	Mar 12, 2013 5:40 AM
26	drunks hanging out in picnic areas	Mar 11, 2013 10:25 AM
27	Freedom of Movement to walk and bike/Cease Buses	Mar 11, 2013 7:51 AM
28	I think the bike lane works well so I didn't put it as a priority. Natural areas are definitely overstressed. The paths seem to get wider and barer every time I go to the park.	Mar 11, 2013 7:07 AM
29	Build a specific bike path and let vehicular traffic flow both ways year round - access to and through the park!	Mar 7, 2013 3:08 PM
30	Some areas of the park need more maintenance than others (e.g. pond in middle)	Mar 6, 2013 7:04 PM
31	Open roadway in summer	Mar 6, 2013 5:24 AM
32	avoid "sound pollution"	Mar 5, 2013 9:43 AM
33	How the heck can you loiter at a park? Is that some code for 'old people who are cranky about young people hanging about'? Wow.	Feb 28, 2013 7:38 AM
34	There are a number of males who roam Victoria Park. There parking areas that are used as meeting places for individuals. The parking area most used for these activities is where the Pottery house is. These activities are self monitored during the months when the tennis courts are in use. Better lighting may be helpful in preventing these activities.	Feb 26, 2013 6:21 AM
35	Roadway should be closed all year around not just in summer	Feb 20, 2013 9:48 AM
36	someone to stop people from walking on the bike lane.	Feb 20, 2013 6:31 AM
37	People cleaning up after their dogs	Feb 13, 2013 5:20 PM
38	Public Water Access	Feb 13, 2013 6:42 AM
39	Add bike path on inside of shore road so that street lane does not have to be closed in summer.	Feb 13, 2013 5:58 AM
40	Eliminate the crows	Feb 12, 2013 1:21 PM



Page 5, Q2. What issues do you feel need to be addressed regarding Victoria Park

41	Water access - there should be a dock area for launching human powered water craft	Feb 11, 2013 10:29 AM
42	definitely no open parking lots destroying grassed areas. less emphasis on sports. more emphasis on activities for seniors e.g.band concerts in a gazebo as in past years.or outdoors art show/craft show. definitely more gardens.	Feb 10, 2013 8:46 PM
43	policing the homosexuals who loiter in the park at night and the child molesters who frequent the pool area during the day	Feb 8, 2013 12:12 PM
44	Excess intrusion of vehicles on interior of park	Feb 8, 2013 11:50 AM
45	Leave bike/walking lane open all year long, NOT just in summer	Feb 8, 2013 10:55 AM
46	Should be used for passive recreation not sport.	Feb 8, 2013 7:57 AM

Page 5, Q3. What new elements would you like to see in Victoria Park?

1	More arts related elements/activities (ie. Art in the Park); nature walks and/or educational activities; exterior interpretive panels on natural and cultural history of park	May 1, 2013 6:10 PM
2	off leash dog park	May 1, 2013 12:26 PM
3	More garbage cans. More doggie poop bag dispensers. Cigarette disposal cans.	May 1, 2013 11:43 AM
4	A public veggie garden. Even seasonal horse back riding... not carriages. Just a thought.	May 1, 2013 6:14 AM
5	Expanded family friendly picnic and gathering areas, solar powered lighting options, intergenerational programming to support both young families who may not have grandparents or extended families here and older citizens who have something to offer younger folks and much to gain in relationships formed; learning opportunities for all ages related to naturalized Charlottetown and the history of our park, fortress and protective functions, the history of harbor traffic, river life, First Nations life, neighborhood changes- in fact all facets of history of this end of town. Much could be done in partnership with Beaconsfield. Prince Edward Home buildings deserve great thought and inclusion within our plan.	Apr 30, 2013 1:44 PM
6	Improved windsurfing launch area for the water	Apr 30, 2013 12:20 PM
7	better/ safer water access across rocks	Apr 30, 2013 11:15 AM
8	SKI TRAILS	Apr 30, 2013 11:02 AM
9	One way vehicle traffic only	Apr 30, 2013 10:14 AM
10	you would need more land to do all this crap---	Apr 30, 2013 9:30 AM
11	Need to have a ramp to the harbour to launch windsurfers	Apr 30, 2013 5:19 AM
12	bring back the cross country skiing trails w grooming	Apr 30, 2013 5:15 AM
13	sign saying that motor cycles with modified mufflers are not allowed	Apr 29, 2013 9:40 AM
14	I am opposed to any additional Vendors	Apr 26, 2013 5:54 AM
15	snow shoe rentals for trails	Apr 25, 2013 4:42 PM
16	relocate/expand bike trail thus freeing up 2 way traffic	Apr 23, 2013 1:06 PM
17	The fence which was erected at the canons eliminated the use of these hills as a place for kids to run, play, roll, sled. This is very missed and the fencing on the east, west and south side of the are should be removed.	Apr 11, 2013 5:55 AM
18	Off-Leash Times for dogs is an excellent idea!!!	Apr 7, 2013 1:00 PM
19	more trees	Mar 30, 2013 7:50 PM
20	large ice skating oval returned	Mar 29, 2013 5:47 PM
21	Most people in the adjacent areas are middle-age and older. They want a	Mar 28, 2013 1:00 PM



Page 5, Q3. What new elements would you like to see in Victoria Park?

	peaceful, natural place to walk for health, stroll and sit to read. The major problem is no place for dogs. Only people with cars can get to the wonderful Humane Society park. The area has a huge number of dogs. Please carve out a spot for the people who are glad to pay for the childrens activities but who would like a place to safely exercise their pets.	
22	Outdoor exercise equipment like summerside has along their boardwalk	Mar 22, 2013 5:17 PM
23	Groomed cross country trails	Mar 18, 2013 4:42 PM
24	Victoria Park has too many sports facilities and needs to be returned to a more natural area!	Mar 11, 2013 3:47 PM
25	less infrastructure, less use, fewer elements, less activity, fewer structured activities	Mar 11, 2013 8:39 AM
26	Cease Bus Tours/Maintain 2 way Traffic	Mar 11, 2013 7:51 AM
27	Victoria Park is not that big - you can't make add more construction and as for more trails - there are already probably too many!! Would love to have water access.!	Mar 11, 2013 7:07 AM
28	Bandshell	Mar 8, 2013 5:39 PM
29	Arboretum, butterfly garden	Mar 8, 2013 4:02 PM
30	Whole park leash free for certain hours Morn & Eve.	Mar 8, 2013 3:35 PM
31	Artisan's / artishts using the common area to work and sell to public..Expand the pottery studio to allow for a gallery and educational component	Mar 7, 2013 3:08 PM
32	More picnic tables,seats and benches	Mar 6, 2013 5:24 AM
33	Preserve the natural green space.....keep it simple.	Mar 3, 2013 7:10 PM
34	Field area next to the Kiwanas Dairy bar to be leveled out for games and sports that play adhoc.	Mar 3, 2013 8:03 AM
35	a labyrinth	Mar 2, 2013 4:27 PM
36	A walking labyrinth...a spiritual /prayer path	Feb 28, 2013 8:18 AM
37	DO NOT ALLOW VENDORS IN THE PARK! Holy mackerel, I imagine this whole survey it to asses that aspect alone. Vendors and commerical interests will ruin one of the best Green Spaces on all of PEI. If tourists want vendors they can walk downtown.	Feb 28, 2013 7:38 AM
38	some dog-free time or space - neice is terrified of dogs	Feb 20, 2013 9:25 AM
39	Potters studio is an esential arts area to the city	Feb 17, 2013 2:50 PM
40	please do not expand dog usage!	Feb 15, 2013 7:04 AM
41	More arts and culture events	Feb 13, 2013 2:34 PM

Page 5, Q3. What new elements would you like to see in Victoria Park?

42	More statues/historic structures	Feb 13, 2013 2:13 PM
43	Facilities/docks for water access (see comment below)	Feb 13, 2013 6:42 AM
44	Add more nose-in parking east of cannons along road so that mobility affected folks can enjoy yacht races and harbour traffic more easily .	Feb 13, 2013 5:58 AM
45	Off leash dogs means their droppings don't get picked up. Leashed dogs are less of a problem and the present policy seems to work reasonably well.	Feb 11, 2013 9:49 AM
46	outdoor gym equipment	Feb 11, 2013 6:37 AM
47	swimming pool for adults and also swimming in the water off the park as in times past when I swam off the park in front of the Kiwanis bar where bathing houses were located	Feb 10, 2013 8:46 PM
48	Resume the grooming of XC ski trials	Feb 9, 2013 7:16 AM
49	Dining options	Feb 8, 2013 12:24 PM
50	Please expand the pool	Feb 8, 2013 12:12 PM
51	More parking is not required.	Feb 8, 2013 11:50 AM
52	year round bike lane	Feb 8, 2013 7:18 AM



Page 5, Q4. Please add any additional comments:

- |   |   |                     |
|---|---|---------------------|
| 1 | <p>Victoria Park needs a vision to guide its development and ongoing management and use. My vision of the park is that it should be a place where people of all ages can go to enjoy the natural environment, to engage in healthy outdoor recreation activities and to engage in arts and cultural experiences. Many elements are working very well already, but existing facilities and programs need to be realigned and focused based on the overall vision. In my view, the priorities for future development should be enhancing and protecting the natural areas, providing more opportunities for enjoying nature, and ensuring the presence of an arts component. My comments below focus on suggestions for enhancing the arts. Currently the PEI Potters Studio is housed in the former Caretakers house. The PEI Potters Studio is a non-profit cooperative with the purpose of providing opportunities for people to learn about and enjoy the art of pottery. The organization has been renting the Caretakers house to house the studio for about 15 years. Hundreds of adults and children have taken classes there over the years and the programs have become an integral part of the City recreation program offer. It has also encouraged several people to further their studies in pottery to become professional potters. The current location of the studio offers its members and students an inspirational environment in which to create their craft. The presence of the studio also adds to the diversity of the park offer by providing an arts component. Another benefit of having the group there is that there is a year round presence in the park which helps with security of the building and surrounding area in the park. The group is very happy there and would like to continue to rent the space if possible. One way to further enhance the benefits of having the potters studio located in the park is for the PEI Potters Studio to allow the public to have more access to it, by hosting visitors and doing demonstrations. While the group is very willing and open to do this, at present the studio is quite small and cramped for space making it difficult to comfortably allow groups of visitors in at one time. To allow greater public access to the studio and to increase the amount of programming offered, the studio should be a bit larger in size. With a larger space, there could also be opportunities for art camps and other experiential tourism programs to be offered. If sufficient funding was available, this could be done by adding a small piece on to the current building. Another suggestion is that, if the city acquires the land next to Government House off Brighton Road to add to the park, one of the buildings on the property, such as the Aubin Arsenault building, could be kept and adapted for use as an arts and cultural centre. This could provide a place for the PEI Potters Studio and potentially other groups, such as the PEI Weavers Guild and the Island Media Arts Coop, to rent studio space and offer even more programs for city residents. As these groups are all non-profit organizations, there may even be opportunities for them to raise funds to help develop the space. The enjoyment of arts and nature seem to be a natural combination and many parks across the country are adding "Art in the Park" components to their parks to increase diversity. Victoria Park affords excellent opportunities to hold programs such as Art in the Open, Shakespeare in the Park, and other events that feature arts and culture. Enhancing these types of programs would be very beneficial to the park and to the city overall. Ensuring the presence of the PEI Potters Studio, as well as encouraging public programming by other arts and cultural groups, in Victoria Park, could be a major asset to the city. It would help Charlottetown achieve its goal to become the cultural capital of Canada through an enhanced art presence in its largest and most well-used public park.</p> | May 1, 2013 6:10 PM |
| 2 | <p>I think it is absolutely terrible that they block off the roadway from May to Oct. Also the questions about use of the facilities should also have a column</p>  | May 1, 2013 4:58 PM |

Page 5, Q4. Please add any additional comments:

