



# **WATERFRONT USER NEEDS ASSESSMENT AND DETAILED DESIGN**

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TOWN OF COBOURG / MAY 2018



# TABLE OF CONTENTS

<b>ACKNOWLEDGMENTS</b>	<b>xiii</b>
Town of Cobourg Staff Advisory Team	xiii
Parks & Recreation Advisory Committee	xiii
Consulting Team	xiii
thinc design	xiii
Mehak, Kelly & Associates Inc.	xiii
RFA Planning Consultant Inc.	xiii
PLAN B Natural Heritage	xiii
Touristics	xiii
<b>EXECUTIVE SUMMARY</b>	<b>xv</b>
Study Area	xv
Study Process	xv
Key Issues	xvi
Goals & Objectives	xvi
Recommendations	xvii
Revenue Generation	xvii
Implementation Program	xviii
Conclusion	xviii
<b>1 INTRODUCTION</b>	<b>1</b>
<b>2 CONTEXT</b>	<b>3</b>
History of Cobourg's Waterfront	3
Past Studies	4
Study Area	7
<b>3 COMMUNITY ENGAGEMENT PROCESS</b>	<b>9</b>
Consultation with the Town	9
Steering Committee	9
Municipal Staff Interviews (March 21, 2017)	9
Consultation with the Public	9
Community Stakeholder Sessions	9
Open House/Workshop #1	9
Pre-Charrette Workshops	10
Open House/Workshop #2	10
Community Design Charrette	10
Open House/Workshop #3	11
Open House/Workshop #4	11
Surveys	11
Resident Survey	12
User Group and Service Club Survey	12
Business Survey	12

<b>4 KEY ISSUES</b>	<b>13</b>
Tourism	14
Boat Storage	15
Shared Use of Harbour	17
Marina Operations	20
Campground	23
East Pier	25
Victoria Park Beach	26
Victoria Park	28
Parking and Traffic	29
Linkages and Connections	30
<b>5 KEY DIRECTIONS: GOALS AND OBJECTIVES</b>	<b>31</b>
Waterfront Goals	31
<b>6 RECOMMENDATIONS</b>	<b>35</b>
1.0 West Beach and Headland	37
2.0 Harbour	43
3.0 Marina	49
4.0 East Pier	57
5.0 Victoria Park Beach	63
6.0 Campground	69
7.0 Victoria Park	75
8.0 Parking & Traffic Management	79
9.0 Waterfront Linkages and Connections	83
10.0 Other Waterfront Parks and Open Spaces	87
<b>7 IMPLEMENTATION STRATEGY</b>	<b>89</b>
i. Priority Results	90
ii. Project Dependencies/Efficiencies	94
iii. Advancement of Projects	95
iv. Budget Considerations	96
v. Project Forecasting	115
<b>APPENDIX A // PRE-CHARRETTE MEETINGS</b>	<b>121</b>
April 10 & 11, 2017	121
May 3, 2017	121
May 16, 2017	121
<b>APPENDIX B // COMMENT SHEET SUMMARIES</b>	<b>125</b>
Workshop #1: April 4, 2017	125

<b>Workshop #2: May 10, 2017</b>	<b>134</b>
Waterfront Parks Beyond the Central District	138
Central District Parks	139
Waterfront Whole/Non-specific Comments	140
<b>Workshop #3: June 27, 2017 - Comment Sheet Responses</b>	<b>142</b>
1.0 West Beach and Headland	142
2.0 Outer Harbour	142
3.0 Marina	142
4.0 East Pier	143
5.0 Victoria Beach	144
6.0 Campground	144
7.0 Victoria Park	144
8.0 Parking and Traffic Management	144
9.0 Waterfront Linkages and Connections	144
10.0 Other Waterfront Parks and Open Spaces	145
Comments related to overall waterfront	145
<b>Workshop #4: October 26, 2017 - Comment Sheet Responses and General Feedback</b>	<b>146</b>
Comment Sheet Responses	146
<b>APPENDIX C // USER GROUP AND SERVICE CLUB SURVEY</b>	<b>173</b>
<b>APPENDIX D // SURVEY RESULTS</b>	<b>177</b>
<b>Resident Survey Results</b>	<b>177</b>
Introduction and Respondent Profile	177
Use of Waterfront by Respondents	178
Reasons Respondents Do Not Use Waterfront	181
Extent of Needed Waterfront Improvements	181
Potential Directions for Specific Facilities and Spaces	182
General Directions for Waterfront Improvements	205
<b>User Groups and Service Club Survey Results</b>	<b>211</b>
Introduction and Group Profiles	211
Improvements to Waterfront Facilities/Spaces	217
Extent of Needed Waterfront Improvements	222
General Directions for Waterfront Improvements	231
<b>Business Survey Results</b>	<b>233</b>
Introduction and Business Profiles	233
Past and Future Contributions to Waterfront Projects	246
Extent of Needed Waterfront Improvements	246
<b>APPENDIX E // COMMUNITY ENGAGEMENT MATERIALS</b>	<b>263</b>

**APPENDIX F // PRIORITY MATRIX** **323**

Resident Interests **323**

- 1. Community Dot Exercise (15%) 323
- 2. Beautification, Arts and Culture (5%) 324
- 3. Tourism Management (7%) 324
- 4. Health, Fitness and Wellness (5%) 324
- 5. Naturalization of Environment (7%) 324
- 6. Estimated Cost (10%) 325

Resident and Visitor Interests **325**

- 7. Safety and Security (7%) 325
- 8. Access (10%) 326
- 9. Anticipated Level of Use (4%) 326
- 10. Multi Season Benefit (5%) 326
- 11. Business Operations and Customer Service (10%) 326

Town Interests **326**

- 12. Revenue Generation (10%) 326
- 13. Ease of Implementation (5%) 327

Matrix Scoring **327**

**APPENDIX G // COST ASSUMPTIONS** **343**

- 1.0 West Beach and Headland 343
- 2.0 Harbour 345
- 3.0 Marina 346
- 4.0 East Pier 349
- 5.0 Victoria Park Beach 352
- 6.0 Campground 355
- 7.0 Victoria Park 357
- 8.0 Parking and Traffic 359
- 9.0 Linkages and Connections 361
- 10.0 Parks and Open Space 362

**APPENDIX H // PLAN B NATURAL HERITAGE REPORT** **371**

**APPENDIX I // BUSINESS CASE FOR COBOURG HARBOUR AND MARINA** **389**

# LIST OF TABLES

## **7 IMPLEMENTATION STRATEGY**

Table 7.1: Priority Matrix Results	91
Table 7.2: Projects List with Associated Costs	97
Table 7.3: Project 1- Harbour Improvements Phase 1	98
Table 7.4: Project 2- Harbour Improvements Phase 2	100
Table 7.5: Project 3- East Pier Improvements Phase 1	100
Table 7.6: Project 3- East Pier Improvements Phase 2	100
Table 7.8: Project 6- West Headland Signage and Donegan Washroom Improvements	102
Table 7.9: Project 7- Marina Enhancements Phase 1	102
Table 7.7: Project 5- Traffic & Parking Management Phase 1	102
Table 7.10: Project 8- Parking & Traffic Management Phase 1	103
Table 7.11: Project 9- Campground Improvements Phase 1	103
Table 7.12: Project 10- Parking & Traffic Management Phase 2	104
Table 7.13: Project 11- Harbour Improvements Phase 3	106
Table 7.14: Project 12- Victoria Park Beach Phase 1	106
Table 7.15: Project 13- East Waterfront Parks and Parkettes	106
Table 7.16: Project 14- Campground Improvements Phase 2	108
Table 7.17: Project 15- West Waterfront Parks and Parkettes	110
Table 7.18: Project 16- Marina Enhancements Phase 2	110
Table 7.19: Project 17- Marina Enhancements Phase 3	110
Table 7.20: Project 18- Victoria Park Revitalization	111
Table 7.21: Project 19- Victoria Park Beach Phase 2	112
Table 7.22: Project 20- Victoria Park Beach Phase 3	112
Table 7.23: Project 21- Parking & Traffic Management Phase 3	114
Table 7.24: Project 22- Waterfront Trail Planning & Linkages	114
Table 7.25: Project 23- Donegan Park	114
Table 7.26: Project 24- East Pier Improvements Phase 3	115

## **APPENDIX B // COMMENT SHEET SUMMARIES**

Table AB.1: Community Stakeholder Sessions	125
Table AB.2: Top reasons why you do not use the waterfront	126
Table AB.3: Top three concerns/items you would like to see resolved/put to rest from this plan/process	127
Table AB.4: Do you use the following waterfront parks or spaces?	134
Table AB.5: Requested Park Improvements	135
Table AB.6: Requested Park Improvements for the Community	137
Table AB.7: Workshop 4 Comment Sheet Suggestions for Question 1	147
Table AB.8: Workshop 4 Comment Sheet Suggestions for Question 2	155

## APPENDIX D // SURVEY RESULTS

Table AD.1: Results from Question 26 from Resident's Survey	178
Table AD.2: Results from Question 1 from Resident's Survey	179
Table AD.3: Results from Question 3 from Resident's Survey	179
Table AD.4: Results from Question 4 from Resident's Survey	179
Table AD.5: Results from Question 5 from Resident's Survey	180
Table AD.6: Results from Question 6 from Resident's Survey	180
Table AD.7: Results from Question 2 from Resident's Survey	182
Table AD.9: Results from Question 8 from Resident's Survey	183
Table AD.8: Results from Question 7 from Resident's Survey	183
Table AD.12: Results from Question 9 from Resident's Survey	185
Table AD.13: Results from Question 10 from Resident's Survey	187
Table AD.14: Results from Question 11 from Resident's Survey	189
Table AD.15: Results from Question 12 from Resident's Survey	191
Table AD.16: Results from Question 13 from Resident's Survey	192
Table AD.17: Results from Question 14 from Resident's Survey	194
Table AD.18: Results from Question 15 from Resident's Survey	197
Table AD.19: Results from Question 16 from Resident's Survey	198
Table AD.20: Results from Question 17 from Resident's Survey	199
Table AD.21: Results from Question 18 from Resident's Survey	200
Table AD.22: Results from Question 19 from Resident's Survey	201
Table AD.23: Results from Question 20 from Resident's Survey	202
Table AD.24: Results from Question 21 from Resident's Survey	204
Table AD.25: Results from Question 22 from Resident's Survey	206
Table AD.26: Results from Question 23 from Resident's Survey	209
Table AD.28: Results from Question 1 and 2 from User Groups Survey	211
Table AD.29: Results from Question 5 and 6 from User Groups Survey	214
Table AD.30: Results from Question 8 from User Groups Survey	216
Table AD.31: Results from Question 9 from User Groups Survey	216
Table AD.32: Results from Question 10 from User Groups Survey	216
Table AD.33: Results from Question 11 from User Groups Survey	217
Table AD.34: Results from Question 12 from User Groups Survey	218
Table AD.35: Results from Question 13 from User Groups Survey	219
Table AD.36: Results from Question 14 from User Groups Survey	220
Table AD.37: Results from Question 18 from User Groups Survey	221
Table AD.38: Results from Question 23 from User Groups Survey	222
Table AD.39: Results from Question 24 from User Groups Survey	223
Table AD.40: Results from Question 25 from User Groups Survey	224

Table AD.41: Results from Question 26 from User Groups Survey	225
Table AD.42: Results from Question 27 from User Groups Survey	226
Table AD.43: Results from Question 28 from User Groups Survey	226
Table AD.44: Results from Question 29 from User Groups Survey	227
Table AD.45: Results from Question 30 from User Groups Survey	228
Table AD.46: Results from Question 31 from User Groups Survey	228
Table AD.47: Results from Question 32 from User Groups Survey	229
Table AD.48: Results from Question 33 from User Groups Survey	229
Table AD.49: Results from Question 34 from User Groups Survey	230
Table AD.50: Results from Question 35 from User Groups Survey	230
Table AD.51: Results from Question 36 from User Groups Survey	230
Table AD.52: Results from Question 37 from User Groups Survey	231
Table AD.53: Results from Question 38 from User Groups Survey	232
Table AD.54: Results from Question 3 from Business Survey	233
Table AD.55: Results from Question 5 from Business Survey	235
Table AD.56: Results from Question 6 from Business Survey	235
Table AD.57: Results from Question 7 from Business Survey	236
Table AD.58: Results from Question 8 from Business Survey	236
Table AD.59: Results from Question 11 from Business Survey	238
Table AD.60: Results from Question 9 from Business Survey	239
Table AD.61: Results from Question 10 from Business Survey	240
Table AD.62: Results from Question 13 from Business Survey	240
Table AD.63: Results from Question 16 from Business Survey	241
Table AD.64: Results from Question 17 from Business Survey	242
Table AD.65: Results from Question 18 from Business Survey	242
Table AD.66: Results from Question 19 from Business Survey	243
Table AD.67: Results from Question 21 from Business Survey	245
Table AD.68: Results from Question 23 from Business Survey	246
Table AD.69: Results from Question 24 from Business Survey	247
Table AD.70: Results from Question 25 from Business Survey	247
Table AD.71: Results from Question 26 from Business Survey	248
Table AD.72: Results from Question 27 from Business Survey	250
Table AD.73: Results from Question 28 from Business Survey	251
Table AD.74: Results from Question 29 from Business Survey	252
Table AD.75: Results from Question 30 from Business Survey	252
Table AD.76: Results from Question 31 from Business Survey	253
Table AD.77: Results from Question 32 from Business Survey	254
Table AD.78: Results from Question 33 from Business Survey	255
Table AD.79: Results from Question 34 from Business Survey	255

Table AD.80: Results from Question 35 from Business Survey 256  
Table AD.81: Results from Question 36 from Business Survey 256  
Table AD.82: Results from Question 37 from Business Survey 257  
Table AD.83: Results from Question 38 from Business Survey 257  
Table AD.84: Results from Question 39 from Business Survey 259

# LIST OF FIGURES

## 1 INTRODUCTION

Figure 1.1: Victoria Park Beach Promenade	1
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## 2 CONTEXT

Figure 2.1: Cobourg Harbour 1870s	3
Figure 2.2: Cobourg Harbour 1907	3
Figure 2.3: Cobourg Harbour 1950s	3
Figure 2.4: Past Waterfront Related Studies	4
Figure 2.5: Cobourg Harbour 1956	5
Figure 2.6: 2018 Core Area for User Needs and Assessment Plan	6
Figure 2.7: 2018 Study Area for User Needs and Assessment Plan	7

## 4 KEY ISSUES

Figure 4.1: Community Design Charrette	13
Figure 4.2: Community Design Charrette	13
Figure 4.3: Community Meeting/Workshop #2	13
Figure 4.4: Cobourg's Victoria Beach in Summer	14
Figure 4.5: Boat Storage	15
Figure 4.6: Current Marina Routes	16
Figure 4.7: Boats rafted two deep on west side of Centre Pier	18
Figure 4.8: Boats tied along East Pier	18
Figure 4.10: HMCS Goose Bay Visiting Cobourg's Harbour	19
Figure 4.9: View of Harbour from West Headland	19
Figure 4.11: Cobourg Marina	21
Figure 4.12: Campground	22
Figure 4.13: Campground Connection	22
Figure 4.14: East Pier	24
Figure 4.15: Victoria Park Beach Wayfinding	27

## 6 RECOMMENDATIONS

Figure 6.1: West Beach and Headland Plan Conceptual Rendering Plan	36
Figure 6.2: West Beach and Headland Existing Conditions	38
Figure 6.3: West Beach and Headland Conceptual Rendering	38
Figure 6.4: Existing Conditions of the West Beach and Headland	41
Figure 6.5: Precedent Image of the West Beach and Headland	41
Figure 6.7: Harbour Conceptual Rendering Plan	42
Figure 6.8: Current Marina Operating Area	44
Figure 6.9: Marina	46
Figure 6.10: Realigned Paddling Courses	47
Figure 6.11: Marina Conceptual Rendering Plan	48

Figure 6.12: East Pier Conceptual Rendering Plan 56

Figure 6.13: East Pier Existing Conditions 59

Figure 6.14: East Pier Conceptual Rendering 59

Figure 6.15: East Pier 61

Figure 6.16: Victoria Beach Conceptual Rendering Plan 62

Figure 6.17: Mobi-Mat on Victoria Park Beach 65

Figure 6.18: Existing Activity Zone at Victoria Park Beach 65

Figure 6.19: Campground Conceptual Rendering Plan 68

Figure 6.20: Victoria Park Beach Existing Conditions 71

Figure 6.21: Victoria Park Beach Conceptual Rendering 71

Figure 6.22: Campground during summer 73

Figure 6.23: Campground during winter 73

Figure 6.24: Campground Conceptual Rendering Plan 74

Figure 6.25: Bandshell at Victoria Park 77

Figure 6.26: Parking and Traffic Management Plan 78

Figure 6.27: The Esplanade Walkway Existing Conditions 82

Figure 6.28: The Esplanade Walkway Conceptual Rendering 82

Figure 6.29: Walkway connection along the beach 85

Figure 6.30: Pathway through Lucas Point Park 85

Figure 6.32: Brook Rd Lookout 86

Figure 6.31: Fitzhugh Shores Parkette 86

**7 IMPLEMENTATION STRATEGY**

Figure 7.1: Headland Detailed Design 99

Figure 7.2: East Pier Detailed Design 101

Figure 7.3: Harbour Detailed Design (winter use) 104

Figure 7.4: Harbour Detailed Design (summer use) 105

Figure 7.5: Victoria Beach Park Detailed Design 107

Figure 7.6: Campground Detailed Design 109

Figure 7.7: Victoria Beach Park Activity Zone Detailed Design 113

**APPENDIX D // SURVEY RESULTS**

Figure AD.10: Cobourg Waterfront 184

Figure AD.11: Core Cobourg Waterfront 184

Figure AD.27: Map of Cobourg postal codes 210

**APPENDIX E // COMMUNITY ENGAGEMENT MATERIALS**

Figure AE.1: Advertisement Poster 265

Figure AE.2: Panel from Design Charrette 266

Figure AE.3: Panel from Design Charrette 267

Figure AE.4: Panel from Design Charrette 268

Figure AE.5: Panel from Design Charrette	269
Figure AE.6: East Core Waterfront Panel from Design Charrette	270
Figure AE.7: East Core Waterfront Panel from Design Charrette	271
Figure AE.8: West Core Waterfront Panel from Design Charrette	272
Figure AE.9: West Core Waterfront Panel from Design Charrette	273
Figure AE.10: Waterfront Parks Panel from Design Charrette	274
Figure AE.11: Parking & Traffic Panel from Design Charrette	275
Figure AE.12: Parking & Traffic Panel from Design Charrette	276
Figure AE.13: Linkages & Connections Panel from Design Charrette	277
Figure AE.14: Linkages & Connections Panel from Design Charrette	278
Figure AE.15: Introduction Panel from Open House June 2017	279
Figure AE.16: West Beach and Headland Panel from Open House June 2017	280
Figure AE.17: West Beach and Headland Panel from Open House June 2017	281
Figure AE.18: Inner Harbour Panel from Open House June 2017	282
Figure AE.19: Inner Harbour Panel from Open House June 2017	283
Figure AE.20: Marina Panel from Open House June 2017	284
Figure AE.21: Marina Panel from Open House June 2017	285
Figure AE.22: East Pier Panel from Open House June 2017	286
Figure AE.23: East Pier Panel from Open House June 2017	287
Figure AE.24: Victoria Beach Panel from Open House June 2017	288
Figure AE.25: Victoria Beach Panel from Open House June 2017	289
Figure AE.26: Campground Panel from Open House June 2017	290
Figure AE.27: Campground Panel from Open House June 2017	291
Figure AE.28: Victoria Park Panel from Open House June 2017	292
Figure AE.29: Victoria Park Panel from Open House June 2017	293
Figure AE.30: Parking & Traffic Management Panel from Open House June 2017	294
Figure AE.31: Parking & Traffic Management Panel from Open House June 2017	295
Figure AE.32: Linkages & Connections Panel from Open House June 2017	296
Figure AE.33: Other Waterfront Parks Panel from Open House June 2017	297
Figure AE.34: Other Waterfront Parks Panel from Open House June 2017	298
Figure AE.35: Other Waterfront Parks Panel from Open House June 2017	299
Figure AE.36: Introduction Panel from Public Meeting October2017	301
Figure AE.37: West Beach and Headland Panel from Public Meeting October2017	302
Figure AE.38: Harbour Panel from Public Meeting October2017	303
Figure AE.39: Marina Panel from Public Meeting October2017	304
Figure AE.40: East Pier Panel from Public Meeting October2017	305
Figure AE.41: Victoria Beach Panel from Public Meeting October2017	306
Figure AE.42: Campground Panel from Public Meeting October2017	307
Figure AE.43: Victoria Park Panel from Public Meeting October2017	308

Figure AE.44: Parking & Traffic Management Panel from Public Meeting October2017 309

Figure AE.45: Linkages & Connections Panel from Public Meeting October2017 310

Figure AE.46: Other Waterfront Parks Panel from Public Meeting October2017 311

Figure AE.47: Other Waterfront Parks Panel from Public Meeting October2017 312

Figure AE.48: Projects 1-9 Panel from Public Meeting October2017 313

Figure AE.49: Projects 10-18 Panel from Public Meeting October2017 314

Figure AE.50: Projects 19-29 Panel from Public Meeting October2017 315

Figure AE.51: Priority Matrix Scoring Panel from Public Meeting October2017 316

Figure AE.52: Priority Matrix Scoring Panel from Public Meeting October2017 317

Figure AE.53: Priority Forecasting Panel from Public Meeting October2017 318

# ACKNOWLEDGMENTS

The Cobourg Waterfront User Needs Study and Detailed Design study is the product of a 15 month process that reflects the input of the community through Cobourg's most extensive community engagement process to date. The study team would like to thank the involvement of the community throughout the process for their insight and passion for the waterfront.

