

 COBOURG	THE CORPORATION OF THE TOWN OF COBOURG	
	STAFF REPORT	
TO:	Mayor John Henderson and Members of Council	
FROM:	Dean A. Hustwick	
TITLE:	Director of Community Services	
DATE OF MEETING:	March 09, 2020	
TITLE / SUBJECT:	Evaluation of a Citizen Proposal for the Creation of a Natural Heritage Waterfront Park	
REPORT DATE:	February 27, 2020	File #:

1.0 STRATEGIC PLAN

The Town of Cobourg Strategic Plan (2019 – 2022) includes the following Strategic Actions:

- **People:**
 - *Encourage Healthy Lifestyles across all age groups by promoting and raising awareness about public health and active transportation*
 - *Invest in programs, services and infrastructure to make Cobourg more accessible*
- **Places:**
 - *Repair and rejuvenate the East Pier*
 - *No expansion of boat slips at the Cobourg Marina will be considered during this term of Council and the natural environment of the West Harbour will be safeguarded and protected*
- **Partnership:**
 - *Continue to work with Sustainable Cobourg and other stakeholders on greening Cobourg initiatives*

2.0 PUBLIC ENGAGEMENT

Natural Heritage Waterfront Park

This is a new concept being proposed by Mr. Richard Pope and Ms. Margaret Bain, representing "The Advisory Committee on Natural Spaces" for the Willow Beach Field Naturalists. The Town is not aware of any public engagement associated with this concept.

The proponents also made presentations to various municipal Advisory Committees which passed the following recommendations:

Heritage Advisory Committee – Moved by F. Pope

THAT the Cobourg Heritage Committee supports the concept of a Natural Heritage Waterfront Park including the Ecology Garden, West Beach, West Headland and West Harbour as proposed by the delegation from Willow Beach Field Naturalists on September 11, 2019.

Parks and Recreation Advisory Committee – Moved by T. Whitney

THAT the Parks and Recreation Advisory Committee supports the concept of a Natural heritage Waterfront Park including the Ecology Garden, West Beach, West Headland and West Harbour.

Planning and Development Advisory Committee – Moved by A. Cummins

THAT the Planning & Development Advisory Committee (PDAC) has considered a presentation by Richard Pope and Margaret Bain on behalf of the Willow Beach Field Naturalists on September 17, 2019 regarding a proposal to create a Natural Heritage Waterfront Park comprising the West Harbour, the West Headland, the shoreline generally in front of the Marina, and the West Beach and the Ecology Garden;

AND FURTHER THAT the PDAC would support a proposal in principle to formally designate the West Headland (being the natural land area generally located south of the marina parking lot and the boat storage compound) and the West Beach and Ecology Garden (being the natural areas generally located west of Hibernia Street and the boat storage compound) as waterfront "Nature Parks" in conformance with the Town of Cobourg Parks Master Plan, Waterfront User Needs Assessment & Detailed Design Plan, Official Plan, Zoning By-law and all other applicable legislation, and subject to the finalization of details by Parks staff and Council;

AND FURTHER THAT the PDAC does not support a proposal which would formally designate the West Harbour (being the body of water located in the outer harbour basin) or the Marina area (being the general

area of the Yacht Club and Marina buildings, parking area, green open space/lawn, pedestrian walkway, boat dock/launch, boat storage and non-motorized small craft boat facility) as a waterfront "Nature Park", but rather would support the designation of these areas as a "Landmark Park", subject to the finalization of details by Parks staff and Council.

Parks Master Plan

The Parks Master Plan was completed in 2013 after a very detailed community engagement program that produced a clear understanding at the time of the community's desired future for the town's parks and waterfront. The program included an interactive vision session with the Steering Committee to inform the goals and objectives of the project, nine in-depth focus groups involving 48 different stakeholder groups, including the Willow Beach Field Naturalist, as experts by vocation or avocation in various topics, two interactive community meetings and a community-wide survey.

Waterfront User Needs and Detailed Design (Waterfront Plan)

The Waterfront Plan included the most transparent and extensive public engagement process in the Town's history. This was to ensure that every individual and group interested in the waterfront had the opportunity to share their expectations and opinions. Multiple sessions of public meetings were held to accommodate individual preferences and schedules.

The following activities were conducted as part of this project's robust public engagement strategy:

- 8 Interactive Open Houses
- 2 days of Interactive Pre-Charrette Workshops involving 30 organizations
- 1 Interactive Community Design Charrette
- Delivery of more than 8,000 postcards to residents in Cobourg promoting the individual survey and upcoming Open Houses
- Three Surveys:
 - Household (**2,000 responses**)
 - Community Stakeholder Organizations
 - Businesses
- Additional Communications:
 - Regular newspaper ads
 - Ongoing updates to the Town's Website
 - Email blasts

3.0 RECOMMENDATION

WHEREAS the Town's existing policy and regulatory framework includes extensive protections for the natural environment at the waterfront;

AND WHEREAS the Parks Use By-Law already classifies the West Beach Lands, Boardwalk and Ecology Garden as a "Nature" park or recreational space;

AND WHEREAS the Waterfront Plan recommends preserving and enhancing the West Headland, West Beach and Ecology Garden as a natural open space feature with passive recreation and low-impact (floating) docks and non-vehicle launching for small watercraft;

AND WHEREAS the Parks Master Plan classifies the central area between the East Pier and the West Headland as a "Landmark Park" while the Waterfront Plan outlines both passive and active improvements;

NOW THEREFORE BE IT RESOLVED THAT Council accept for information purposes the proposal for a Natural Heritage Waterfront Park from Mr. Richard Pope and Ms. Margaret Bain, representing "The Advisory Committee on Natural Spaces" for the Willow Beach Field Naturalists and thank them for their dedication to the environment.

4.0 ORIGIN

Mr. Richard Pope and Ms. Margaret Bain, representing "The Advisory Committee on Natural Spaces" for the Willow Beach Field Naturalists, have been making presentations to the Cobourg Council Advisory Committees and Council's Committee of the Whole, requesting Council to:

Establish a Natural Heritage Waterfront Park comprising the west part of our Heritage Harbour (the open water west of the Centre Pier Area and a line connecting the Centre Pier to the west lighthouse, and the shore west of the north end of the Centre Pier, though we might choose to exclude the strip in front of Yacht Club between the Centre Pier and the boat launch), the West Headland (north to the south end of the boat storage area), the Ecology Garden, and the West Beach (up to the private property lines) in order to give them permanent protection, (Refer to Appendix "A")

At its Committee of the Whole meeting on November 04, 2019, the following occurred:

Moved by Councillor Chorley

THAT Council receive the delegation from Richard Pope and Margaret Bain, Willow Beach Field Naturalists, for information purposes; and

FURTHER THAT Council endorse the concept of a natural heritage waterfront park in the proposed area of the west harbour, headland, and west beach; and

FURTHER THAT Council proceed in considering the creation of a waterfront park, and that during this process, no changes or development activity may take place in the proposed area without Council's consent; and

FURTHER THAT Council instruct the Parks & Recreation Advisory Committee to provide recommendations to Council, drafted in collaboration with Staff and in consultation with the Ganaraska Region Conservation Authority (GRCA), regarding:

- *appropriate park boundaries;*
- *permitted and prohibited activities within the park;*
- *accommodation of key user groups in the proposed area;*
- *the method and estimated cost of establishing the park;*
- *a timeline of the steps needed to establish the park; and*

FURTHER THAT the recommendations be provided to Council for consideration by August 1, 2020.