- |   |   |                      |
|---|---|----------------------|
|   | <p>concerning use of the park during the seasons. More emphasis should be put on water access for water activities(kayaking, wind surfing) in summer and skating or outdoor activities in winter. There should a gathering area like the horseshoe pits for gentler activities chess, checkers or just a sitting area for discussion groups or art in the park for all ages, drama too. Again the closing of the roadway is the wrong thing to do, create a proper area for bikers, roller skaters etc. like the way Summerside did their walkway and bike way side by side. The way the road is closed now is an eyesore and poor planning.</p>          |                      |
| 3 | <p>Seniors are dog owners, many don't drive, dogs cannot be taken on bus unless service dogs, difficult for many to access the PEI Humane Society dog park for the above reasons. Now many dogs are off leash and bylaw is not enforced. concerned about safety of other dogs and people who are not 'pet friendly'</p>   | May 1, 2013 12:26 PM |
| 4 | <p>I would like to see more picnic areas, tables to sit at, free wifi. More focus on areas for people to socialize so maybe a larger seating area that has many picnic style tables or bistro style tables close together so that they aren't just one table in an open field. Let musicians play in that area (you could even make a schedule). Get chess boards, or checkers for people to play. Many areas also offer community barbeques with allotted pay per usage. Also citizens to use park for private events (like weddings and parties)</p>  | May 1, 2013 11:53 AM |
| 5 | <p>I am not in favour of bringing large concerts or other similar events to the park. These events would be a great threat to the woods in particular. The foot traffic is heavy already and this would put added strain on the wooded areas. I am also very concerned about the threat to the woods by careless smoking. There should be designated smoking areas and beyond that, heavy fines should be imposed. I go to the park almost daily and frequently see people lighting up or discarding their butts on the ground. Victoria park is a real treasure and we should treat it with great care. Thank you.</p>                                   | May 1, 2013 11:43 AM |
| 6 | <p>I think we should respect and keep this precious green space healthy. We are just maintaining the park not properly utilizing it. There is so much that can be done to draw in the community and make the park a destination for visitors to our Province and city.</p>  | May 1, 2013 6:14 AM  |
| 7 | <p>Keeping the park as natural as possible is important. The current setting, with a good balance of treed areas and open green space, with a few activity areas (baseball, tennis, skate, playground) is an excellent balance. The park has a good number of trails (those kept and some naturally created) that are useable by both pedestrians and cyclists. The creation of more trails would presumably require the removal of trees, and that is not necessary. Some signage of native tree and plant types would be a nice addition. An overall sign of the park layout would be helpful for those not familiar with the area (tourists, etc).</p> | May 1, 2013 5:29 AM  |
| 8 | <p>Please interpret your results with having forced choice questions. E.g, must choose yes or no, instead of choosing "I don't know" . This will make it seem opinions are more black and white than they are.</p>  | May 1, 2013 5:26 AM  |
| 9 | <p>Please maintain the wooded areas while integrating walking and biking trails and picnic areas. Allowing tourists and citizens to have a place to walk or bike through the natural areas and to picnic overlooking the harbor would be ideal. Keep dogs on leashes. Maintain buildings. Add solar lighting and cameras to</p>   | Apr 30, 2013 7:03 PM |



Page 5, Q4. Please add any additional comments:

	reduce vandalism. Protect the natural integrity of the park while letting us enjoy it with our families.	
10	I feel that it is Extremely Important to have an off lead area for dogs in the park. Every major city in Atlantic Canda have an off lead park. They recognize the importance of it for the health of both the many dog owners and their dogs.	Apr 30, 2013 2:56 PM
11	It would be nice to have a separate spot for cyclists. The loss of the inside vehicle lane for a six month period is infuriating to me. It has created a traffic nightmare and it is a hideous looking mess - especially by the pool area. I hope the park remains a peaceful and relaxing place. One short visit, or drive through , can help take whatever stresses you feel away.	Apr 30, 2013 2:15 PM
12	Our family has concerns about the frequency with which we smell marijuana near the skate park. City youth have a right to exercise and socialize free!from drugs and other associated criminal activity.	Apr 30, 2013 1:44 PM
13	The fact that one of the driving lanes is closed for 6 months of the year really bothers me. I understand the need to make the park bicycle friendly but I wish the city would expand on the paved walkway that has been there for years for biking. In the summer the one lane that is open becomes way to congested with traffic (tourists, harbor hippo, horse and wagon's, tour busses ect) that it sort of makes it hard to enjoy a drive through the park - especially when you only see one or two people actually using the bike lane. My 2 cents.	Apr 30, 2013 12:13 PM
14	Access to waterfront is essential. If we lose it we will ner get it back. It is what makes PEI beautiful and unique. Even people who do not use waterfront access enjoy watching people who do ( windurfing kitesurfing)	Apr 30, 2013 11:15 AM
15	dogs run free and people don't pick up. XC ski trail system much worse than before--not maintained and new fence prevents good access when trails aren't groomed. bikeway closure should be extended year round.. will prevent wear and tear on boardwalk, which is often impassable in the winter anyway due to poor plowing.	Apr 30, 2013 11:02 AM
16	While I would love to see expanded gardens/more native plantings, I have seen wonderful landscaping/improvements over the past few years. Thank you for making the park a beautiful place to be. I think the park should be both a playground for the active (swimming/skating/skateboarding/walking/biking/tennis/baseball) and a sanctuary for those who are just looking to quietly enjoy nature (ie. sitting and reading). I worry about the park becoming TOO busy with activities and events. I like the fact that there are still some spaces away from the action where one can enjoy some quiet solitude and I hope that the park keeps these. Perhaps further development of the active areas to improve activities, and expansion of the gardens/native plantings in the more peaceful areas would create a nice balance. I love spending time in the area behind the Kiwanis baseball field. There are a few small paths that lead to this area (one that is littered with Lily of the Valley in June - thanks to whoever made that happen!), and because of the baseball field, which is often not in use, this area is closed off from the rest of the activity in the park. I hope this area remains an area of non-activity as it is one of the few havens from the rest of the park's activities. Most of the other enclosed, open areas (ie. across from the Kiwanis baseball field) are used by	Apr 30, 2013 10:45 AM

Page 5, Q4. Please add any additional comments:

	kids playing frisbee. I guess another idea would be to have signage designating certain areas for activities like sports/frisbee, and other areas for quiet activites such as reading/relaxing. But, if nothing changed, I'd be more than happy with the park the way it is. Thanks!	
17	Keep shows and exhibitions out of the park,they should go on lower Grafton	Apr 30, 2013 10:14 AM
18	Victoria Park is a very small land mass, asking about alle this is stupid, only choices that can be accomodated within the land we have available should be put forth- silly to do otherwise, raising expectations that we can have all this and still call it a 'park' (green space, supposedly) is just plain dumb.	Apr 30, 2013 9:30 AM
19	The park would get more use if there were an off leash dog area. Dog owners use/would use the park everyday of the year if such an area was available.	Apr 30, 2013 8:08 AM
20	Need to have a ramp to the harbour to launch windsurfers, a small break in the fence and a few large rocks or a sloped surface would do	Apr 30, 2013 5:19 AM
21	Access to the water for canoe/kayak/stand up paddle launch and windsurfing/kite boarding rigging and launching might be considered.	Apr 30, 2013 5:15 AM
22	wonderful park. keep in simple and natural	Apr 30, 2013 5:05 AM
23	The windsurfing/kitesurfing launch site is one of the only public launch areas in the city. The city has maintained the stone steps down to the water and Windsurfers have been using this area to sail for 20+ years. When winter shore damage occurs it is important to remember that this site needs to be maintained.	Apr 30, 2013 5:01 AM
24	I'm very interested in access to the water. As a longtime user (windsurfiing) we had the city build a launch the last time the shoreline protection work was done. It was almost forgotten. I arrived as the Hi- Mac was adding the armour stone. I talked to the city officials in charge and they recognized the importance of the access and quickly had a set of steps built out of sandstone. These were a temporary solution (about 10 years ago) and were fairly dangerous to scramble down but the served our needs well. They were dangerous carrying awkward gear in windy conditions with waves crashing on the rocks but as I said they worked and they gave us the access needed. I have noticed that they are now used quite a bit because they are the only relatively safe place to get down to the water. Kayaks and swimmers as well as those just exploring the shore use them. The armour stone elsewhere along the waterfront is too dangerous to climb over. There is need for a set of concrete steps to be built which aren't dangerous.	Apr 30, 2013 4:56 AM
25	"bicycle circulation" is unclear. Does this mean restriction of bikes, or making the park more bike accessible? I am strongly in favor of making the park more bike accessible. The summer traffic restriction is great. I also believe however, that the lane should be shared with strollers, roller bladers, etc. Some bike racks to lock to in the park would be great. Absolutely no to "off leash times for dogs". Most dog owners are responsible, but the small percentage that will not clean up after their dogs, or will release a dangerous dog to run freely ruin it for the rest.	Apr 30, 2013 4:51 AM
26	The noisy motor cycle issue is serious. As they leave the park, they rev up their bike and make it unbearable for everyone. Please consider stationing a police	Apr 29, 2013 9:40 AM



Page 5, Q4. Please add any additional comments:

	officer on nice evenings (around 6 p.m.) and on weekends. Also roller blade and bicycle rentals would be wonderful.	
27	Leave two way traffic year round and develop bicycle path on park perimeter where partial trail already exists - i.e, in front of Government House and park front facing the harbour.	Apr 26, 2013 9:08 AM
28	Natural/ecological component should not be sacrificed for organized activities - there are other places in the city where those activities could take place	Apr 26, 2013 7:17 AM
29	As a dog owner I would welcome an off-leash area, or actually two off leash areas: one for large dogs and one for smaller dogs (I have a small dog and would not use the area if there wasn't one for smaller dogs. Many downtown residents will have small dogs who are at risk of being hurt by playing with larger dogs). Downtown dog owners would be willing to pay for this service, and it could help to generate funds for the city since the creation and maintenance of a fenced in area for dogs would be relatively inexpensive.	Apr 26, 2013 7:05 AM
30	The park is a wonderful place for kids. There does need to be more work done to protect the playground area from vandals. Not an easy task given the escape routes for folks. There are far too irresponsible pet owners using the park as it is ... rarely see a dog ON a leash, which can be quite concerning for my 3 children by times aged 2-9 ..... also the excrement not being picked up. Lets enforce the laws not loosen them for these pet owners, children like to play without having a dog jumping on them or stepping in the remains. The park is beautiful and great as is	Apr 26, 2013 6:58 AM
31	I would like to see both directions of the road open year round.	Apr 25, 2013 8:51 PM
32	I do not want to see a lesash free dog area. It is sometimes inconvenient now to have dogs at the park not on leashes especially when your dog is. i believe there could be other better area for this such as Queen Elizabeth Park.	Apr 25, 2013 7:55 AM
33	Pizza Delight	Apr 25, 2013 6:14 AM
34	There has always been a need for MORE PICNIC tables near the playground! Grandparents and even parents would like to be able to sit and watch their children play when they get to a certain age where they want to play independently... or for snacks. All it takes is one large birthday party and there are not tables left for others. ALSO it would be awesome to have a small public launch for kayaks/canoes at high tide. Only non-motorized and no inflatable boats/raft.	Apr 22, 2013 10:43 AM
35	Boathouse for rowing and kayaking would be nice	Apr 12, 2013 5:12 PM
36	Found the survey to be not very well designed. Leading questions and no option for 'don't know' or not applicable. What about the average Charlottetown resident who wants to see it improved but doesn't have a picket sign or an axe to grind?	Apr 9, 2013 5:42 PM
37	The park is lovely. No need for drastic changes.	Apr 9, 2013 5:35 AM
38	I see the park as a crown jewel in the cities overall culture. Any future plans for	Mar 30, 2013 3:11 PM