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# EXECUTIVE SUMMARY

Cobourg's waterfront is a defining part of the town. Until as recently as the 1980s there was evidence of its industrial past, comprising coal piles and oil tanks. Over the last 40 years community and political will has transformed the waterfront into an important destination focused on recreation, culture, tourism, and the natural environment. However, this transformation was only the beginning. While the industrial past is now well hidden, there is still work to be done to address the needs of the community so that current and future generations of residents can continue to enjoy the waterfront.

This Waterfront User Needs Assessment and Detailed Design Plan expands on work completed as part of the 2013 Parks and Recreation Master Plan, and looks specifically at the waterfront and the community's priorities for a beautiful, accessible and sustainable waterfront. This plan is based on the Town's most extensive community consultation process to date involving a project steering committee, stakeholder consultation, public meetings/workshops, surveys and a design charette to understand the community's interests and to solicit input on proposed improvements.

## Study Area

This project covers Cobourg's Lake Ontario waterfront from Tracey Parkette east to Lucas Point Park. Donegan Park was included in the study due to its proximity to the waterfront and its role in supporting waterfront related activities. The primary focus of the study is the central waterfront zone, which includes the Harbour and Marina, Peace Park, West Beach and Headland, Rotary Park, Victoria Park Beach, Victoria Park and Donegan Park. Collectively, these features comprise a Community Waterfront District. Secondary focus areas are the smaller waterfront parks and access points including Tracey Parkette, Monks Cove Park, Brook Road Lookout, Cedermere Avenue Lookout, D'arcy Street Lookout, Lookout Point Park, Fitzhugh Shores Parkette and Lucas Point Park.

## Study Process

Initiated in the winter of 2017, the study included a comprehensive background material review, updated inventory, and analysis of the Town's waterfront, and an extensive community engagement process. Everyone with an interest in the future of the waterfront was provided with multiple opportunities to contribute their views and opinions - in both public and private forums between April and October, 2017. This included:

- Steering Committee meetings (5);
- Municipal Staff Interviews (20);
- Community Stakeholder Sessions (32 groups);

- Pre-Charrette Workshops (25);
- Community Design Charrette;
- Open House Workshops (4 dates/8 sessions);
- Resident Survey (over 2,000 respondents including nonresidents);
- User Group and Service Club Survey; and,
- Business Survey.

## Key Issues

During the planning process a number of key issues were raised, relating to general themes/topics and/or specific locations. Topics or themes included tourism, boat storage, and shared use of the harbour. Location-specific issues emerged for the following features or spaces: Cobourg Marina, Victoria Park Campground, the East Pier, Victoria Park Beach, and Victoria Park. Other more general issues included parking and traffic, and connections across the waterfront and to the downtown core.

Use of the harbour was one of the more contentious issues. Concern centred on the reported inability of some users to continue operating if any changes to the existing allocation of space occur. Specifically, the Cobourg Dragon Boat and Canoe Club (CDBCC), and the Survivor Thrivers Dragon Boat team report that any loss of the harbour area they currently use for programs and competitive training will result in their demise. Looking at this from a spatial perspective reveals an imbalance. The operating area of

the marina occupies only 24% of the entire harbour while hosting the greatest number of users through seasonal and transient boat slips, boat launching, reciprocal users docking on the west side of the centre pier, and boats anchoring on the west side of the harbour. The remaining 76% of the harbour is primarily used by three groups: the CDBCC, Survivor Thrivers and Cobourg Yacht Club Sailing School. Appendix I: Business Case for Cobourg Harbour and Marina provides additional information on users of the harbour.

Wherever possible, this plan attempts to address these issues and resolve, reduce or mitigate conflicts between competing interests.

## Goals & Objectives

The precursor to this study was the Parks Master Plan prepared by Peter J. Smith Company Inc., which was adopted by Council in 2013. It was prepared in consultation with the community to guide the development of the parks and open space system in Cobourg, of which the waterfront is one component. The primary goal of the parks master plan is to “enhance the urban waterfront as the primary attraction and premier destination in Cobourg.” The parks master plan identifies eight supporting goals and seven sub-goals. Five additional waterfront sub-goals are also provided as an essential part of creating a successful waterfront in Cobourg. Two key sub-goals include: 1) enhancing access to the waterfront for all users and improving utilization of the community’s assets, and 2) identifying revenue generating opportunities to help fund improvements and ongoing

maintenance of the waterfront. In pursuing these directives, the current plan is furthering intentions that were previously confirmed by the community.

This plan's recommendations advance the intent of the Parks Master Plan through initiatives that implement its waterfront goals and objectives. The directions embodied in this report comprise the next step in achieving the overriding intent of the Parks Master Plan by providing more detailed concepts and implementation actions.

## Recommendations

Eighty-three (83) waterfront initiatives were identified through the planning and consultation process. These are organized into ten locations/topic areas:

- 1.0 West Beach and Headland (8)
  - 2.0 Harbour (2)
  - 3.0 Marina (10)
  - 4.0 East Pier (9)
  - 5.0 Victoria Beach (14)
  - 6.0 Campground (8)
  - 7.0 Victoria Park (6)
  - 8.0 Parking and Traffic Management (11)
  - 9.0 Waterfront Linkages and Connections (4)
  - 10.0 Other Waterfront Parks and Open Spaces (11)

To help off-set the ongoing costs associated with the waterfront and provide ways to help pay for the proposed improvements without increasing taxes, this plan identifies a range of revenue generating options as a part of the 83 initiatives. Consultation revealed relatively strong opposition to increases in property taxes and user fees for residents. Revenue-generation, therefore, will be absolutely essential to realizing the improvements that were largely supported by the community.

## Revenue Generation

Ongoing costs associated with the waterfront include administration and management, maintenance, bylaw enforcement, dredging and capital repairs and improvements. These costs must be funded through taxes, user fees, attractions (marina, campground, floating playground), parking and grants from other levels of government. Existing and proposed revenue generating opportunities include space for events and weddings, renting of space on the beach (kiosks, cabanas and volleyball), campground, marina user fees (slips, boat lifting, storage and launch fees), and parking. The marina, campground and parking currently provide the main sources of revenue for the Town at the waterfront. Enhancements to the marina present the greatest opportunity to significantly increase revenue to help offset the millions of dollars of proposed improvements and costs associated with maintaining and operating the harbor and rest of the waterfront.

## Implementation Program

Each of the 83 initiatives was assessed using a matrix to help organize and prioritize their implementation. The ranking of results was the objective of the matrix, and used numerous criteria including project dependencies/efficiencies, safety, immediate service needs, degraded infrastructure requirements, and budget.

These individual initiatives were then organized into 24 cohesive projects and forecasted in a 24-year implementation schedule. A recommended implementation budget is provided with more detail in Appendix G: Cost Assumptions.

## Conclusion

This plan provides a detailed user needs assessment regarding Cobourg's waterfront and design recommendations for future improvements to address these needs. The resulting 83 initiatives, in 24 projects to be implemented over a 24-year period, provides the community with a roadmap to realizing aspirations to create a safe, vibrant and sustainable waterfront.

While most of the proposed projects are anticipated to be feasible and were strongly supported by the broader community at the time of plan preparation, it is expected that some of the recommendations may become political and controversial over time. While other recommendations may garner more support in the future. Adoption of a plan of this scale and timeframe assumes flexibility to

address new information, new opportunities and evolving perspectives as Cobourg grows and changes over time.

For each of the 24 projects, a separate process needs to be conducted to work out the finer details of planning, design, and implementation. While this plan provides the roadmap for implementation and highlights key elements as developed in consultation with the community, future Councils, in consultation with Town Staff will determine if, when and how these projects are implemented.

This is particularly important with regard to projects further out in the implementation timeline since new information or opportunities may emerge, community preferences may shift, and changes to the local economy and market may necessitate revisions to the plan. The plan, therefore, is a living document to be updated and adjusted over the life of its implementation. This includes advancing, delaying or amending projects to address current and future directions of Council.

# INTRODUCTION

Cobourg's waterfront is a defining part of the town. Recently an industrial port, community and political will has transformed the waterfront into an important community destination focused on recreation, cultural, tourism and the environment. However, this transformation is only at the beginning. While the industrial past is well hidden, there is still work to be done to address the needs of the community now and in the future.

This Waterfront User Needs Assessment and Detailed Design Plan expands on the work completed as part of the 2013 Parks and Recreation Master Plan and looks specifically at the waterfront and the community's priorities to have a beautiful, accessible and sustainable waterfront. This plan is based on the Town's most extensive community consultation process to date involving workshops, surveys and a design charette to help understand the community's interests.



Figure 1.1: Victoria Park Beach Promenade



# CONTEXT

## History of Cobourg's Waterfront

Cobourg harbour was established in the early part of the 19th Century, when schooners, steamers and then oil tankers helped establish the Town as an important commercial centre on Lake Ontario. In the early 1900s two ferries transporting coal, automobiles and approximately 1000 passengers traveled between Cobourg and Rochester on each trip. However, by the 1950s industrial activities had slowed significantly and the ferries stopped<sup>1</sup>. Over time as the economy has shifted oil drums and coal piles have been replaced by parks and condominiums as the vision of the Town's Secondary Plan has been implemented. This transformation continues today as the harbour's infrastructure which was established through various commercial and industrial activities shifts towards recreation and passive pursuits, public investment into the aging infrastructure is required. While most of the signs of the industrial past are no longer on the waterfront, there is still an opportunity to continue this transformation to realize the waterfront's full potential.



Figure 2.1: Cobourg Harbour 1870s



Figure 2.2: Cobourg Harbour 1907



Figure 2.3: Cobourg Harbour 1950s

<sup>1</sup> <https://www.cobourghistory.ca/assets/pdfs/CobourgHarbourHistory.pdf>

## Past Studies

A number of studies pertaining to or impacting Cobourg's waterfront have been completed over the last thirty years. This plan does not replace these studies but rather builds upon them to provide a comprehensive direction on waterfront improvements. Two studies are of particular importance. The 2013 Parks Master

Plan provides key directions of Cobourg's waterfront and was the impetus for this plan. The 2015 Marina Expansion Operations and Facilities Study provides technical information related to Harbour and Marina improvements. This plan builds on these, and all other waterfront studies identified in the table below.

Title	Author	Year
Downtown Cobourg Vitalization Community Improvement Plan	Dillon Consulting, RCI Consulting	2016
Downtown Cobourg Master Plan	Dillon Consulting, RCI Consulting	2016
Heritage Master Plan	MacNaughton Hermsen Britton Clarkson Planning Limited	2016
Recreation Strategy and Implementation Plan	MHBC & Raymond Consulting	2016
Cobourg Marina Expansion Operations and Facilities Study	Shoreplan Engineering Limited	2015
Strategic Plan	Town of Cobourg	2015
Tourism Investment Opportunities Study	The Economic Planning Group of Canada Tourism Consultants	2015
Parks Master Plan	Peter J. Smith & Company Inc.	2013
Transportation Master Plan	HDR, iTrans, Planning Alliance, Horizon Data Services	2011
Urban and Landscape Design Guidelines	Brook McIlroy Planning + Urban Design/Pace Architects	2010
Victoria Park Master Plan	Hough Woodland Naylor Dance Leinster, DMA Planning & Management Services	2002
Cobourg Harbour Land Design Concept	Totten Sims Hubicki Associates, Miriam Mutton Landscape Architect, J.E. Doubt Associates	1997
West Harbour Waterfront Development Plan	Hough Stansbury Woodland Naylor Dance Limited	1995
Harbour Development Strategy	Macaulay Shiomi Howson Ltd	1988

Figure 2.4: Past Waterfront Related Studies

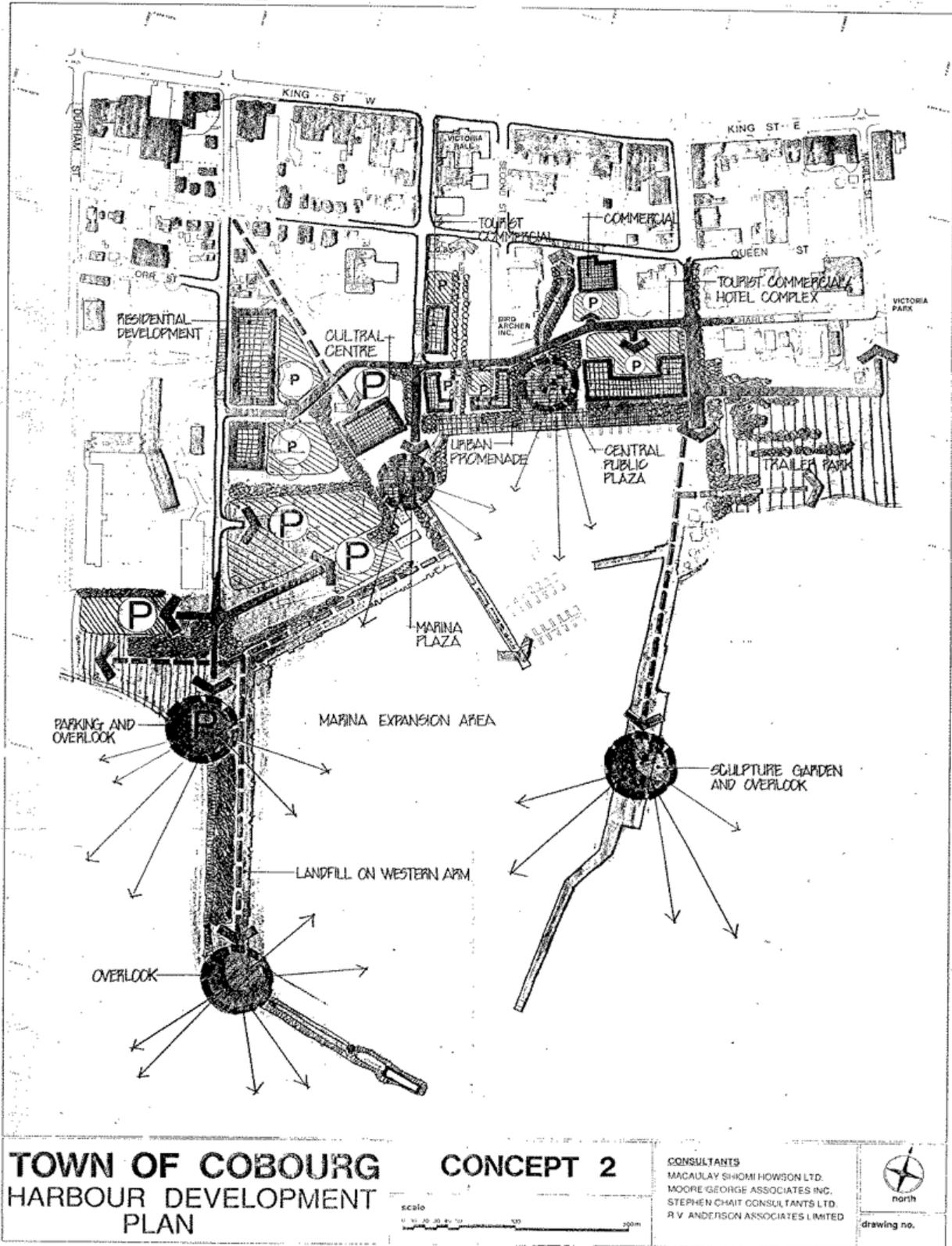


Figure 2.5: Cobourg Harbour 1956



Figure 2.6: 2018 Core Area for User Needs and Assessment Plan

## Study Area

This project covers Cobourg's Lake Ontario waterfront from Tracey Road east to Lucas Point Park. Donegan park was also included in this study due to its proximity to the waterfront and its role in supporting some waterfront related activities. The primary focus of the study is the central waterfront zone which includes the Harbour and Marina, Peace Park, West Beach and Headland, Rotary Park, East Pier, Victoria Beach, Victoria Park and Donegan Park. Secondary focus areas include the smaller waterfront parks and access points including Tracey Parkette, Monks Cove Park, Cedermere Ave Lookout, D'arcy Street Lookout, Brook Road Lookout, Lookout Point Park, Fitzhugh Shores Parkette and Lucas Point Park.

This study also looks at the larger context, including linkages to downtown, the adjacent neighbourhoods and streets, and overall linkages to the waterfront from the surrounding community.



Figure 2.7: 2018 Study Area for User Needs and Assessment Plan



# COMMUNITY ENGAGEMENT PROCESS

The study included an extensive community engagement process to provide everyone in the Town of Cobourg with an interest in the future of its waterfront multiple opportunities to contribute their views and opinions - in both public and private forums.

## Consultation with the Town

### Steering Committee

The study was led by a 10 member Steering Committee, comprising representation from Municipal Council, Town staff and organized users of the waterfront. The committee was made up of all members of the Parks and Recreation Advisory Committee along with staff from the Recreation and Culture Division. It was formed to support and oversee the consulting team in ensuring a comprehensive process was followed, and to critique the work of the team. The Steering Committee and the consulting team met at five key points during the study to prepare and/or review material that had been produced.

### Municipal Staff Interviews (March 21, 2017)

As a first step to understanding the context for the study, the consulting team met with 20 municipal representatives including the Mayor, all Councillors, the Parks and Recreation Advisory Committee, and staff from each of the following departments or services: CAO, Corporate Services, By-law and Policy, event coordination, tourism, Parks, Planning, marina/campground, and Public Works. One-on-one discussions were held with these people to

hear their experience with past waterfront initiatives and to gain their perspectives on the current study.