Motion to Refer:

Moved by Councillor Adam Bureau, THAT Council refer the matter to the February 9, 2020 Committee of the Whole Meeting to be accompanied with a Staff Report.

Carried

5.0 BACKGROUND

Parks Master Plan (PMP)

The Parks Master Plan was completed in 2013 as a strategy for achieving the Town's vision for a strong, livable and healthy community. It is a comprehensive document based on extensive public engagement that includes the waterfront as a pivotal component. (Refer to Appendix "E")

The Plan highlights 7 Goals to guide the development of a first-class parks system, including the following one related specifically to the waterfront:

- 7. Enhance the urban waterfront (see Figure 1 on page 8) as the primary attraction and premier destination in Cobourg.**

The Plan includes **12 Policies** to guide the Municipality to ensure that decisions impacting the parks system will be consistent with the Goals of the Plan. One of these policies relates specifically to the waterfront:

P10. The waterfront enhances the identity of Cobourg and is one of the most significant amenities in the Town therefore acquisition of waterfront access to and along the waterfront should be of high priority.

To achieve the Goals, the PMP identifies **8 Recommendations** that form the foundation for developing and enhancing the park system. These recommendations address specific topics like trails, staffing, fishing, dog parks, sports domes, park maintenance and operations, a waterfront restaurant and a more comprehensive waterfront-specific recommendation:

R1. Waterfront Project Design Plans — The concepts developed for the waterfront are preliminary and are intended to illustrate a range of ideas for enhancing the waterfront as a destination and an icon of Cobourg. Based upon the potentials captured in the concepts, it is recommended that more detailed studies, or Project Design Plans (PDP), be undertaken of the primary areas that comprise the master plan. Referencing the individual waterfront areas discussed in the report, and in order of priority from highest to lowest, individual PDP's should be prepared for:

In addition to Victoria Hall, the waterfront is the defining icon of Cobourg. With one of Ontario's best beaches and a first class marina for recreational boaters, Cobourg's waterfront is a remarkable resource that gives the Town its core identity. The immediate proximity to downtown and historic Victoria Park only serve to strengthen its distinction as a premier waterfront place.

- **Natural Waterfront**
- **Urban Waterfront and Pier**
- **Town Commons**
- **Beach**
- **Victoria Park, Trailer Park**

The PMP then identifies **7 Goals** to address specific waterfront issues and guide the development of the Waterfront PDP:

Waterfront Goal #1 – Identity

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

Waterfront Goal # 2 – Access

All of Cobourg's waterfront is accessible in all seasons.

Waterfront Goal #3 – Connectivity

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

Waterfront Goal #4 – Downtown Linkages

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

Waterfront Goal #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.

Waterfront Goal #6 – Signature Anchors

Cobourg's waterfront is identifiable by a clearly defined signature anchor.

Waterfront Goal #7 – Environment

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

The PMP introduces a new system for classifying parks in Cobourg that emphasizes access, visual quality and connectivity and is based on the belief that parks are a means to improve the social, cultural, environmental and economic well-being of a community.

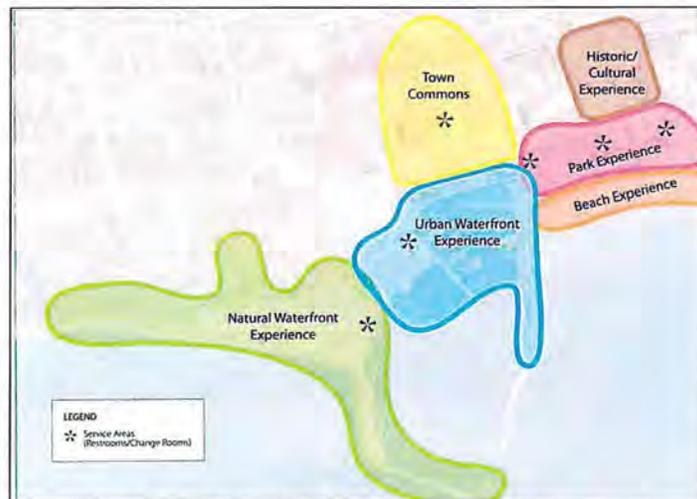
The park classification includes: Leisure Parks (small neighbourhood parks); Cultural Parks (unique, cultural places); Connector Parks (linear); Nature Parks (natural landscape/environmental characteristics); Athletic Parks (large-scale recreation); Portal (look-outs); and, Landmark Parks (waterfront regional destination, water-related activities). **(Refer to Appendix "E")**

Based on this classification, the PMP identifies the West Beach Area and Boardwalk and the Ecology Garden as "Nature Parks." The PMP refers to the entire Harbour (including East Pier), Esplanade and Victoria Beach as a "Working Waterfront" and classifies them individually and collectively as a "Landmark Park."

The PMP further concludes that there is a "lack of strong physical connections across the waterfront and to the downtown" and identifies **7 Distinct Areas** "that combine to create an integrated series of 'places' that elevate the

waterfront as a destination. Each area is defined by the experience it offers and the role it plays in diversifying the waterfront”:

- Natural Waterfront Experience - *emphasizes natural beach environment*
- Urban Waterfront Experience - *emphasizes urban character, structured, organized, active*
- Park Experience - *emphasizes green character, passive/pastoral quality*
- Beach Experience - *emphasizes active beach use; beach environment*
- Town Commons - *emphasizes downtown character, active, public gathering*
- Historic/Cultural Experience - *emphasizes heritage/cultural interpretation; appreciation*
- Active Experience - *emphasizes active recreation* (not shown on Figure 1 – Donegan Park)



*Figure 1 – Parks Master Plan: Distinct Areas

Waterfront User Needs Assessment and Detailed Design (Waterfront Plan)

The Town of Cobourg Strategic Plan (2015-2018) included the following two specific Strategic Actions:

- Develop an implementation plan for the Parks Master Plan, including the waterfront
- Implement the Cobourg Waterfront Plan as noted in the Parks Master Plan

In 2016, Council approved proceeding with a key recommendation of the PMP to develop a Waterfront Project Design Plan, or what eventually became the Waterfront User Needs Assessment and Detailed Design (or simply Waterfront Plan).

In 2018, after more than a year of public consultations, Council approved the final Waterfront Plan (**Refer to Appendix “F”**).

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.

Rather than looking at the waterfront as a series of separate and disparate elements, the Waterfront Plan identified the importance of viewing and planning Cobourg's waterfront holistically, since there is a functional relationship between the whole waterfront and the individual components. Therefore, it established a new **Community Waterfront District**:

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.

West Beach and Headland

The Waterfront Plan describes most of the West Beach and Headland area as a "natural, unmanicured aesthetic with rocky shoreline, native plant species and informal pathways" and identifies specific considerations for future changes:

- Preserve the Headland and West Beach as a naturalized area
- Provide space along the beach east of the headland to accommodate 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



***Figure 2 – Waterfront Plan: West Headland, West Beach, Ecology Garden**



***Figure 3 – Waterfront Plan: West Beach**



*Figure 4 – Waterfront Plan: West Headland

Harbour

The Waterfront Plan identifies the Harbour as an important “passive and active recreation amenity” for people of all ages and abilities across a large number of user groups, including:

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

The Waterfront Plan identifies the following considerations for future changes:

- 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

Marina

The Waterfront Plan affirms the Marina as a “defining component of Cobourg’s Waterfront” that is strategically located for both tourism and utilitarian purposes. It concludes that the “development of a full service and self-sustaining municipal marina was strongly supported by the community” and highlights the following key considerations for future changes:

- Ability to safely lift boats in and out of the water
- Boat storage (configuration, efficiency, locations, and capacity)
- Infrastructure and equipment approaching the end of its life cycle

- Parking and access to marina by marina users
- Revenue generation



*Figure 5 – Waterfront Plan: Harbour/Marina/East Pier/Esplanade

6.0 ANALYSIS

Designation

The proponents are suggesting the creation of a “Natural Heritage Waterfront Park” within Cobourg’s Waterfront Community District. This specific designation is a new concept and is not recognized within the Town’s existing parks classification system that was created by the Parks Master Plan.