Page 5, Q4. Please add any additional comments:

	the park should take a precautionary approach to ensure it continued preservation.	
39	Victoria Park should not be used as a venue for the national folk music festival. I think it goes against the whole point of Victoria Park to be holding ticketed events on the free and open green spaces. I think this would set the worst kind of precedent. I'm not against the event itself, I'm against how it would change the way the park is used for the worse, long-term.	Mar 30, 2013 8:11 AM
40	the use of vehicles either getting to the park or in the park should be discouraged - promote more self-propelled means of transportation not only for the park but for the entire city.	Mar 29, 2013 5:47 PM
41	I have concerns about the effect that ticketed events will have on the openness and ecological health of the park. I do not think they are an appropriate use of an outdoor recreation area.	Mar 29, 2013 3:53 PM
42	Unfortunately "I don't know" was not an option for certain questions. Also, I was not aware of the Caretake House Potter Studio. Perhaps this could be made more visible somehow? A sign of some type? Love the park, it's an essential part of Ch'town! Thanks.	Mar 29, 2013 1:44 PM
43	I do not wish to see an off-leash time for dogs.	Mar 29, 2013 1:25 PM
44	We need more attention to be paid to the gates by the playground. They are always broken,,,	Mar 29, 2013 1:16 PM
45	no more trails needed, BUT work on existing trails to accomadate, mountainbiking, xc skiing, walkinhg/hiking a little better	Mar 29, 2013 11:38 AM
46	Stand firm against ticketed events, especially ones that make their money selling booze. Keep fireworks down towards park. It was way better than viewing from Peakes wharf. Keep art in the open.	Mar 29, 2013 11:10 AM
47	Thank you to Councillor Lantz for all his good work. Finally: Please just leave the crows alone in making your plans. We all look forward to the results of your hard work.	Mar 28, 2013 1:00 PM
48	Provide a permanent bike path next to the roadway and allow 2 way car traffic all year.	Mar 28, 2013 8:11 AM
49	There are some issues where a " don't know" option would have been good, as I'm not all that familiar with the finances of the park. Also simply because I don't use an are does not mean I am averse to it, for instance I think it important to have sports areas and spaces for teens like the skate park even though we don't use them at this stage of our lives.	Mar 28, 2013 7:42 AM
50	I think we need to maintain the park as a green area, take care of the grounds and treed areas. Plant Island-indigenous trees and have a read soil walk through them. Bike lane needs to be addressed re: aesthetics (it's hideous and looks very random).	Mar 28, 2013 4:53 AM
51	As a potter, I urge the committee to continue to allow the PEI Pottery Studio to	Mar 27, 2013 8:39 AM



Page 5, Q4. Please add any additional comments:

remain in the park. It is a rare treasure. As a parent, I have appreciated the child-friendly improvements in the park and would like to see them expand and continue, even though my children are growing too old to benefit personally (but maybe their children some day...) As a cyclist, walker and runner, I love the boardwalk and trails for walking and running - they are perfect. I would like to encourage expansion of the bike lane to be even longer into the fall season - until the snow flies! The cycling lane may have its opponents, but ultimately it is the right direction for any capital city to have motorized vehicle-free bike paths and I see more use every year by cyclists of all ages. Keep up the GREAT work! I would be very concerned about opening up any part of the park for unleashed dogs. I am concerned about the safety of children in such a case with this park. There are plenty of other "dog parks" in Charlottetown. Art in the Open in the park is one of the best events I have seen in PEI. Please encourage this event to continue here. Perhaps some artists could also submit permanent installations of art in the park as well?

52	Please NO OFFLEASH DOGS! If y want your dog offleash, use your back yard, the rest of us do not need to be subjected to the poor training skills of local dog owners, and no matter what they may think, most of us don't think their dogs are as cute as their owners do. Of you must offer oh leash areas, then fence them in so the rest of us can also enjoy the park, and children Cann safely play in an area that is not used as a doggie latrine.	Mar 26, 2013 6:26 PM
53	Need a dedicated bicycle path and do not shut down the car lane from May-October.My personal opinion is that the lane is not used enough to warrant shutting it down to vehicles.Also with only one lane open you get behind horse and carriages, hippos and such in the summertime which can make for a slow and dangerous trip thru the park.Let us enjoy going to and from work both ways al year round.	Mar 25, 2013 11:22 AM
54	Given the baby boomer population and the need for exercise (no need to drive through the park) one or both lanes should be permanently closed on the road way.	Mar 22, 2013 5:17 PM
55	Events being planned by city should not have admission charged if being held at Victoria Park. Other venues should be available for proposed folk festival.	Mar 20, 2013 6:59 AM
56	Fewer cars and parking areas would be great. Citizens should be encouraged to walk/bike and make it a greener space, not a place for people to park and idle their cars. I think it's great to have one lane of traffic closed during the summer. If there has to be increased parking, it should be created on the outskirts of the park, however there is PLENTY of parking at the provincial gov't buildings which provide easy access to the park.	Mar 19, 2013 7:20 AM
57	The Boardwalk is the best investment the city has made in the health and wellness of its citizens. We need to maintain what we have and improve opportunities for activities like biking,walking, skiing, snowshoeing...	Mar 18, 2013 4:42 PM
58	When you use the word 'activities' what does this include or mean?	Mar 18, 2013 1:32 PM
59	Keep the road single track and one way year round. Keep open a permanent bike lane year round.	Mar 15, 2013 10:48 AM

Page 5, Q4. Please add any additional comments:

60	No biking on walking trails - dangerous for seniors	Mar 14, 2013 1:49 PM
61	Maintain existing facilities/uses. No new buildings.	Mar 12, 2013 2:01 PM
62	A few years ago we formed a company called Play in the Park which mounted Shakespearian plays. It was proving to be a very successful venture, however, due to various reasons we disbanded. I would love to see more creative arts in the park. the idea of folk festival is excellent and the park is a perfect venue. Folk festivals draw a whole different audience than rock concerts and in other areas they draw huge crowds of music lovers.	Mar 12, 2013 8:19 AM
63	The questions in this survey are going to give skewed results because they don't allow for explanations. For example, I visit the park monthly, but would visit more if it were different. Also, I don't think activities of higher quality are required because I don't think any activities are required. I also think that vehicles spoil the park significantly. Charlottetown should uphold the original purpose of the site, which was a park, promenade and pleasure ground. Victoria Park could rival the Halifax Gardens in terms of beauty and pedestrian accessibility. Parking lots, ball diamonds and cheezy dairy bars make that impossible. What a waste.	Mar 12, 2013 5:40 AM
64	NOT COMFORTABLE WALKING THE TRAILS ALONE	Mar 11, 2013 4:11 PM
65	As above - return it to a more natural area instead of adding MORE tennis courts, parking areas, baseball fields, dogs running freely, expanded playground, bigger pools, scheduled events, adventure playgrounds, etc.	Mar 11, 2013 3:47 PM
66	Like a Pumpkin walk in fall- locally grown pumpkins, schools carve them, pumpkins lit at night through woods a few days before Halloween, fire pits, a little candy or Tim Hortens donating cookies and hot chocolate, Vanderhoof BC has a great event like this	Mar 11, 2013 10:25 AM
67	less infrastructure, less use, fewer elements, less activity, fewer structured activities	Mar 11, 2013 8:39 AM
68	Victoria Park is a "people area" and, as such the original deed must be honoured. No fees or restrictions to access of areas. The Park is a "gem" in spite of the neglect but it is now in danger of being "over developed" . There is NO need for things like free run dog areas nor for skate board rinks. Maintain the beauty and spirit of the original deed. Stop trying to over develop and over define uses. The Park is a place of peace and quiet reflection, not a gym nor an animal exercise area.	Mar 11, 2013 7:51 AM
69	The park should be a green space. Recreation facilities should be elsewhere.I would like to see the roadway returned to cars, not bikes. I have lived one block from the park for over 65 years and I am worried about its abuse. The old hospital grounds should be returned to the park to become green space. It would be nice to see a lake as was proposed in the original plan. Thank-you for listening.	Mar 11, 2013 7:47 AM
70	do away with the closure of the inside traffic lane--not used by bikers-make more bike paths within the park-may have to be lighted	Mar 11, 2013 7:08 AM
71	Some kind of beach access would be wonderful - maybe building a ramp/wharf	Mar 11, 2013 7:07 AM



Page 5, Q4. Please add any additional comments:

	out so there would be access at low tide. And this would be a way of actually expanding the park without building anything more IN the park. I would like to see more of the roadway closed to vehicle traffic, but I don't suppose that is possible.	
72	Sterilize the crows so they cant reproduce!	Mar 8, 2013 5:39 PM
73	Amenities like street lighting should have an historical flavour	Mar 8, 2013 4:02 PM
74	Biking trails within the park grounds only work if they link to trails that get cyclists to the park. Otherwise designated trails make little sense unless they are designed in scale to accommodate young children only (3-10 years old) for the short distance they can manage. The bicycle lane (Closed Lane) make little sense as well for the same reason (no link to get to or from there). It would make more sense - if the road must be closed - to at least allow the horse wagons to utilize this lane to avoid the backup of traffic by having car and horse traffic using the same lane. Otherwise the closed lane serves very few and has a negative effect on a greater number of people wishing to enjoy the park roadway. Cyclists will navigate the roadway around Victoria Park as they do on all other roadways the lead to and from there.	Mar 8, 2013 3:35 PM
75	Return of the Government Pond, better biking trails, winter skating oval either here or on the waterfront, NO MORE FREE PARKING FOR PROVINCIAL GOVERNMENT EMPLOYEES! Now that we have public transit,government employees shoud, like UPEI students, pay for an annual pass and reduce the traffic coming into the city Park & ride lots should be created on the outskirts of the city.	Mar 8, 2013 9:01 AM
76	I think it is important to not overdevelop the area, that the green space & habitat should be kept as natural as possible, so children can appreciate, learn, enjoy, and run through the spaces.	Mar 7, 2013 12:25 PM
77	As a member of the PEI Potters Studio, I do feel it plays an important role in arts development in the city. If the plan entails increasing arts (e.g. summertime vendor area), then the studio may be able to be integrated into that plan with both benefiting.	Mar 6, 2013 7:04 PM
78	The seasonal cycling lane is a great asset but feel that it needs a connection, perhaps Euston st and Fox lane can have a dedicated lane for the use by bicycles,walkers,inline skaters	Mar 6, 2013 6:22 PM
79	The park has the potential to be a world-class Botanical Garden featuring Native plants of PEI as well as Nordic-style coastal rock gardens. Think of Victoria's Butchart Gardens, Burlington's Royal Botanical Gardens, Ottawa's Arboretum, Montreal's Jardin Botanique.	Mar 4, 2013 9:59 AM
80	Victoria Park is like a rare diamond.....so precious, not only to the residents of Charlottetown but for many others throughout PEI. Folks come to town for errands and take a 1/2 hr to enjoy the lovely view from the boardwalk while getting their exercise. While our mom was in Palliative Care, she loved being wheeled down to the boardwalk for some fresh air and sunshine. Please retain this gem in as natural state as possible. I'm so grateful for the folks who had the foresight to put this park in place.....I'm hoping the powers to be will continue to	Mar 3, 2013 7:10 PM

