WATERFRONT USER NEEDS ASSESSMENT AND DETAILED DESIGN

TOWN OF COBOURG / MAY 2018
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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.

Town of Cobourg Staff Advisory Team

Dean Hustwick, Director of Recreation & Culture
Paul Gautier, Waterfront Operations Manager
Teresa Behan, Parks Manager
Glenn McGlashon, Director of planning and Development
Kara Eaule, Special Projects Coordinator
Ashley Purdy, Communications Manager
Harry Jeschke, Facilities Manager
Jason Johns, Parks Supervisor
Jodi Ware-Simpson, Administration Assistant

Parks & Recreation Advisory Committee

Paul Allen
Beth Bellaire
Gina Brouwer
Peter Dounoukos
Ken Jansen
Rob MacLeod
Richard Pope
Harry Meester
Stan Frost
Councillor Brian Darling

Consulting Team

thinc design
Michael Tocher
Peter Heyblom
Audrey Fung
Trish Clarke
Misha Franta
Danielle Davis

Mehak, Kelly & Associates Inc.
Mary Catherine Mehak

RFA Planning Consultant Inc.
Ruth Ferguson Aulthouse
Shawn Legere

PLAN B Natural Heritage
Brad Bricker

Touristics
Glenn Pincombe
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 charrette 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 Lucus 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.
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 stopped¹. 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.

¹ 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.

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<tr>
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<td>Downtown Cobourg Vitalization Community Improvement Plan</td>
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<td>Downtown Cobourg Master Plan</td>
<td>Dillon Consulting, RCI Consulting</td>
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<td>Heritage Master Plan</td>
<td>MacNaughton Hermsen Britton Clarkson Planning Limited</td>
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<td>Recreation Strategy and Implementation Plan</td>
<td>MHBC &amp; Raymond Consulting</td>
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<td>Cobourg Marina Expansion Operations and Facilities Study</td>
<td>Shoreplan Engineering Limited</td>
<td>2015</td>
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<td>Strategic Plan</td>
<td>Town of Cobourg</td>
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<td>Tourism Investment Opportunities Study</td>
<td>The Economic Planning Group of Canada Tourism Consultants</td>
<td>2015</td>
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<td>Parks Master Plan</td>
<td>Peter J. Smith &amp; Company Inc.</td>
<td>2013</td>
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<tr>
<td>Transportation Master Plan</td>
<td>HDR, iTrans, Planning Alliance, Horizon Data Services</td>
<td>2011</td>
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<tr>
<td>Urban and Landscape Design Guidelines</td>
<td>Brook McIlroy Planning + Urban Design/Pace Architects</td>
<td>2010</td>
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<tr>
<td>Victoria Park Master Plan</td>
<td>Hough Woodland Naylor Dance Leinster, DMA Planning &amp; Management Services</td>
<td>2002</td>
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<tr>
<td>West Harbour Waterfront Development Plan</td>
<td>Hough Stansbury Woodland Naylor Dance Limited</td>
<td>1995</td>
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<tr>
<td>Harbour Development Strategy</td>
<td>Macaulay Shiomi Howson Ltd</td>
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*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.
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.
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,

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<table>
<thead>
<tr>
<th>Event</th>
<th>Date/Time</th>
<th>Location</th>
<th>Number Participants*</th>
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<tr>
<td>Open House/Workshop #1</td>
<td>April 4, 2017</td>
<td>Cobourg Community Centre, D'Arcy St</td>
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<tr>
<td>Pre-Charrette Workshops</td>
<td>April 10, 2017</td>
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<td>63 participants representing 30 agencies, organizations or groups</td>
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<td>April 11, 2017</td>
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<td></td>
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<tr>
<td>• Session 2</td>
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<tr>
<td>• Session 3</td>
<td>7:00 p.m.</td>
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* minimums, as per the sign-in sheet
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.