Based on a review of the Town’s applicable policies and regulations, it is the opinion of Community Services Division and Planning and Development Division staff that the proposal to identify portions of the central waterfront as a natural park is consistent with municipal planning documents. Specifically, the *West Headland* (generally the natural area south-west and south of the Marina parking lot and boat storage compound respectively) and the *West Beach/Boardwalk/Ecology Garden* lands (generally the natural area west of Hibernia Street and the boat storage compound) meet the intent and purpose of the Official Plan, Harbour Area

Secondary Plan, Parks Master Plan, Waterfront User Needs Assessment and Detailed Design (Waterfront Plan) and implementing Zoning By-Law provisions.

However, the West Beach and Boardwalk lands and the Ecology Garden are already designated within the Parks Use By-Law as a "Nature" park or recreational space and regulated accordingly (See Figure 6).

It is the further opinion of Municipal staff that formally designating the *Marina* area (including the Yacht Club and Marina buildings, parking area, green open space/lawn, pedestrian walkway, boat dock/launch, boat storage and non-motorized small craft boat facility) and the *West Harbour* (the body of water located in the outer harbour basin) as a "Natural Heritage Waterfront Park" would not be consistent with the established policies or regulatory framework or the specific park classifications outlined in the Parks Master Plan.

These waterfront areas would be best to remain as a "Landmark Park" given that they are distinct, active destinations that provide a range of experiences and water-related activities, including marina and yachting facilities, motorized and non-motorized boating, festival/gathering, promenade, picnicking, and other water-based activities. Designated as a "Landmark Park" within the Parks Use By-Law (see Figure 6), these areas are also already highly regulated.

SCHEDULE "A"		
TOWN OF COBOURG PARKS AND RECREATIONAL AREAS		
<u>Name</u>	<u>Address</u>	<u>Category</u>
Ballantine- Conservation Land		
Brook Road Lookout	451 Lakeshore Drive	Portal
Brooke Meadows Parkette	Foote Crescent	
Burnham Manor Park	464 Burnham Street	Leisure
Cedermere Avenue Lookout	74 Cedermere Avenue	Portal
Central Promenade (Esplanade)		Landmark
Chris Garrett Park	990 Birchwood Trail	Cultural
Cobourg Community Centre	750 D'Arcy Street	Athletic
Cobourg Conservation Area	700 William Street	Nature
Cobourg Dog Park	777 Ontario Street	Cultural
Connection	1001 Otto Drive	Leisure
Connection	1014 Tillison Avenue	Leisure
Connection	995 Frei Street	Leisure
Conservation Land	550 King Street West	Nature
Conservation Land	710 King Street West	Nature
Conservation Land	941 Frei Street	Nature
Coronation Park	Coronation Cres.	Leisure
Coverdale Park	29 Coverdale Avenue	Leisure
Daintry Crescent Park	Daintry Crescent	Leisure
D'Arcy Street Lookout	5 D'Arcy Street	Portal
Donegan Park	92 D'Arcy Street	Athletic
Fitzhugh Park	533 Delanty Road	Leisure
Fitzhugh Shores Parkette	78 East House Crescent	Portal
Fitzhugh Shores	545 Willmott Street	Leisure
Five Corners Park/Millennium Park	William Street	Nature
Gutteridge Park	115 Stuart Street	Leisure
HW Cooney Park	405 King Street West	Leisure
James J. Tracey Park	196 Spencer Street East	Leisure
Jubilee Park	541 Elgin Street West	Cultural
Legion Fields	650 D'Arcy Street	Athletic
Legion Village Park/Ecology Garden	100 Hibernia Street	Nature
Lion's Park	750 D'Arcy Street	Athletic
Lookout Point Park	557 Lakeshore Road	Portal
Lucas Point Park	545 Willmott Street	Nature
Marina Parks	116 Hibernia Street	Landmark
Minnie Pennel Arboretum	941 Frei Street	Nature
Molly Baker Lane	Brook Road South	Nature
Monk's Cove Park	121 Burnham Street	Leisure
Morley Cane	67 Ballantine Street	Leisure
New Amherst Clock Tower	849 New Amherst Blvd	
New Amherst Linear Park	761 Wilkins Gate	Leisure
New Amherst Parkette	857 Caddy Drive	Leisure
Nickerson Woods	260 Nickerson Drive	Nature
Optimist Park	30 Meredith Crescent	Leisure
Parkette	1014 Tillison Avenue	Leisure
Parkette	1242 Ashland Drive	Leisure
Parkette	995 Frei Street	Leisure
Peace Park	175 Forth Street	Nature
Rogers Road Trail		Leisure
Rotary Fields	750 D'Arcy Street	Athletic
Rotary Waterfront Park	110 Albert Street	Cultural
Sinclair Park	540 Sinclair Street	Leisure
Sinclair Park	542 Sinclair Street	Athletic
Tracey Parkette	781 King Street West	Portal
Victoria Beach	55 Queen Street	Landmark
Victoria Parks Campground	138 Division Street	
Victoria Park	55 Queen Street	Cultural
Victoria Park	65 King Street East	Cultural
Victoria Square	55 King Street West	Cultural
West Beach Lands and Boardwalk	80 Bagot & 107 Hibernia St.	Nature
West Park Village Parkette	735 Carlisle Street	Leisure
Westwood Park	665 Carlisle Street	Leisure/Athletic
West Park Parkette	843 Carlisle Street	
Park Regulating By-law	By-law No. 022-2016	

*Figure 6 – Parks Use By-Law, Appendix A

Boundary

The boundary suggested by the proponents for a "Natural Heritage Waterfront Park" comprises the Harbour west of the Centre Pier out to the west lighthouse, including open water, the marina property on the north side of the West Harbour, the West Headland (south of the boat storage), the Ecology Garden and the West Beach. The proponents acknowledge that the area in front of the Marina between the Centre Pier and the boat launch could be excluded. **(Refer to Appendix "B" for an aerial view of the area depicting Town owned properties – produced by the Town).**

Ownership and Legislation

The majority of the subject lands are owned by the Town of Cobourg, however, there are a few private waterfront landowners and the KPR District School Board (playing field) located west of Hibernia Street.

While the land beneath the harbour basin is municipally-owned, the water itself is governed by the Navigable Waters Act of the Federal Government. The Town may regulate certain activities in this area as long as it does not conflict with the applicable Federal Regulations.

This interpretation was affirmed in a letter from the Town's solicitors dated December 10, 2015, which stated:

...the Town of Cobourg received ownership of Cobourg Harbour pursuant to the Divestiture Agreement. As such, it appears that Cobourg Harbour is not a designated port or harbour...this means that Cobourg Harbour is municipal property, and like other municipal property, can be regulated by municipal bylaw however as with any municipal bylaw it is subject to the jurisdiction of provincial and federal laws.

