

little lake and area implementation report



little lake and area
background report

little lake and area
master plan

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implementation report**

City of Peterborough
March 2010

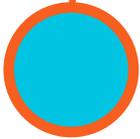


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introduction

The Implementation Report is the third document that comprises the Little Lake Master Plan. The Background Report is a summary of the consultation program, regional context and existing conditions in the Little Lake study area. The Master Plan Report describes the planning and design principles, design framework and the components of the Master Plan.

The Implementation Report summarizes:

- recommendations for the management of Little Lake;
- suggestions for the land acquisition policy; and
- summary of recommendations including suggestions for the lead partner, associated partners and the order of magnitude costs for budget setting purposes.

little lake and area management

Best Practices in Implementation Elsewhere

We have reviewed the management structures for a number of agencies responsible for large tracts of land held in public trust. Some of the lands are contiguous, some not, but all are managed for public benefit and involve multiple stakeholders (including abutting landowners, user groups, interest groups). Some are separate and quasi-independent agencies (e.g. the National Capital Commission), while others are extensions of a municipal or other government department (e.g. Stanley Park). The agencies we reviewed include:

- Wascana Centre, Regina;
- Stanley Park, Vancouver BC;
- Assiniboine Park Enterprises, Winnipeg, Man.;
- PEI Capital Commission, Charlottetown, PEI;
- Downsview Park, Toronto;
- Central Park, New York City;
- Balboa Park, San Diego;
- Niagara Parks Commission, Region of Niagara;
- National Parks Commission, Ottawa/Gatineau.

Three of the common 'best practice' aspects of how these organizations manage and implement policies and practices are outlined here:

a strategic planning approach

recognizing the large holdings that touch many different potential user and stakeholder groups, and the need to use resources in the most effective and efficient manner, all organizations reviewed adopted a strategic approach to planning. These strategies involved three generalized areas:

- future physical planning and development (including land acquisition);
- program and service development, and
- audience development and user management

multiple stakeholder input to planning and operations

in many cases, the on-going management and operation of these entities brings together groups and organizations representing a multiplicity of perspectives – these multiple perspectives can be brought together in terms of representation on the Board (for a quasi-independent entity), or representation on an advisory or users group, or active solicitation on involvement in various programs and activities on the part of existing organizations, new volunteers, etc

an emphasis upon accountability

most of the organizations mentioned above make a concerted attempt to be accountable to the public in their on-going operations, and to formally report to the public on periodic evaluations made on the basis of some sort of 'report card' – Downsview Park, for example, uses the 'triple bottom line' framework as the basis for its accountability structure (as do several others)

For the City of Peterborough, the Little Lake Master Plan itself represents the 'strategic plan' aspect of implementation. In particular, the physical planning and program development aspects of the strategy are contained in the Master Plan. The audience development and user management aspects will come out of on-going dialogue with user and stakeholder groups. Responsibility for implementation of the Little Lake Master Plan, once approved by Council, will rest with a number of municipal departments. While the main focal point for the development of the plan thus far in its evolution has been with the Community Services Department, its implementation will necessarily assume a broader-based responsibility, involving the Corporate Services Department, the Planning and Development Department, and Utility Services. Other entities involved will likely be the Greater Peterborough Area Economic Development Corporation, and Peterborough & the Kawarthas Tourism.

The recommended management structure for Little Lake has three components:

- Little Lake Waterfront Master Plan Implementation Task Force;
- Little Lake Waterfront Users Group; and,
- an accountability framework for on-going implementation.

Little Lake Master Plan Implementation Task Force

It is recommended that a Little Lake Implementation Task Force be formed to launch the recommendations in the Waterfront Master Plan. The Task Force should be comprised of a representative from the following groups:

- City of Peterborough, Community Services Department;
- City of Peterborough, Corporate Services Department;
- City of Peterborough, Planning and Development Department;
- City of Peterborough, Utility Services;
- Otonabee Conservation,
- Ministry of Natural Resources,
- Parks Canada, and,
- Other entities that should be represented include Parks

Canada, the Greater Peterborough Area Economic Development Corporation, and Peterborough & the Kawarthas Tourism.