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

- **BOAT TRAVEL ROUTES**
  - **to/from marina**
  - **to/from launch**

- **CURRENT PADDLING ROUTES** *(suggested by clubs)*
  - 1000m
  - 500m (400m paddling depth)
  - 350m
  - 200m

---

*fig: dredging required for full 500m course to be accessible*
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 m2 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
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 4.9: View of Harbour from West Headland

Figure 4.10: HMCS Goose Bay Visiting Cobourg’s Harbour
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 taxpayers 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.
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 identify 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

- Expand dredging operations
- Floating dock + non-vehicle launch ramp for small watercraft
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

- **Marina Operation Area**: 44,889 sq. m
- **Coast Guard Operation Area** (water lot area): 1,619 sq. m
- **Common Harbour Area**: 144,428 sq. m
• 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.
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
TOWN OF COBOURG

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TOWN OF COBOURG

RECOMMENDATIONS

Figure 6.11: Marina Conceptual Rendering Plan

- Reduce percentage of transient boat slips
- Centre Pier improvements
- Off-site boat storage
- Boat storage reconfiguration
- Loading/unloading zone for harbour users
- Boat lift in/lift out
- Multi-use community waterfront building
- Security enhancements
- Public small craft boat storage compound
- Additional seasonal boat slips
- Replacement of docks C, D, E, and F

PARKING

A Seasonal overflow parking (76)
B Visitor parking (152)
C Harbour users parking (76)
D Boat storage (70) / Seasonal parking (50)
E Temporary parking (5)

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 payed 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
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  
*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 Touristics 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 pieces 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 Touristics (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

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

The following provides further details on each initiative:
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 Ocean’s 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

- Wood Trellis Improvements
- Walkway Enhancements
- Playground and Waterplay Enhancements
- Accessibility Enhancements
- Adjust swimming areas to accommodate small craft launch areas
- Change rooms and foot washing stations
- Permanent beach volleyball posts
- Additional washrooms with extended hours of operation
- New food and concession opportunities for small businesses
- Outdoor fitness
- Enhanced bylaw enforcement
- Review beach grooming practices
- New lifeguard stations consistent with town’s heritage/aesthetic
- Floating playground
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.
6.1 Service upgrades at campground (water, sanitary and electrical)
6.2 Beach/campground interface improvements
6.3 All season: extend camping season, introduce all season cottages and host special events
6.4 Washroom building upgrades at campground
6.5 Registration system upgrades (online) for campground
6.6 Increase campground rates and revise policies
6.7 General landscape improvements at campground
6.8 Provide multi-use trail connection through campground

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 make 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 user 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

- **7.1** 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)
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 it’s 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/
TOWN OF COBOURG

06

RECOMMENDATIONS

PARKING PERMITS FOR WATERFRONT RESIDENTS

IMPROVEMENTS TO PICK-UP AND DROP-OFF CIRCLE AT FOOT OF CHARLES ST

TIERED PARKING STRATEGY

EVENT SHUTTLE SERVICE

PARKING STRUCTURE DOWNTOWN

IMPROVED PARKING AND TRAFFIC SIGNAGE AND ENFORCEMENT

ESPLANADE PARKING AND TRAFFIC SIGNAGE AND ENFORCEMENT

METERED PARKING ON STREETS ADJACENT TO WATERFRONT DURING PEAK SEASON

FORMALIZE OVERFLOW PARKING AT DONEGAN PARK

RECONFIGURATION OF HIBERNIA STREET/MARINA PARKING LOT

SEASONAL USE OF BOAT STORAGE COMPOUND AS OVERFLOW PARKING

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

8.6 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)

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

9.4 Signage strategy directing pedestrians between waterfront and downtown

The following provides further details on each initiative:
• 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 6.31: Fitzhugh Shores Parkette

Figure 6.32: Brook Rd Lookout
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
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
*Waterfront Goals: 2, 9*
- 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

<table>
<thead>
<tr>
<th>Priority #</th>
<th>Project #</th>
<th>Initiative</th>
<th>Score / 100</th>
<th>Priority Ranking</th>
</tr>
</thead>
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<tr>
<td>1</td>
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<td>Structural repairs to East Pier</td>
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<td>Pedestrian walkway along headland</td>
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<td>Improved parking and traffic signage and enforcement</td>
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<td>All season: extend camping season, introduce all season cottages and host special events</td>
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<td>West beach and headland naturalization</td>
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<td>Ecology garden pathways</td>
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<td>Provide multi-use trail connection around campground</td>
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<td>Metered parking on streets adjacent to waterfront during peak season</td>
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<td>Public small craft boat storage compound</td>
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<td>Increase campground rates and revise policies</td>
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<td>Adjust swimming areas to accommodate small craft launch areas</td>
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<td>Signage, wayfinding and interpretation along West Beach and headland</td>
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<td>Expand dredging operations</td>
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<td>Registration system upgrades (online) for campground</td>
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<td>Lucas Point Park</td>
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*Table 7.1: Priority Matrix Results*
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<th>Priority Ranking</th>
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<td>Food concession / restaurant on East Pier</td>
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<td>Formalize pedestrian link between east and west core waterfront</td>
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<td>General Park enhancements (trees, sod, seating) to Victoria Park</td>
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<td>Fitzhugh Shores Parkette</td>
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<td>Seasonal closure of pier to motorized vehicles</td>
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Table 7.1 cont’d: Priority Matrix Results
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<td>Central pier improvements</td>
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<td>Electrical upgrades and pedestrian lighting along East Pier</td>
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<td>Reconfiguration of Hibernia Street/Marina parking lot</td>
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<td>Align percentage of transient boat slips with demand</td>
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<td>Formalized paddling course (Project deleted from recommendations)</td>
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*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.
Table 7.2: Projects List with Associated Costs