Public Engagement

The proponents, Mr. Pope and Ms. Bain, state that they represent "The Advisory Committee on Natural Spaces," a sub-committee of the Willow Beach Field Naturalists. However, they have not provided any information explaining the process they followed to develop the concept of a "Natural Heritage Waterfront Park," supporting information from the Willow Beach Field Naturalists itself or any indication that they conducted public consultations. The proponents did present to the Committee of the Whole and various municipal Advisory Committees, and generally, the Advisory Committees were supportive of the general concept although they did not have the benefit of an analysis of the proposal or this staff report.

It must also be noted that the Willow Beach Field Naturalists were heavily engaged during the development of the Parks Master Plan and the Waterfront Plan.

Staff recommend that before Council considers making significant alterations to both the Parks Master Plan and the Waterfront Plan based on this single proposal that the Town develop and implement another extensive public engagement process.

7.0 FINANCIAL IMPLICATIONS/BUDGET IMPACT

Since most of the lands in question are owned by the Town of Cobourg and already subject to the Official Plan, Zoning By-Law, Parks Master Plan, Waterfront Plan and Parks Use By-Law, municipal staff cannot determine the financial implications of the creation of a new type of park without more detailed information regarding the governance, boundaries and rules of the new entity.

8.0 CONCLUSION

In light of the existing policy and regulatory framework already in effect for the Community Waterfront District, including the Harbour and West Beach areas, there is very little justification for or benefit in creating a new parks classification or adjusting boundaries of planning areas outlined in the Parks Master Plan and the more detailed Waterfront Plan, which were the result of extensive public engagement.

Staff believe the interests of the broader community are already adequately protected while ensuring maximum access to the many different user groups.

The Waterfront Plan includes extensive recommendations to preserve, protect and enhance the West Headland, West Beach and Ecology Garden as a natural open space feature with passive recreation (trails, observatories, interpretive areas) and low-impact (floating) docks and non-vehicle launching for small watercraft (dingies, paddlecraft, sailboats).

In the central area between the Centre Pier and the West Headland, the Waterfront Plan recommends that the marina area be enhanced with a new consolidated multi-purpose, multi-user community waterfront building, more organized parking, redesigned boat storage compounds, improved boat lift/launch facilities and additional boat slips (Council has passed a motion excluding additional boat slips during its mandate).

In the 2020 Budget, Council approved funds to begin Phase I of the Harbour improvements outlined in the Waterfront Plan, which includes detailed engineering and cost estimates for pathways (West Harbour, West Headland, West Beach), naturalization, reconfiguration of boat storage and parking and boat lifting options (accessible, paddle and motor boat). The Budget also includes funding for similar work on the East Pier, Campground and

Breakwaters. This information will be available for Council's deliberations on the 2021 Budget.

9.0 **POLICIES AFFECTING THE PROPOSAL**

Town of Cobourg Official Plan, 2018

The majority of the area proposed for the "Natural Heritage Waterfront Park" appears to fall within Block 3 of the Harbour Area Secondary Plan (Section 11.6 of the Official Plan) with some lands further west situated within the Environmental Constraint Area designation of the primary Official Plan (**refer to Appendix "C"**), excerpts of the Harbour Area Secondary Plan – Block 3, Schedule A Land Use Plan of the Official Plan, and Schedule F of the Harbour Area Secondary Plan). The Harbour Area Secondary Plan was first approved in 1989 and has not undergone any significant amendments or updates to present day.

Block 3 of the Harbour Area Secondary Plan contains policies governing land use for the western harbour area, including Marina Area, Public Open Space Area/West Pier, Hibernia Park Area and Environmental Constraint Area. The policies of the Plan recognize the existing boat slips in the inner harbour with the potential to expand to the outer harbour. The Plan also recognizes that other uses and activities have expanded into the area, such as fishing charters. It should be noted that land use planning instruments under the Planning Act (Official Plans, Secondary Plans and Zoning By-laws) govern the use of land, not water.

Marina Area

The policies of the Plan permit uses related to the marina and boating activities, including yacht club, reception/recreation, office, parking, storage and boat launching, as well as public recreation and open space uses. The policies recognize that the marina is a major attraction for visitors to the Harbour Area and any new shore development should reinforce the attraction of this activity area.

Public Open Space Area/West Pier

The lands designated Public Open Space Area/West Pier are also commonly referred to as the West Headland. The uses permitted in the Public Open Space Area shall be comprised of low impact open space and passive recreational uses, including playground areas, picnic areas, pedestrian/bicycle paths, and harbour viewing/look-out areas. Limited parking facilities to provide for viewing of the harbour area and public parking to serve the Harbour Area facilities may also be permitted. In addition, a public boat launch and winter boat storage and similar marina related uses shall be permitted.

Environmental Constraint (EC) Area

A large portion of the Cobourg waterfront, in general, and the lands in Block 3 are designated Environmental Constraint (EC) to primarily recognize the inherent environmental hazard of flood susceptibility that could lead to property damage or loss of life. EC lands may also exhibit poor or unstable soils or some other physical constraint which, if developed, could lead to environmental degradation. Land uses are to be sensitive to the physical constraints and limitations to protect the public and property but also to minimize adverse impacts on the environment and, therefore, are mostly limited to the conservation and preservation of the natural environment and outdoor recreation.

Zoning By-Law

The majority of the waterfront is located within the "*Environmental Constraint (EC) Zone*" while some portions are currently zoned "*Open Space (OS) Zone*" and "*Open Space Exception 3 and 4 (OS-3, OS-4) Zone*" in Comprehensive Zoning By-law No. 85-2003 (refer to **Appendix "D"**), excerpts from the EC Zone, OS Zone and OS-3 and OS-4 Zones).

The EC Zone implements the Secondary Plan policies and limits uses to conservation, forestry, picnic area, private or public park, public use and walking or bicycle trails.

The general OS Zone permits conservation, forestry, public/private park and public uses, and accessory uses such as storage areas, parking areas, and accessory buildings.

The OS-3 Zone provides specific direction regarding the use of land for the western pier/headland. OS-3 only permits a public park, public open space, a public use (infrastructure or other Town use), or accessory uses including parking, playground, pathways or observation areas.

The OS-4 Zone is located to the north of the EC Zone and permits more active uses such as marina, yacht club, visitor's bureau, boater recreation, launching ramps, public park use, playgrounds, plazas, pathways and parking.

Parks Use By-Law Number 022-2016

The Parks Use By-Law regulates, manages, protects, controls and governs the use and maintenance of all public parks and public open spaces, including the Harbour and trails, and their public facilities in the Town of Cobourg.

Specifically, the By-Law defines a "Park" as:

[L]and and Municipal owned water lots and all portions thereof owned by or made available by lease, agreement, or otherwise to the municipality, that is or hereafter may be established, dedicated, set apart or made available for use as public open space, and that has been or hereafter may be placed under the jurisdiction of the Director including any and all buildings, structures, facilities, erections and improvements located in or on such land and for further certainty includes the parks and recreation areas listed in Schedule "A" to this by-law and which forms a part of this by-law;

Furthermore, "Recreational Area" is defined as:

[A]ny land, structure and/or building within the municipal limits of the Town of Cobourg including the Cobourg Harbour that is owned or controlled by the Municipality and is used or designed to be used for athletic, social, leisure or cultural activities;

For further certainty, the By-Law includes Schedule "A" (refer to Figure 6) that identifies specific municipal parks and recreational areas along with their classifications:

Property	Park/Recreational Category
Central Promenade (Esplanade)	Landmark
Marina Parks	Landmark
West Beach Lands and Boardwalk	Nature
Ecology Garden	Nature

Ganaraska Region Conservation Authority (GRCA)

In response to the Natural Waterfront Park proposal, the GRCA submitted a Report to the Town dated November 21, 2019 (refer to Appendix "G").