The Little Lake Master Plan Implementation Task Force should meet on a regular basis to discuss ways and means of implementing the Plan. Responsibility for coordinating and chairing this Task Force should be assigned to a specific municipal department. Much of what will have been approved by Council will be discussed and implemented by this group – occasionally there may be new issues or priority issues identified that will require Council approval. The Task Force should meet every one to two months for the first year after Council approval of the Waterfront Master Plan, after which time considerable momentum should have been developed and progress demonstrated. Following the first year, the Task Force should meet annually to tie into annual implementation reporting, to function as a sounding board and as a body that could accelerate the momentum for implementation. An annual meeting also enables the Task Force to adjust the strategies to capitalize on new opportunities and respond to threats that may affect the Master Plan.

Little Lake Waterfront Users Group

It is also recommended that a Users Group be formed comprised of organizations that are affected by waterfront development on, and the water quality of, Little Lake. This group should include representatives from:

- Little Lake Cemetery;
- Peterborough Art Gallery;
- Peterborough Marina;
- Holiday Inn;
- resident groups from East City and the South Shore;
- Brownsea Base;
- Festival of Lights/Little Lake Musicfest;
- Green Up Peterborough (Ecology Garden);
- Parks Canada, and,
- Peterborough Museum and Archives.

The role of the Users Group would be to work with and advise Council (through the Little Lake Implementation Task Force) regarding on-going water use and waterfront development issues. The City should take the lead through an initial organizational meeting to help in the formation and constitution of the organization by providing, for example, administrative support and meeting space.

Accountability and Report to the Community

It is recommended that a report to the community be prepared at the end of the first year of implementation of the Waterfront Master Plan by the Little Lake Implementation Task Force. This report should contain information concerning the social, environmental and economic aspects of the Waterfront Master Plan. A triple bottom line framework could be used, reporting on, for example, the following types of information:

The responsibility for coordinating and developing this report should lie with the municipal department charged with the overall responsibility of implementing the Little Lake Waterfront Master Plan – whoever takes on the role of chairing the Little Lake Master Plan Implementation Task Force.

Environmental Measures	<ul style="list-style-type: none"> - improvements in various water quality measures in Little Lake itself - tree planting and green improvements to waterfront park areas - environmental education programs and services undertaken relating to or using Little Lake - report on shoreline stabilization projects and initiatives - report on any activities associated with restoration of plant or animal species
Social Measures	<ul style="list-style-type: none"> - increase in length of and improvements to trails around Little Lake - increase in waterfront access opportunities - increase in interpretation activities and opportunities - estimates of park and trails use - estimates of participation in festivals and events in parks
Economic Measures	<ul style="list-style-type: none"> - estimates of use of Little Lake by residents and visitors; resulting estimates of local expenditure and economic impact of non-local users - anecdotal (or stronger) evidence of revitalization of neighbourhoods and commercial areas as a result of the Little Lake Waterfront Master plan implementation: - new businesses (e.g. B&Bs, specialty shops, etc.) - upgrading of existing businesses - neighbourhood revitalization

land securement policy

The City, its partners and key stakeholders have achieved a waterfront that is primarily publicly accessible. This is, absolutely, the envy of many communities. There are a few locations along the waterfront where private property impeded public access. There are tools, such as land acquisition and easements, that could be used to secure public access. The City should continue its policy of acquiring properties on the shores of, and in the vicinity of, Little Lake as they become available. This will provide the City with maximum leverage to be able to implement the various recommendations contained in the Waterfront Master Plan. Easements may provide an option for securing public access to the waterfront in locations where land acquisition may not be possible. Various categories of property should be considered; for example:

- acquisitions that will become owned and operated in the public domain and will result in park space;
- acquisitions that will come into the public domain but will be leased to other organizations on a long-term basis for various public programming purposes (e.g. a museum or other cultural organization, a recreational group, a social service agency, etc.); and,
- temporary acquisitions that the City may wish to acquire in order to ensure a greater degree of control over the eventual developer / owner regarding the nature and type of the development.