Page 5, Q4. Please add any additional comments:

	preserve it.	
81	I just came off a trip from New Zealand and Australia. There parks in my opinion are second to none and we need to look to them for ideas and guidness. For example, our pool area is just a pool but if you look at Mackay, Australia and carins, Australia. These places off what are called lagoons. The water areas allow for wider range of ages to use this. I could go on for ever suggesting things. Another neat addition they place n their green areas is picnic areas. What they do are sheltered cook outs and more picnic table that cannot move(key because our tables always get moved and never replaced). But they also have BBQs that anyone can use. This is locked to the ground encased metal box with a simple push button. Please looks this up on the Internet because every green space has it down there and this is what gets families to get her. All and all parks are about getting friends and family together. They have drinking fountains around everywhere. They these fountains also fill up a bowl as the water goes down the drain( so it doesn't waste water) but allows dogs to drink from there. I am sorry for the spelling errors because I am typing on iPad that auto corrects. If you have questions about these topics or supply images please contact me at 902-370-5088	Mar 3, 2013 4:25 AM
82	I had visited the Labyrinth in the city centre of Toronto. This would be an advantage to have a natural labyrinth in Victoria Park. Would enhance the natural beauty of this park	Mar 2, 2013 4:27 PM
83	Natural areas need our protection and expansion if possible.	Mar 2, 2013 1:42 PM
84	I personally use the park for 8 months of the year to do a daily walk with my small well-mannered dog. After being fined by a pipsqueak from the Humane Society for having my dog off-leash a group of us tried unsuccessfully with the city's Park and Recreation Department to have some off-leash legislation put into place. It was a colossal waste of time. The main thing I personally would like to see come out of this long-term plan for the park is an accommodation to the many citizens who want to walk their dogs off-leash at defined times on certain trails. Halifax's Pleasant Park could be a model for Victoria Park.	Mar 2, 2013 4:18 AM
85	No off-leash times for dogs unless there is a designated fenced/contained area. Owners not controlling their pets and cleaning up after their pets is already problematic.	Feb 28, 2013 8:34 PM
86	eliminate 2 way car traffic,maintain year round bike route	Feb 28, 2013 12:21 PM
87	Victoria Park is a very special place for many Islanders. A Band shell woud be of great benefit to many and maybe a couple would be great.	Feb 28, 2013 11:24 AM
88	I am not in favour of off-leash dog activities.	Feb 28, 2013 9:41 AM
89	A labyrinth is not a large thing but will add the spiritual element to the park	Feb 28, 2013 8:18 AM
90	PLEASE do not allow vendors in the park. It will ruin the beauty that is there. Family's picnic there. We support the one small business that is there, and that is enough. Downtown is close enough to walk to and support THOSE businesses. Do the right thing and protect our park from commercial interests!!!!!!!!!!!!!!!!!!!!!!	Feb 28, 2013 7:38 AM



Page 5, Q4. Please add any additional comments:

91	I strongly believe the park should be open to all people, all the time, and that there should NOT be fee-based events (folk festivals, winter festivals) allowed unless they admit everyone for free.	Feb 28, 2013 7:35 AM
92	I would love an off-leash area for the dogs. Fenced in would be fine. It's just so hard for the many people downtown with dogs to get up-town to the dog parks available to Charlottetown residents.	Feb 27, 2013 9:12 AM
93	Victoria Park is a treasure and one to be preserved as a Green Space. As the Park presently exists there are more than enough recreation facilities. The skate park should not be there - it should be moved besides being an eye sore it attacks broken bottles garbage - foul loud language etc.. The park does not need anymore recreation facilities, more natural flowers and trees would enhance the park. I am a strong advocate for Off Leash times in the park. Having this policy would be a somewhat costless with only signage needed. I do believe that anyone not picking up their dog shit in the trails should be fined and perhaps be restricted from using the park. There was a presentation to the Parks and Recreation Committee on Off Leash Times for the Park. This presentation was researched using community population similar to Charlottetown's. Counsellor Melissa Hilton was chair of the committee when the presentation was presented _ Please refer to it when considering the future plan for Victoria Park. Kind Regards RoseEllen Ghiz	Feb 26, 2013 6:21 AM
94	I do not use the park now like I used to. My children played sports in the fields and still play tennis frequently and at that time I spent a tremendous amount of time at the park. I do not think that we need any more activities in the park. I think that there is a fairly good balance now for all ages. The boardwalk is really important as are the trails in the woods and both of these activities serve all ages. The tennis and ball facilities serve those who are active in sports and the playground and pool serve the younger crowd. I don't think that we should add any more active activities and we should preserve the natural areas as much as possible. As a child my family picniced many Sunday evenings in the park and we used the equipment but also did free play with siblings and with other families. The balance in Victoria Park is really important and is what I would be looking to preserve and enhance	Feb 25, 2013 7:40 AM
95	I think the community could benefit from additional outdoor activities throughout the year. Something to keep the old and young active would be nice.	Feb 20, 2013 4:57 PM
96	WE want no activities, no services, no facilities to use your terminology	Feb 20, 2013 4:48 PM
97	we used the pool almost daily last summer an extended pool area would benefit the citizens as many times had to wait as they were over capacity	Feb 20, 2013 10:50 AM
98	Not everyone likes dogs. Some people actually have phobias of dogs. Please, please don't make this a dog park.	Feb 20, 2013 9:25 AM
99	This park is too small and heavily used to have an off-leash time for dogs. As long as the bike trail is kept in the spring-summer-fall period, there is no need for more bike trails. There are lots of walking trails now.	Feb 20, 2013 6:50 AM
100	I enjoy the simplicity of Victoria Park. We don't need to have organized activities. People bring their own, whether it's frisbee, catch, running, walking,	Feb 20, 2013 6:31 AM

Page 5, Q4. Please add any additional comments:

	kiting etc... We need someone to control those who don't respect, such as walkers in the bike lane and picking up doggy doo doo! :)	
101	For the past three years I have conducted sidewalk astronomy observing events at Victoria Park and have shown over 600 people wonders of the sky. We are blessed to have a place of natural beauty in our urban area. Victoria Park, with its dark skies and spectacular harbour views is unmatched in many larger centres. It offers peace and serenity in a hurried and frenzied world, and I know from many of the people who have stopped at my telescope that this is one of the draws to the area. Increased commercialization and lighting to the area will only diminish its natural beauty and attraction. Follow the KISS principle with any development to preserve this gem of an area.	Feb 20, 2013 5:45 AM
102	Would love to see a boathouse for canoe, kayaking and rowing clubs.	Feb 18, 2013 8:15 PM
103	I know my answer is inconsistent - more nature / plantings / gardens AND more parking, but that is how I feel	Feb 14, 2013 4:13 AM
104	Please don't make it more accessible to dogs. They are already bothersome.	Feb 13, 2013 5:20 PM
105	NO off-leash for dogs!!! People already do that; nice to ask them to put dog on leash when my child is terrified.	Feb 13, 2013 3:48 PM
106	Victoria Park is the best spot in the city. The financial resources being spent on this exercise are being wasted. There is no need for a new 'vision' for the park. The park is already fulfilling its purpose as a park.	Feb 13, 2013 3:41 PM
107	please DO NOT have an off leash or leash free area for dogs in Park. I am a dog owner and lover however the park is not the place for off leash. Many dog owners do not pick up after their dogs. Just look at Upton park. My dog is always on leash, he is blind. off leash dogs frighten him and me and many seniors. I don't think vendors should be allowed, when the park was given to the City, there was to be NO services for money. I have lived near the park for over 60 years and love it. The city does a wonderful job taking care of the park and I thank all of those who do such a wonderful job.	Feb 13, 2013 2:59 PM
108	So happy to have Canada Day back in the Park. More fun events like that on more public holidays and more gardens and natural areas would be great. We love the park.	Feb 13, 2013 2:34 PM
109	I feel like we need more to look at and enjoy especially for tourists who want to visit a park very unique to PEI and that shows off our beautiful city.	Feb 13, 2013 2:13 PM
110	I think the park and the city would benefit by the inclusion of facilities/water access for non-motorized small craft such as rowing, canoe/kayak, paddleboarding	Feb 13, 2013 6:42 AM
111	-Dogs and cats ALWAYS on leash. -Do not try to commercialize park. -Clean out pond, add more stable shore line (raised edge using natural materials) and improve water in flow and out flow capability.	Feb 13, 2013 5:58 AM
112	Suggest you look at New Zealand's laws and park management. The best use of park land I've seen. Plus a law requiring 1 acre of park/ 10 acres of	Feb 12, 2013 5:59 PM



Page 5, Q4. Please add any additional comments:

	development.	
113	Eliminate the crows	Feb 12, 2013 1:21 PM
114	Victoria Park needs less of everything. What we need is more space and less use.	Feb 11, 2013 4:38 PM
115	Victoria park provides great opportunity to view the water but not access it. There should be a dock system that allows access to the water and promotes sustainable/ecological/healthy water activities such as canoe/kayak/rowing/, there should be a boathouse to support such initiatives.	Feb 11, 2013 10:29 AM
116	Your questionnaire seems to be pushing for an increase in activities in the park. As the city grows it is going to be increasingly important to have a large accessible area for peace and solitude. It is also important that children have access to space where they can create their own, unorganized activities. Some of the best games of my youth were the street hockey games and the football and baseball games I played in empty city lots. It is unfortunate that it has been determined that the existing baseball and softball fields must be surrounded by unnecessary and unsightly chain-link fences. These fences give an official look to the fields and discourage casual use by picnicking families and nearby children.	Feb 11, 2013 9:49 AM
117	Keep the dedicated bike lane open all year. People can park at the government lot on Kent St.	Feb 11, 2013 8:38 AM
118	I've been to parks with outdoor gym equipment that could work well from spring to fall. Users go on circuit training on the equipment and it is fun and a healthy way to improve fitness.	Feb 11, 2013 6:37 AM
119	I fear that too much interference with the park could result in ruination of the beauty and peacefulness now existing and the deterioration of the natural ecological purity. Hopefully any changes will take into consideration the style of Government House and steer away from rustic changes which takes away from the charm of Government House and,also,conflicts with the original architecture of charlottetown ie no concrete bldgs please	Feb 10, 2013 8:46 PM
120	Provide opportunities to access the harbor and provide assistance ,, via go carts of electric bikes to seniors.	Feb 8, 2013 12:12 PM
121	There are parks in larger cities that are now incorporating exercise equipment, ones that are able to be there year round, permanent structures, and as people use them, they generate electricity, which in turn the cuties use, and it reduces their carbon footprint. I know this might be far fetched for PEI, but I think that this would benefit everyone! Fitness is key to having a healthy life, and it saves the city money in annually	Feb 8, 2013 12:10 PM
122	There is a need to redesign some of the vehicle and pedestrian accesses. There is too much vehicle traffic into the interior of the park by way of the road to the tennis court. This is unnecessary. There is room for tennis court parking near the Kiwanis Dairy. The Dairy bar may need to be relocated. The vehicle access and parking lot off Brighton Road MUST be closed. A new vehicle and parking entrance should located at the end of North River Road.	Feb 8, 2013 11:50 AM

Page 5, Q4. Please add any additional comments:

123	Ban cars from the perimeter drive and make it just for people and bicycles. The park ecology is very important but don't get over zealous to the point of banning people A few less woods trails with roped off areas would be sufficient. No need to ban loitering, kids need a place to congregate, as long as they are not creating damage. Dogs need places to run free.	Feb 8, 2013 11:06 AM
124	I would like to see the park treated a little more as a treasured natural area rather than a place for organized sport. There needs to be a mix but I think the balance is wrong now. Like to see more trees and gardens planted.	Feb 8, 2013 7:48 AM
125	connect the park to the rest of the city using the recommendations of the active transportation plan. Do no plow the boardwalk in the winter and make the "cycling lane" open year round and accessible to multi-users. continued support for the walkability of the space and improve the park's connection to the water	Feb 8, 2013 7:18 AM







# VICTORIA PARK, CHARLOTTETOWN ARCHAEOLOGICAL INVESTIGATIONS

## VICTORIA PARK ARCHAEOLOGICAL INVESTIGATIONS

Davis MacIntyre & Associates Limited  
Project No: 13-004.1

Principal Investigator: Stephen A. Davis  
Report Compiled by: Courtney L. Glen  
& Stephen A. Davis



March 2013

Submitted to:  
Ekistics Planning and Design  
1 Starr Lane, Dartmouth  
Nova Scotia

*Cover: Fort Edward c. 1900 showing canons and stone magazine.*



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**EXECUTIVE SUMMARY**

Davis MacIntyre & Associates Limited conducted an archaeological impact assessment for the Victoria Park Comprehensive Plan. This assessment included consultation of historic maps, manuscripts, aerial photographs and the Maritime Archaeological Resource Inventory in order to determine the potential for archaeological resources in the study area. In addition, buildings depicted on historic maps were overlaid onto modern data using GIS to identify areas of high potential for historic archaeological resources within the study area. The Director of Aboriginal Affairs and Archaeology for Prince Edward Island and a retired Parks Canada archaeologist familiar with archaeology on Prince Edward Island were also consulted.