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<th>Project #</th>
<th>Initiative</th>
<th>Project Cost</th>
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</thead>
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<tr>
<td>1</td>
<td>Harbour Improvements Phase 1</td>
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<td>Harbour Improvements Phase 2</td>
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<td>East Pier Improvements Phase 1</td>
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<td>East Pier Improvements Phase 2</td>
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<td>5</td>
<td>Parking &amp; Traffic Management Phase 1</td>
<td>$52,000</td>
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<tr>
<td>6</td>
<td>West Headland Signage and Donegan Washroom Improvements</td>
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<td>Marina Enhancements Phase 1</td>
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<td>Parking &amp; Traffic Management Phase 2</td>
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<td>Campground Improvements Phase 1</td>
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<td>12</td>
<td>Victoria Beach Phase 1</td>
<td>$82,000</td>
</tr>
<tr>
<td>13</td>
<td>East Waterfront Parks and Parkettes</td>
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</tr>
<tr>
<td>14</td>
<td>Campground Improvements Phase 2</td>
<td>$838,000</td>
</tr>
<tr>
<td>15</td>
<td>West Waterfront Parks and Parkettes</td>
<td>$407,000</td>
</tr>
<tr>
<td>16</td>
<td>Marina Enhancements Phase 2</td>
<td>$5,350,000</td>
</tr>
<tr>
<td>17</td>
<td>Marina Enhancements Phase 3</td>
<td>$393,900</td>
</tr>
<tr>
<td>18</td>
<td>Victoria Park Revitalization</td>
<td>$970,000</td>
</tr>
<tr>
<td>19</td>
<td>Victoria Beach Phase 2</td>
<td>$2,294,000</td>
</tr>
<tr>
<td>20</td>
<td>Victoria Beach Phase 3</td>
<td>$74,000</td>
</tr>
<tr>
<td>21</td>
<td>Parking &amp; Traffic Management Phase 3</td>
<td>$7,560,000</td>
</tr>
<tr>
<td>22</td>
<td>Waterfront Trail Planning &amp; Linkages</td>
<td>$193,000</td>
</tr>
<tr>
<td>23</td>
<td>Donegan Park</td>
<td>$317,000</td>
</tr>
<tr>
<td>24</td>
<td>East Pier Improvements Phase 3</td>
<td>$188,000</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>$26,453,500</strong></td>
</tr>
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</table>

*Table 7.2: Projects List with Associated Costs*
# Project #1: Harbour Improvements Phase 1

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

*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

- naturalization
- granular trail
- multi-use trail
- boat storage
- small craft storage
- lookout (large)
- lookout (nodes)
- breakwall
- accessible dock
- beach
- boardwalk fingers
### Project #2: Harbour Improvements Phase 2

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.6</td>
<td>Viewing area at breakwall</td>
<td>5</td>
<td>75,000</td>
</tr>
<tr>
<td>4.1</td>
<td>Structural repairs to the East Pier (phase 1)</td>
<td>2</td>
<td>500,000</td>
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</table>

Planning and Design Fees: 11,000

Total for phase: 586,000

*Table 7.4: Project 2- Harbour Improvements Phase 2*

### Project #3: East Pier Improvements Phase 1

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Structural repairs to East Pier (phase 2)</td>
<td>2</td>
<td>200,000</td>
</tr>
<tr>
<td>4.2</td>
<td>Seating/lookouts</td>
<td>10</td>
<td>145,000</td>
</tr>
<tr>
<td>4.3</td>
<td>Pedestrian walkway</td>
<td>9</td>
<td>380,000</td>
</tr>
<tr>
<td>4.8</td>
<td>Seasonal closure of pier to motorized vehicles (signage)</td>
<td>59</td>
<td>1,000</td>
</tr>
</tbody>
</table>