The GRCA is a Regulatory Authority and may restrict, regulate or give permission for certain activities in and adjacent to shorelines. In its report GRCA staff state that most of the lands proposed by the Advisory Committee on Natural Spaces of the Willow Beach Field Naturalists for inclusion in a Natural Heritage Waterfront Park fall within the GRCA's Regulated Area and contain the following features:

- Floodplain associated with Lake Ontario;
- Dynamic Beach (West Beach), floodplain that is an erosion hazard
- Lake Ontario Erosion Hazard;
- Coastal Wetland (small area identified by GRCA staff between the harbour and the boat storage areas).

A permit would be required for development within these features, or within the setback allowance (15m).

While the GRCA supports the protection of all hazard lands, it acknowledged that the majority of the subject lands are already owned by the Town of Cobourg.

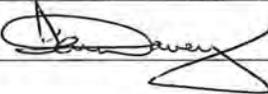
The GRCA made the following comments:

- **West Harbour** - the proponent has indicated that future marina expansion into the area would be prevented as part of the proposed park. Notwithstanding, the proponent has indicated that dredging, the construction of a disabled access dock, or a boatlift could be located in this area. The details of what would be considered as viable proposals within this area supported are unclear. Furthermore, if the purpose of this park is to be a "natural waterfront Park" the suggestion of allowing certain development while opposing other development appears to be more for the purpose of marina expansion prevention rather than the creation of a natural park...Harbours are generally considered locations to direct boats for storage purposes for landowners.
- **West Headland** - This is an artificially created area...It is noted that to maintain the headland, erosion protection measures may need to be installed...it is unclear if the park would allow for the implementation of further protection.
- **Ecology Garden** – It is understood this area is owned in part by the Legion Village and the Town of Cobourg...but appear to be outside any natural hazards.
- **West Beach** – A large portion of the lands are owned by the Town of Cobourg with exceptions including the private residences...[and] a track that is part of the Kawartha Pine Ridge District School Board...The west beach includes the floodplain associated with Lake Ontario, an erosion hazard component and the area is considered a dynamic beach. GRCA does not support development within dynamic beaches.

The GRCA staff would not recommend the endorsement of the proposal in its current form.

10.0 COMMUNICATION RESULTS

There has been no recent communications related to these topics.

Title:	Signing Official:	Signature:	Date:
Director of Community Services	D. Hustwick		February 27, 2020
Chief Administrative Officer (Interim)	I. Davey		February 27, 2020

[DRAFT] Proposal To the Cobourg Council
 Title: **A Natural Heritage Waterfront Park**
 From: The Advisory Committee on Natural Spaces of the Willow Beach Field Naturalists
 October xx, 2019

The purpose of this proposal is to ask Council to create a **Natural Heritage Waterfront Park** comprising **the West Harbour (the open water west of the Centre Pier Area and a line connecting the Centre Pier to the west lighthouse, and the shore west the north end of the Centre Pier, though we might choose to exclude the strip in front of Yacht Club between the Centre Pier and the boat launch), the West Headland (north to the south end of the boat storage area), the Ecology Garden, and the West Beach** in order to give them **permanent protection**.

The PMP (Parks Master Plan) **already proposes** that the “West Beach Lands & Boardwalk” and the “Ecology Garden” be reclassified as nature parks (p. 27). The WUNA (Waterfront User Needs Assessment) recommends that we “Preserve the Headland and West Beach as a naturalized area” (Recommendations for West Beach and Headland, p. 37).

We are proposing to include the west harbour, which would make one unified natural heritage park of all these contiguous properties.

The PMP says that the focus of “nature parks” (natural is a better word) is conservation, nature appreciation, and interpretation. These parks provide a **nature-based experience and environmentally compatible passive recreation activities** [my bolding] (26). These activities would include sailing, canoeing, kayaking, dragon-boating, fishing, walking, running, nature hiking, dog-walking, birding, picnicking, photography, painting, and sitting on benches enjoying the view. A **passive-use** park would be utterly compatible with the uses and activities listed by the residents of Cobourg in response to the community survey carried out by the PMP (see chart, p. 9), such as walking (63% of users), nature hiking (48%), nature observation/bird watching (37%), picnicking (36%), dog-walking (32%), canoeing/kayaking (31%), boating/sailing (26%), running/jogging (21%).

This new park would be designed to answer all the objectives of Goal #4 of the PMP – Environment (p. 15):

- Maintain and preserve natural ecosystems and their functions
- Develop parks to enhance environmental integrity, productivity and diversity
- Protect riparian resources and enhance aquatic habitat
- Enhance appreciation and understanding of the environment through accommodating public access and providing interpretation/educational opportunities

5 points to keep in mind:

1. This proposal is totally in the spirit of the Parks Master Plan of 2013, which recommended that “Cobourg should expand its supply of parks” (p. i), and which gave priority to waterfront design (p. ii).
2. It reflects many recommendations of the Waterfront User Needs Assessment of 2018.
3. It has an unprecedented level of Community support.
4. The immediate cost is **nil** and long-range costs are comparatively low; as the PMP points out, low maintenance is characteristic of such parks (p. 27 top).
5. In terms of climate change and sustainability, creating a downtown, **passive-use area with zero greenhouse gas emissions** makes excellent sense. You could not have a greener proposal.

The **natural value** of the area is almost undisputed - see the PMP and WUNA, especially Appendix H “Natural Heritage Report,” p. 371 ff by Brad Bricker of Landscape Ecology and Natural heritage Planning.

Its importance for birds (over **268 species** of birds recorded around the harbor) and plants (the West Headland and West Beach have 248 plant species, including some unusual ones like Seaside Spurge) is legendary and the Ministry of Natural Resources and Forestry identifies the West Beach as the **Cobourg Beach Life Science Site**.

Birds need **protected open water** and our harbour is the best spot between Oshawa and Presqu’ile, a great spot for wintering gulls (15 species), Snowy Owls, and waterfowl and a **migration** hotspot in Spring and Fall.

Many rarities recorded (see Bain, M., *The Wildlife of Cobourg Harbour* (2015).

The West Beach is the best unspoiled wormwood and willow beach between Toronto and Presqu’ile.

The great **cultural heritage value** of the area must also not be overlooked and undervalued: the West Headland was built shortly after Victoria Hall (opened 1860, pier built in 1870s and opened 1876). The harbour is officially called our “Heritage Harbour.” This new park should be protected under the Ontario Heritage Act as a landscape of great cultural value.

Opposition will only be to the inclusion of the West Harbour, since this precludes Marina expansion into the area, an idea still dear to a dwindling few.

Jurisdiction issue: When the Planning Committee considered the proposal in 2016, they were told by staff members that the Town did not have the jurisdiction to protect the West Harbour because it formerly belonged to the Federal government. This is a red herring. The Town can protect the area if it wishes.

Nor does including the West Harbour in a park preclude the necessary dredging, the building of a disabled access dock, or even the acquisition of a boatlift if placed east of current launch or in the Marina where it would make sense.

Cobourg is **phenomenally lucky** to have in its downtown core a discrete area like the West Harbour, West Headland, Ecology Garden, and West Beach. Other towns would die for this **greenspace**.

Even the OP (though little attention has been paid to it) classifies it as under **Environmental Constraint**.