## Consultation with the Public

The study process included numerous opportunities for the general public and organized users to meet with the consulting team and contribute to the discussion and evolution of recommendations. The various in-person stakeholder sessions and the three community surveys are discussed below.

### Community Stakeholder Sessions

These events are listed in Table 3.1 on page 10 and described in more detail below. Each of the three open house/workshops included an opportunity for participants to provide written comments to questions or topics being addressed. The comment sheet responses are summarized in Appendix B.

### Open House/Workshop #1

The purpose of this session was to introduce the project, the consulting team, review relevant past studies and work done to date, outline the approach and schedule for the project, highlight key issues known to date and begin discussions with the community.

Event	Date/Time	Location	Number Participants*
Open House/Workshop # 1	April 4, 2017 4:00 - 6:00 p.m.	Cobourg Community Centre, D'Arcy St	62
Pre-Charrette Workshops	April 10, 2017 April 11, 2017 May 3, 2017 May 16, 2017	Town Hall	63 participants representing 30 agencies, organizations or groups
Open House/Workshop #2	May 10, 2017	Cobourg Community Centre D'Arcy St	41 23
• Session 1	4:00 - 6:00 p.m.		
• Session 2	7:00 - 9:00 p.m.		
Community Design Charrette	May 31, 2017 1:00 - 9:00 p.m.	Cobourg Community Centre D'Arcy St	102
Open House/Workshop #3	June 27, 2017	Knights of Columbus Centre, Spencer St.	62 32
• Session 1	4:00 - 6:00 p.m.		
• Session 2	7:00 - 9:00 p.m.		
Open House/Workshop #4	October 27, 2017	Cobourg Community Centre D'Arcy St	59 59 15
• Session 1	2:00 p.m.		
• Session 2	5:00 p.m.		
• Session 3	7:00 p.m.		

Table 3.1: Community Stakeholder Sessions  
\* minimums, as per the sign-in sheet

## Pre-Charrette Workshops

The purpose of these sessions was to meet with specific groups and interests that self-identified to the Town and/or were scheduled by the municipality, to discuss their current use and needs/aspirations for the waterfront, and to identify relevant opportunities or challenges. Over the course of four days, the team met with representatives of 30 groups, agencies and organizations for 45 minutes to one hour. A total of 63 people participated in these sessions. Appendix A contains a list of groups that were scheduled and those that participated.

## Open House/Workshop #2

The purpose of this session was to provide the community with an update on the study process, work initiated, and report back on what the consulting team had heard to date.

## Community Design Charrette

The purpose of this session was to provide a hands-on opportunity for participants to contribute to the design process. The room was organized into five stations with one or more consulting team members at each location to facilitate discussion and document input on maps of the waterfront via sketches,

sticky notes, comment sheets, etc. The stations comprised:

1. East Core Waterfront
2. West Core Waterfront
3. Waterfront Parks
4. Parking and Traffic Management
5. Linkages and Connections

### Open House/Workshop #3

The purpose of this session was to provide a project update, summarize the results of the community design charrette and surveys to date, present preliminary design concepts/recommendations, and provide participants with an opportunity to view/discuss proposed concepts and select the 12 they preferred from a total of 80 by applying stickers to illustrations and descriptions of each. The proposed concepts were organized into the following ten (10) geographic areas or topics:

1. West Beach and Headland: six (6) concepts
2. Outer Harbour: three (3) concepts
3. Marina: ten (10) concepts
4. East Pier: nine (9) concepts
5. Victoria Beach: twelve (12) concepts
6. Campground: eight (8) concepts
7. Victoria Park; six (6) concepts
8. Parking and Traffic Management: eleven (11) concepts
9. Waterfront Linkages and Connections: four (4) concepts
10. Other Waterfront Parks and Open Spaces (11)

### Open House/Workshop #4

This final public session included three separate sessions focused on presenting the draft recommendations and the team's approach to developing the scoring matrix used to help determine project priority and the subsequent forecasting of projects for implementation. High level cost estimates were also presented. The results of the comments received during this session are documented in detail in Appendix B. The feedback gathered was used to help further develop and refine the final recommendations in this plan.

## Surveys

Three on-line surveys were prepared to gather input from residents, waterfront users groups and service clubs, and the business community, respectively. Paper copies of surveys were also made available for those who did not opt to complete it on-line. The three surveys included common questions related to: 1) the need for improvements to the waterfront and (if appropriate) reasons for improvements not being required 2) potential design, use and operations directions for individual parks and waterfront areas/features, and 3) opinions on support for financing waterfront improvements. Respondents were also encouraged to provide examples of innovative waterfront developments in other places. In addition to these common inquiries, each survey contained a series of questions targeted to its intended audience. The varying content of each is outline below, and the results of each of the surveys are contained in Appendix D.

## Resident Survey

The resident survey collected information on the respondent's household use of waterfront parks and features in the core and in outlying areas of the Town. Activities enjoyed at the waterfront were reported, along with the age groups of those engaging in these pursuits. Respondent profile information including municipality of residence, length of residence in Cobourg, location of residence in Town by postal code, and the influence of the waterfront in decisions to move to Cobourg from other communities.

## User Group and Service Club Survey

This survey requested information from community groups, organizations and agencies that use the waterfront to provide their programs/activities, and service clubs that operate special events and/or contribute to the waterfront initiatives. Questions directed to these groups focused on the specifics of their programs/services; the users they serve and recent trends in participation/attendance in their programs, activities or events; their

use of/involvement in the waterfront; need for improvements to existing waterfront facilities/spaces that they use; interest in new facilities/spaces for their use; and willingness to support (financially or through services in kind) future improvements/enhancements to the waterfront. Groups that were emailed a letter introducing the project and the link to complete the online survey are listed in Appendix C.

## Business Survey

This survey requested information from Cobourg-based businesses on their relationship to the waterfront in terms of location and reliance on tourist/visitor trade. More generally, the survey asked about the benefits businesses derived from special events, competitions, meets, etc. that the Town hosted in the past year. Over 900 local businesses listed in the Town's Economic Development directory were emailed or mailed a letter introducing the project and the link to complete the online survey.

	Number Contacted	Number Viewed	Responded
Resident	open online	unknown	2,000 total: 1,226 residents (61.3%) 12.2% non-residents; 26.5% unknown
User Group and Service Club	61	34 (56%)	15 (25%)
Business	900+	110	max. 71 to any single question

Table 3.2: Total Number of Survey Participants

# KEY ISSUES

The following summarizes the main issues most commonly identified by the public during the consultation stage of the waterfront study. These issues or themes were raised by multiple individuals through the various engagement opportunities including stakeholder meetings, surveys, public open houses, comment forms and informal discussions. The points provided are summarized in no particular order and are described to help frame the context for the goals, objectives and proposed recommendations.

Key issues raised related to either topics and/ or specific locations. Topics or themes included tourism, boat storage, and shared use of the harbour. Location-specific issues included adding boat slips to Cobourg Marina, Victoria Park Campground, the East Pier, Victoria Park Beach, and Victoria Park. Issues that combined both overall themes and locations were parking and traffic, and linkages and connections.

Wherever possible, this plan attempts to address these issues and resolve, reduce or mitigate conflicts between competing interests, as indicated in the following commentaries and detailed in subsequent sections of the report.



Figure 4.1: Community Design Charrette



Figure 4.2: Community Design Charrette



Figure 4.3: Community Meeting/Workshop #2



Figure 4.4: Cobourg's Victoria Beach in Summer  
<https://www.cobourginternet.com/images/2015/beach/Cobourg-Beach-6-1200>

## Tourism

Tourism was raised by a small, vocal minority throughout the process as having a predominantly negative impact on Cobourg. Some of the main arguments raised against tourism include:

- Tourists overrun the beach during summer months preventing locals from using the waterfront;
- Visitors spend very little money in Town as they bring everything they need with them;
- Tourists leave excessive amounts of garbage/litter and exude excessive wear and tear on facilities;
- Tourists contribute to parking and traffic congestion; and,
- Tourists only visit a few months of the year. Therefore, it's not practical to provide infrastructure to support tourists.

## Commentary

Since its inception, tourism has been an important part of the Cobourg economy. However, these benefits are not seen by everyone due to the challenges created during the summer months. This includes accommodating crowds with current infrastructure (e.g., public washrooms), parking and traffic congestion. Providing strategies to help minimize the impacts and enhance the positive aspects of tourism need to be made a priority. Managing Tourism in a proactive manner will improve the use, enjoyment and financial benefit of the waterfront for all.

## Boat Storage

Concerns regarding boat storage came from both the general public and boaters. Key points raised include:

- Boats should be stored away from the waterfront to allow for unobstructed views of the harbour and lake;
- Boat storage is unsightly – more should be done to screen and minimize its visual impact on the waterfront;
- Boat storage is not well designed / used efficiently;
- Organization of boats prevents boaters from being able to easily access and maintain their boats;
- Cobourg should not provide storage. Boaters can go elsewhere to store their boats during the off season; and,
- Boat storage area is wasted space during the boating season.

## Commentary

On-site boat storage is a critical aspect of a successful marina. For Cobourg's marina to be a viable operation, boat storage needs to be provided on site. While smaller boats can be transported to locations away from the waterfront (like the former Public Works Yard which was recently converted into boat storage), transporting larger boats on public streets is not a viable option due to logistics, safety concerns and efficiency. While the current boat storage compound's location does not in fact screen views of the water, there is merit in reconfiguring the size and location of the storage area to minimize its impact on the waterfront experience. The boat storage compound could also be improved from an efficiency and operations perspective. Therefore the boat storage area should be reimagined as part of any future marina design to more sensitively integrate it into the surrounding landscape.



Figure 4.5: Boat Storage



Figure 4.6: Current Marina Routes

## Shared Use of Harbour

In addition to recreational boaters, Cobourg Harbour is used by individuals and groups for small watercraft activities. Canoes, kayaks, sail boats, dingy racing, dragon boaters and paddle boarders all actively use the protected harbour for training, competition, and pleasure boating/recreation. Some key points raised during the consultation process include:

- Silting of the harbour is an ongoing issue. Silt needs to be actively managed to maximize area available for boating;
- Space is limited for paddling and dragon boat training. While there is no absolute minimum length required for a straight lane on a training course, 500 metres is considered an ideal minimum since it mimics competitive racing conditions. However, given the harbour's size achieving this distance is not possible. Currently the harbour provides straightways of approximately 400 to 450 metres for training purposes (depending on the route) and users are concerned about any potential reduction to this distance;
- Enjoying views of the harbour from the East Pier and near the boat launch is an important past time for many residents. Any improvements made need to take this into consideration;
- Parking for users during peak periods needs to be addressed; and,

- The harbour is an important stopover for migratory birds. Please refer to Appendix H for the report by PLAN B Natural Heritage which summarizes the environmental aspects of the harbour and its importance as a stopover location for migratory birds.

### Commentary

Currently Cobourg's marina occupies approximately 44,889 m<sup>2</sup> or 24% of the harbour. With the balance of the harbour available for rowing, paddling, sailing and other small watercraft activities. While this is a busy harbour most stakeholders view the current interactions between different groups/activities as positive with few if any conflicts. However, the paddling and rowing groups involved in the study strongly oppose any changes to the harbour citing this would restrict the space available for paddling and rowing in the harbour. The challenge is that the Marina pays for and operates the facilities which allows for dragon boating and canoeing to occur. Limiting the marina's operations to the current slip configuration is detrimental to the long term viability of the entire harbour operation including dredging and upkeep and repair of the docks, piers and other associated amenities.

Through extensive consultation and research of national/international canoe/kayak/dragon boat racing standards, we have concluded that there is sufficient space available for both an enhanced marina operation with additional slips and for smaller watercraft including dragon boats, canoes and kayaks. This includes providing space for training including a straight

# 04

run of approximately 400 to 500 metres which is equivalent to the space available today.

It is important to note that regardless of the configuration of the harbour, it is not large enough for sanctioned race events which require a minimum of 700 metres for Dragon Boat competitions (500 course length with space for start and finish).

While some groups have demonstrated an unwillingness to compromise on space utilization of the harbour, we believe the harbour is large enough to accommodate all users and allow for greater revenue generation to help pay for the costs of the upgrades necessary to achieve the level of service expected by the community.

Enhancing access and accommodating a variety of users/uses is an important aspect of this plan. The challenge is to provide sufficient space, amenities and resources for users without compromising the needs or enjoyment of each. Finding a balance between the various interest groups will be critical.



Figure 4.7: Boats rafted two deep on west side of Centre Pier



Figure 4.8: Boats tied along East Pier



Figure 4.10: HMCS Goose Bay Visiting Cobourg's Harbour



Figure 4.9: View of Harbour from West Headland

## Marina Operations

The discussion around marina operations was the most hotly contested issue. Proponents on both sides of the discussion raised a number of issues including:

- Additional boat slips would interfere with space available for other boating activities including canoe, kayak and dragon boating;
- As a business, the marina requires additional slips to maximize its revenue potential, pay for required upgrades, and pay for the amenities enjoyed by all users;
- The marina caters to only a few (affluent boaters) and does not provide any benefit to most citizens of Cobourg;
- Additional slips would obstruct views of the harbour;
- There is insufficient demand to warrant expansion as most slips appear empty during the boating season; and,
- The level of services provided is at a tier below what is ideal to be competitive with other marinas on Lake Ontario. For the marina to be viable it needs to enhance the services provided and be a full service facility.

## Commentary

While some questioned why the Marina expansion was still being discussed as part of this study, it remains an important issue that needs to be carefully considered. The marina offers more to Cobourg than a place for a few boaters to dock their boats. More than 1,000 boats move through the harbour each year with 300 boats docking on the west side of the Centre Pier. It is an important revenue stream for the town that helps maintain the entire harbour for all citizens to enjoy. This includes funding for dredging, and maintenance of the east pier and break walls, boat launch and boat storage.

In order to provide a comprehensive report and to further assess the marina operations thinc design partnered with Touristics to review the business case for the harbour and Marina. The report is provided in Appendix I.

Some of the key findings from Touristics' study include:

- The annual profit from the marina operation has been paying for all harbour expenses, thus eliminating the need for the tax payers to pay for the harbour expenses;
- Transient boaters who visit Cobourg spend more money locally than seasonal boat owners and therefore an important part of Cobourg's economic development;

- A number of potential sources for increased or new revenue exist including but not limited to introducing longer slips, boat rentals, concierge service and seasonal lease agreements;
- New and improved facilities such as the provision of power and water on the west side of the centre pier that is rented by the Cobourg Yacht Club would attract more reciprocal boaters and increase tourist spending in the Town;
- Additional slips will increase the revenue potential of the marina operation and permit an even greater contribution to covering the capital cost associated with the harbour and especially for the refurbishment of the East Pier that will otherwise fall on the taxpayers;
- The marina should provide a lift service and the use of a travel lift and hydraulic trailer is the best option from a safety and operational standpoint for providing a lift service at Cobourg Marina.



Figure 4.11: Cobourg Marina



Figure 4.12: Campground



Figure 4.13: Campground Connection

## Campground

The Cobourg Campground elicits passionate opinions on whether or not it is appropriate for the Town to operate a trailer park on the waterfront. Some of the main points raised by both sides of the issue include:

- Campground serves only a few who use it as an economical seasonal residence;
- It occupies a significant amount of precious waterfront land that could be transformed into a public amenity for all to enjoy;
- The campground is rundown and unsightly, with campsites located immediately adjacent to the boardwalk;
- Creates conflicts between campers and pedestrians on the boardwalk;
- Campground is in need of significant upgrades (water, sanitary, electric) to properly serve campers;
- Registration system is outdated and caters primarily to locals who can line up to reserve their camp site for the season;
- Campground is a cherished resource unlike any other. People have been visiting the campground for decades as an annual retreat;
- Campground provides activity on the waterfront all times of the day and night, providing “eyes on the street”; and,
- It is one of the few facilities that generates revenue for the Town.

## Commentary

For many the campground has significant sentimental value and is an important summer place. For others, the campground is an eyesore that is not appropriate for Cobourg’s public waterfront and needs to be repurposed and integrated into the larger waterfront. A solution that best fits the vision for Cobourg’s waterfront, and balances the short and long-term, is needed.



Figure 4.14: East Pier

## East Pier

The East Pier is an iconic element of Cobourg's waterfront. It is a popular destination for people to park their cars and enjoy views of Lake Ontario as well as the downtown. The pier hosts a midway during the Waterfront Festival and periodically has large ships moor on the west side, which are a valued waterfront attraction. Cobourg's lighthouse is located at the end of the pier, although it is no longer accessible due to safety concerns. Some of the most common issues raised pertaining to the East Pier include:

- The pier is an important destination for citizens to view the water;
- Vehicular access is important for those who cannot walk the length of the pier to enjoy its benefits;
- Unique feature of Cobourg's waterfront;
- Safety is an ongoing concern - structural integrity of pier needs to be addressed;
- Lack of barriers can be a safety concern, especially during special events;
- Access to light house is desired;
- Street racing is a problem during summer months; and,
- Potential as a deep-water dock not fully realized.

## Commentary

The pier has significant potential as a key attraction, not only on Cobourg's waterfront but along the shore of Lake Ontario. Its size, proximity to Victoria Park Beach, and ability to accommodate large vessels on the west side make it a unique asset with unrealized potential. However, the pier will require significant investment to make it a safe destination to continue and/or expand its use and revenue generating potential from a wide range of events and users.

## Victoria Park Beach

Many people, including those who have chosen to relocate to Cobourg, attribute Victoria Park Beach as one of the primary reasons for their first visit to the Town. However, the popularity of the beach is a contributing factor to the contempt many feel towards tourists/visitors and their use of the waterfront during the summer. Some of the main issues raised regarding Victoria Beach include:

- Over-crowded during the summer, with insufficient facilities to accommodate the number of users (washrooms, food concessions and waste disposal);
- Conflicts between small watercraft access and beach goers;
- Contravention of by-laws against activities such as barbequing and littering;
- Illegal drop-offs and parking on neighbouring residential streets; and,
- Lax bylaw enforcement.

## Commentary

While the beach is well used and loved by many, it suffers from the effects of intense use during the summer. Improvements will need to consider managing a high volume of people now and in the future to provide a safe and enjoyable beach experience for both residents and visitors. During the summer, further organization of activities to minimize conflicts between user groups needs to be explored.



Figure 4.15: Victoria Park Beach Wayfinding

## Victoria Park

Victoria Park is an important heritage park and community destination all year round. Its large mature trees, Cenotaph, band shell, large picnic/shade structure and lawn bowling club are some of the park's notable features. It hosts a number of Cobourg's special events including the Highland Games, Rib Fest and the Rotary and Lion's Club's events during the Waterfront Festival, as well as a number of smaller concerts and events throughout the year. Some of the main issues raised during the consultation process include:

- Park has insufficient infrastructure (water and electrical) to support special events without the use of generators and water from lawn bowling club;
- Existing trees make organization of vendor stalls difficult and periodic new tree planting often further complicates layout;
- Events can have a negative impact on the park's trees and sod.
- Cenotaph location makes organization of space for events difficult as it needs to be kept accessible at all times;
- Closure of the park to paid events prevent park access;
- Residential community adjacent to park is frequently impacted by special events (crowds, noise, traffic, parking);
- Washrooms facilities are inadequate and temporary washrooms are often located too close to residents; and,

- Park is an important destination for special events and the only location large enough to host events.

### Commentary

For Victoria Park to continue hosting special events it will require significant investment in the park's infrastructure combined with a strategy to deal with planting and on going landscape maintenance and improvements.