Two areas of high potential for archaeological resources were identified in this report. One is the location of Fort Edward and the second is the area around the Government House (bounded by the house, Terry Fox Drive and the Prince Edward Home). Therefore it is recommended that should any ground disturbance be planned for these two areas, the activities should be monitored by a qualified archaeologist.

In the event that archaeological resources are encountered during construction, it is recommended that all activity cease and the Director of Aboriginal Affairs and Archaeology, Dr. Helen Kristmanson (902-368-5372), be contacted immediately regarding a suitable method of mitigation.



## 1.0 INTRODUCTION

In February 2013, Davis MacIntyre & Associates Limited (DM&A) was contracted by Ekistics Planning and Design to conduct an archaeological impact assessment of Victoria Park, Charlottetown, to be included in the Victoria Park Comprehensive Plan. The purpose of this assessment was to determine the potential for archaeological resources within the study area and to provide recommendations for further mitigation if deemed necessary. This assessment included consultation of historic maps, manuscripts, published resources and aerial photographs as well as the Maritime Archaeological Resource Inventory.

## 2.0 STUDY AREA

Victoria Park is located in the City of Charlottetown, adjacent to the harbour front and downtown core. It is accessed by Brighton Street, Park Driveway, Park Roadway, Kent Street and Terry Fox Drive. The Park is approximately 40 acres in size.

## 3.0 METHODOLOGY

A historic background study was conducted by Davis MacIntyre & Associates Limited in February and March 2013. Historical maps and manuscripts and published literature were consulted. The Maritime Archaeological Resource Inventory, held online by the Canadian Museum of Civilization, was searched to understand prior archaeological research and known archaeological resources neighbouring the study area. Aerial photographs were examined and overlaps of historical mapping on modern data was created using GIS. A retired Parks Canada archaeologist familiar with Prince Edward Island archaeology and the Director of Aboriginal Affairs and Archaeology were consulted.

## 4.0 CULTURAL BACKGROUND

### 4.1 Maritime Archaeological Resource Inventory

There are no registered archaeological sites within the study area listed in the Maritime Archaeological Resource Inventory.<sup>1</sup> However, the absence of recorded archaeological resources within or immediately adjacent to the study area is likely an indication that this area was not subjected to previous archaeological assessments.

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<sup>1</sup> H. Kristmanson, personal communication (email), 18 March 2013.

## 4.2 Historical Background

Prince Edward Island was first settled by the ancestors of the Mi'kmaq and was called *Epāgwīt* meaning “lying on the water”.<sup>2</sup> European contact with the Island may have occurred in the twelfth and thirteenth centuries with possible visits by Norse explorers. However, Giovanni Caboto (“John Cabot”) left the first clearly documented visit and named the island Saint John, although no claim was made by the English at that time. Subsequently, the French laid claim to it in 1534, after the voyages of Jacques Cartier.

The first known map of the island was drawn by Samuel de Champlain in 1632. Champlain never visited the island himself and his information was therefore likely derived from fishermen who frequented the Gulf of St. Lawrence and its surrounding coasts in the sixteenth century.<sup>3</sup> The next known description of the island was by Nicolas Denys in his “Description and Natural History of Acadia” published in 1672. Denys came to Acadia in 1632 with the new governor Isaac de Razilly. Denys was given control of eastern Acadian from Cap de Canseau (Canso, Nova Scotia) to Cap de Rosiers on the Gaspé Peninsula, with the inclusion of the islands in the Gulf of St. Lawrence (most notably Cape Breton, Prince Edward Island and the Magdalen Islands). However, Denys did not meet the requirements of his grant to settle and improve upon the land and in 1663, the grant was revoked and reassigned to Sieur Françoise Doublet, captain in the French navy, who established a few scattered fishing settlements on the island but he, himself, did not reside there and any attempts at permanent settlement did not come until much later.<sup>4</sup>

By the 1713 Treaty of Utrecht, Acadia (mainland Nova Scotia, New Brunswick and part of Maine) as well as Newfoundland was ceded to the British. As a consequence, many Acadians removed to Saint John (present-day Prince Edward Island) which remained under French rule.<sup>5</sup> In 1719, the island was granted to Comte de Saint Pierre. The first buildings were erected at Port la Joye (now Charlottetown) which was named the capital of the colony, although the commercial capital would be situated at Havre Saint Pierre.<sup>6</sup> By 1728, the census of Port la Joye lists 22 houses with 105 people. Two years later, the population was only marginally larger, at 114 people in Port la Joye.<sup>7</sup>

In 1730, the grant to Comte de Saint Pierre was revoked and the island returned to the King of France. This led to larger numbers of French and Acadian settlers arriving on the island. Saint Pierre remained the most densely settled European area of the island and roads were built between Three Rivers and Port la Joye on the

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<sup>2</sup> Rand 1875:96.

<sup>3</sup> Harvey, 1926:7.

<sup>4</sup> Campbell, 1875:1-2; Harvey, 1926:3, 16-17.

<sup>5</sup> Campbell, 1875:2.

<sup>6</sup> Harvey, 1926:30-34.

<sup>7</sup> Island Register Website, French census 1728 and 1730



south shore to Saint Pierre on the north shore.<sup>8</sup> Port la Joye's population had decreased to 83 by 1734.<sup>9</sup> In 1740 it was recommended to the King that the greatest expenses be directed into Saint Pierre rather than Port la Joye, as the population was denser at Saint Pierre. Port la Joye was suffering from losses of settlers and a crumbling infrastructure.<sup>10</sup>

In 1745, the British raided Louisbourg, resulting in the British seizure of the fort and their attack on Ile Saint Jean. Many settlers relocated to Quebec due to rumors of expulsion but in 1748, the island was once again under French control through the Treat of Aix-la-Chappelle.<sup>11</sup> In 1751, Colonel Franquet, Officer of Engineers, visited Ile Saint Jean and left a description of principle settlements. He describes Port la Joye as surrounded by forest, with houses located along the sides of the valley.<sup>12</sup>

In 1755, the fall of Fort Beausejour and the Acadian deportation prompted the arrival of approximately 2000 Acadians to the island. In July 1758, Louisbourg capitulated and the French and Acadians living on Ile Saint Jean were also deported. A map dated to 1760 depicts Port la Joye, identifying the location of the fort with settled land along the shores of the harbour and rivers (Figure 4.2-1). However this postdates the deportation in 1758. It is unclear whether the map was begun prior to the deportation or is a depiction of what Port la Joye would have looked like before 1758. The map does not depict any settlement in the specific area of Charlottetown and Victoria Park, although settlement is depicted all around the area.

After the deportation, Port la Joye was named Fort Amherst and a British fortification was constructed. Ile Saint Jean was renamed St. John Island and it officially became a colony of Britain in 1763.<sup>13</sup> In 1764, Captain Holland conducted a survey of the island and recommended that the capital, Charlottetown, be built in Port la Joye harbour, on a point of land between the York River and Hillsborough River. A "fine rivulet" was described as running through the town<sup>14</sup> and this was probably referring to the body of water that would later become the Government Pond. His map of the island depicts the future site of Charlottetown, showing no structures or buildings in the area of the park (Figure 4.2-2).



Figure 4.2- 1: Excerpt of 1760 map of Ile Saint-Jean by W.L. Hebert showing the Port la Joye harbour, including the settlement and the location of the Fort.<sup>15</sup>



Figure 4.2- 2: Excerpt of 1775 Holland map of Prince Edward Island. Victoria Park is noted in red.

Charlottetown was officially designated the island's capital in 1768, at which point, the garrison was moved from Fort Amherst to Fort Edward.<sup>16</sup> At this time, Fort

<sup>8</sup> Harvey, 1926:66-67.

<sup>9</sup> Island Register Website, French census 1734

<sup>10</sup> Harvey 1926:106.

<sup>11</sup> Harvey 1926:109-120.

<sup>12</sup> Harvey 1926:148-149

<sup>13</sup> Office of Lieutenant Governor 2011.

<sup>14</sup> Campbell 1875:7.

<sup>15</sup> Hebert 1760.



Edward was located on Great George Street.<sup>17</sup> In 1769, the island was separated from Nova Scotia and given its own government, including a Governor. The first Governor was appointed in 1769, named Walter Patterson.<sup>18</sup> A map tentatively dated to 1771 shows the layout of the city as designed by surveyor Thomas Wright for Governor Patterson, with a standard grid of town plots surrounded by common lands. The study area is clearly included in the land set aside for common land and the watercourse described by Captain Holland in 1764 can also be seen (Figure 4.2-3).

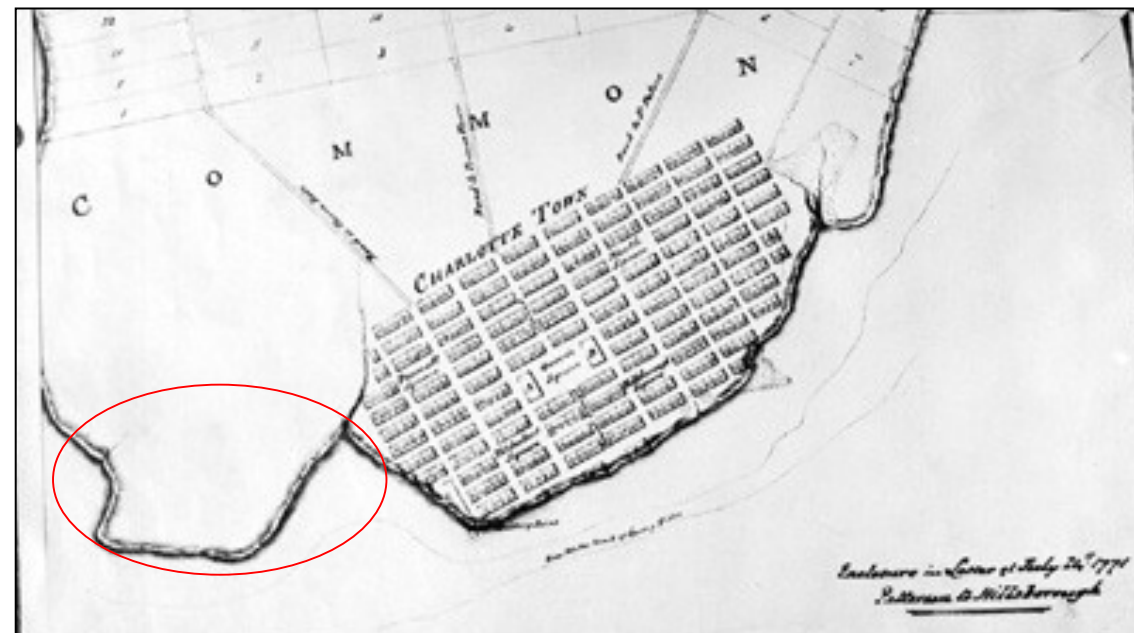


Figure 4.2- 3: Excerpt of 1771 map of the layout of Charlottetown<sup>19</sup> with the approximate study area shown in red.

In the 1780s, Governor Patterson was involved in controversy over the seizure and sale of lands which had been granted but deemed unimproved by the grantees.<sup>20</sup> This culminated in his removal of office and Colonel Edmond Fanning was instated as the new Governor in 1786. Colonel Fanning was responsible for the appropriation of approximately 100 acres of the commons for use as an estate and residence for the Lt. Governor. He also allowed the rest of the commons to be divided into private plots.<sup>21</sup>

The land which he set aside for use by the Governor became known as Fanning Bank or Fanning's Bank and also as the Government Farm. The actual residence was

<sup>16</sup> Parks Canada Port-la-Joye – Fort Amherst 2012.