But the area is **fragile** – the West Headland was badly damaged almost overnight in 2014, and the West Beach could be ruined by a bulldozer in half a day.

This is why we are asking for **protection now**; we want something left to enhance when the Town is ready. The specifics can be worked out later.

The Legion ownership of the north strip of the Ecology Garden can be resolved. Nor should the School Board ownership of a section of the boardwalk be allowed to prevent the Town from creating a park.

We are asking only for protection now, not money (we recognize that fixing the East Pier is more pressing).

First proposal from WBFN recommending the harbor area be preserved as an open space” similar to the landfill parks in TO and all over the province was written by Clive Goodwin in August 1994 – 25 years ago.

I made a proposal in January 2016, which the then mayor said was to be a priority item, and the Parks and Recreation Committee fully approved. Obviously nothing happened. This proposal has already been vetted by 5 committees. Ontario’s provincial environmental conservation organization, **Ontario Nature**, fully supports the idea.

Time to act

Recommendation for Action:

1. That Council move to initiate the creation of this Natural Heritage Waterfront Park.
2. That Council ask the Parks and Recreation Committee working together with appropriate staff to formulate a detailed proposal for the rules and regulations of such a park, including the things that need to be done over time to make this park into the potential jewel it can be and a timetable for undertaking the improvements.

Appended Materials:

Photos
 Bricker Report, Plan B Natural Heritage Report
 Bain, M., *The Wildlife of Cobourg Harbour* (2015).
 Bird List
 Plant List
 Ontario Nature Letter (to be solicited)
 Committee Reports
 Legal Report

Appendix B



Appendix C

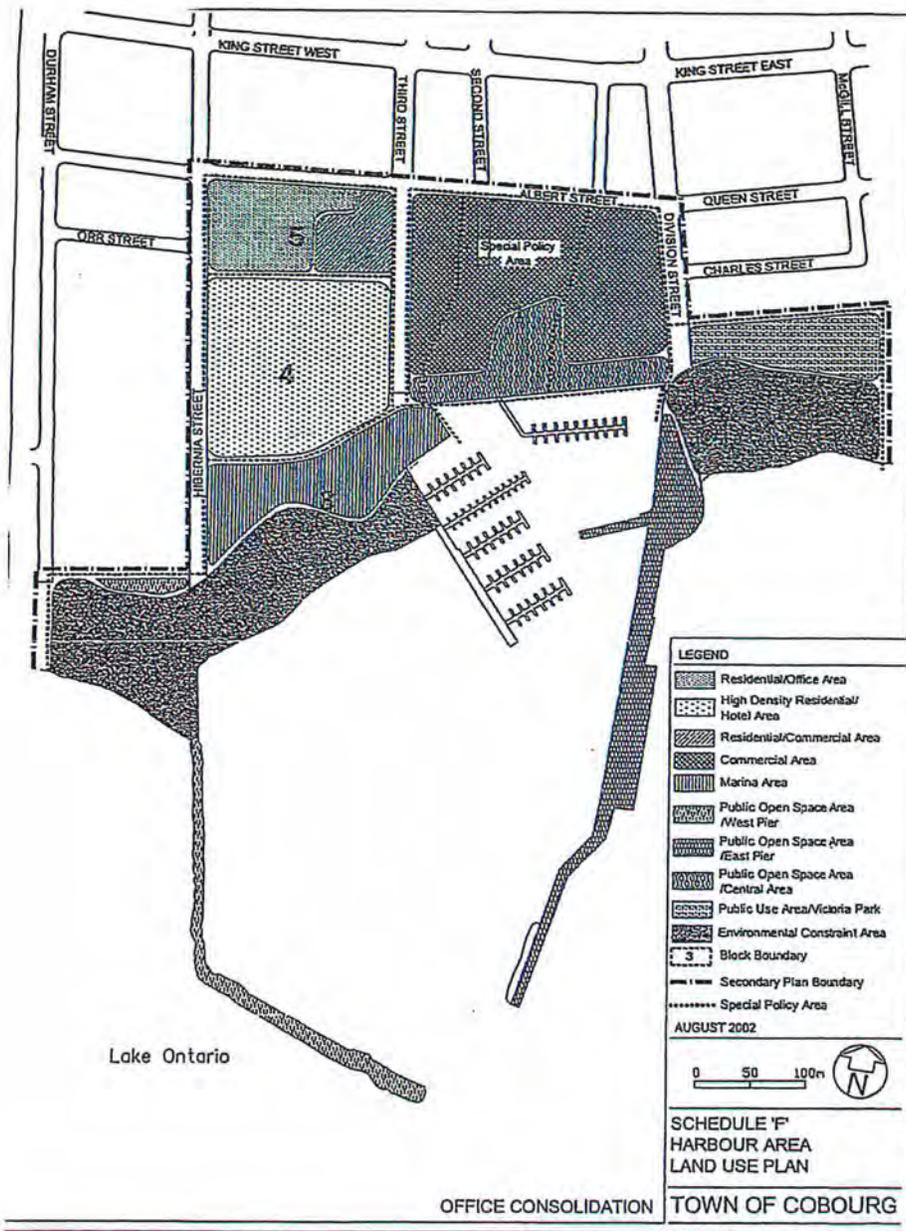
Official Plan



See Schedule "F"
Land Use Plan
Harbour Area
Secondary Plan

LEGEND			
	ENVIRONMENTAL CONSTRAINT AREA		BUILT BOUNDARY
	EMPLOYMENT AREA		URBAN SETTLEMENT AREA BOUNDARY
	HIGH DENSITY RESIDENTIAL AREA		SPECIAL PROVISION
	MAIN CENTRAL AREA		STABLE RESIDENTIAL AREA
	MAJOR INSTITUTIONAL		MAJOR TRANSIT STATION
	MIXED USE CORRIDOR AREA		MAJOR TRANSIT STATION AREA
	PARK AREA		WASTE DISPOSAL ASSESSMENT AREA
	RESIDENTIAL AREA		WATERCOURSE
	SHOPPING NODE AREA		FLOODPLAIN
	SECONDARY PLAN AREA		SPECIAL POLICY AREA
			KING STREET CORRIDOR

Official Plan-Harbour Secondary Plan 'Schedule F'



11.5.5.3 Policies

Lands within the Environmental Constraint Area designation in Block 2 shall be subject to the applicable policies of Section 3.11, and, notwithstanding the provisions of Section 9 of the Official Plan, where there is a conflict between the policies of the Official Plan and the Secondary Plan, regarding the Environmental Constraint Area designation, the Official Plan will supersede the Secondary Plan policies for the area.

However, within the constraints imposed by the policies of Section 3.11, this area will also be subject to the general direction with regard to development outlined in Section 11.5, particularly Section 11.5.4.

11.6 BLOCK 3 - MARINA/WEST PIER AREA

11.6.1 General

The Marina Area of the Harbour is bounded to the north by a line which approximates the westerly extension of the urban promenade in Area 1, Third Street, Lake Ontario and Hibernia Street.

This area already incorporates a significant shore development for the marina which has 197 slips and the potential for expansion to approximately 450 slips. In addition, there has been significant expansion of other boating related activities such as fishing, including charter operations, which must be accommodated.

11.6.2 Objective

To provide an appropriate location for the potential expansion of the shore activities related to the marina and other boating uses.

11.6.3 Marina Area

11.6.3.1 Permitted Uses

The main permitted uses in the Marina Area in Block 3 shall comprise uses related to the marina and other boating activities, including a yacht club, boater recreation centre with facilities such as a reception hall, meeting rooms and the harbour master's office, public parking areas, boat storage areas and boat launching ramps.