Within this framework there may also be a sense of urgency regarding particular properties, resulting in a 'high' 'medium' and 'low' order priority rating for acquisition. This could result in an securement framework taking the following form where individual properties considered would each be placed within the framework in the appropriate space.

PRIORITY FOR ACQUISITION	Acquisitions for municipal ownership and operation	Acquisitions for municipal ownership to be leased to others	Temporary ownership for development control
HIGH			
MEDIUM			
LOW			

In addition, decisions on securement should consider:

- rarity of availability;
- catalyst role in entrenching a proposal (e.g. the first property that comes available for the Rotary-Trans-Canada Trail link may not have a trail built on it until all properties are acquired, but it is a critical acquisition nonetheless;);
- threats to the implementation of the Master Plan, or the quality of the visitor experience.

This approach would ensure a strategic, orderly and logical approach to property securement, following in lockstep with the implementation of the Little Lake Waterfront Master Plan. It will ensure that any future securement is done with a clear understanding as to the purpose and role of each piece of land added to the public domain. The development of the securement framework should be undertaken by the Little Lake Implementation Task Force, and will likely entail some revision to the existing policy of acquisition maintained by the municipality. To prevent price speculation, this should not be a public process.

summary of recommendations

The tables in this section summarize the component projects included in the Waterfront Master Plan. They itemize specific projects, the lead partners, associated partners and order of magnitude costs for budget setting purposes. It is anticipated that the Little Lake Waterfront Users Group will be the associated partners on most of the implementation projects. The lead partner is intended to assume management control and responsibility for funding, either internally or through funding application from other sources. The associated partner is intended to provide in-kind technical support and advice in planning, execution, and maintenance of the measure, permits the use of land or lake bed where the measure is proposed, or is a funding source to which the lead partner has applied.

The Waterfront Master Plan is intended to set a 20-year vision for Little Lake and as such the component projects are a combination of special studies, detailed design and capital projects. One of the initial tasks of the Little Lake Implementation Task Force should be to confirm the priorities for implementation. The following are the suggested priorities for the next five years:

1. Trail extension connecting the Otonabee River Trail to Del Cray Park and along to Crescent Street.
2. Upgrade the marina, wharfs and launches.
3. Environmental restoration.
4. Develop a coordinated program for interpretive signage/information design study of a new building in Del Cray Park to combine the needs of the marina and the Fred Anderson stage.
5. Undertake a user and cost benefit analysis of camping operations in Beavermead Park.

These priorities may change as opportunities or threats emerge that were unforeseen when the Master Plan was prepared.

The tables that follow itemize the component projects with respect to:

- Environment
- Trails
- Parks and Recreation
- Marina, wharfs, launch
- Heritage and culture
- Signage and education
- Development