<sup>17</sup> Rogers 1983:29.

<sup>18</sup> Office of Lieutenant Governor 2011.

<sup>19</sup> Wright 1771.

<sup>20</sup> Campbell 1875:26-31.

<sup>21</sup> Pollard 1898:48

designed by Isaac Smith and was not constructed and inhabited until 1834.<sup>22</sup> In addition to the residence itself, a coach house, stables, farmer's cottage and military guard house were also construction on the property. Although an 1835 estimate for the coach house and stables originally suggested brick material, the Lieutenant Governor lobbied for wooden material, citing the lesser expense and already wooden composition of the Government House. Fencing was also erected around the garden area of the property.<sup>23</sup> The entrance to the property was a bridge which crossed the Government Pond, passing a guard house, seen here in this undated photograph (Figure 4.2-4). The photograph pre-dates the construction of the road from Kent Street to Fort Edward, putting its date as pre-1897. The bridge was later replaced by a paved causeway and the original guard house was removed.<sup>24</sup>



Figure 4.2- 4: Undated photograph showing the entrance to the Government House.<sup>25</sup> Note the guard house located to the right and the bridge in the centre of the photograph.

An architectural drawing dated 1856 shows the interior of the Government House (Figure 4.2-5). Although it is not specified, it is probably the second floor that is depicted as rooms are labeled as bedrooms. This drawing also shows the back wings of the house as symmetrical and of equal length. Later maps show the northwest wing longer than the northeast wing. However the present day house has north wings of equal length, indicating the house has undergone change over time.

<sup>22</sup> Office of Lieutenant Governor 2011.

<sup>23</sup> *Royal Gazette* March 3, 1835.

<sup>24</sup> Public Archives and Record Office Acc. 2301/166

<sup>25</sup> Public Archives and Record Office Acc. 2301/166



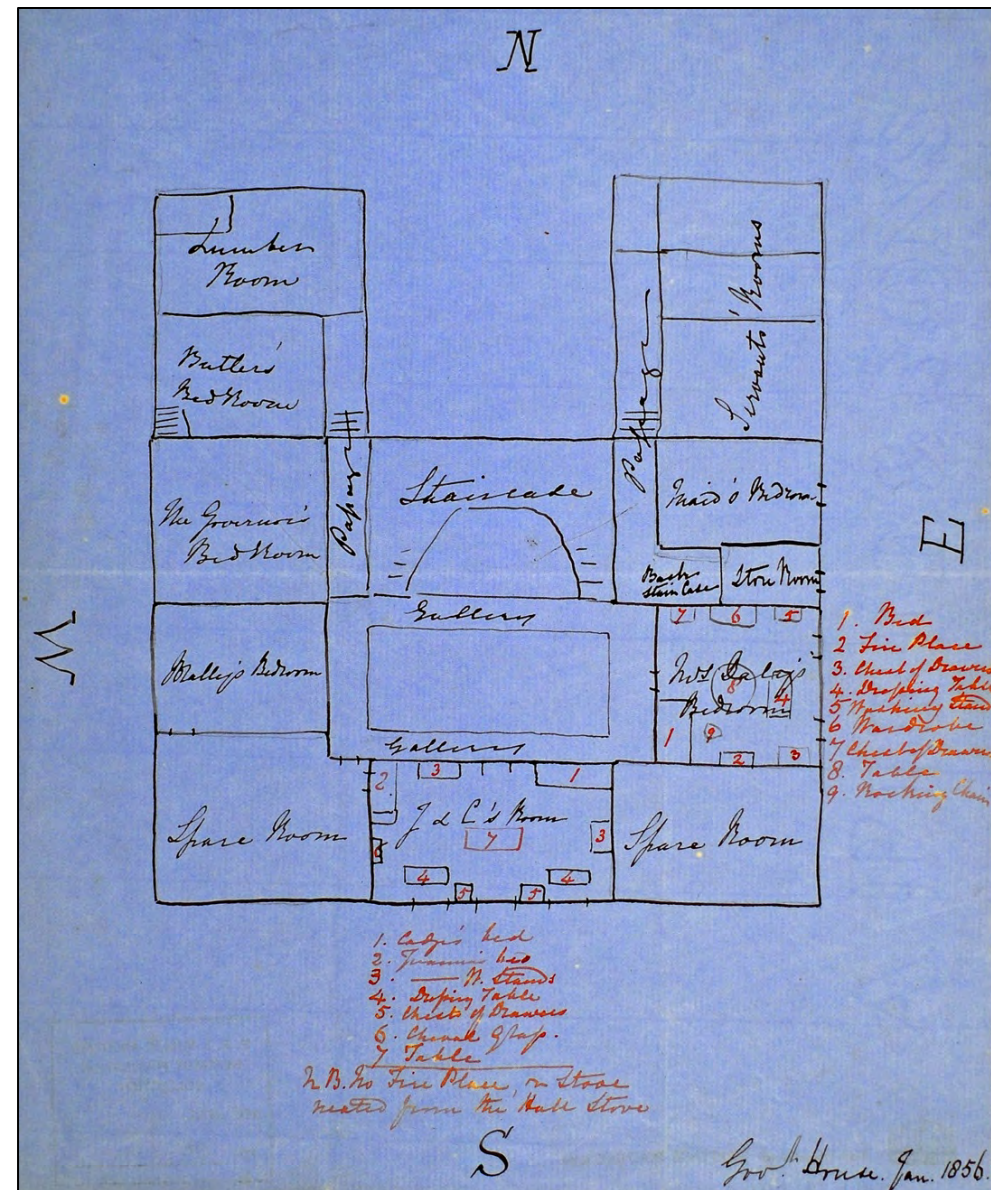


Figure 4.2- 5: Architectural drawing of the floor plan of the Government House, dated to 1856.<sup>26</sup>

An 1842 nautical navigation map of Hillsborough Bay shows the recently constructed Government House within the Government Farm (Figure 4.2-6). This map also shows the location of the Prince Edward Battery (later known as Fort Edward). Curiously, this map also shows a hospital located within the government farm. No other maps or documents describe a hospital in this location. It is possible this is an error by the mapmaker and no building existed there, or perhaps a building existed but it was not a hospital. However, a reference was found to a

<sup>26</sup> Public Archives and Records Office Acc. 3466/HF72.41.3  
Davis MacIntyre & Associates Limited

hospital for the mentally ill and a poor house existing on "Brighton Shore" within an archival reference to the Hillsborough Hospital Photograph Collection.<sup>27</sup>



Figure 4.2- 6: An 1842 nautical map of Hillsborough Bay. Note the location of the Hospital. Also depicted are the Government House (G) and Fort Edward (Old Battery).<sup>28</sup>

Government House and its property was a focus of upper class social gatherings. Many social events were hosted here by the various Governors and visiting delegates and officials often stayed here.<sup>29</sup> In addition, the well known picture of the Charlottetown Conference in 1864 was taken on the steps of Government House (Figure 4.2-7).

<sup>27</sup> Public Archives and Record Office Acc. 4276.

<sup>28</sup> Bayfield 1842.

<sup>29</sup> Pollard 1898:73, 75





Figure 4.2- 7: Delegates at the Charlottetown Conference photographed on the steps of Government House.<sup>30</sup>

Approximately 40 acres of the Government Farm property was given to the city to be used as a public park by Governor Robinson in 1873.<sup>31</sup> Extensive landscaping was done within the park. Bath houses were also built and 600 loads of mud and debris were removed from Dead Man's Pond.<sup>32</sup> The 1873 plan of the City Park and Government Farm show this new public space (Figure 4.2-8). Two ponds are located within the new park, as is the battery. Within the Government Farm, the house, outbuildings and landscaping are depicted. This map also depicts the meridian stones erected in 1820.<sup>33</sup>

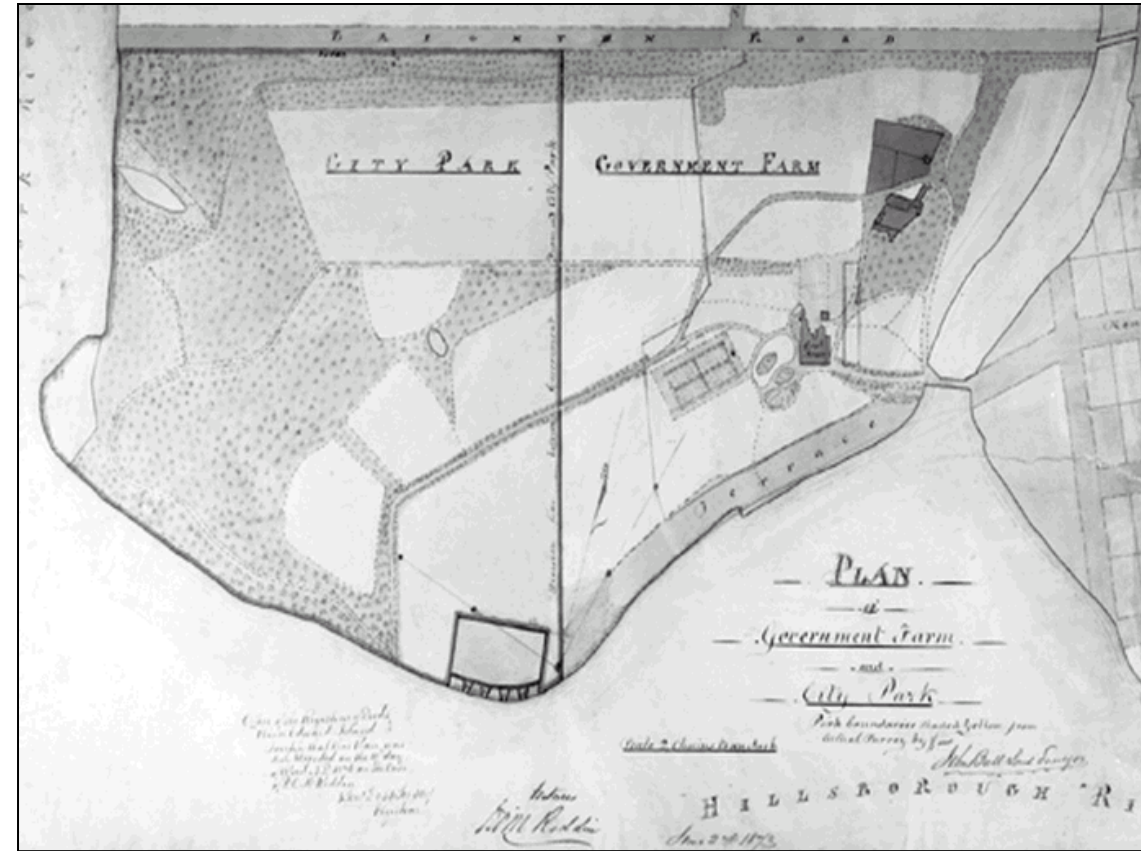


Figure 4.2- 8: Plan of the Government Farm and City Park.<sup>34</sup>

The 1878 Panoramic View of Charlottetown is dated just five years later than the previous plan of the park and farm, however massive changes to the landscape have already been made (Figure 4.2-9). The Government Farm grounds do not appear to have changed very much although they are shown in greater detail, with individual outbuildings drawn. Fort Edward's four canons and magazine appear to be depicted within city park area. The park section of the land has clearly been landscaped, with ornamental paths created and trees planted. One of the ponds depicted in the earlier plan is shown, as is a small building not depicted on the previous plan.

<sup>30</sup> Library and Archives Canada website, Confederation.

<sup>31</sup> City of Charlottetown website, Victoria Park.

<sup>32</sup> Rogers 1983, 30.