## Parking and Traffic

During the summer months – in particular during special events – parking and traffic congestion surrounding the waterfront was a common concern. Some of the issues raised include:

- Limited parking for residents downtown during summer months;
- Limited on-street parking adjacent to residents' homes;
- Parking for harbour users limited during summer months, especially during special events;
- Need for designated drop-off and pickup areas;
- Need for designated parking for those who have a slip/boat at the marina; and,
- Need for stronger and consistent enforcement of parking bylaws and more stringent fines to help deter parking infractions.

## Commentary

Many of the traffic and parking issues are related to cumulative summer use of various locations on the waterfront - e.g., Victoria Beach, Victoria Park, the harbour - and the associated influx of both local users and visitors. This is a peak season issue, which translates into traffic congestion and a shortage of parking for a limited amount of time each year. Moreover, waterfront use varies with the amenability of the weather, and so is not consistently intense even during peak season. In addition to cost considerations, therefore, building capacity specifically to accommodate peak demand for parking at the waterfront would produce excess capacity for most of the year. Consequently, while expanding the supply of parking in the core may be part of the solution, better use of existing parking supply beyond the waterfront area is an essential consideration in the plan.

## Linkages and Connections

Linkages for pedestrians and cyclists along the waterfront is an important consideration. While some work has been completed in the past to provide a safe route along the waterfront, more work is needed to realize the full potential of a connected waterfront in Cobourg and to its neighbours. Some of the main points raised include:

- Lack of signage/awareness by visitors regarding the proximity of downtown and other destination to the waterfront which might encourage cross visitation;
- East-west waterfront pathways and sidewalks could be better signed and designed for uninterrupted travel;
- Opportunities should be sought to acquire access to private parcels to provide a waterfront pathway along Cobourg's waterfront with future consideration of extending to Port Hope over the long term; and,
- Consider accessibility and AODA for safe travel along existing and future routes.

## Commentary

There is interest in, and rationale for, improving linkages within the waterfront area itself, and between the waterfront and areas to the north, east and west.

Traffic and parking are dealt with separately so this topic relates to non-vehicular flow. Proposed solutions may be:

- material (e.g., trails, sidewalks, paths);
- conceptual (e.g., designed into landscape and architecture; directional signage);
- for movement (e.g., walking, cycling, in-line skating, scooting); and,
- for people management (e.g., directing people around vs. through an area).

While not vehicle specific it should complement traffic and parking management strategies and be used to reduce vehicle accommodation, as appropriate.

# KEY DIRECTIONS: GOALS AND OBJECTIVES

Cobourg's waterfront is a defining aspect of the Town. Once a busy industrial port on Lake Ontario, it has been transformed into an important cultural, tourism, economic and recreation centre for the local community and visitors. This plan further facilitates the waterfront's transition by creating a destination for the enjoyment of all users with a focus on recreation, culture and the natural environment. It strikes a balance between uses and user groups with an eye to long-term operational sustainability.

## Waterfront Goals

The precursor to this study was the Parks Master Plan prepared by Peter J. Smith Company Inc., and adopted by Council, in 2013. It was prepared in consultation with the community to guide the development of the parks and open space system in Cobourg, of which the waterfront is one component.

The primary goal of the parks master plan is to "enhance the urban waterfront as the primary attraction and premier destination in Cobourg". The parks master plan identifies eight supporting objectives:

1. Encourage compatible and character appropriate commercial uses
2. Reduce the impact of parking on the experience of the waterfront
3. Support and promote the highest and best use of the waterfront
4. Strengthen the connection between the downtown and the waterfront

5. Improve the flow circulation at the waterfront and strengthen east-west connections
6. Support multi-modal transportation
7. Promote and accommodate year-round use of the waterfront
8. Enhance boat facilities and water based activities

It identifies seven sub-goals for the waterfront with supporting descriptions to provide further clarification.

1. **Identity:** Cobourg's waterfront is a unique, memorable and unified experience that truly reflects the history, culture and geography of the Town.

Cobourg is a waterfront community; its identity has intertwined with the history and culture of life and commerce at the lake. Therefore, it is critical that the plan recognizes the importance of the waterfront and captures the spirit of the Town.

2. **Access:** All of Cobourg's waterfront is accessible in all seasons

It is of prime concern that everyone has the ability to enjoy the lake and to support downtown businesses and lakefront facilities. By planning for all season accessibility (physical and visual) across the waterfront use is expanded beyond the typical summer and shoulder seasons, incorporating this essential asset into the fabric of the community.

3. **Connectivity:** Cobourg's waterfront is a cohesive whole, where destination nodes are linked and direct people along the waterfront.

Currently, connections to and along the waterfront are inadequate and the waterfront is not perceived as a unified entity, but as a series of disjointed spaces. As such, it is necessary that the plan promotes connectivity along the waterfront.

4. **Downtown Linkages:** Cobourg's waterfront is linked, both physically and visually, to the downtown through enhanced sightlines, walkways, open spaces and amenities.

Access to the downtown and the central common should be accented to promote community, business, and culture. Beneficial for both waterfront users and downtown vibrancy, it is necessary to incorporate clear linkage between the two into the plan.

5. **Gathering and Event Space:** Cobourg's waterfront event space accommodates a variety of simultaneous events and gatherings and expands across the entire waterfront area.

The Town has numerous public events, both on the waterfront and in Donegan Park. It is important for the plan to view the entire waterfront as a gathering space so that people may easily move along the streets and waterfront space, stimulating economic development in support of the downtown.

6. **Signature Anchors:** Cobourg's waterfront is identifiable by a clearly defined signature anchor.

Currently, the waterfront does not have an anchor that reflects the identity of the Town. Therefore, it is important that the plan creates a single iconic facility that represents Cobourg's waterfront. A signature anchor demonstrates the significance of the waterfront as a visitor destination and provides an educational component for the benefit of all.

7. **Cobourg's waterfront reflects modern ecological principles in the development of all facilities, complete streets and amenities.**

Principles of sustainability including long term health of the waterfront needs to be considered in all improvements. This includes consideration of reduced reliance on fossil fuels, ecosystem health and healthy active living.

## **Additional Goals**

The current plan's recommendations advance the intent of the Parks Master Plan through initiatives that implement its waterfront goals and objectives. The directions embodied in this report comprise the next step in achieving the overriding intent of the Master Plan by providing more detailed concepts and implementation actions. The planning process undertaken for this study suggested the need to develop several additional waterfront sub-goals. The following are viewed as essential to successful waterfront planning in Cobourg:

**8. Publicly owned waterfront should remain in the public realm.**

Waterfront lands should remain under public control for the public's use and enjoyment. Further, the acquisition of waterfront parcels under private ownership should be considered when opportunities present themselves.

**9. The waterfront is a unique, limited resource that should be devoted to uses that are appropriate to and compatible with it, and recognize the imperative of environmental stewardship.**

Considerable progress has already been made in this regard, given what Cobourg's waterfront was only thirty years ago. Opportunities to enhance the waterfront through appropriate uses, preservation of public access, and views to and from the water, should be a focus of future waterfront planning. Further, every opportunity to integrate environmental planning initiatives into waterfront improvements – such as low impact

development – should be considered as part of the design and implementation process.

**10. As a public amenity, the waterfront must provide a balanced range of opportunities for everyone to access, use, and enjoy it.**

Initiatives to enhance Cobourg's waterfront are purposeful in their intent to optimize the use of a limited resource by many different interests. Inevitably, these interests will sometimes compete or conflict. As a public amenity, the use of waterfront areas/resources for specific activities or by specific groups does not imply control of these areas/resources or the authority to veto other legitimate uses. Conflicting or potentially conflicting uses of the waterfront should be resolved through negotiation and compromise, with the intent of accommodating all users.

**11. Emphasis should be placed on initiatives that generate revenue and have reinvestment potential while complementing the primary uses of the waterfront.**

Long-term financial sustainability of the waterfront needs to be considered in the planning and implementation of initiatives. To the extent possible, physical enhancements, amenity provision, and ongoing operations should be funded by users. At the same time, subsidies to fund users should be based in municipal policy that clarifies the parameters of support and is consistently applied.

12. Access to, and use of, the waterfront should be expanded and enhanced with a strong orientation to the future.

Cobourg's waterfront is evolving as the community's expectations and needs change. As a long-term commitment, this plan must anticipate the changing demographics of the community, and consider both current users and future generations of users.

The recommendations proposed in this plan are rooted in the above noted goals and objectives for the waterfront.

# RECOMMENDATIONS

Eighty-three (83) separate waterfront related initiatives have been identified through the planning and design process. These initiatives comprise both physical/infrastructure and operational improvements. They are based on the outcomes of the community engagement process (see Section 3.0), the incorporation of relevant material from previous work conducted by the Town (see Section 2.0), site visits and the use of GIS mapping, and the team's previous experience in waterfront planning and design. The initiatives are organized into ten waterfront locations/topic areas:

1. West Beach and Headland (8)
2. Harbour (2)
3. Marina (10)
4. East Pier (9)
5. Victoria Park Beach (14)
6. Campground (8)
7. Victoria Park (6)
8. Parking and Traffic Management (11)
9. Waterfront Linkages and Connections (4)
10. Other Waterfront Parks and Open Spaces (11)

The following sections discuss recommendations for each of the ten locations/topic areas. A general description of the design framework is provided, followed by a discussion of recommended initiatives, and to which waterfront goals each initiative responds to. This is followed by a discussion of other relevant considerations and revenue generating potential.

The potential for revenue generation, although not strictly considered a design element, is discussed in its potential to contribute to financing the costs associated with infrastructure improvements. Revenue generation is a key consideration since the Town has limited options to help pay for these improvements beyond taxes and user fees.

For details on implementing these initiatives (recommendations), please refer to the Implementation section of this plan.



Figure 6.1: West Beach and Headland Plan Conceptual Rendering Plan

## 1.0 West Beach and Headland

Located on the western half of Cobourg's core waterfront, the West Beach and Headland area provides a sharp contrast to the more developed and active Victoria Park Beach, harbour and marina. The area is characterized by a natural, unmanicured aesthetic with rocky shoreline, native plant species and informal pathways. For those looking for a more rugged, natural waterfront experience, it is a place to enjoy birdwatching and views of the harbour and Lake Ontario.

A number of key considerations for the design and development of the West Beach and Headland area have been identified:

- Preserve the Headland and West Beach as a naturalized area
- Provide space along the beach east of the headland to accommodate a small watercraft
- Celebrate the beach and headland's contrast to the more developed areas of the waterfront
- Take advantage of views towards the Town and harbour
- Minimize intervention, as it already possesses key desirable attributes
- Refine and expand appropriate management practices for the site
- Enhance wildlife viewing opportunities, particularly for observing migratory birds in the harbour

- Provide safe and accessible walkways, seating and viewing platforms
- Maintaining the breakwall as an inaccessible area, to allow it to function as a safe roosting location for migratory birds

Eight primary initiatives should be implemented:

- 1.1 Pedestrian walkway along headland
- 1.2 Beach and headland naturalization
- 1.3 Signage, wayfinding and interpretation
- 1.4 Pathway fingers
- 1.5 Ecology garden pathways
- 1.6 Viewing area at breakwall
- 1.7 West boardwalk lighting
- 1.8 Former School Track and Field

The following provides further details on each initiative:

### 1.1 Pedestrian walkway on headland

*Waterfront Goals: 2, 3, 7, 9*

- Minimum 3 metre wide compacted stone dust walkway
- Alignment to meander slightly to sensitively integrate pathway into landscape
- Seating nodes at key locations providing views of harbour and Lake Ontario
- Connection from boardwalk and marina parking lot to proposed viewing



Figure 6.2: West Beach and Headland Existing Conditions



Figure 6.3: West Beach and Headland Conceptual Rendering

platform at breakwall (#1.6)

- Connection to beach, west of boat launch

### **1.2 Beach and headland naturalization**

*Waterfront Goals: 9, 10*

- Cleanup headland to remove concrete debris and miscellaneous waste
- Plant nurse crop followed by meadow grassland plantings on either side of proposed walkway (#1.1)
- Work to be designed and implemented in consultation with Willowbeach Field Naturalists and Ecology Garden
- New shrub and tree planting to be minimal to preserve views to water
- Ongoing tree and shrub pruning required to preserve views

### **1.3 Signage, wayfinding and interpretation**

*Waterfront Goal: 3*

- Enhance existing interpretive signage and wayfinding signage required to integrate headland with boardwalk and beach
- Work with Willowbeach Field Naturalists and Ecology Garden to develop interpretive themes. Recommend developing a series of signage pertaining to migratory birds and unique waterfowl that frequent Cobourg's waterfront

### **1.4 Pathway fingers**

*Waterfront Goals: 2, 3, 7, 9*

- Provide new pathway fingers to extend access from existing boardwalk south, closer to water
- Install a toe rail on both sides of the existing and proposed boardwalks to improve accessibility and safety by providing a low curb to keep wheelchairs and strollers on the elevated walkway
- Provide seating opportunities at end of fingers for improved proximity to water

### **1.5 Ecology garden pathways**

*Waterfront Goals: 2, 3, 7, 9*

- Work with Ecology Garden to expand pathways south of boardwalk and west of Hibernia Street
- Design pathways to avoid encouraging short cutting by walkers

### **1.6 Viewing area at breakwall**

*Waterfront Goals: 1, 2, 3, 7, 9, 11*

- Viewing area at south end of headland at breakwall
- Designed to be slightly elevated to provide 360° view of harbour/Town and Lake Ontario
- Construct from natural materials (armourstone and granular paving) to sensitively integrate into headland aesthetic

- Integrated seating
- Design to allow for multi-season use
- Revenue generation opportunity for location to be used for weddings and photography to help leverage a sector that has considerable economic opportunities

### 1.7 West boardwalk lighting

*Waterfront Goals: 2, 3*

- Add pedestrian lighting to west boardwalk
- Integrate lighting which is dark sky and sensitive to wildlife

### 1.8 Former School Track and Field

*Waterfront Goals: 9, 12*

- Remove fencing and integrate property with west beach
- Provide pathway connection across south end of property
- Engage school board and community in process specific to future use of site to reintegrate into the larger community

### Other Considerations

Design, implementation and management of the west beach and headland area should be in keeping with a naturalized aesthetic. Key considerations include:

- Discontinue event parking and vehicular access west of Hibernia
- Discontinue dumping and alteration of soils and plants on headland
- Ensure maintenance and management protocols are conducive to encouraging a healthy ecosystem, including respecting requirements of wildlife (i.e. nesting and roosting locations)
- Treat the headland, west beach and breakwater as inter-related parts of the habitat for waterfowl
- Coordinate dredging operations to allow for some shallow pockets to remain for waterfowl (#2.1)

### Revenue Generating Potential

The viewing area at the breakwall (#1.6) could provide a venue for weddings and photography. The design of the headland's pathways, landscape, and seating, should consider this opportunity.



*Figure 6.4: Existing Conditions of the West Beach and Headland*



*Figure 6.5: Precedent Image of the West Beach and Headland*

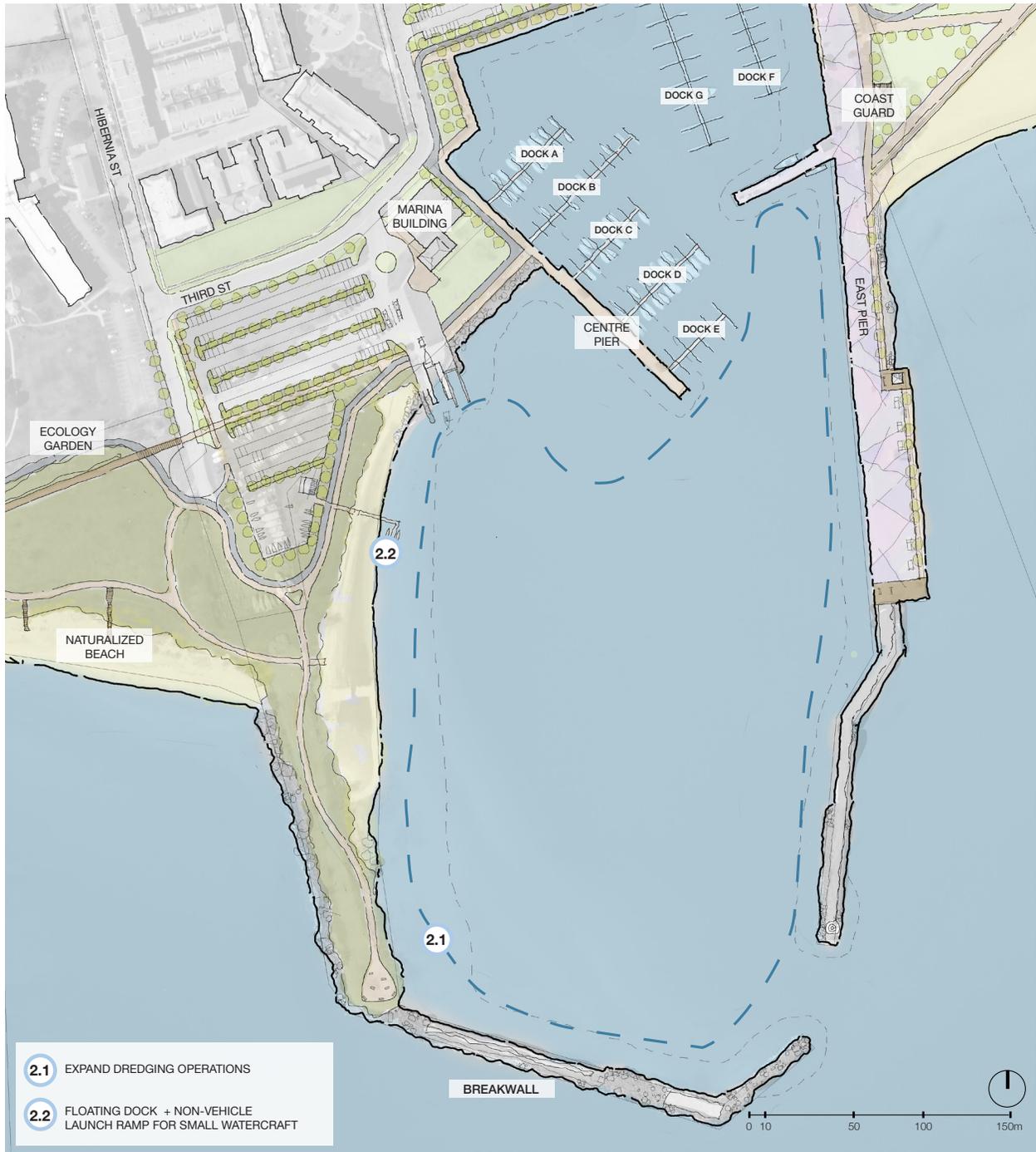


Figure 6.7: Harbour Conceptual Rendering Plan

## 2.0 Harbour

Cobourg's harbour is an important passive and active recreation amenity for a number of different groups including:

- Marina users
- Coast Guard
- Dragon boaters, canoers, and kayakers
- Dinghy sailing
- Standup paddle boarders (SUP)
- Birders/wildlife viewing
- Swimmers

Within these groups are individuals of all ages and abilities - beginners to experienced, and disabled to able-bodied boaters. The harbour is used by numerous user groups, including: learn to sail and paddling programs, competitive training, anchoring, commercial/government/naval, boat launching, racing and additional recreational uses.

Siltation of the harbour is an ongoing challenge. While regular dredging occurs, expanding the scope of dredging operations would provide more space for users, particularly along the western edge of the harbour.