summary of recommendations

Environment

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Shoreline Plantings (riparian and prairie affinity species):			
Edgewater Park	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$200,000
Rogers Cove	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$100,000
Canal (where possible, given the recommendation to improve boat mooring)	City of Peterborough Otonabee Conservation Parks Canada	Peterborough Green Up	\$100,000
Trent Severn Office	City of Peterborough Otonabee Conservation Parks Canada	Peterborough Green Up	\$40,000
Johnson Park	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$80,000
Beavermead Park	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$160,000
Crescent Street	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$140,000
Del Cray Park	City of Peterborough Otonabee Conservation	Peterborough Green Up	\$60,000
Osprey Towers	City of Peterborough	Peterborough Green Up	\$25,000 each
Swallow Nesting Boxes	City of Peterborough	Peterborough Green Up	\$25,000 each (volunteer installation and construction)
Turtle Basking Logs	City of Peterborough	Peterborough Green Up	\$20,000
Restore Prairie Landscape:			
north west corner of maria street and Ashburnham	Parks Canada	Peterborough Green Up	\$100,000
east side of trail at west end of Maria Street in Burnham Point Park	City of Peterborough	Peterborough Green Up	\$100,000
along shoreline of James Stevenson Park	City of Peterborough	Peterborough Green Up	\$200,000
lands south of the Lift Lock Visitor Centre	Parks Canada	Peterborough Green Up	\$50,000
Restore Forest Community:			
north of Dale Avenue east edge of James Stevenson Park	City of Peterborough	Peterborough Green Up	\$200,000
in Beavermead Park	City of Peterborough	Peterborough Green Up	\$200,000
Oak Savanna Restoration in Beavermead Park	City of Peterborough	Peterborough Green Up	
Oak Savanna Restoration in Beavermead Park	Peterborough Green Up		

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Create habitat islands/anchored wetlands along the north edge of the shoreline:			
west of Burnham	Multi agency partnership: DFO and Parks Canada	Ducks Unlimited Ontario Federation of Anglers and Hunters	\$60,000
west of Mark Street	Multi agency partnership: DFO and Parks Canada	Ducks Unlimited Ontario Federation of Anglers and Hunters	\$60,000
west of the canal	Multi agency partnership: DFO and Parks Canada	Ducks Unlimited Ontario Federation of Anglers and Hunters	\$60,000
Invasive Plant Control	City of Peterborough	Peterborough Green Up	
Native Species Planting Replacement	City of Peterborough	Peterborough Green Up	
Water Quality Retrofit of storm sewer outlets on the lake Prepare a detailed study to determine the costs to Install stormceptor or equivalent oil/grit separators above the storm sewer outlets to the Lake and River and to create bioswales (wetlands) at stormwater outlets to mediate runoff	City of Peterborough		\$50,000

Parks and Recreation

Children's water play in Rogers Cove and/or Beavermead Park	City of Peterborough		\$450,000
Children's playground downtown	City of Peterborough		\$150,000
Detailed design for a new washroom/storage/club house for Rogers Cove	City of Peterborough	Brownsea Base Boy Scouts	\$40,000
Detailed design study of a new building in Del Cray Park that combines the needs for office space associated with the Marina, performance space and backstage facilities for the Fred Anderson Stage	City of Peterborough	<ul style="list-style-type: none"> Peterborough Marina Festival of Lights/Little Lake Musicfest Art Gallery of Peterborough 	\$100,000
Remove the post and chain fence along the George Street edge of Del Cray Park	City of Peterborough		\$5,000

summary of recommendations

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Upgrade sports fields in Beavermead	City of Peterborough	Peterborough Soccer Association	\$150,000
Undertake a design and cost study for the redevelopment of Del Cray Park which include opportunities for four season activities, rationalization of the park, opportunities for staging other special events	City of Peterborough	Festival of Lights/ Little Lake Musicfest	\$100,000
Undertake a cost/benefit analysis of camping in Beavermead to ensure adequate consideration of options for the public space	City of Peterborough		\$40,000
Consider redevelopment of east side of George Street in Del Cray Park by relocating Brownsea Base and installing retail pavilions to support activity and accommodate a fully accessible trail link over Jackson Creek	City of Peterborough	Scouts Canada	NA