Planning and Design Fees: 53,000

Total for phase: 779,000

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

### Project #4: East Pier Improvements Phase 2

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.4</td>
<td>Charter boat and deep water docking</td>
<td>17</td>
<td>130,000</td>
</tr>
<tr>
<td>4.6</td>
<td>Food concession / restaurant</td>
<td>36</td>
<td>20,000</td>
</tr>
<tr>
<td>4.9</td>
<td>Electrical upgrades and pedestrian lighting</td>
<td>68</td>
<td>250,000</td>
</tr>
<tr>
<td>5.4</td>
<td>Accessibility enhancements (from East Pier to Victoria Beach)</td>
<td>13</td>
<td>105,000</td>
</tr>
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</table>

Planning and Design Fees: 51,000

Total for phase: 556,000

*Table 7.6: Project 3- East Pier Improvements Phase 2*
Figure 7.2: East Pier Detailed Design

1. wood decking (pedestrian)
2. asphalt with painted graphics
3. charter boat docking
4. deep water docking
5. coast guard
6. food truck zone
7. shade structure and washrooms
### Project #5: Parking & Traffic Management Phase 1

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>8.4</td>
<td>Event shuttle service</td>
<td>47</td>
<td>Operational</td>
</tr>
<tr>
<td>8.6</td>
<td>Improved parking and traffic signage and enforcement</td>
<td>7</td>
<td>30,000</td>
</tr>
<tr>
<td>8.7</td>
<td>Esplanade parking and traffic flow improvements</td>
<td>43</td>
<td>17,000</td>
</tr>
<tr>
<td></td>
<td>Planning and Design Fees</td>
<td></td>
<td>5,000</td>
</tr>
<tr>
<td></td>
<td><strong>Total for phase</strong></td>
<td></td>
<td><strong>52,000</strong></td>
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</table>

Table 7.7: Project 5- Traffic & Parking Management Phase 1

### Project #6: West Headland Signage and Donegan Washroom Improvements

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.3</td>
<td>Signage, wayfinding, and interpretation</td>
<td>25</td>
<td>18,000</td>
</tr>
<tr>
<td>1.7</td>
<td>West boardwalk lighting</td>
<td>NA</td>
<td>350,000</td>
</tr>
<tr>
<td>10.6</td>
<td>Donegan Park washroom and improvements</td>
<td>56</td>
<td>100,000</td>
</tr>
<tr>
<td></td>
<td>Planning and Design Fees</td>
<td></td>
<td>61,000</td>
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<tr>
<td></td>
<td><strong>Total for phase</strong></td>
<td></td>
<td><strong>529,000</strong></td>
</tr>
</tbody>
</table>

Table 7.8: Project 6- West Headland Signage and Donegan Washroom Improvements

### Project #7: Marina Enhancements Phase 1

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Reduce percentage of transient boat slips</td>
<td>79</td>
<td></td>
</tr>
<tr>
<td>3.2</td>
<td>Central pier improvements</td>
<td>65</td>
<td>360,000</td>
</tr>
<tr>
<td>3.10</td>
<td>Additional seasonal boat slips</td>
<td>27</td>
<td>1,203,500*</td>
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<tr>
<td></td>
<td>Planning and Design Fees</td>
<td></td>
<td>54,000</td>
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<tr>
<td></td>
<td><strong>Total for phase</strong></td>
<td></td>
<td><strong>1,617,500</strong></td>
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</table>

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

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>8.1</td>
<td>Parking permits for waterfront residents</td>
<td>21</td>
<td>150,000</td>
</tr>
<tr>
<td>8.2</td>
<td>Improvements to pickup and drop-off circle at foot of Charles Street</td>
<td>53</td>
<td>100,000</td>
</tr>
<tr>
<td>8.3</td>
<td>Tired parking strategy</td>
<td>67</td>
<td>90,000</td>
</tr>
<tr>
<td>8.8</td>
<td>Metered parking on streets adjacent to waterfront during peak season</td>
<td>20</td>
<td>100,000</td>
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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