A number of key considerations for the harbour have been identified, including:

- Allow for safe shared use by all users
- Provide direct and safe access to water from storage compound for non-motorized watercraft (e.g., dinghies, canoes, kayaks and SUPs)

- Support ongoing maintenance of harbour to ensure long-term viability of the space for all types of water-based activities

Two initiatives have been identified:

- 2.1 Expand dredging operations
- 2.2 Floating dock and non-vehicle launch ramp for small watercraft

During the consultation process a third initiative described as "formalized paddling course (small buoys and signage) for shared use of the harbour" was proposed. However, feedback received during the consultation process was not positive regarding this proposal. It was subsequently determined by the paddling community that this initiative is not warranted since there are no conflicts between the different user groups and, therefore, it is not included in the final recommendations.

The following provides further details on each initiative:

### 2.1 Expand dredging operation

*Waterfront Goal: 10*

- Siltation is an ongoing challenge in the harbor. Silt is currently restricting use / preventing full use of harbour
- Expanding dredging operations will provide more space for non-motorized watercraft and reduce potential conflicts between users by providing more space
- Some shallow areas should still be protected for waterfowl



Figure 6.8: Current Marina Operating Area

- Dredging equipment should be stored in a more discrete location to avoid obstructing and cluttering views to the harbour/waterfront

## 2.2 Floating dock and non-vehicle launch ramp for small watercraft

*Waterfront Goals: 7, 9, 10*

- Provide designated dock and launch ramp for smaller, non-motorized craft
- Dock and launch should include a location for universal access
- Provide pathway connection between new launch ramp and storage compound for a safe, accessible route that is separated from the parking lot

## Other Considerations

The paddling community actively voiced their concerns throughout the consultation process regarding the space needed to train in the Harbour. While adding slips to the marina (refer to initiative 3.10) would consume a fraction of the space that is sometimes used for paddling, it is only a small percentage of the overall space available.

It is important to note that the west side of the Centre Pier is an important part of the Marina's Operation Area. The area is regularly used for mooring and anchoring boats during peak periods and is a busy area for boats using the launch.

While an ideal course length for training is over 500 metres to match a competitive dragon boat race course length, the Harbour is already currently undersized at approximately 400 to 480 metres, depending on the alignment. Other forms of paddling face similar challenges. As the harbour is for all users sharing of the space and resources is needed.

Allowing for paddling sports is an important part of the plan, but the operational requirements of the marina, including access to the boat launch and west side of the centre pier need to be considered. The plan on the facing page illustrates how marina operations on the west side of the Centre Pier in no way prevent paddling sports from utilizing the harbour for both current and future uses.



Figure 6.9: Marina

## Revenue Generating Potential

Groups that currently use the harbour for summer camps or training do so at no cost. While charging to use the harbour is not generally supported by those groups most likely affected, however, like with most of the Town's recreational programs, services and facilities they should involve user fees to address costs. These costs are expected to increase as this plan is implemented. Moreover, the current situation in which some users pay for access to some harbour-related services, and others do not pay, is inequitable. While the proportionate distribution of fees may vary widely, all users should pay something towards the provision of public facilities they use. Alternately, if certain groups are deemed deserving of a 100% public subsidy, this should be determined as part of criteria-driven policy. Any such policy would be based on determining the costs that should be born by users, and developing an approach to distributing these equitably among the various individuals and groups that use the harbour.

It is our understanding that the Town does not have a comprehensive user fees policy for municipal services. Ideally, fees for use of the harbour and associated amenities should become part of a broader municipal policy over the long-term. In fact, such a policy for the harbour might provide the model for a Town-wide approach to user fees.



Figure 6.10: Realigned Paddling Courses

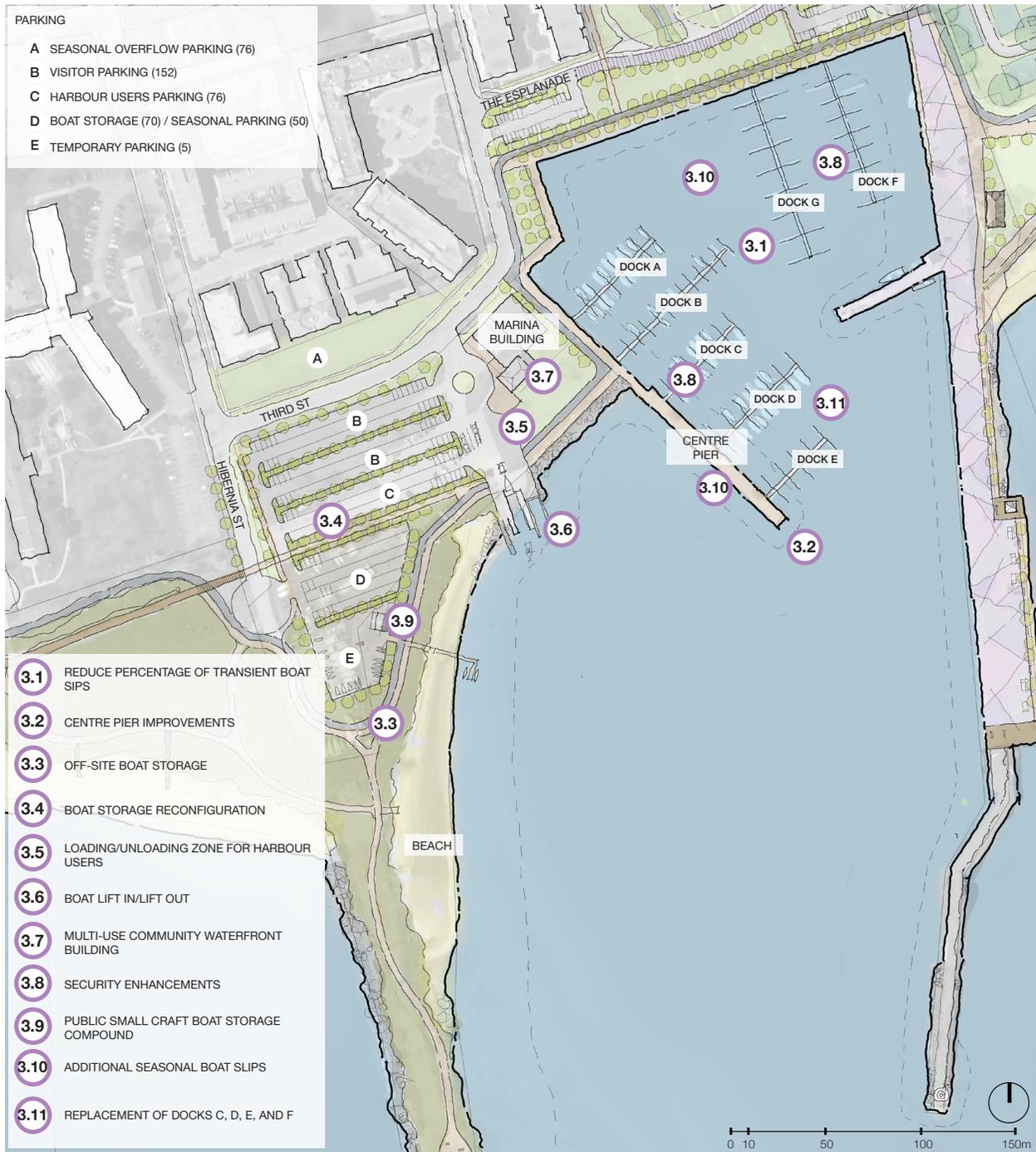


Figure 6.11: Marina Conceptual Rendering Plan

### 3.0 Marina

The marina is a defining component of Cobourg's Waterfront. It has 218 boat slips, a single lane boat launch ramp, a fuel dock and a sanitary pumpout station. The central pier provides docking on the west side with space for anchoring of boats as well. The 4500 square foot Administration Building supports all aspects of the harbour, including harbour, marina, campground and dredge. The building contains office, washrooms and shower facilities. Boat storage is located in a secure 1.12 acre compound at the south end of Hibernia Street and can accommodate 65 to 70 boats.

The marina is strategically located for both tourism and utilitarian purposes. Tourism benefits from short and long stays by visitors who take advantage of the Marina's proximity to the downtown core and its services. From a utilitarian perspective, it provides the only harbour of safe refuge between Whitby and Presquile Bay, a distance of 60 nautical miles, and was selected to support a permanent coast guard station.

The Cobourg Yacht Club (CYC) uses the marina and is stationed out of a two-level building occupying 1400 square feet. In the past, the CYC has provided boat lift in/lift out service for its members as well as for other marina users. However, due to safety and operational challenges associated with using cranes and volunteers to undertake this work, the CYC will discontinue this service in 2018.

In 2016 the marina generated in excess of \$676,000 in revenues and paid more than \$563,000 in expenditures. The expenditures

included harbour maintenance costs that were not related to marina operations. The majority of these expenditures are paid to local individuals and businesses. This means the marina generated more than \$45,000, which were deposited into a marina reserve fund. These funds are used to fund capital expenses relating to the marina as well as the harbour.

Through revenue collected from marina users, the marina pays for the operation and maintenance of the entire harbour. This includes the cost of dredging the harbour, as well as ongoing maintenance and repair of the harbour's facilities and infrastructure including - but not limited to - the centre and east pier, boat slips, boat launch, boat storage compound, fuel dock and Waterfront Administration Building.

The 218 slips comprise 149 seasonal and 69 transient spaces. Seasonal slips are rented on an annual basis to those who use the marina as their base, and transient slips are available for short-term, visiting boaters. The Town keeps a waiting list of those interested in seasonal rental.

The development of a full service and self-sustaining municipal marina was strongly supported by the community. The goal is to better accommodate non-marina uses in the harbour while maintaining the same level of marina service, streamlining its operations, and enhancing revenue potential.

Some of the key challenges facing the marina that need to be addressed include:

- Ability to safely lift boats in and out of the water

- Boat storage (configuration, efficiency, locations, and capacity)
- Infrastructure and equipment approaching the end of its life cycle
- Parking and access to marina by marina users
- Revenue generation

To ensure the marina can continue providing its current level of service, ten key initiatives have been identified:

- 3.1 Align percentage of transient boat slips with demand
- 3.2 Centre pier improvements
- 3.3 Off-site boat storage (implemented Fall 2017)
- 3.4 Boat storage reconfiguration
- 3.5 Loading/unloading zone for marina users
- 3.6 Boat Lift In/Lift Out
- 3.7 Multi-use community waterfront building
- 3.8 Security enhancements
- 3.9 Public small craft boat storage compound
- 3.10 Additional seasonal boat slips
- 3.11 Replacement of Docks C, D, E and F

The following provides further details on each initiative:

### 3.1 Align percentage of transient boat slips with demand

*Waterfront Goals: 10, 11, 12*

- Community expressed a desire to provide additional slips for seasonal users to reduce the wait list and improve access to local residents.
- Conversion of slips from transient to seasonal should only be undertaken if transient demand reduces.
- Town should continue to closely monitor interest in seasonal boat slips and the use of slips by transient boaters to maximize revenue potential
- Implement initiative in conjunction with initiative #3.10: Additional seasonal boat slips to address long-term demand by seasonal boaters

### 3.2 Centre pier improvements

*Waterfront Goal: 11*

- Pier is in poor condition and in need of repairs and upgrading to provide safe access for all waterfront users
- Reconfigure pier to provide safe and secure docking for various types of watercraft
- Upgrade water and electrical servicing (#3.10)
- Upgrades should include provision for a future accessible dock as part of providing additional slips should this proceed (Refer to report prepared by Shoreplan 2015 for more detailed information)

### 3.3 Off-site boat storage (implemented in Fall 2017)

*Waterfront Goal: 11*

- Use the former Public Works Yard located at 390 King St. West
- Capacity for approximately 45 to 50 boats (under 30ft in length)
- Provides additional winter boat storage capacity

### 3.4 Boat storage reconfiguration

*Waterfront Goals: 3, 7, 11*

- Reconfigure boat storage to improve efficiency and pedestrian circulation around the south end of the boat storage compound between west beach and marina
- Design compound to accommodate designated vehicular parking for marina users during boating season while providing some space for boat storage for boats unable to launch during the season
- Provide storage space for a fee for clubs and organizations such as the Cobourg Dragon Boat and Canoe Club
- Provide visual buffer of storage from waterfront residences

### 3.5 Loading/unloading zone for marina users

*Waterfront Goal: 10*

- Designate convenient location for marina users pickup and drop off
- Provide designated marina user parking in close proximity to this area

### 3.6 Boat Lift In/Lift Out

*Waterfront Goals: 10, 11*

- Provide a safe and permanent lifting well/haul out slip to accommodate a travel lift, adjacent to existing boat launch
- Purchase a hydraulic trailer to transport boats to the winter storage area to improve efficiency of on-site storage space and remove boats from land-based waterviews.
- Provide space in boat storage compound to park travel lift when not in use, to reduce visual obstruction of harbour during off season.
- Consider constructing a groin/shoreline revetment in conjunction with lifting well to help minimize siltation of slip from sand (refer to Shoreplan 2015).

### 3.7 Multi-use community waterfront building

- Consolidate CYC building and marina building into a single waterfront facility to house waterfront operations, CYC, dragon boaters, canoe and

kayak club and provide space for each organization, as well as public amenities including washrooms, restaurant, meeting/gathering spaces

- Design space to accommodate hall rental with kitchen facilities (weddings, celebrations, etc.) as well as public food and beverage
- Design building as iconic landmark for Cobourg and site to capitalize on waterfront location and views/vistas
- Design building to minimize obstruction of views from adjacent condominiums

### 3.8 Security enhancements

*Waterfront Goal: 11*

- Provide locked gates at end of docks to help prevent unauthorized access to boats
- Central pier to remain and be designed and further enhanced as a publicly accessible waterfront amenity/space

### 3.9 Public small craft boat storage compound

*Waterfront Goals: 10, 11*

- Secured storage for small crafts (canoes, kayaks and dinghies)
- Marina to charge fees for rental of space for storage, offices, training, etc. as a revenue generator
- Provide connection between new compound and small craft floating dock (#2.2)

### 3.10 Additional seasonal boat slips

*Waterfront Goals: 11, 12*

- Provide additional slips to increase revenue and address demand for seasonal slips
- Prioritize adding slips through efficiencies in dock configuration  
Undertake in conjunction with initiative 3.11 Replacement of Docks C, D, E and F)
- Space available for approximately 60 to 100 slips. Refer to report by Touristix in Appendix I for further details
- Phased approach to address cost and ensure capacity meets future market demand

### 3.11 Replacement of Docks C, D, E and F

*Waterfront Goals: 11, 12*

- Repair or replacement of docks needs to be planned for as part of ongoing maintenance and upkeep
- Look at full range of options and implement as part of a phased strategy
- For further details refer to Appendix I: Business Case for Cobourg Harbour and Marina

## Other Considerations

The following information needs to be considered as part of the proposed recommendations/initiatives:

### Boat Lift In/Lift Out Services and Boat Storage

Providing lift-in/lift out capabilities is viewed as a critical component of the marina's ability to remain a sustainable operation. A full service, marina must offer lift-in/lift out services as well as boat storage. With the CYC no longer offering this service, the Town must take on the responsibility and role.

A travel lift would allow boaters flexibility in boat haulage at any time of year, and is safer and less expensive than using rented cranes/manpower or volunteers. A lack of lift-in/lift-out capabilities and related boat storage would result in a significant reduction in seasonal slip rentals and, therefore, a loss in revenue. This revenue gap would have to be covered by additional tax dollars to fund the upkeep and repair of the marina's facilities as well as dredging and ongoing maintenance of the east pier. Unless other revenue streams were implemented to make up the difference, it would lead to less services and amenities for other waterfront users.

## Consolidation of User Facilities and Operations

Currently the marina is primarily the responsibility of the Town, while some facilities/programs are operated by the Cobourg Yacht Club (CYC) including the clubhouse, learn to sail programs, and lift in/lift out services (to be discontinued in 2018). However, the ability of the CYC to continue to provide its current level of service to members and the wider community is questionable given the size of its membership, its reliance on volunteers, and an aging membership. The costs associated with aging infrastructure and required clubhouse and associated facility upgrades need to be considered in preparing a plan for the marina that is sustainable over the long-term.

To help accommodate boaters and other harbour users (non boaters) a framework based on partnerships and sharing of resources and amenities is required. The central piece of this initiative should be the multi-use community waterfront building (#3.7) that can support harbour-specific users and events, as well as community-wide events. Community partners would include the CYC, Cobourg Dragon Boat and Canoe Club, Survivor Thrivers, and other organizations interested in regularly using the facility for their activities (meetings, training, operations, social events, fundraisers, summer camps, etc.). The facility would also be available for public rentals (e.g., special events, weddings, workshops, meetings, etc.) and general public access to waterfront amenities (restaurant and washrooms, change room facilities).

It is recommended that the Town take a leadership role in the development and operation of a waterfront facility, and partner

with groups such as the CYC and Cobourg Dragon Boat and Canoe Club.

For further details on a number of the above recommendations, please refer to the report prepared by Shoreplan for the Town of Cobourg in 2015, and the Business Case for Cobourg Harbour and Marina prepared by Touristix (the latter is provided in Appendix I).

## Revenue Generating Potential

The marina represents significant unrealized potential for revenue generation for the Town. Despite the fact that it supports the cost of maintaining the entire harbour area, including dredging, East Pier repairs and dock maintenance, it currently makes a modest profit and has the potential to increase revenue through a variety of methods including but not limited to:

- Introducing user group fees
- Increasing/introducing storage fees for all types of watercraft
- Charging separately for utilities consumption, as appropriate
- Increasing dockage fees, to cover all cost associated with services used
- Adding seasonal additional slips (#3.10)
- Raising rates for transient slips
- Increasing markup on gas and other items sold at marina
- Multi-use community waterfront building rentals

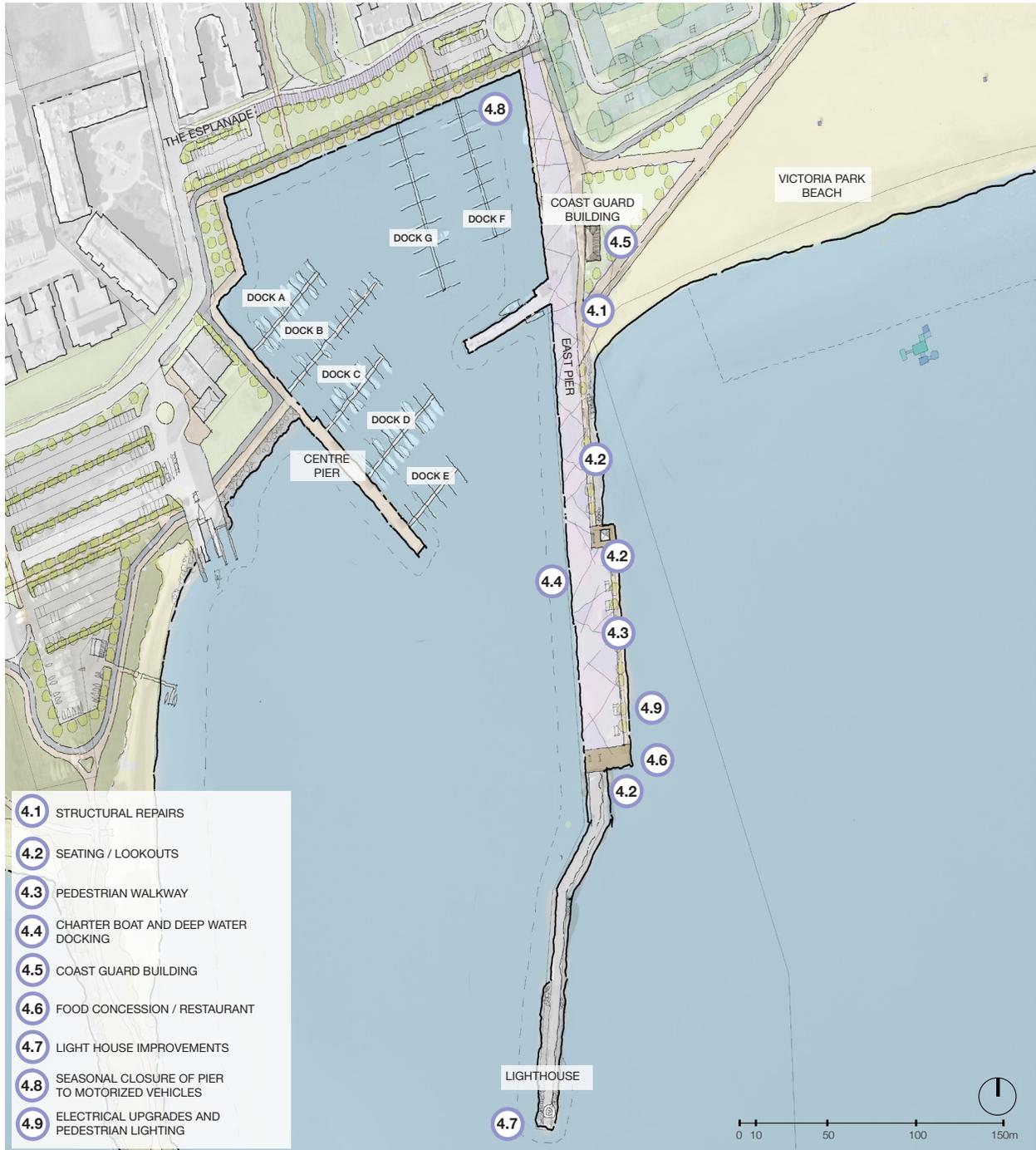


Figure 6.12: East Pier Conceptual Rendering Plan

## 4.0 East Pier

The East Pier is on the east side of the harbour. The main trunk of the pier is 400 metres long and 30 metres wide at its widest point. It is largely unobstructed and features a toe rail along the edge and several seating nodes. The coast guard building and dock are at the north end. At the south end, the pier ends and connects to the breakwater which leads to the lighthouse.