<sup>33</sup> Rogers 1983, 30.

<sup>34</sup> Public Archives and Record Office Map 0, 595.



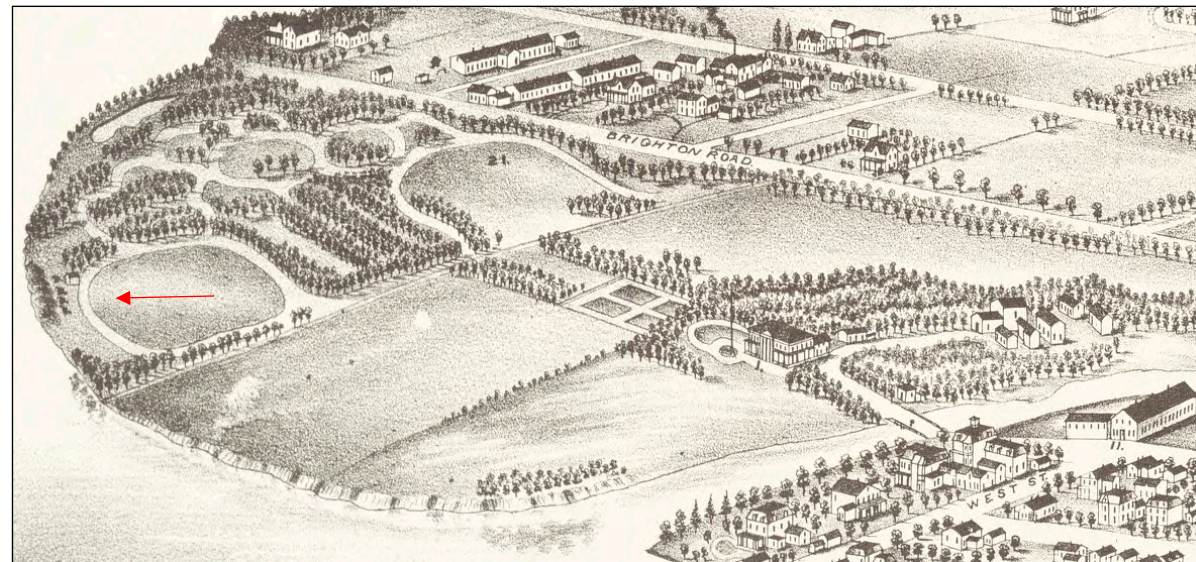


Figure 4.2- 9: 1878 bird's eye view of the Government Farm and City Park. Note the guard house and outbuildings on the Government Farm and the Fort Edward and stone magazine (red arrow) in the city Park.<sup>35</sup>

<sup>35</sup> Ruger 1878.

A map dated 1880 shows more development in the public use of the space, as well as in the development of the Government House (Figure 4.2-10). Publically, an area has been labeled Cricket Ground, and the paths and trees continue to be ornamental in function. A Parade Ground is also labeled, which may have been associated with the Battery and Victoria Barracks. Within the Battery, four guns and a small building are identified. A building is also noted within the park in a different location from the 1878 map. In addition, the Government House is clearly depicted with a longer northwest wing than is shown in the 1856 floor plan.

During the office of Governor Thomas Heath Haviland (1879 to 1884)<sup>36</sup>, the barns and outbuildings associated with the farm became the location of the Queen's County exhibition and cattle show. This site continued to be used until 1890, when the exhibition was moved to Kensington Road and the barns on Government House farm were demolished.<sup>37</sup>

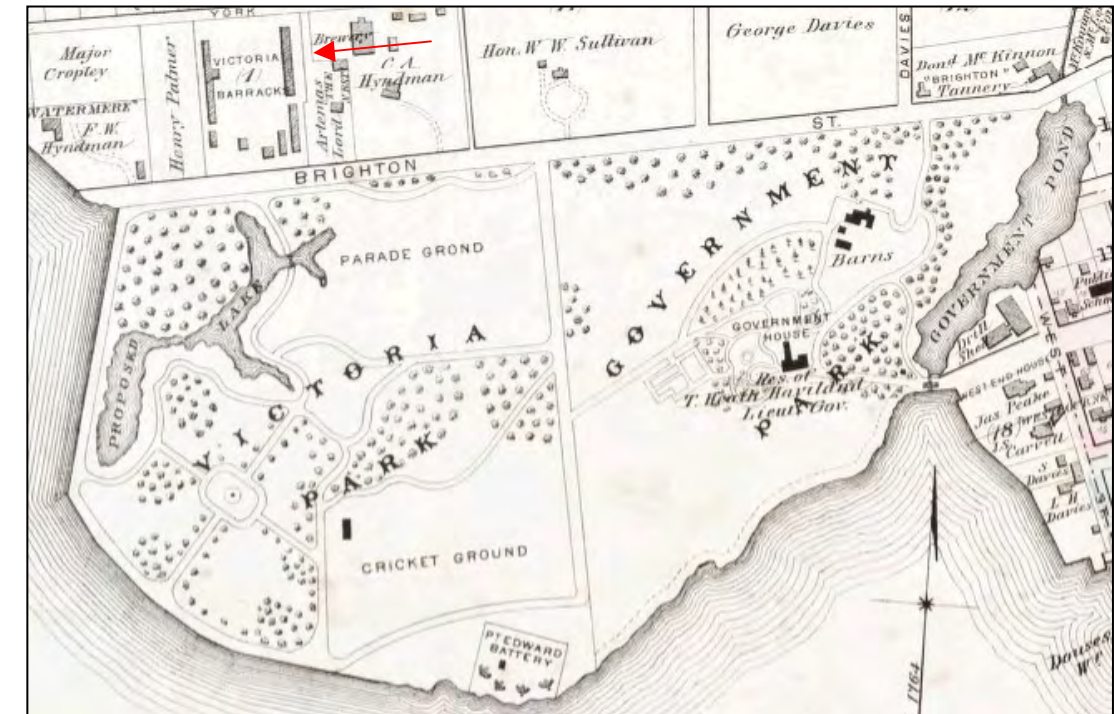


Figure 4.2- 10: 1880 map showing Victoria Park and Government Farm. Note the Cricket Ground and building, the Parade Ground, and Proposed Lake. Also note the Victoria Barracks (red arrow).<sup>38</sup>

The pond at the west side of the park is depicted as much larger than it has been on previous maps. However, the lake is titled "Proposed Lake" and may therefore be depicting a planned modification of the existing bodies of water. This apparent

<sup>36</sup> Office of Lieutenant Governor 2011.

<sup>37</sup> Rogers 1983, 33.

<sup>38</sup> Allen 1880.



depiction of a planned rather than actual feature suggests that other features in the park, such as the paths, cricket ground and parade ground may also be planned features rather than features present in 1880.

The 1903 Insurance map of Charlottetown depicts the City and Government Parks. Fort Edward is not noted on this map, although the Old Barracks on Brighton Road are (Figure 4.2-11). The pond within the City Park is depicted in roughly the same shape as the 1880 map, suggesting that the “proposed” lake was constructed. The new Park Drive road (now Park Roadway) is also shown on this map, having been recently constructed in 1897.<sup>39</sup> Unfortunately, a larger scale of the park areas was not completed in the insurance maps, although the western edge of Government Farm is shown on one of the city maps (Figure 4.2-12). This map depicts the guard house and several outbuildings. Two years later in 1905, additional land was added to Victoria Park from Government Farm, creating today’s park size.<sup>40</sup>



Figure 4.2- 11: Excerpt of 1903 Insurance Map of Charlottetown<sup>41</sup>. Note the newly constructed Park Drive, the shape of the western pond and the Old Barracks (red arrow).

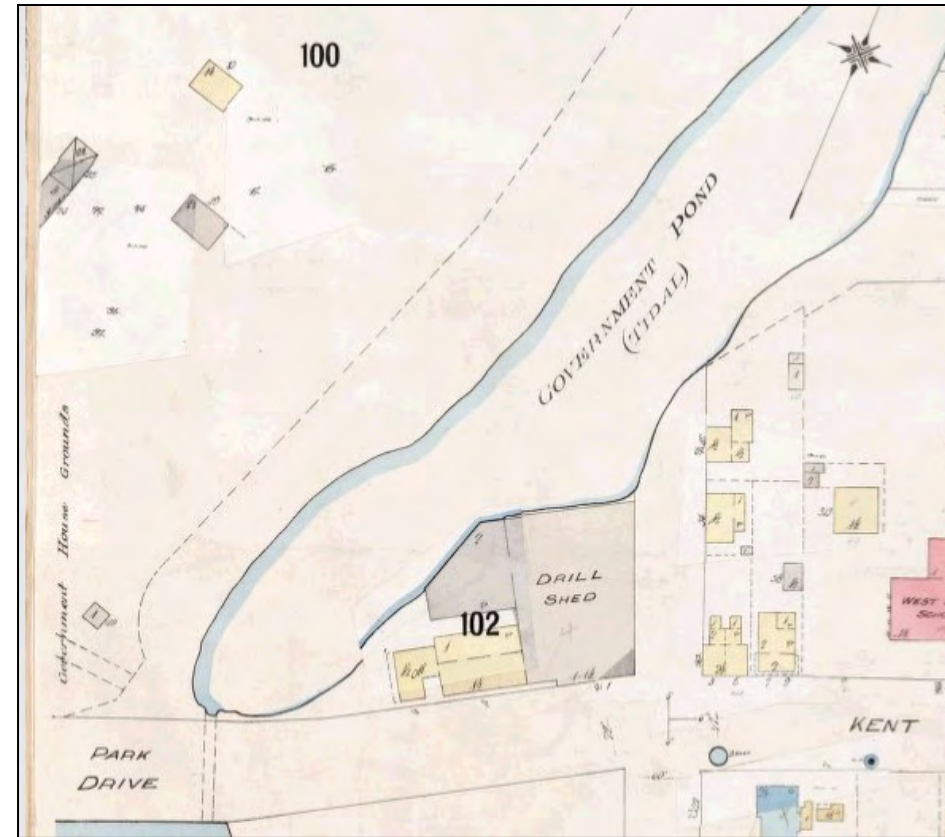


Figure 4.2- 12: Excerpt of Map 17 of the 1903 insurance map of Charlottetown. Note the guard house and three other buildings on the Government Farm.<sup>42</sup>

The Prince Edward Battery, later known as Fort Edward, was moved to its present location in Victoria Park in 1805, from a location on Great George Street. In 1855, it was dismantled (as was St. George’s Battery and the Blockhouse) and the ordinance, guns and ammunition were sent to Halifax. This was the end of the Garrison at Charlottetown, although a volunteer militia was eventually formed. However, in 1867, the raids by the Fenian Brotherhood into Canada prompted a battery of guns and rifles to be sent to Prince Edward Island.<sup>43</sup> The Battery was originally staffed by the British military until 1864, when the Charlottetown Volunteer Militia Artillery took over, staffing the Battery until the early 20<sup>th</sup> century. In 1882, the construction of the Fort was changed from guns firing out of an embrasure to a more sunken barbette structure of earthworks. The stone magazine was apparently built prior to 1868, by a local mason, Paul Towan.<sup>44</sup> The battery of guns and stone magazine, shown in a photograph circa 1900, still exist today (Figure 4.2-13). The wooden platform the cannons are resting on in the photograph was replaced with cement in the 1930s.<sup>45</sup>

<sup>42</sup> Goad 1903.

<sup>43</sup> Campbell 1875:99, 136.

<sup>44</sup> Canada’s Historic Places, Prince Edward Battery.

<sup>45</sup> Public Archives and Record Office Acc. 2602/21.

<sup>39</sup> Pollard 1898: 192

<sup>40</sup> Rogers 1983, 33.