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.3</td>
<td>All season: extend camping season, introduce all season cottages and host special events</td>
<td>8</td>
<td>150,000</td>
</tr>
<tr>
<td>6.5</td>
<td>Registration system upgrades (online) for campground</td>
<td>28</td>
<td>-</td>
</tr>
<tr>
<td>6.6</td>
<td>Increase campground rates and revise policies</td>
<td>23</td>
<td>-</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4</td>
<td>Boat storage reconfiguration</td>
<td></td>
<td>39</td>
</tr>
<tr>
<td>8.10</td>
<td>Reconfiguration of Hibernia Street/Marina parking lot</td>
<td></td>
<td>76</td>
</tr>
<tr>
<td>8.11</td>
<td>Seasonal use of boat storage compound as overflow parking</td>
<td></td>
<td>42</td>
</tr>
<tr>
<td></td>
<td>Planning and Design Fees</td>
<td></td>
<td>56,000</td>
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<tr>
<td></td>
<td>Total for phase</td>
<td></td>
<td>611,000</td>
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</table>

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

Figure 7.3: Harbour Detailed Design (winter use)
locked gate for winter storage docks
small craft boat storage - all seasons
boat storage
boat lift in/lift out facility
marina users designated parking (36)
waterfront marina building
overflow parking (special events)
boat trailer parking
ecology garden

Figure 7.4: Harbour Detailed Design (summer use)
### Project #11: Harbour Improvements Phase 3

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.2</td>
<td>Floating dock and non-vehicle launch ramp for small watercraft</td>
<td>16</td>
<td>73,000</td>
</tr>
<tr>
<td>3.5</td>
<td>Loading/unloading zone for marina users</td>
<td>47</td>
<td>130,000</td>
</tr>
<tr>
<td>3.9</td>
<td>Public small craft boat storage compound</td>
<td>22</td>
<td>49,000</td>
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</table>

Planning and Design Fees: 25,000

Total for phase: 277,000

*Table 7.13: Project 11- Harbour Improvements Phase 3*

### Project #12: Victoria Park Beach Phase 1

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
<th>Operational</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.5</td>
<td>Adjust swimming areas to accommodate small craft launch area</td>
<td>24</td>
<td>2,000</td>
<td></td>
</tr>
<tr>
<td>5.11</td>
<td>Enhanced bylaw enforcement at Victoria Beach</td>
<td>35</td>
<td>10,000</td>
<td></td>
</tr>
<tr>
<td>5.12</td>
<td>Review beach grooming practices</td>
<td>71</td>
<td></td>
<td>Operational</td>
</tr>
<tr>
<td>5.13</td>
<td>Modern colourful lifeguard stations</td>
<td>NA</td>
<td>60,000</td>
<td></td>
</tr>
</tbody>
</table>

Planning and Design Fees: 10,000

Total for phase: 82,000

*Table 7.14: Project 12- Victoria Park Beach Phase 1*

### Project #13: East Waterfront Parks and Parkettes

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.1</td>
<td>Green Street small craft launch</td>
<td>46</td>
<td>32,000</td>
</tr>
<tr>
<td>10.7</td>
<td>D’arcy Street Lookout</td>
<td>39</td>
<td>60,000</td>
</tr>
<tr>
<td>10.8</td>
<td>Brook Road Lookout</td>
<td>50</td>
<td>60,000</td>
</tr>
<tr>
<td>10.9</td>
<td>Lookout Point Park</td>
<td>49</td>
<td>80,000</td>
</tr>
<tr>
<td>10.10</td>
<td>Fitzhugh Shores Parkette</td>
<td>52</td>
<td>60,000</td>
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<tr>
<td>10.11</td>
<td>Lucas Point Park</td>
<td>30</td>
<td>345,000</td>
</tr>
</tbody>
</table>

Planning and Design Fees: 64,000

Total for phase: 701,000

*Table 7.15: Project 13- East Waterfront Parks and Parkettes*
Figure 7.5: Victoria Beach Park Detailed Design

1 multiuse trail
2 pedestrian pathway
3 buoy swim boundary
4 steps to beach
5 cabana
6 volleyball posts/court
7 small watercraft zone
8 lifeguard chairs
9 shade structures
10 floating playground
### Project #14: Campground Improvements Phase 2