The pier is a popular, year-round destination for residents and tourists. Many enjoy driving onto the pier where they can park their cars for an unobstructed view of the lake. During the Waterfront Festival, the pier supports the midway. It can also accommodate large visiting ships on the west side. However, the pier is showing its age. It has structural issues and requires ongoing maintenance and repair to fix sinkholes. There are also concerns regarding illegal street racing that often occurs at night.

Nine initiatives pertaining to the East Pier have been identified:

- 4.1 Structural repairs
- 4.2 Seating/lookouts
- 4.3 Pedestrian walkway
- 4.4 Infrastructure for charter boats and deep water docking
- 4.5 New Coast Guard building
- 4.6 Provide food concession / restaurant
- 4.7 Light house improvements
- 4.8 Seasonal closure to motorized vehicles
- 4.9 Electrical upgrades and pedestrian lighting

The following provides further details on each initiative:

### 4.1 Structural repairs

*Waterfront Goals: 1, 2, 3, 5, 6, 11*

- Undertake structural repairs of East Pier including east breakwater
- Continue to ban pedestrian access to east breakwater due to safety concerns and to allow for gathering of migratory birds
- Weight requirements/capacities need to be understood in relation to continuing to host special events, such as the midway during the Waterfront Festival.

### 4.2 Seating/lookouts

*Waterfront Goals: 2, 5*

- Provide seating nodes along pier with view of harbour, downtown and Lake Ontario
- Provide viewing platform at south end, appropriate for viewing migratory birds on east breakwater
- Provide options for shade and potential plantings
- Configuration to preserve unobstructed space for events

#### 4.3 Pedestrian walkway

*Waterfront Goal: 3*

- Provide safe and accessible clearway along east pier from Division Street to east breakwater
- Provide night lighting for pedestrian safety
- Provide railing between walkway and edge of pier

#### 4.4 Infrastructure for charter boats and deep water docking

*Waterfront Goals: 11*

- Provide opportunities for docking on west side of east pier
- Investigate options to enhance safety for pedestrians along west side of pier by introducing a railing or bollards and chain to provide separation between pedestrians and edge of pier.
- Docks to support charter boats
- Include pedestrian ramp access
- Include lighting and security measures
- Consider designated parking area for users of this facility
- Provide an environmentally friendly fish cleaning station

#### 4.5 New Coast Guard building

*Waterfront Goals: 2, 3*

- Work with Fisheries and Oceans on design/construction of new Coast Guard administration and station house

- Provide ramp access from pier to beach – configuration dependent on design/location of Coast Guard facility
- Town to work with Fisheries and Oceans to ensure architecture and design are in keeping with heritage aesthetic of Cobourg harbour
- Town may consider contributing additional funds to project to address building upgrades to make sure design is in keeping with local vernacular in regards to architectural heritage and design excellence

#### 4.6 Provide food concession, restaurant

*Waterfront Goal: 11*

- Designate pier space for food and beverage sales – either retrofitted shipping container(s) or food truck(s)
- Provide power and water to accommodate vendors
- Provide space for setup of seasonal washroom facilities

#### 4.7 Light house improvements

*Waterfront Goal: 6*

- Upgrade lighthouse as an icon for the harbour and marina (e.g., paint and special programmable LED lighting which can be tailored to reflect the season or special events)
- Leave walkway connection closed for pedestrian safety and to preserve breakwall as a bird roosting location



Figure 6.13: East Pier Existing Conditions



Figure 6.14: East Pier Conceptual Rendering

- For further details on the importance of both breakwaters to migratory shore birds and waterfowl, please refer to the report prepared by Plan B Natural Heritage in Appendix H.

#### 4.8 Seasonal closure of pier to motorized vehicles

*Waterfront Goals: 3, 5, 12*

- Restrict motorized vehicular access during peak season to ensure a safe pedestrian environment and reduce potential for street racing

#### 4.9 Electrical upgrades and pedestrian lighting

*Waterfront Goals: 3, 5*

- Provide electrical upgrades to provide required lighting and power for special events
- Coordinate work with structural repairs and specialty lighting for light-house

### Other Considerations

A key consideration for all proposed initiatives is user safety. For all areas on the waterfront there are inherent dangers that must be considered. Currently there are minimal barriers between the edge of the pier and the water below. The waves can overtop the pier at times, and this factor needs to be considered during the detailed planning and design of structural repairs/upgrades and amenity provision. Features need to be located with appropriate setbacks, and in some instances where pedestrian traffic is expected to increase, railings or barriers may be required.

The Waterfront Festival midway should be moved from the pier to another location. The risk of serious injury or accident is apparent given the inherent dangers associated with waterfront piers such as the exposed location to wind and waves, and the height of the pier. The structural integrity of the pier must also be confirmed. A decision regarding the future of the midway on the pier must also be considered in relation to the Town's level of investment in repairing the structure for future events.

### Revenue Generating Potential

The east pier has the potential to generate revenue for the Town through leasing dock space to fishing and tour boat operators, as well as seasonal rentals of space for food and beverage sales.



Figure 6.15: East Pier



Figure 6.16: Victoria Beach Conceptual Rendering Plan

## 5.0 Victoria Park Beach

Cobourg’s beach is a key destination for tourists in the Greater Toronto Area. It is a unique recreational resource that many urban communities along Lake Ontario do not possess. Thousands visit each summer to enjoy the large white sand beach and easy access to Lake Ontario for swimming and other recreational uses. In addition to casual use, this space and its environs host a number of organized events each year, including the Waterfront Festival, Sandcastle Festival, Cobourg Highland Games and beach volleyball tournaments. The beach is also used by Cobourg residents, and for many of the same reasons that it attracts visitors. As a result, significant pressure is placed on the beach and the surrounding community. Pressures include:

- washrooms and change rooms (capacity)
- parking and traffic flow (congestion and contraventions)
- bylaw enforcement
- garbage collection

To help alleviate tourism pressures and enhance the beach’s function for both residents and visitors to enjoy, fourteen initiatives have been identified:

- 5.1 Wood trellis improvements
- 5.2 Walkway enhancements
- 5.3 Playground and waterplay enhancements
- 5.4 Accessibility enhancements

- 5.5 Adjust swimming areas to accommodate small craft launch areas (currently underway as a pilot project)
- 5.6 Change rooms and foot washing stations
- 5.7 Provide permanent beach volleyball posts
- 5.8 Additional washrooms with extended hours of operation
- 5.9 New food and concession opportunities for small businesses
- 5.10 Outdoor fitness
- 5.11 Enhanced bylaw enforcement
- 5.12 Review beach grooming practices
- 5.13 New lifeguard stations consistent with Town’s heritage/aesthetic
- 5.14 Floating Playground

The following provides further details on each initiative:

### 5.1 Wood trellis improvements

*Waterfront Goal: 3*

- Replace and upgrade existing structures nearing end of their life cycle
- Phase repair/replacement in conjunction with other projects

### 5.2 Walkway enhancements

*Waterfront Goal: 3*

- Improve walkway along north edge of beach

- Provide additional accessible locations to/from beach
- Coordinate work with initiative #6.2 Beach/campground interface improvements

### 5.3 Playground and waterplay enhancements

*Waterfront Goals: 6, 12*

- Relocate and integrate existing playground and waterplay into one children's activity zone
- Combine with initiative #5.10 Outdoor fitness stations

### 5.4 Accessibility enhancements

*Waterfront Goals: 3, 7, 12*

- Provide an accessible access from east pier to the beach
- Provide additional mobility mats with access to water's edge
- Coordinate additional accessible location with initiative #5.2 Walkway Enhancements
- Provide signage at key locations identifying accessible beach access points

### 5.5 Adjust swimming areas to accommodate small craft launch areas

*Waterfront Goals: 7, 10*

- Reduce extent of swimming area at each end to provide a minimum 6 metre wide small craft launch location

for canoes, kayaks and standup paddle boards and surf boards

- Reduce outer limit of swimming area to allow boats to paddle east/west closer to shore
- Provide roped area to designate floating playground

### 5.6 Change rooms and foot washing stations

*Waterfront Goal: 7*

- Provide change rooms, separate from washrooms, to allow visitors private change facilities
- Incorporate foot washing stations with change facilities

### 5.7 Provide permanent beach volleyball posts

*Waterfront Goal: 7*

- Provide 4 to 6 permanent beach volleyball courts at east end of beach to minimize conflicts with swimming areas
- Posts to be imbedded in ground
- Users to supply nets

### 5.8 Additional washrooms with extended hours of operation

*Waterfront Goal: 7*

- Provide second washroom building
- Provide accessible and family washroom stalls



Figure 6.17: Mobi-Mat on Victoria Park Beach



Figure 6.18: Existing Activity Zone at Victoria Park Beach

### 5.9 New food and concession opportunities for small businesses

*Waterfront Goal: 11*

- Identify second food concession space on beach
- Investigate potential for: licensed patio space; beach kiosks rentals for sales of beach related items and services (e.g., SUP, cabanas, chairs, etc.)

### 5.10 Outdoor fitness

*Waterfront Goal: 10*

- Provide a range of adult fitness stations in a designated fitness zone
- Provide stations on sand surface
- Plan in association with initiative #5.3 Playground and waterplay enhancements

### 5.11 Enhanced bylaw enforcement

*Waterfront Goals: 9, 10*

- Additional signage
- Additional enforcement, especially during peak use periods to address illegal parking and safety and security issues

### 5.12 Review beach grooming practices

*Waterfront Goal: 7*

- Undertake review of current beach grooming/maintenance practices to minimize disturbance of beach area to help reduce the quantity and

distance sand travels into adjacent neighbourhood

### 5.13 New lifeguard stations consistent with Town's heritage/aesthetic

*Waterfront Goals: 6, 7, 9*

- Replace existing lifeguard stations with new structures
- Design to accommodate small building with surrounding deck
- Provide an iconic destination on beach – individually designed features with unique character
- Construct to be moveable / provide flexibility in placement to accommodate other beach events
- Design stations to be in keeping with local vernacular in regards to architecture, colour and design excellence

### 5.14 Floating Playground

*Waterfront Goals: 9, 11, 12*

- Provide location for inflatable playground adjacent to swim area
- Location needs to consider all user groups to ensure it does not interfere with the safe use and enjoyment of Victoria Park Beach for swimming, SUP and other water sports
- Location and configuration to be refined as required to address issues should they arise

## Other Considerations

A key aspect of these recommendations is the design and configuration of the central beach activity area south of the Victoria Park bandshell. This area needs to be reimagined as part of the primary destination for beach goers. It includes removing the basketball courts, consolidating the children's playground, upgrading the splash pad, and introducing the adult fitness equipment. Enhanced food, washrooms and seating options are also proposed. In effect, it will comprise an identifiable activity hub within the larger beach and park area.

## Revenue Generating Potential

Despite being Cobourg's biggest tourism draw, and with the exception of the canteen operation, Victoria Park Beach provides little direct revenue to the Town. Additional revenue streams worth investigating include initiative #5.9 New food and concession opportunities for small businesses and parking.



Figure 6.19: Campground Conceptual Rendering Plan

## 6.0 Campground

The Victoria Park Campground is a hotly contested topic among the citizens of Cobourg. It is a 3.8-acre parcel, bordered by Division St. to the west, Victoria Park Beach to the south, Victoria Park to the east, and mixed-use residential and commercial development and Centennial Pool to the north. The park consists of 71 serviced R/V sites and 5 unserviced tent sites. There is an on-site sanitary disposal station.

In 2016, the campground generated in excess of \$279,000 in revenues and paid out over \$107,000 in expenditures. The majority of expenditures are for services provided by local individuals and businesses. The campground generated a surplus in excess of \$172,000, of which \$20,000 was transferred into a reserve fund for future capital expenses for the campground and \$152,000 was used to help offset general tax levies.

While there is strong support for the campground to remain in operation in its current location due to both the amenity and revenue it provides, there is also strong opposition by those who feel it is an eyesore. While there is very little support to use the land for a waterfront hotel as was proposed in a tourism asset study in 2015, many support the idea of phasing out the campground and integrating it with the larger waterfront.

The recommendation of this study is to leave the campground in its current location, and make a number of improvements to help reduce its visual and operational impact on the waterfront.

Eight initiatives related to the campground have been identified:

- 6.1 Service upgrades at campground (water, sanitary and electrical)
- 6.2 Beach/campground interface improvements
- 6.3 Extend/expand use
- 6.4 Service building upgrades
- 6.5 Registration system upgrades (online) (in process)
- 6.6 Increase rates and revise policies
- 6.7 General landscape Improvements
- 6.8 Provide multi-use trail connection around campground perimeter

The following provides further details on each initiative:

### 6.1 Service upgrades at campground (water, sanitary and electrical)

*Waterfront Goals: 9, 11*

- Upgrade existing services for each campsite

### 6.2 Beach/campground interface improvements

*Waterfront Goals: 9, 11*

- Realign walkway along south end of campground/north end of beach to provide a visual and physical buffer
- Space to include both the realignment of the multi-use recreational trail around the campground (#6.8), as well as public boardwalk/walkway adjacent to the beach

- Plantings to include shade trees to preserve views under tree canopies

### 6.3 Extend/expand use

*Waterfront Goals: 9, 11*

- Extend camping season beyond current months into shoulder seasons by adding small seasonal yurts or single room cottages for short term rental for more comfortable and/or cool weather camping
- Use campground for special features during the other seasons (e.g., skating loop in the winter)

### 6.4 Service building upgrades

*Waterfront Goals: 9, 11*

- Upgrade and modernize washroom and laundry facilities

### 6.5 Registration system upgrades (online) (in process)

*Waterfront Goal: 11*

- Upgrade registration system to allow for online reservations

### 6.6 Increase rates and revise policies

*Waterfront Goal: 11*

- Increase rates to maximize revenue potential of campground
- Reduce maximum length of stay to encourage more turnover during the season

### 6.7 General landscape Improvements

*Waterfront Goals: 9, 11*

- Site restoration to improve grading of drainage on individual sites
- Provide new tree planting to replace aging trees in campground
- Reconfigure layout to improve efficiencies and enhance separation between sites

### 6.8 Provide multi-use trail connection around campground perimeter

*Waterfront Goal: 3*

- Provide 3 metre wide asphalt trail around campground to link east and west ends of existing waterfront trail
- Align pathway to provide connection across Division Street and avoid existing jog in alignment



Figure 6.20: Victoria Park Beach Existing Conditions



Figure 6.21: Victoria Park Beach Conceptual Rendering

### **Other Considerations**

During the consultation process, more than one resident proposed using the campground space for boat storage during the off-season. Unfortunately the number and size of trees located in the campground makes this proposal unfeasible. However, other opportunities to extend use of the campground into other seasons should be investigated. This may include hosting special events in the fall after the campground closes, or using the campground road as a skating loop during the winter. The redesign of the campground needs to consider a range of such possibilities.

### **Revenue Generating Potential**

Over the years, the campground has proven itself to be a profitable business for the Town. Through the consultation process, many users suggested the users fees were well below what they would be willing to pay, given the campground's unique setting and proximity to the beach and other amenities. Therefore, as per initiative #6.5 Increase campground rates and revise policies, it is recommended that rates be increased next season, and again once improvements are made to the campground.



Figure 6.22: Campground during summer



Figure 6.23: Campground during winter



Figure 6.24: Campground Conceptual Rendering Plan

## 7.0 Victoria Park

North of Victoria Park Beach, Victoria Park is an important destination in Cobourg. It plays host to a number of gatherings and annual special events such as the Highland Games, Waterfront Festival, and Ribfest. The band shell is also an important aspect of the park, and supports a variety of music events throughout the year. The park's aging infrastructure, however, is limiting its ability to support large events. In turn, the size and number events held in the park each year impact the park and its ability to recover from intense use.

Six initiatives have been identified for the park:

- 7.1 Electrical and water service upgrades
- 7.2 Bandshell improvements
- 7.3 Pathway improvements/connections
- 7.4 Additional shade structures
- 7.5 Public washrooms
- 7.6 General park enhancements (trees, sod, seating)

The following provides further details on each initiative:

### 7.1 Electrical and water service upgrades

*Waterfront Goals: 5, 11*

- Upgrade water and electrical service connections to support special events and help eliminate/reduce the need for gas generators
- Plan service connection locations in consultation with organized users (e.g., Highland Games, Rotary and Lions

Club) to ensure placement does not impede efficient layout

### 7.2 Bandshell improvements

*Waterfront Goals: 5, 11*

- Accessibility improvements
- Improve washrooms

### 7.3 Pathway improvements/connections

*Waterfront Goals: 3, 5, 11*

- New pathways improving linkages to surrounding community
- Pathways to provide formal organization of spaces for special events
- New pathways to respect historical aesthetic of park with a rectilinear arrangement
- Pathway arrangement to be coordinated with initiative #7.1 Electrical and water service upgrades

### 7.4 Additional shade structures

*Waterfront Goal: 7*

- Additional shade structures to accommodate use by special event organizers and general public (e.g., family picnic)
- Potential to rent structures

### 7.5 Public washrooms

*Waterfront Goals: 5, 7*

- Provide public washroom to help alleviate pressure on beach washroom
- Place washroom away/buffer from residential areas

### 7.6 General Park enhancements (trees, sod, seating)

*Waterfront Goal: 7*

- Additional trees to replace those nearing end of lifecycle
- Provide additional seating along pathways – locate to avoid conflicts with special events

### Revenue Generating Potential

While the Town sees financial benefits indirectly from the various community events hosted in Victoria Park, most groups do not pay the Town to use the park. It is recommended that the Town charge permit fees to use the park, and help recover costs and wear and tear on park facilities. The feasibility of metering power and water consumption during events should also be considered when upgrading these services and in establishing rates for use.