In addition, other public uses and public open space uses, particularly

those related to boat and water activities may be permitted including a pedestrian/bicycle pathway system which links up to the urban promenade, a playground, a public plaza, a visitors bureau and the customs office.

The Town shall have regard for the West Harbour Waterfront Development Plan in the development of this area.

Notwithstanding the foregoing, nothing shall prevent the development of lands in this designation within the area which is the subject of By-law 24-93, in accordance with the regulations of that by-law.

11.6.3.2 Marina Development

- a) The marina is already a major attraction for visitors to the Harbour Area and, any new shore development should reinforce the attraction of this activity area. The Town will work closely with all concerned groups to ensure that development in the marina area allows for the achievement of this objective.
- b) In particular, the Town will seek to ensure that the marina development is designed in a manner which ensures that all parts of it are accessible to the public, except where there may be security concerns such as the boat storage area. Wherever possible, public uses such as a pedestrian/bicycle pathway, shall be integrated with the marina activities.
- c) The provision of additional public parking is essential to permit the expansion of the marina use and other boating uses. The property owned by the Town, to the north of the existing marina property, would provide a suitable area for such a facility.
- d) The zoning by-law shall permit the full range of permitted marina, public use and public open space uses in the Marina Area, in conformity with the policies of Section 11.6.
- e) Notwithstanding any other provisions of this section, site design for any development in the Marina Area shall, where applicable, permit the development of a potential east-west_collector road, in accordance with Schedule "G" and the policies of Section 11.10.2 e., should the Town determine such a road to be necessary.

11.6.4 Public Open Space Area/West Pier

11.6.4.1 Permitted Uses

The permitted uses in the Public Open Space Area in Area 3 shall comprise a range of low density open space uses including playground areas, picnic areas, pedestrian/bicycle paths, and harbour viewing areas to be located on the West Pier and the park facility west of Hibernia Street. Fish habitat and other similar ecological features may also be permitted.

Parking areas to provide for viewing of the harbour area and public parking to serve the Harbour Area facilities may also be permitted, but, such areas shall be as limited as possible. In addition, a public boat launch and winter boat storage and similar marina related uses shall be permitted.

The Town shall have regard for the West Harbour Waterfront Development Plan in the development of this area.

11.6.4.2 West Pier

- a) The West Pier shall be expanded in size through the addition of fill material to provide additional protection for the Harbour Area and the expanded marina and to create an aquatic wetland and terrestrial habitat. The Ministry of Natural Resources, Department of Fisheries and Oceans, and the Ganaraska Region Conservation Authority will be contacted to determine if any authorizations are required.
- b) The expanded pier area shall be primarily used for low density open space uses including a lookout facility, picnic areas and a pedestrian/bicycle path.
- c) Parking facilities for vehicle viewing of the Harbour may also be located on the Pier. In addition, a public boat launch and winter boat storage and similar marina related uses may be permitted.
- d) Additional parking and other facilities to serve the marina use may be located on the Pier when the Town is satisfied that there is a significant need for such facilities and, that it is not possible to acquire additional space in the main Harbour Area.
- e) If parking and other facilities to serve the marina are permitted on the West Pier such facilities must be carefully landscaped to ensure that their impact on the adjacent uses is minimized. In addition,

such facilities must be designed so that vehicular traffic in the area will be clearly separated from areas accessible to pedestrians and bicyclists.

- f) The Zoning By-law shall permit the full range of permitted low density public open space uses in the West Pier Area, in conformity with the policies of Section 11.6. However, parking facilities other than a limited area for harbour viewing and other marina related facilities will not be permitted without a By-law amendment.

11.6.4.3 Hibernia Park Area

- a). The lands in the Public Open Space Area west of Hibernia Street shall be developed for a public park which will be primarily used for low density open space uses, including picnic areas and a pedestrian/bicycle pathway.
- b) The Zoning By-law shall permit the full range permitted low density public open space uses in the Hibernia Park Area, in conformity with the policies of Section 11.6.

11.6.5 Environmental Constraint Area

11.6.5.1 General

The Environmental Constraint Area designation includes lands having inherent environmental hazards such as flood or erosion susceptibility, poor drainage, organic soils, instability or any other similar physical characteristic or limitation which, if developed upon, could result in the deterioration or degradation of the environment and consequently cause property damage or loss of life.

The use of such lands shall respect the physical constraints and limitations in order to not only protect life and property but also minimize the alteration of the natural environment and, where appropriate, maintain the hydraulic capacity of the water courses and their related flood plains.

11.6.5.2 Permitted Uses

The predominant use of land within areas so designated shall be that of conservation and preservation of the natural environment and outdoor recreation. In addition, public or private parks or other similar forms of outdoor recreational activities such as golf courses shall also be permitted.

11.6.5.3 Policies

Lands within the Environmental Constraint Area designation in Block 2 shall be subject to the applicable policies of Section 3.11, and, notwithstanding the provisions of Section 9 of the Official Plan, where there is a conflict between the policies of the Official Plan and the Secondary Plan, regarding the Environmental Constraint Area designation, the Official Plan will supersede the Secondary Plan policies for the area.

However, within the constraints imposed by the policies of Section 3.11, this area will also be subject to the general direction with regard to development outlined in Section 11.6.

11.7 BLOCK 4 - HIGH DENSITY RESIDENTIAL/HOTEL AREA

11.7.1 General

The High Density Residential/Hotel Area is located between Hibernia and Third Streets north of the marina development and south of the existing development along Albert Street.

This area is presently developed for multiple residential uses or is vacant land. Its proximity to the Legion Village development makes the Hibernia Street frontage suitable for redevelopment for residential uses. The Albert Street frontage, because of its proximity to the Central Area of the Harbour, would appear appropriate for a mixed used development combining residential and commercial or office uses. An alternative use for the area would be a hotel/convention complex.

11.7.2 Objective

To ensure that the private lands in Block 4 are developed in a manner compatible with the surrounding development, both private and public.

11.7.3 High Density Residential/Hotel Area

11.7.3.1 Permitted Uses

The permitted uses in the High Density Residential/Hotel Area in Block 4 shall be limited to higher density forms of residential development such as apartment buildings and/or a hotel/convention complex.

In addition, the lands fronting on Third Street may include commercial,

Appendix D

Zoning Map (partial)



SECTION 21: ENVIRONMENTAL CONSTRAINT (EC) ZONE REGULATIONS

21.1 GENERAL USE REGULATIONS

21.1.1 Permitted Uses

- i) agricultural use;
- ii) conservation use;
- iii) forestry use;
- iv) picnic areas;
- v) private park use existing as of January 1, 1993;
- vi) public park use existing as of January 1, 1993;
- vii) public uses in accordance with the provisions of Section 5.3.2;
- viii) walking and bicycle trails.

21.1.2 Permitted Accessory Uses

- i) accessory use to the Permitted Uses in Section 21.1.1;
- ii) parking areas for the permitted use.

21.1.3 Permitted Buildings and Structures

- i) buildings and structures necessary for flood and erosion prevention and control, and landscape stabilization;
- ii) accessory structures for a public or private park use including, but not limited to; benches, boat launching facilities, ball diamonds, tennis courts.

21.1.4 Parking

In accordance with the provisions of Section 6.

21.2 SPECIAL USE REGULATIONS

The regulations contained in subsection 21.1, General Use Regulations, shall apply to the special use area or areas defined below, except as otherwise specifically provided in the special use regulations in this subsection 21.2.