Trails

Reconfigure parking on Crescent St to selected sections of parallel parking to expand the park area to construct a lakeside trail	City of Peterborough		\$200,000
Connect Otonabee River Trail to Holiday Inn and extend to Del Cray Park	City of Peterborough		\$625,000
Undertake a detailed design and cost study, with agency approvals, for Del Cray Park and Crescent Street trails.	City of Peterborough		\$100,000
Formalize trail at water's edge of Beavermead Park	City of Peterborough		\$275,000
Formalize trail at James Stevenson Park	City of Peterborough		\$150,000
North-south trail in East City	City of Peterborough		\$150,000
Undertake an engineering assessment and design and cost study to widen pedestrian section on the railway bridge.	City of Peterborough		\$245,000
Undertake a detailed design study to assess the best option for a new pedestrian bridge north of Lansdowne Street	City of Peterborough		\$100,000
Connect the Trans-Canada Trail at Lock 20 north to the Peterborough Lift Lock and continuing to the Peterborough Museum and Archives	Parks Canada City of Peterborough		\$50,000
Reconfigure the trail in Beavermead to avoid parking lot	City of Peterborough		\$25,000

** Marinas, Wharfs, Launches

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Peterborough Marina			
Upgrade existing docks and services and consider expansion to east side of shore with new docks	City of Peterborough	TSW/Parks Canada	\$650,000 plus 25% contingency Add \$3,500 per year for water lot rental from Parks Canada
Undertake a sediment and debris management plan for Jackson Creek as it deposits into Peterborough	Multi agency partnership: Parks Canada City of Peterborough	Ministry of Environment, Conservation Authority	For the management plan: \$15-20,000
Mark Street Wharf			
Remove existing wharf and replace with new boat launch and public floating dock	City of Peterborough		\$325,000
T-Wharf			
Upgrade the T-Wharf to support additional public use	City of Peterborough	Small Craft Harbours (DFO)	\$105,000 for above-water repairs, including railing, lighting etc. \$30,000 for underwater shims. Budget \$7,500 annually for monitoring and maintenance
Beavermead Boat Launch			
Upgrade existing launch	City of Peterborough		\$12,000 rehab, \$60,000 replacement. Source: 2008 Structural Condition Survey
Lake Look-Outs			
Build a lookout to Otonabee River at South end of James Stevenson Park and to the Lake at the foot of Haggart Street	City of Peterborough	Conservation Authority Parks Canada	\$50,000 each
Peterborough Lift lock			
Enable boats to tie up to the canal wall south from Lock 21	Parks Canada	GPAEDC*	Depends upon length updated. Assume \$3,800/m for upgrade. At 50m (~5 additional boats)=\$190,000 plus 25% contingency=\$240,000

*GPAEDC = Greater Peterborough Area Economic Development Corporation

** Maintenance

Costs included above do not contain ongoing maintenance costs. Typically for marine installations, a reasonable annual budgetary estimate is 1.5% of the capital cost of the structure, adjusted for inflation. While maintenance may not be completed annually, the money should be carried over to accommodate more expensive repairs at less-frequent intervals. The 1.5% estimate is strictly for maintenance, regular operational efforts (such as bird feces removal) are separate and depend largely upon the type of service at the installed facility.

Structure Life

Many marine structures exceed their design life by a significant period of time, particularly when they have been maintained, however the marine environment is harsh and uncertain - structures may fail earlier than intended. For planning purposes, it is generally recommended that the design life be assumed to be in the range 25-30 years for the types of structures proposed.

Permitting costs

Permitting costs have not been included. Permitting is an uncertain issue and costs vary significantly from project to project. It is not abnormal for permitting costs to exceed 5-10% of the capital costs with marine construction.

Heritage and Culture

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Canoe Museum Relocation			
Undertake a feasibility study to determine the viability and location of the Canoe Museum to a downtown waterfront site	Canoe Museum	City of Peterborough	\$30,000 - \$50,000
Art Gallery of Peterborough Expansion			
Undertake a feasibility study to determine options for expanding the Art Gallery of Peterborough	Art Gallery of Peterborough	City of Peterborough	\$30,000 - \$50,000
Peterborough Museum and Archives			
Consider ongoing improvements to the Museum. Review future options for the museum	City of Peterborough		
Parks Canada Offices			
Assess opportunity for public access to view archives and artifacts	Parks Canada		