### Other Considerations

The permitting of the park for special events needs to be properly managed to ensure the park is protected and respected. This includes placing proper restrictions on permitted uses, and enforcement of rules and regulations. This may include but is not limited to restricting the size and types of vehicles allowed access to the park, the placement and operation of kiosks and equipment, and proper protection of walkways, trees, sod and other vegetation. Activities in the park should minimize potential impacts on adjacent residents through proper event site planning, adhering to noise by-laws, and placement of temporary facilities such as washrooms.



Figure 6.25: Bandshell at Victoria Park  
<https://picsofcanada.com/2013the-50th-cobourg-highland-games/>



Figure 6.26: Parking and Traffic Management Plan

## 8.0 Parking & Traffic Management

During periods of peak tourism, parking and traffic is one of the primary concerns raised by residents - particularly on summer weekends and during special events such as the Waterfront Festival, Highland Games, Rib Fest and Sandcastle Festival. While the Town has taken some steps to reduce parking and traffic issues, many residents think more can be done to make tourists pay for parking without negatively impacting residents. In particular residents who live in close proximity to the waterfront are interested in this type of approach to traffic and parking management.

Eleven initiatives related to parking and traffic management have been identified:

- 8.1 Parking permits for waterfront residents
- 8.2 Improvements to pickup and drop-off circle at foot of Charles Street
- 8.3 Tiered parking strategy
- 8.4 Event shuttle service
- 8.5 Downtown parking structure
- 8.6 Improved parking and traffic signage and by-law enforcement
- 8.7 Esplanade parking and traffic flow improvements
- 8.8 Metered parking on streets adjacent to waterfront during peak season
- 8.9 Formalize overflow parking at Donegan Park
- 8.10 Reconfiguration of Hibernia Street/ Marina parking lot

- 8.11 Seasonal use of boat storage compound as overflow parking

The following provides further details on each initiative:

### 8.1 Parking permits for waterfront residents

*Waterfront Goal: 11*

- Provide parking permits to waterfront residents who are negatively impacted by changes to the parking structure through the implementation of a tiered parking strategy (Initiative 8.3)
- Permits would be provided to allow for parking within close proximity of their residence
- Conduct parking permit initiative as a pilot project
- If pilot is successful, issue permits on a yearly basis

### 8.2 Improvements to pickup and drop-off circle at foot of Charles Street

*Waterfront Goals: 3, 12*

- Reconfigure drop off loop to maximize efficiency and visibility
- Provide signage directing cars to drop off loop from all approaches to waterfront
- Implement initiative in association with improvements to Victoria Park Beach playground and associated amenities improvements

### 8.3 Tiered parking strategy

*Waterfront Goals: 11, 12*

- Increase parking rates and reduce maximum parking period for lots closer to waterfront
- Lots further from waterfront should be less expensive with longer stays (all day) permitted
- Provide signage to inform visitors of tiered parking strategy to encourage parking further away from waterfront
- Implement strategy in association with initiative #8.4 Event Shuttle Service

### 8.4 Event shuttle service

*Waterfront Goal: 12*

- Expand shuttle service to waterfront to parking areas further from downtown
- Promote shuttle service with all promotional material and on Town website
- Consider a shuttle loop to provide multiple stops along waterfront, downtown and to parking lots north of the downtown

### 8.5 Downtown parking structure

*Waterfront Goals: 4, 11, 12*

- Investigate feasibility of providing Covert Street parking structure
- Work with downtown businesses to develop strategy to address needs of business in regard to pay structure, validating parking, etc.

### 8.6 Improved parking and traffic signage and by-law enforcement

*Waterfront Goals: 11, 12*

- Provide parking strategy that is clear and legible for both residents and visitors
- Use colour coded signs to help direct users to various parking options (parking duration, rates, etc.)

### 8.7 Esplanade parking and traffic flow improvements

*Waterfront Goal: 3*

- Undertake pilot project to close Esplanade during summer using temporary barriers / bollards
- If pilot is successful, close Esplanade seasonally to traffic
- Provide exit to Esplanade parking lots to allow for one way traffic circulation and avoid requiring cars to back up when lot is full

### 8.8 Metered parking on streets adjacent to waterfront during peak season

*Waterfront Goal: 12*

- Expand meters on street parking further out from downtown core/ waterfront
- Designate some permit only parking on each street to allow residents space to park during peak periods
- Implement strategy in association with initiative #8.1 Parking permits for waterfront residents

- Implement strategy in association with initiative #8.3 Tiered Parking Strategy

### 8.9 Formalize overflow parking at Donegan Park

*Waterfront Goals: 5, 11*

- Designate special event parking space, and provide clear directions to this location, to maximize efficiency

### 8.10 Reconfiguration of Hibernia Street/ Marina parking lot

*Waterfront Goals: 3, 5, 11, 12*

- Expand and reconfigure parking lot to accommodate additional paid public parking
- Provide approximately 50 designated parking spaces for marina users
- Provide waterfront trail connection from Hibernia to 3rd Street, around parking lot
- Designate formal loading and drop off location for marina patrons in close proximity to boat launch and central pier

### 8.11 Seasonal use of boat storage compound as overflow parking

*Waterfront Goals: 2, 5, 7, 9, 10, 11*

- Reconfigure boat storage compound so a portion of the secured compound can be used as seasonal parking for marina users

## Other Considerations

To be successful, the parking strategy needs to be implemented in a multi-faceted approach, with all aspects of the strategy working together, including zoned parking, rate increases, resident parking passes with designated permit parking locations, shuttle services, and a comprehensive, signage, education and enforcement approach. As appropriate, pilot projects should be implemented to test and refine these programs and help achieve resident acceptance over the long term.

## Revenue Generating Potential

Parking offers significant revenue generating potential. To maximize this potential, parking rates during the tourism season need to be significantly increased to target visitors/tourists while at the same time not penalizing locals. Parking rates should reflect those throughout the GTA to help offset the costs associated with tourism.



Figure 6.27: The Esplanade Walkway Existing Conditions



Figure 6.28: The Esplanade Walkway Conceptual Rendering

## 9.0 Waterfront Linkages and Connections

Improving connections along the waterfront, as well as to and from the waterfront to the surrounding community, is an important consideration. The 2013 Cobourg Parks Master Plan pays special attention to this issue and outlines a number of recommendations in relation to waterfront access, connectivity and downtown linkages. The following four initiatives related to linkages and connections, therefore, should be undertaken in the context of the associated recommendations contained in the Parks Master Plan:

- 9.1 Waterfront link between Cobourg and Port Hope (Waterfront Trail)
- 9.2 Establish strategy for future connections across private parcels
- 9.3 Formalize pedestrian link between east and west core waterfront
- 9.4 Signage strategy directing pedestrians between waterfront and downtown

The following provides further details on each initiative:

### 9.1 Waterfront link between Cobourg and Port Hope (Waterfront Trail)

*Waterfront Goals: 3, 8*

- Long term planning initiative to plan, negotiate, and acquire access to lands along preferred route between Cobourg and Port Hope
- Access may be secured through parkland dedication, easement and/or donation
- Will likely require signage of on-road bypass routes in areas where waterfront access cannot be secured, to provide a complete system

### 9.2 Establish strategy for future connections across private parcels

*Waterfront Goal: 8*

- Formalize protocol for acquiring access across private parcels
- Set budget aside for purchasing key parcels if they should become available

### 9.3 Formalize pedestrian link between east and west core waterfront

*Waterfront Goal: 3*

- Develop signage and wayfinding strategy to run east west across waterfront
- Ensure route is accessible with curb cuts/drop curbs

- Provide a safe pedestrian crossings at all intersections

#### **9.4 Signage strategy directing pedestrians between waterfront and downtown**

*Waterfront Goals: 3, 4*

- Work with Downtown BIA to develop a strategy to encourage tourists to visit downtown when at the waterfront
- Provide information kiosks at key locations to inform visitors of the shops and services downtown
- Provide ambassadors to interact with tourists to promote the downtown and waterfront during weekends and special events



Figure 6.29: Walkway connection along the beach



Figure 6.30: Pathway through Lucas Point Park



Figure 6.32: Brook Rd Lookout



Figure 6.31: Fitzhugh Shores Parkette

## 10.0 Other Waterfront Parks and Open Spaces

Outside the downtown core waterfront parks and spaces, Cobourg has eleven parks and parkettes that provide access to, or amenities close to, the waterfront. The 2013 Parks Master Plan outlined a variety of opportunities to enhance these spaces for both residents and visitors to Cobourg. These park spaces include:

- 10.1 Green Street small craft launch
- 10.2 Tracey Parkette
- 10.3 Monks Cove Park
- 10.4 Peace Park
- 10.5 Cedermere Ave Lookout
- 10.6 Donegan Park
- 10.7 D'arcy Street Lookout
- 10.8 Brook Road Lookout
- 10.9 Lookout Point Park
- 10.10 Fitzhugh Shores Parkette
- 10.11 Lucas Point Park

The current study found that not all of the recommendations made in the 2013 Parks Master Plan are fully supported by everyone engaged in the process. Therefore, the following provides further details on the Master Plan's recommended improvements to each park or green space with amendments proposed to coincide with community feedback:

### 10.1 Green Street small craft launch

*Waterfront Goals: 2, 9*

- Formalize as a small craft launch for canoes, kayaks and paddle boards
- Provide signage to identify location
- Provide seating
- Provide rail or rack on which to place watercraft

### 10.2 Tracey Parkette

*Waterfront Goals: 2, 9*

- Enhance the park's entrance
- Enhance seating area
- General landscape improvements (planting and walkways)

### 10.3 Monks Cove Park

*Waterfront Goals: 2, 9*

- Shoreline stabilization/repair
- Provide a multi use trail
- Provide seating
- General landscape improvements (tree and shrub planting)

### 10.4 Peace Park

*Waterfront Goals: 2, 9*

- Leave the park as a passive park space
- Provide interpretive stations
- Provide washrooms for anglers

**10.5 Cedermere Ave Lookout**

*Waterfront Goals: 2, 9*

- Enhance the park’s entrance with signage
- Enhance seating area
- General landscape improvements (planting and walkway)

**10.6 Donegan Park**

*Waterfront Goals: 2, 9*

- Improve baseball diamond with spectator seating
- Improve pathway circulation
- Relocate skatepark to Lions Park/ Cobourg Community Centre

**10.7 D’arcy Street Lookout**

*Waterfront Goals: 2, 9*

- Enhance the park’s entrance with signage
- Enhance seating area
- General landscape improvements (planting and walkway)

**10.8 Brook Road Lookout**

*Waterfront Goals: 2, 9*

- Enhance the park’s entrance with signage
- Enhance seating area
- General landscape improvements (planting and walkway)

**10.9 Lookout Point Park**

- Assess condition of existing stair case and consider improvements or removal to address potential safety, access and ownership issues
- Investigate opportunities to connect along the Lake to Fitzhugh Shores Parkette and Lucas Point Park

**10.10 Fitzhugh Shores Parkette**

*Waterfront Goals: 2, 9*

- Enhance the park’s entrance
- Enhance seating area
- General landscape improvements (planting and walkways)

**10.11 Lucas Point Park**

*Waterfront Goals: 2, 9*

- Provide amenities to support outdoor education and interpretive programs
- Additional tree planting to create an arboretum of native trees
- Pathway enhancements with consideration to providing a safe setback from edge of park

**Other Considerations**

Further consultation is required for each of the above noted parks and green spaces to properly define the park’s program and design of improvements. Through the community engagement process additional site specific improvements may be identified and the design of each park would be developed and refined.

# IMPLEMENTATION STRATEGY

Twenty four projects have been identified which are based on the ten project location and topic areas, and the corresponding 83 waterfront improvement initiatives. These 24 projects are organized into individual packages, each of which can be designed and implemented in 2 to 5 years.

Prior to physical implementation of any project, further consultation is required to address specific issues associated with each project. It is anticipated that each project would go through a process of concept design (in consultation with the community), detailed design, contract documents, and tendering. The costs associated with this work are included in the budget numbers below. These are high level, Class C estimates which are based on an understanding of the project's requirements at this time. Further consultation and refinement of a design concept will result in a more accurate estimate being possible.

The intent of this plan is to provide a detailed user needs assessment regarding Cobourg's waterfront and providing design recommendations for future improvements to address these needs. The resulting 83 initiatives which combine into 24 projects to be implemented over a 24 year period provides the community with a roadmap to realizing these needs to create a safe, vibrant and sustainable waterfront.

While most of the projects proposed are likely feasible and supported by the broader community at the time of plan preparation, it is expected that some of the project recommendations may be more controversial and receive more or less support over time. Adoption of a plan of this scale and duration

needs to allow for flexibility to address new information, new opportunities and evolving perspectives as Cobourg grows and changes over time.

With each of the 24 projects a separate process needs to be initiated to work out the finer details of the planning, design, and implementation. While this plan provides the roadmap for implementation highlighting key elements, future Councils, in consultation with Town Staff will determine if, when and how these projects are implemented.

This is particularly important in regards to projects further out in the implementation time line since new information or opportunities may emerge, community preferences may shift, and changes to the local economy and market may necessitate changes to the plan. Therefore, this plan must be viewed as a living document to be updated and adjusted over the life of its implementation. This includes advancing, delaying or amending projects to address current and future directions of Council.

The implementation sequence for the projects, is based on the following factors:

- i. Priority results of initiatives from scoring matrix
- ii. Project dependencies and efficiencies
- iii. Advancement of projects
- iv. Budget considerations
- v. Project Forecast

## i. Priority Results

A matrix was developed to help organize and prioritize the waterfront initiatives. The matrix uses thirteen criteria divided into three broad topics: Resident Interests, Resident and Visitor Interests, and Town Interests. During the consultation process, these three categories emerged as collective descriptors of respective interests in Cobourg's waterfront.

The ranking results from the priority matrix was a key consideration in determining the order of project implementation. Projects which scored high in the matrix were prioritized for early implementation while projects which received a lower score were scheduled later. Refer to Appendix C for the scoring criteria used and the priority matrix results.

It is important to note that three of the initiatives were not scored as part of the matrix since they were developed after that scoring process and therefore could not be assessed as part of the public input process undertaken during the public open house in June 2017.

## Priority Matrix Results

Priority #	Project #	Initiative	Score / 100	Priority Ranking
1	3.7	Multi-use community waterfront building	56	1
2	4.1	Structural repairs to East Pier	55	2
3	1.1	Pedestrian walkway along headland	55	3
4	3.6	Travel-lift	49	4
5	1.6	Viewing platform at breakwall	47	5
6	3.3	Off-site boat storage	46	6
7	8.6	Improved parking and traffic signage and enforcement	46	7
8	6.3	All season: extend camping season, introduce all season cottages and host special events	45	8
9	4.3	Pedestrian walkway on East Pier	45	9
10	4.2	Seating/lookouts at East Pier	44	10
11	7.3	Pathway improvements/connections at Victoria Park	44	11
12	8.5	Parking structure downtown	44	12
13	5.4	Accessibility enhancements to Victoria Beach	44	13
14	1.2	West beach and headland naturalization	42	14
15	1.5	Ecology garden pathways	41	15
16	2.2	Floating dock and non-vehicle launch ramp for small watercraft	40	16
17	4.4	Charter boat and deep water docking	40	17
18	6.2	Beach/campground interface improvements	39	18
19	6.8	Provide multi-use trail connection around campground	39	19
20	8.8	Metered parking on streets adjacent to waterfront during peak season	39	20
21	8.1	Parking permits for waterfront residents	39	21
22	3.9	Public small craft boat storage compound	39	22
23	6.6	Increase campground rates and revise policies	39	23
24	5.5	Adjust swimming areas to accommodate small craft launch areas	39	24
25	1.3	Signage, wayfinding and interpretation along West Beach and headland	38	25
26	2.1	Expand dredging operations	37	26
27	3.10	Additional seasonal boat slips	37	27
28	6.5	Registration system upgrades (online) for campground	37	28
29	5.2	Walkway enhancements at Victoria Beach	37	29
30	10.11	Lucas Point Park	36	30

*Table 7.1: Priority Matrix Results*

Priority #	Project #	Initiative	Score / 100	Priority Ranking
31	5.10	Outdoor fitness at Victoria Beach	36	30
32	6.1	Service upgrades at campground (water, sanitary and electrical)	36	32
33	1.4	Boardwalk fingers at West Beach	36	33
34	5.9	New food and concession opportunities for small businesses at Victoria Beach	36	34
35	5.11	Enhanced bylaw enforcement at Victoria Beach	35	35
36	4.6	Food concession / restaurant on East Pier	35	36
37	9.3	Formalize pedestrian link between east and west core waterfront	35	37
38	7.6	General Park enhancements (trees, sod, seating) to Victoria Park	35	38
39	10.3	Monks Cove Park	35	39
40	10.7	D'arcy Street Lookout	35	39
41	3.4	Boat storage reconfiguration	35	39
42	8.11	Seasonal use of boat storage compound as overflow parking	34	42
43	8.7	Esplanade parking and traffic flow improvements	34	43
44	7.4	Additional shade structures in Victoria Park	33	44
45	10.5	Cedermere Ave Lookout	33	45
46	10.1	Green Street small craft launch	33	46
47	3.5	Loading/unloading zone for harbour users	33	47
48	8.4	Event shuttle service	33	47
49	10.9	Lookout Point Park	33	49
50	10.8	Brook Road Lookout	33	50
51	9.1	Waterfront link between Cobourg and Port Hope (Waterfront Trail)	32	51
52	10.10	Fitzhugh Shores Parkette	32	52
53	8.2	Improvements to pickup and drop-off circle at foot of Charles Street	32	53
54	10.2	Tracey Parkette	32	54
55	3.8	Security enhancements	32	54
56	10.4	Peace Park	31	56
57	10.6	Donegan Park	31	56
58	8.9	Formalize overflow parking at Donegan Park	31	58
59	4.8	Seasonal closure of pier to motorized vehicles	31	59

Table 7.1 cont'd: Priority Matrix Results

Priority #	Project #	Initiative	Score / 100	Priority Ranking
60	5.3	Playground and waterplay enhancements	30	60
61	5.8	Additional washrooms with extended hours of operation at Victoria Beach	29	61
62	5.6	Change rooms and foot washing stations at Victoria Beach	29	62
63	7.2	Bandshell improvements	28	63
64	9.2	Establish strategy for future connections across private parcels	28	63
65	3.2	Central pier improvements	27	65
66	9.4	Signage strategy directing pedestrians between waterfront and downtown	25	66
67	8.3	Tiered parking strategy	24	67
68	4.9	Electrical upgrades and pedestrian lighting along East Pier	24	68
69	6.7	General landscape Improvements at campground	23	69
70	5.1	Wood trellis improvements	23	70
71	5.12	Review beach grooming practices	22	71
72	7.1	Electrical and water service upgrades to Victoria Park	22	72
73	5.7	Permanent beach volleyball posts	21	73
74	7.5	Public washrooms in Victoria Park	21	74
75	6.4	Washroom building upgrades at campground	19	75
76	8.10	Reconfiguration of Hibernia Street/Marina parking lot	17	76
77	4.7	Light house improvements	16	77
78	4.5	Coast Guard building	13	78
79	3.1	Align percentage of transient boat slips with demand	5	79
80	2.3	Formalized paddling course (Project deleted from recommendations)	0	80

*Table 7.1 cont'd: Priority Matrix Results*

## ii. Project Dependencies/ Efficiencies

The packaging of initiatives into projects was developed based on dependencies between projects and to capitalize on efficiencies gained by undertaking individual initiatives together as one package, either during the planning and design or implementation process. In some instances, one or more projects should only be undertaken after another project is completed first.