<sup>41</sup> Goad 1903





Figure 4.2- 13: Photograph of Fort Edward circa 1900. Note the wooden platform and stone magazine.<sup>46</sup>

After Victoria Park was created, the space was increasingly used for organized recreation, with cricket, baseball and tennis areas being constructed. A tobogganing slide was also constructed, for the use of members or their guests of the Victoria Tobogganing Club (Figure 4.2-14).<sup>47</sup>



Figure 4.2- 14: Photograph of Tennis Club members in 1884.<sup>48</sup>

<sup>46</sup> Public Archives and Record Office Acc. 2606/21.

<sup>47</sup> Public Archives and Record Office Acc. 3466/HF72.18.10.

<sup>48</sup> Public Archives and Record Office Acc. 3466/HF72.18.10

During World War I, the Lieutenant Governor offered Government House and its grounds for use as a hospital and convalescent home for veterans. The Rena McLean Memorial Hospital was built on the east side of the house (Figure 4.2-15). It remained open from 1917 to 1920.<sup>49</sup>



Figure 4.2- 15: Undated postcard showing the Rena McLean Memorial Hospital in relation to the Government House.<sup>50</sup>

Several aerial photographs chart the development of the park in the 20<sup>th</sup> century. A photograph from 1935 shows the presence of recreational courts and facilities within the park, although some facilities do not appear yet such as the baseball diamond and the swimming pool (Figure 4.2-16). There does appear to be a pond located in the western end of the park. There also appear to be buildings to the north of Government House.

<sup>49</sup> City of Charlottetown, Search a Property 118 Brighton Rd; Office of Lieutenant Governor 2011.

<sup>50</sup> Government of PEI Photos and Videos.





Figure 4.2- 16: 1935 aerial photograph showing Victoria Park (North to the left).<sup>51</sup> Note the pond (red) and the buildings north of Government House (blue)

By 1958, this pond appears to have been in filled and the swimming facilities in that area appears to have been constructed (Figure 4.2-17). This photograph shows an increase in development within the park, presumably additional recreation facilities. The area to the north of the Government House has been increasingly developed.



Figure 4.2- 17: 1958 aerial photograph of Victoria Park, Charlottetown (North at right).<sup>52</sup> Note the increased amount of recreational facilities and the apparent infilling of the pond noted in the 1935 photograph (red).

By 1974, the Government Pond has been partially filled and covered with a parking lot (Figure 4.2-18). An increase in visible landscaping is noted in the form of new trees/shrubs found lining some of the roads. The area to the north of Government House has been increasingly developed and the buildings noted in the 1935 aerial photograph no longer appear to be standing.

<sup>51</sup> Government of PEI 1935  
Davis MacIntyre & Associates Limited

<sup>52</sup> Government of PEI 1958.  
Davis MacIntyre & Associates Limited





Figure 4.2-18: A 1974 aerial photograph of Victoria Park, Charlottetown.<sup>53</sup> Note the changes made to Government Pond and the increased landscaping.

### 4.3 GIS Overlay

Three historic maps of the Victoria Park were overlaid on modern GIS data accessed online from Government of Prince Edward Island as well as a satellite image of the park. The three maps used were the 1873 Plan of the Victoria Park, the 1880 Map of the City of Charlottetown, and a 1903 Fire Insurance map. The buildings and structures depicted on these historic maps within the Victoria Park boundaries were identified and labeled on the modern mapping to demonstrate the approximate location of these structures. Due to the potential inaccuracies of the historic maps, there was likely some variation in the exact location of buildings.

The oldest map, dated to 1873, showed Fort Edward, the Government House, an area of outbuildings, the guard house, and a small building very close to the rear of the Government House (Figure 4.3-1). The location of Government House appears to be accurate, although one of the wings is depicted much longer in 1873 than in the present GIS data. A small building, possibly a garden shed is depicted to the southwest of the Government House beside an ornamental garden. Another small

building is located to the north of Government House in close proximity. A complex of buildings and possibly paddock or fields is located just to the northeast of Victoria Park, in the approximate location of the hospital parking lot.



Figure 4.3-1: Modern map of Victoria Park with existing buildings and 1873 buildings noted.

The 1880 map of Charlottetown from Meacham's Atlas did not appear to be as accurate as the 1873 map (Figure 4.3-2). The Government House did not completely align, indicating that the other buildings may be slightly off of their real location. Fort Edward is also indicated, as is a small building depicted on the 1880 map within the cricket ground. The guard house is indicated as well. Three buildings labeled as barns are located in approximately the same area as the outbuildings located on the 1873 map. However, on the 1880 map, the barns are more distinctly depicted.

<sup>53</sup> Government of PEI 1974





Figure 4.3- 2: Modern map of Victoria Park showing existing buildings and buildings from 1880 map.

The 1903 Fire Insurance map for Charlottetown only shows a small portion of the Government Farm (Figure 4.3-3). However the guard house is depicted, as are three buildings, probably barns or outbuildings, one of which is only incompletely shown. As the map did not show the location of the Government House, it is difficult to judge the accuracy of the map.

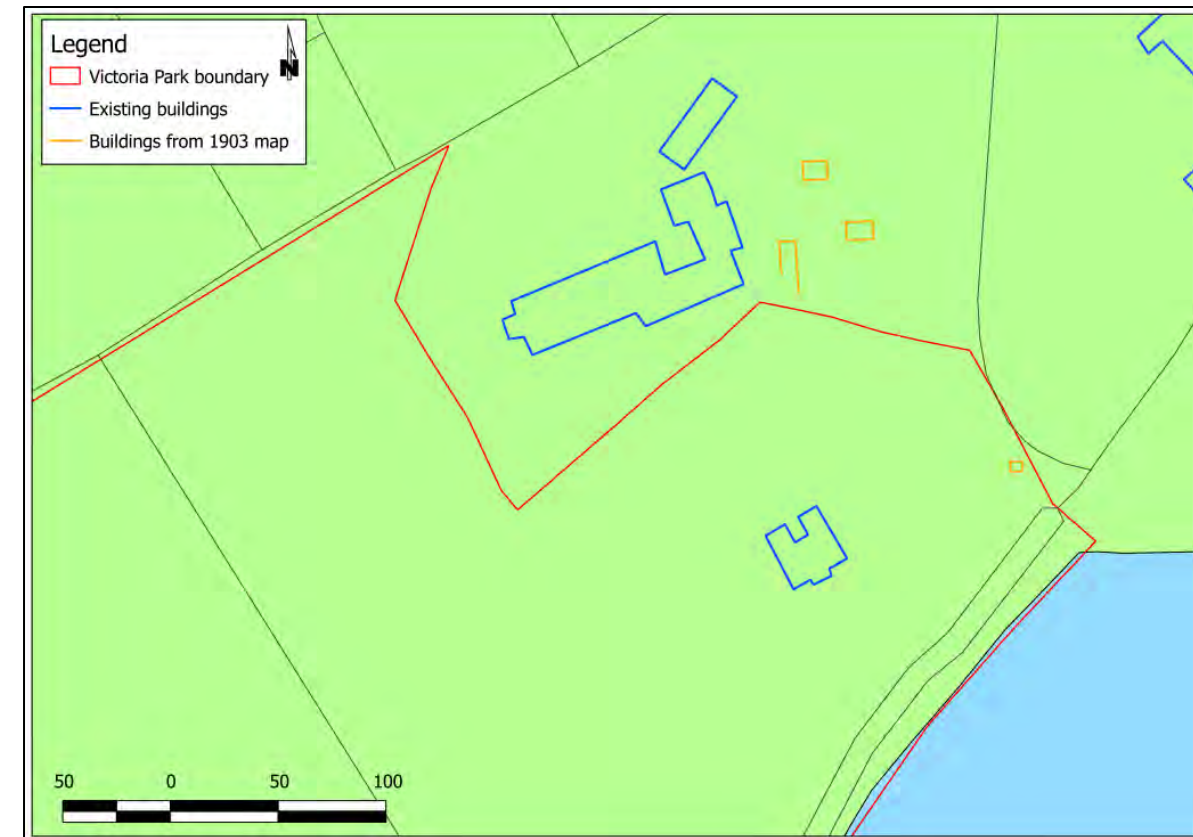


Figure 4.3-3: Buildings located on the Government Farm according to a 1903 fire insurance map.

When the building information from all three maps is shown together, it is clear that some inaccuracy exists in one or all of the maps (Figure 4.3-4). However, it is also clear that specific areas of high potential for historic remains are similar on all maps and can be determined. There is a high potential area on the northeast edge of the park, where all three maps depicted outbuildings. Although the buildings themselves are shown outside the study area, mainly under the Prince Edward Home parking lot, inaccuracies of the map or buildings not shown on any map are possible within the park boundaries.

In addition, the original guard house is shown on two different maps in two slightly different locations within the same general vicinity. This area should also be considered one of high potential. Fort Edward is also depicted in a slightly different configuration but in the same general area and should also be considered an area of high potential for historic remains.

Although not depicted on any map this assessment reviewed, it is known that a hospital was located on the Government House grounds, and from the postcard shown earlier in this report (Figure 4.2-15), it was located in very close proximity to the house. Furthermore, a small outbuilding is noted to the north of the Government House on the 1873 map and the 1878 bird's eye view of the park also



indicates a building located behind the house. Therefore, the area around the house is should also be considered high potential.



Figure 4.3-4: Satellite image of Victoria Park showing the buildings within the area from 1873, 1880 and 1903 mapping.

## 5.0 RESULTS AND DISCUSSION

The historic background study indicates that general area was occupied from at least the early 18<sup>th</sup> century. However, this does not preclude the possibility of earlier activity or occupation by Mi'kmaq or precontact First Nations peoples. Although there is no documented evidence or registered archaeological sites indicating land use by the Mi'kmaq or precontact First Nations in the study area, the area is accessibly by water and is located at the entrance of three river systems.

There is no direct documentary evidence to suggest that the study area was occupied during the period of French or Acadian settlement in the early 18<sup>th</sup> century. However, the area around Victoria Park was known as Port la Joye by 1718 and Acadians settlements surrounded the study area by 1760.

After the founding of Charlottetown, historical documentation indicates the area was occupied fairly intensively and that the study area experienced massive changes in land use over time. This led to physical changes being made to the landscape such as the construction and demolition of buildings, paths, gardens and fields, and even bodies of water.

Notable areas of documented occupation within the study area include the Government House and surrounding land, which dates to 1834, and where records indicate a stable, coach house, farmer's house and guard house were located. This area was also the location of a veteran's hospital in 1917. Fort Edward is another area of notable occupation, with military fortifications and equipment being present as early as 1805. Lastly, the interior of the park has been used extensively as a public recreational area since 1873 when Victoria Park was created. Facilities and structures such as a wooden toboggan slide, tennis court and building, baseball diamond, pool and cricket ground are documented to have existed within the lifetime of the park and some of these facilities are still present and in use today.

The GIS historic mapping overview indicates that the general area bounded by Government House, Terry Fox Drive, and the Prince Edward Home is an area of high potential for historic resources related to the Government Farm period. A second major area of high potential is located at Fort Edward.

## 7.0 CONCLUSIONS AND RECOMMENDATIONS

The background archaeological assessment indicates that the study area does have high potential for archaeological resources dating to the historic period. There is well-documented evidence for the presence of archaeological resources that date to the mid-18<sup>th</sup> century to the 20<sup>th</sup> century. Prior to the founding of Charlottetown, there is a possibility of French, Acadian, Mi'kmaq or precontact First Nations archaeological resources within the study area.

Two areas of high potential for archaeological resources have been identified in this report. One is the location of Fort Edward and the second is the area around the Government House (bounded by the house, Terry Fox Drive and the Prince Edward Home). Therefore it is recommended that should any ground disturbance be planned for these two areas, the activities should be monitored by a qualified archaeologist.



In the event that archaeological resources are encountered during construction, it is recommended that all activity cease and the Director of Aboriginal Affairs and Archaeology, Dr. Helen Kristmanson (902-368-5372), be contacted immediately regarding a suitable method of mitigation.

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