Signage and Education

Develop programs to enhance public understanding of environmental restoration of the Little Lake area	City of Peterborough	Parks Canada, Conservation Authority	\$20,000
Develop interpretive themes along pedestrian trails and install interpretive panels	City of Peterborough	Parks Canada	\$20,000
Incorporate more signage to educate and enhance awareness of new approaches to landscape management	City of Peterborough	Parks Canada, Conservation Authority	\$20,000

Development

Item	Lead Partner	Associated Partners	Order of Magnitude for budget setting purposes
Develop urban design guidelines			
Hunter Street - urban district	City of Peterborough	Business Improvement Association	\$40,000
Armour Street - urban district	City of Peterborough	Business Improvement Association	\$25,000
Area south of Charlotte Street to the downtown waterfront - urban district	City of Peterborough	Business Improvement Association	\$25,000
Downtown redevelopment opportunities			
Create infill that extends the urban streetscape on George Street moving south from Simcoe Street. Potential development sites include Craftworks, Market Plaza, No Frills Store, Public Works Yard, Harvey's and other selected areas	Private Sector		
Go station development			
Prepare a transit oriented development study of the opportunities to intensify the lands around a possible GO Station	City of Peterborough	Go Transit	\$40,000
Hunter Street redevelopment opportunities			
Intensification of Hunter Street and development of former St. Joseph's Hospital Site	Private Sector		

summary

The Little Lake Master Plan evolved through a collaborative process where City staff, elected officials, stakeholders and residents were invited to join in the exploration of strategies for the Lake, River and adjoining lands. Make no mistake, there is immense interest in the Little Lake area and passion to protect it as a public resource. The team benefitted from a dedicated senior staff team from the City, a focused Technical Steering Committee and input from Advisory Committees. The team received targeted input from interest groups, event organizers, business owners and waterfront property owners. Hundreds of residents participated in workshops and shared their insights with the team. The team coalesced extensive, often conflicting, input into the basis of this Master Plan. Through the process, the principles, strategies and key directions of the Plan have received broad based community support. In part, because the Master Plan truly balances the interest in recreation use, access, special events, redevelopment, arts and cultural attractions with the imperative of environmental restoration.

The Master Plan represents a clear vision for the City, its partners and key stakeholders. The Master Plan provides a framework which allows for change, ongoing analysis, detailed study, shifts in emphasis and priority. However, there must be a shared commitment to the eight fundamental principles and the nine strategies that will guide detailed planning, design and engineering over the next 20 years of continued focus on the waterfront.

This is a 20-year plan that continues to reveal the gem of Little Lake. Not unlike the last two decades where trails, parks, recreation facilities, cultural institutions, boating facilities, environmental restoration projects and signage have been implemented, this Master Plan provides the direction to continue the efforts to protect and enhance the amenity of the Little Lake area for all to enjoy. The lead and associated partners identified in the implementation strategy should look for every opportunity for funding through for example, infrastructure grants, trusts, expanding the scope of capital projects, services-in-kind and donations from the private sector. This is not new for the City of Peterborough and its stakeholders as it is this dedication and commitment to Little Lake that has resulted in a condition where 80% of the shoreline is already in public ownership, with almost 32 hectares (90 acres) of public park space and 7 kilometres (4 miles) of water's edge trail.

The City of Peterborough is on a threshold. Many waterside sites could be appropriate for change - for example, Del Cray Park, Crescent Street walkway, the marina, Rogers Cove Park, Beavermead Park and the Parks Canada offices. This Master Plan provides a framework to evaluate ideas for change within the context of the key directions for each quadrant and the Lake.

The implementation strategy suggests a Task Force and a Waterfront Users Group be established to help guide initiatives set out in the Master Plan. In addition, every resident has a role to play to demonstrate the very best in environmental management to protect the health of this ecosystem as the foundation for a legacy of continued use and enjoyment of Little Lake - Peterborough's gem.