Some of the key dependencies identified include:

- Projects pertaining to the East Pier. The pier needs to be assessed and repaired (4.1) prior to any improvements related to new or improved amenities ( 4.2, 4.3, 4.4, 4.5, 4.6, 4.9).
- The playground and waterplay (5.3), outdoor fitness (5.10), washrooms (5.8) and food concessions (5.9) should be designed and implemented together as a central hub on the beach
- Improvements to Victoria Park should be undertaken as one project to minimize length of disruption to the park and for improvement efficiency
- Formalization of overflow parking at Donegan Park (8.9) should be reviewed in conjunction with any improvements to Donegan Park (10.6)
- Provide boat lift in/lift out facilities (3.6) prior to completing other marina improvements such as those to the central pier (3.2)
- Undertake improvements to the Central Pier (3.2) prior to completing security enhancements (3.8) or adding additional boat slips (3.10)

### iii. Advancement of Projects

A number of projects have been advanced well ahead of their priority matrix result. This has been done for a number of reasons including responding to immediate need, addressing a safety concern, closing a gap in service, making required infrastructure improvements, and/or ensuring a more even distribution of projects across the entire waterfront.

Some of the advanced initiatives include:

- 3.1 Align percentage of transient boat slips with demand
- 3.3 Off-site boat storage (implemented Fall 2017)
- 3.6 Boat lift-in/lift out facilities so marina can provide this service to users
- 4.1 Structural repairs to the East Pier
- 6.5 Registration system upgrades (online) for campground
- 10.6 Washroom improvements at Donegan Park

## iv. Budget Considerations

The project sequence considers the even distribution of capital costs of all projects over a twenty-four year timeframe as well as the total cost of all projects undertaken each year. This includes costs associated with both design and implementation. The total cost of all projects over the projected twenty-four year schedule is approximately \$27 million or an average expenditure of 1.1 million per year.

The twenty-four projects and their associated costs are shown on the facing page. In the following section, each project is listed, and the initiatives are further described, including the initiative's priority ranking as determined by the matrix. The estimated budget is also provided.

For information on each individual initiative, please refer to the recommendations described in the previous section. Further details on the cost for each initiative can be found in Appendix D. Project forecasting on a 24-year timeline is provided at the end of this section.

Project #	Initiative	Project Cost
1	Harbour Improvements Phase 1	\$1,429,100
2	Harbour Improvements Phase 2	\$586,000
3	East Pier Improvements Phase 1	\$779,000
4	East Pier Improvements Phase 2	\$556,000
5	Parking & Traffic Management Phase 1	\$52,000
6	West Headland Signage and Donegan Washroom Improvements	\$529,000
7	Marina Enhancements Phase 1	\$1,617,500
8	Parking & Traffic Management Phase 2	\$484,000
9	Campground Improvements Phase 1	\$165,000
10	Parking & Traffic Management Phase 3	\$611,000
11	Harbour Improvements Phase 3	\$277,000
12	Victoria Beach Phase 1	\$82,000
13	East Waterfront Parks and Parkettes	\$701,000
14	Campground Improvements Phase 2	\$838,000
15	West Waterfront Parks and Parkettes	\$407,000
16	Marina Enhancements Phase 2	\$5,350,000
17	Marina Enhancements Phase 3	\$393,900
18	Victoria Park Revitalization	\$970,000
19	Victoria Beach Phase 2	\$2,294,000
20	Victoria Beach Phase 3	\$74,000
21	Parking & Traffic Management Phase 3	\$7,560,000
22	Waterfront Trail Planning & Linkages	\$193,000
23	Donegan Park	\$317,000
24	East Pier Improvements Phase 3	\$188,000
<b>Total</b>		<b>\$26,453,500</b>

*Table 7.2: Projects List with Associated Costs*

## Project #1: Harbour Improvements Phase 1

#	Initiative	Priority	Cost (\$)
1.1	Pedestrian walkway along headland	3	68,000
1.2	Beach and headland naturalization	14	70,000
1.4	Pathway fingers	33	76,000
1.5	Ecology garden pathway	15	35,000
2.1	Expand dredging operations	26	Operational
3.3	Off-site boat storage	6	Complete
3.6	Lift in/lift out facilities	4	829,100*
4.1	Structural repairs to the East Pier (engineering study)	2	105,000**
5.14	Floating Playground		
		Planning and Design Fees	246,000
		Total for phase	1,429,100

Table 7.3: Project 1- Harbour Improvements Phase 1

\* Note: Cost includes equipment, lifting well and a 20% contingency. Refer to the Business Case for Cobourg Harbour and Marina in Appendix I for further details.

\*\* Note: The cost associated with #4.1 is for the Planning and Design fee



Figure 7.1: Headland Detailed Design

**Project #2: Harbour Improvements Phase 2**

#	Initiative	Priority	Cost (\$)
1.6	Viewing area at breakwall	5	75,000
4.1	Structural repairs to the East Pier (phase 1)	2	500,000
	Planning and Design Fees		11,000
	<b>Total for phase</b>		<b>586,000</b>

*Table 7.4: Project 2- Harbour Improvements Phase 2***Project #3: East Pier Improvements Phase 1**

#	Initiative	Priority	Cost (\$)
4.1	Structural repairs to East Pier (phase 2)	2	200,000
4.2	Seating/lookouts	10	145,000
4.3	Pedestrian walkway	9	380,000
4.8	Seasonal closure of pier to motorized vehicles (signage)	59	1,000
	Planning and Design Fees		53,000
	<b>Total for phase</b>		<b>779,000</b>

*Table 7.5: Project 3- East Pier Improvements Phase 1***Project #4: East Pier Improvements Phase 2**

#	Initiative	Priority	Cost (\$)
4.4	Charter boat and deep water docking	17	130,000
4.6	Food concession / restaurant	36	20,000
4.9	Electrical upgrades and pedestrian lighting	68	250,000
5.4	Accessibility enhancements (from East Pier to Victoria Beach)	13	105,000
	Planning and Design Fees		51,000
	<b>Total for phase</b>		<b>556,000</b>

*Table 7.6: Project 3- East Pier Improvements Phase 2*



Figure 7.2: East Pier Detailed Design

**Project #5: Parking & Traffic Management Phase 1**

#	Initiative	Priority	Cost (\$)
8.4	Event shuttle service	47	Operational
8.6	Improved parking and traffic signage and enforcement	7	30,000
8.7	Esplanade parking and traffic flow improvements	43	17,000
Planning and Design Fees			5,000
Total for phase			52,000

*Table 7.7: Project 5- Traffic & Parking Management Phase 1***Project #6: West Headland Signage and Donegan Washroom Improvements**

#	Initiative	Priority	Cost (\$)
1.3	Signage, wayfinding, and interpretation	25	18,000
1.7	West boardwalk lighting	NA	350,000
10.6	Donegan Park washroom and improvements	56	100,000
Planning and Design Fees			61,000
Total for phase			529,000

*Table 7.8: Project 6- West Headland Signage and Donegan Washroom Improvements***Project #7: Marina Enhancements Phase 1**

#	Initiative	Priority	Cost (\$)
3.1	Reduce percentage of transient boat slips	79	
3.2	Central pier improvements	65	360,000
3.10	Additional seasonal boat slips	27	1,203,500*
Planning and Design Fees			54,000
Total for phase			1,617,500

*Table 7.9: Project 7- Marina Enhancements Phase 1*

\* Note: Cost includes Planning and Design Fees. Refer to Appendix I

**Project #8: Parking & Traffic Management Phase 1**

#	Initiative	Priority	Cost (\$)
8.1	Parking permits for waterfront residents	21	150,000
8.2	Improvements to pickup and drop-off circle at foot of Charles Street	53	100,000
8.3	Tired parking strategy	67	90,000
8.8	Metered parking on streets adjacent to waterfront during peak season	20	100,000
Planning and Design Fees			44,000
Total for phase			484,000

Table 7.10: Project 8- Parking & Traffic Management Phase 1

**Project #9: Campground Improvements Phase 1**

#	Initiative	Priority	Cost (\$)
6.3	All season: extend camping season, introduce all season cottages and host special events	8	150,000
6.5	Registration system upgrades (online) for campground	28	-
6.6	Increase campground rates and revise policies	23	-
Planning and Design Fees			15,000
Total for phase			165,000

Table 7.11: Project 9- Campground Improvements Phase 1

**Project #10: Parking & Traffic Management Phase 2**

#	Initiative	Priority	Cost (\$)
3.4	Boat storage reconfiguration	39	
8.10	Reconfiguration of Hibernia Street/Marina parking lot	76	505,000
8.11	Seasonal use of boat storage compound as overflow parking	42	50,000
Planning and Design Fees			56,000
Total for phase			611,000

Table 7.12: Project 10- Parking & Traffic Management Phase 2



Figure 7.3: Harbour Detailed Design (winter use)



Figure 7.4: Harbour Detailed Design (summer use)

**Project #11: Harbour Improvements Phase 3**

#	Initiative	Priority	Cost (\$)
2.2	Floating dock and non-vehicle launch ramp for small watercraft	16	73,000
3.5	Loading/unloading zone for marina users	47	130,000
3.9	Public small craft boat storage compound	22	49,000
	Planning and Design Fees		25,000
	<b>Total for phase</b>		<b>277,000</b>

*Table 7.13: Project 11- Harbour Improvements Phase 3***Project #12: Victoria Park Beach Phase 1**

#	Initiative	Priority	Cost (\$)
5.5	Adjust swimming areas to accommodate small craft launch area	24	2,000
5.11	Enhanced bylaw enforcement at Victoria Beach	35	10,000
5.12	Review beach grooming practices	71	Operational
5.13	Modern colourful lifeguard stations	NA	60,000
	Planning and Design Fees		10,000
	<b>Total for phase</b>		<b>82,000</b>

*Table 7.14: Project 12- Victoria Park Beach Phase 1***Project #13: East Waterfront Parks and Parkettes**

#	Initiative	Priority	Cost (\$)
10.1	Green Street small craft launch	46	32,000
10.7	D'arcy Street Lookout	39	60,000
10.8	Brook Road Lookout	50	60,000
10.9	Lookout Point Park	49	80,000
10.10	Fitzhugh Shores Parkette	52	60,000
10.11	Lucas Point Park	30	345,000
	Planning and Design Fees		64,000
	<b>Total for phase</b>		<b>701,000</b>

*Table 7.15: Project 13- East Waterfront Parks and Parkettes*



Figure 7.5: Victoria Beach Park Detailed Design

**Project #14: Campground Improvements Phase 2**

#	Initiative	Priority	Cost (\$)
6.1	Service upgrades at campground (water, sanitary and electrical)	32	200,000
6.2	Beach/campground interface improvements	18	435,000
6.4	Washroom building upgrades at campground	75	50,000
6.7	General landscape improvements at campground	69	25,000
6.8	Provide multi-use trail connection around campground	19	51,000
		Planning and Design Fees	77,000
		<b>Total for phase</b>	<b>838,000</b>

*Table 7.16: Project 14- Campground Improvements Phase 2*



Figure 7.6: Campground Detailed Design

**Project #15: West Waterfront Parks and Parkettes**

#	Initiative	Priority	Cost (\$)
10.2	Tracey Parkette	54	60,000
10.3	Monks Cove Park	39	140,000
10.4	Peace Park	56	110,000
10.5	Cedermere Ave Lookout	45	60,000
		Planning and Design Fees	37,000
		Total for phase	407,000

*Table 7.17: Project 15- West Waterfront Parks and Parkettes***Project #16: Marina Enhancements Phase 2**

#	Initiative	Priority	Cost (\$)
3.7	Multi-use community waterfront building	1	5,000,000
		Planning and Design Fees	350,000
		Total for phase	5,350,000

*Table 7.18: Project 16- Marina Enhancements Phase 2***Project #17: Marina Enhancements Phase 3**

#	Initiative	Priority	Cost (\$)
3.8	Security enhancements	54	50,000
3.11	Replacement of Docks C, D, and E		335,900*
		Planning and Design Fees	8,000
		Total for phase	385,900

*Table 7.19: Project 17- Marina Enhancements Phase 3*

\* Note: One time replacement cost based on Baseline Property Condition Assessment (BPCA), Pinchin Ltd., May 27,2018. Refer to Appendix I for further details on repair and replacement options.

**Project #18: Victoria Park Revitalization**

#	Initiative	Priority	Cost (\$)
7.1	Electrical and water service upgrades	71	275,000
7.2	Bandshell improvements	63	140,000
7.3	Pathway improvements /connections	11	140,000
7.4	Additional shade structures	44	270,000
7.5	Public washrooms	74	10,000
7.6	General park enhancements (trees, sod, seating)	38	65,000
		Planning and Design Fees	70,000
		<b>Total for phase</b>	<b>970,000</b>

*Table 7.20: Project 18- Victoria Park Revitalization*

**Project #19: Victoria Park Beach Phase 2**

#	Initiative	Priority	Cost (\$)
5.2	Walkway enhancements	29	400,000
5.3	Playground and waterplay enhancements	60	875,000
5.6	Change rooms and foot washing stations	62	120,000
5.8	Additional washrooms with extended hours of operations	61	600,000
5.10	Outdoor fitness	30	90,000
	Planning and Design Fees		209,000
	Total for phase		2,294,000

*Table 7.21: Project 19- Victoria Park Beach Phase 2***Project #20: Victoria Park Beach Phase 3**

#	Initiative	Priority	Cost (\$)
5.1	Wood trellis improvements	70	32,000
5.7	Permanent beach volleyball posts	73	5,000
5.9	New food and concession opportunities for small businesses	34	30,000
	Planning and Design Fees		7,000
	Total for phase		74,000

*Table 7.22: Project 20- Victoria Park Beach Phase 3*



Figure 7.7: Victoria Beach Park Activity Zone Detailed Design

**Project #21: Parking & Traffic Management Phase 3**

#	Initiative	Priority	Cost (\$)
8.5	Parking structure downtown	12	7,200,000
		Planning and Design Fees	360,000
		Total for phase	7,560,000

*Table 7.23: Project 21- Parking & Traffic Management Phase 3***Project #22: Waterfront Trail Planning & Linkages**

#	Initiative	Priority	Cost (\$)
9.1	Waterfront link between Cobourg and Port Hope (Waterfront Trail)	51	-
9.2	Establish strategy for future connections across private parcels	63	-
9.3	Formalize pedestrian link between east and west core waterfront	37	75,000
9.4	Signage strategy directing pedestrians between waterfront and downtown	66	100,000
		Planning and Design Fees	18,000
		Total for phase	193,000

*Table 7.24: Project 22- Waterfront Trail Planning & Linkages***Project #23: Donegan Park**

#	Initiative	Priority	Cost (\$)
8.9	Formalize overflow parking at Donegan Park	58	13,000
10.6	Donegan Park	56	280,000
		Planning and Design Fees	24,000
		Total for phase	317,000

*Table 7.25: Project 23- Donegan Park*

**Project #24: East Pier Improvements Phase 3**

#	Initiative	Priority	Cost (\$)
4.5	Coast Guard building	78	100,000*
4.7	Light house improvements	77	80,000
		Planning and Design Fees	8,000
		<b>Total for phase</b>	<b>188,000</b>

*Table 7.26: Project 24- East Pier Improvements Phase 3*

\* Town may contribute additional funds to project to address building upgrades to make sure design is in keeping with local vernacular in regards to architectural heritage and design excellence

## v. Project Forecasting

The table on the following page illustrates the proposed roll-out of the 24 projects over the next 24 years, totaling \$26,453,500 including both design and construction fees. The table divides each project into the design/planning and implementation stage and tallies the estimated budget allocation for each year. This table should be used as a guide for staff to establish budgets and to track progress of this plan’s implementation.

This forecast should be used as a guide only. External factors may impact the sequence and timing of projects. Projects may be advanced or delayed depending on these external forces. As other priorities emerge or efficiencies are discovered it might facilitate a project’s advancement over another.

07

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6
<b>1</b> Harbour Improvements Phase 1	Design: 246,000	Construction: 1,183,100				
<b>2</b> Harbour Improvements Phase 2		Design: 11,000	Construction: 575,000			
<b>3</b> East Pier Improvements Phase 1			Design: 53,000	Construction: 726,000		
<b>4</b> East Pier Improvements Phase 2				Design: 51,000	Construction: 505,000	
<b>5</b> Parking & Traffic Management Phase 1					Design: 5,000	Construction: 47,000
<b>6</b> West Headlands Signage & Donegan Washroom Improvements					Design: 61,000	Construction: 468,000
<b>7</b> Marina Enhancements Phase 1						Design: 54,000
<b>YEAR TOTAL</b>	246,000	1,194,100	628,000	777,000	571,000	569,000

	YEAR 7	YEAR 8	YEAR 9	YEAR 10	YEAR 11	YEAR 12
<b>7</b> Marina Enhancements Phase 1		Construction: 1,563,500				
<b>8</b> Parking & Traffic Management Phase 1	Design: 44,000	Construction: 440,000				
<b>9</b> Campground Improvements Phase 1	Design: 15,000	Construction: 150,000				
<b>10</b> Parking & Traffic Management Phase 2		Design: 56,000	Construction: 555,000			
<b>11</b> Harbour Improvements Phase 3			Design: 25,000	Construction: 252,000		
<b>12</b> Victoria Beach Phase 1			Design: 10,000	Construction: 72,000		
<b>13</b> East Waterfront Parks and Parkettes				Design: 64,000	Construction: 637,000	
<b>14</b> Campground Improvements Phase 2					Design: 77,000	Construction: 761,000
<b>15</b> West Waterfront Parks and Parkettes						Design: 37,000
<b>YEAR TOTAL</b>	1,622,500	646,000	590,000	388,000	714,000	798,000

	YEAR 13	YEAR 14	YEAR 15	YEAR 16	YEAR 17	YEAR 18
<b>15</b> West Waterfront Parks and Parkettes	Construction: 370,000					
<b>16</b> Marina Enhancement Phase 2		Design: 350,000	Construction: 5,000,000			
<b>17</b> Marina Enhancement Phase 3			Design: 8,000	Construction: 385,900		
<b>18</b> Victoria Park Revitalization				Design: 70,000	Construction: 900,000	
<b>19</b> Victoria Beach Phase 2					Design: 209,000	
<b>YEAR TOTAL</b>	370,000	350,000	5,008,000	455,900	900,000	209,000

	YEAR 19	YEAR 20	YEAR 21	YEAR 22	YEAR 23	YEAR 24
<b>19</b> Victoria Beach Phase 2	Construction: 2,085,000					
<b>20</b> Victoria Beach Phase 3		Design: 7,000	Construction: 67,000			
<b>21</b> Parking & Traffic Management Phase 3		Design: 360,000	Construction: 7,200,000			
<b>22</b> Waterfront Trail Planning & Linkages			Design: 18,000	Construction: 175,000		
<b>23</b> Donegan Park			Design: 24,000	Construction: 293,000		
<b>24</b> East Pier Improvements Phase 3				Design: 8,000	Construction: 180,000	
<b>YEAR TOTAL</b>	2,085,000	367,000	7,267,000	42,000	476,000	180,000