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1</td>
<td>Service upgrades at campground (water, sanitary and electrical)</td>
<td>32</td>
<td>200,000</td>
</tr>
<tr>
<td>6.2</td>
<td>Beach/campground interface improvements</td>
<td>18</td>
<td>435,000</td>
</tr>
<tr>
<td>6.4</td>
<td>Washroom building upgrades at campground</td>
<td>75</td>
<td>50,000</td>
</tr>
<tr>
<td>6.7</td>
<td>General landscape improvements at campground</td>
<td>69</td>
<td>25,000</td>
</tr>
<tr>
<td>6.8</td>
<td>Provide multi-use trail connection around campground</td>
<td>19</td>
<td>51,000</td>
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</table>

<table>
<thead>
<tr>
<th>Planning and Design Fees</th>
<th>77,000</th>
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</thead>
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<tr>
<td>Total for phase</td>
<td>838,000</td>
</tr>
</tbody>
</table>

*Table 7.16: Project 14- Campground Improvements Phase 2*
Figure 7.6: Campground Detailed Design

1. multiuse trail
2. beach/campground interface improvements
3. upgrade washrooms and campground office
4. edge of existing beach/promenade
Project #15: West Waterfront Parks and Parkettes

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.2</td>
<td>Tracey Parkette</td>
<td>54</td>
<td>60,000</td>
</tr>
<tr>
<td>10.3</td>
<td>Monks Cove Park</td>
<td>39</td>
<td>140,000</td>
</tr>
<tr>
<td>10.4</td>
<td>Peace Park</td>
<td>56</td>
<td>110,000</td>
</tr>
<tr>
<td>10.5</td>
<td>Cedermere Ave Lookout</td>
<td>45</td>
<td>60,000</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.7</td>
<td>Multi-use community waterfront building</td>
<td>1</td>
<td>5,000,000</td>
</tr>
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</table>

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

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.8</td>
<td>Security enhancements</td>
<td>54</td>
<td>50,000</td>
</tr>
<tr>
<td>3.11</td>
<td>Replacement of Docks C, D, and E</td>
<td></td>
<td>335,900*</td>
</tr>
</tbody>
</table>

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**

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

*Table 7.20: Project 18- Victoria Park Revitalization*
### Project #19: Victoria Park Beach Phase 2

<table>
<thead>
<tr>
<th>#</th>
<th>Initiative</th>
<th>Priority</th>
<th>Cost ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.2</td>
<td>Walkway enhancements</td>
<td>29</td>
<td>400,000</td>
</tr>
<tr>
<td>5.3</td>
<td>Playground and waterplay enhancements</td>
<td>60</td>
<td>875,000</td>
</tr>
<tr>
<td>5.6</td>
<td>Change rooms and foot washing stations</td>
<td>62</td>
<td>120,000</td>
</tr>
<tr>
<td>5.8</td>
<td>Additional washrooms with extended hours of operations</td>
<td>61</td>
<td>600,000</td>
</tr>
<tr>
<td>5.10</td>
<td>Outdoor fitness</td>
<td>30</td>
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| 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

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<tr>
<td>5.1</td>
<td>Wood trellis improvements</td>
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<td>5.7</td>
<td>Permanent beach volleyball posts</td>
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<td>5.9</td>
<td>New food and concession opportunities for small businesses</td>
<td>34</td>
<td>30,000</td>
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</table>

| 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

1. multiuse trail
2. unit paving
3. seating area
4. waterplay
5. fitness equipment
6. washroom facilities + concession
7. change rooms
8. playground
9. bandshell
## Project #21: Parking & Traffic Management Phase 3

<table>
<thead>
<tr>
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*Table 7.23: Project 21- Parking & Traffic Management Phase 3*

## Project #22: Waterfront Trail Planning & Linkages

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<td>9.1</td>
<td>Waterfront link between Cobourg and Port Hope (Trail)</td>
<td>51</td>
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<td>9.2</td>
<td>Establish strategy for future connections across</td>
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<td>9.3</td>
<td>Formalize pedestrian link between east and west</td>
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<td>9.4</td>
<td>Signage strategy directing pedestrians between</td>
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*Table 7.24: Project 22- Waterfront Trail Planning & Linkages*

## Project #23: Donegan Park

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<td>8.9</td>
<td>Formalize overflow parking at Donegan Park</td>
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*Table 7.25: Project 23- Donegan Park*
Project #24: East Pier Improvements Phase 3

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<td>Coast Guard building</td>
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* 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

Table 7.26: Project 24- East Pier Improvements Phase 3

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.
### Implementation Strategy

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**YEAR TOTAL**

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**TOWN OF COBourg**

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**YEAR TOTAL**

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