21.2.1 Environmental Constraint Exception 1 (EC-1) zone - 357 Elgin Street West

21.2.1.1 Defined Area

(EC-1) as shown on Schedule "A", Map 9 to this By-law.

21.2.1.2 Permitted Uses, Building and Structures

The uses, building and structures permitted in Sections 21.1.1, 21.1.2 and 21.1.3 respectively and a parking area which is an accessory use to the permitted apartment building in the R4-1 Zone.

21.2.1.3 Parking

In accordance with the provisions of Section 6 provided that no parking area shall be located within 30 metres (98.4 feet) of Cobourg Creek.

SECTION 20: OPEN SPACE (OS) ZONE REGULATIONS

20.1 GENERAL USE REGULATIONS

20.1.1 Permitted Uses

- i) conservation use;
- ii) existing cemetery use, including a place of worship as an accessory building but excluding a crematorium or mausoleum;
- iii) forestry use;
- iv) private park use;
- v) public park use;
- vi) public use in accordance with the provisions of Section 5.3.2.

20.1.2 Permitted Accessory Uses

- i) accessory uses to the permitted uses of Section 20.1.1;
- ii) one residential unit for a caretaker;
- iii) parking areas for the permitted uses.

20.1.3 Permitted Buildings and Structures

- i) a single-detached dwelling for a caretaker;
- ii) accessory buildings and structures for the permitted uses including a refreshment stand, a storage area, parking area, swimming pools, tennis courts, band shells and ball diamonds.

20.1.4 Lot Area

465 m² (5,000 ft.²) minimum.

20.1.5 Lot Frontage

15 metres (50 ft.) minimum.

20.1.6 Lot Coverage

20% maximum.

20.1.7 Front Yard

7.5 metres (25 ft.) minimum.

20.1.8 Rear Yard

7.5 metres (25 ft.) minimum.

20.1.9 Side Yard

7.5 metres (25 ft.) minimum.

20.1.10 Landscaped Open Space

Minimum 50% of the lot.

20.2.2 Open Space Exception 2 (OS-2) zone - Harbour Area/East Pier

20.2.2.1 Defined Area

(OS-2) as shown on Schedule "A", Map 2, to this By-law.

20.2.2.2 Permitted Uses

Notwithstanding the provisions of Section 20.1.1 and 20.1.1 only the following uses shall be permitted in the (OS-2) Zone:

- i) public park use;
- ii) public open space use;
- iii) public use in accordance with the provisions of Section 5.3.2;
- iv) eating establishment and/or museum use in a vessel beside the pier;
- v) accessory use to the permitted uses in Sections 20.2.2.2 i) through iii) including a parking lot, sculpture garden, pedestrian/bicycle pathway and observation area; and,
- vi) ramps and loading area accessory to the permitted uses in Section 20.2.2.2 iv).

20.2.2.3 Permitted Buildings and Structures

Buildings and structures for the permitted uses.

20.2.2.4 Regulations for the Uses Permitted in the (OS-2) Zone

Notwithstanding the provisions of Section 20.1, only the following regulations shall apply to the lands in the (OS-2):

- i) **Lot Coverage:**
30% maximum
- ii) **Landscaped Open Space:**
50% minimum
- iii) **Building Height:**
3 storeys maximum
- iv) **Yards:**
7.5 m (25 ft) min. from the edge of the pier
- v) **Parking:**
In accordance with the provisions of Section 6.
- vi) **Accessory Buildings and Structures:**
In accordance with the regulations of this Section 20.2.2.4.

20.2.3 Open Space Exception 3 (OS-3) zone - Harbour Area/West Pier

20.2.3.1 Defined Area

(OS-3) as shown on Schedule "A", Map 2, to this By-law.

20.2.3.2 Permitted Uses

Notwithstanding the provisions of Section 20.1.1 and 20.1.2, only the following uses shall be permitted in the (OS-3) Zone:

- i) public park use;
- ii) public open space use;
- iii) public use in accordance with the provisions of Sections 5.3.2;
- iv) accessory use including parking areas, playground areas, a pedestrian/bicycle pathway and observation areas.

20.2.3.3 Permitted Buildings and Structures

Buildings and structures for the permitted uses.

20.2.3.4 Regulations for the Uses Permitted in the (OS-3) Zone

Notwithstanding the provisions of Section 20.1, only the following regulations shall apply to the lands in the (OS-3) Zone:

- i) **Lot Coverage:**
10 % maximum
- ii) **Landscaped Open Space:**
60 % minimum
- iii) **Building Height:**
3 storeys maximum
- iv) **Yards:**
7.5 m (25 ft) minimum from the edge of the pier
- v) **Parking:**
A minimum of five spaces and a maximum of 15 parking spaces shall be permitted in the (OS-3) Zone.
- vi) **Accessory Buildings and Structures**
In accordance with the regulations of this Section 20.2.3.4

20.2.4 Open Space Exception 4 (OS-4) zone Harbour Area/Marina

20.2.4.1 Defined Area

(OS-4) as shown on Schedule "A", Map 2 to this By-law.

20.2.4.2 Permitted Uses

Notwithstanding the provisions of Section 20.1.1 and 20.1.2. only the following uses shall be permitted in the (OS-4) Zone:

- i) public park use;
- ii) public open space use;
- iii) public use in accordance with the provisions of Section 5.3.2;
- iv) marina use;
- v) yacht club use;
- vi) visitor's bureau use;
- vii) parking area use;
- viii) accessory use including boater recreation centre use, boat storage areas, launching ramps, playground areas, a pedestrian/bicycle pathway and public plaza.

20.2.4.3 Permitted Buildings and Structures

Buildings and structures for the permitted uses.

20.2.4.4 Regulations for the Uses Permitted in the (OS-4) Zone

Notwithstanding the provisions of Section 20.1, only the following regulations shall apply to the lands in the (OS-4) Zone:

- i) **Lot Coverage:**
30% maximum
- ii) **Landscaped Open Space:**
20% minimum
- iii) **Building Height:**
3 storeys maximum
- iv) **Yards:**
7.5 m. (25 ft.) minimum from the edge of the pier
- v) **Parking:**
In accordance with Section 6.
- vi) **Accessory Buildings/Structures:**
In accordance with the regulations of this Section 20.2.4.4.

TOWN OF COBOURG, ON



PARKS MASTER PLAN

MAY 2013

Prepared By: Jeffrey Smith & Company Inc.

Systems Plan Map



peter j. smith & company, inc.

Cobourg Parks Master Plan

The park classifications proposed for the Town of Cobourg are briefly outlined below:

Leisure Parks - are the most common type of park and provide the greatest degree of access to the system. They are centrally located in each neighbourhood and are within a short walking distance of all homes.

Cultural Parks – possess historic/heritage qualities distinct to Cobourg. These parks help define the Cobourg experience and are unique places for community celebrations and special events. In conjunction with Landmark Parks, they provide the greatest opportunity to enhance the tourism appeal of the community.

Nature Parks - are predominantly natural in character and exhibit landscape/environmental characteristics common to Cobourg or the surrounding area. The focus of these parks is conservation, nature appreciation, and interpretation. They provide a nature-based experience and environmentally compatible passive recreation activities.

Athletic Parks – are large scale facilities whose primary function is active recreation. These parks serve both the Town and the surrounding region and are designed to accommodate a variety of events/activities simultaneously. Programmed for sports tournaments or festivals with a regional draw, they can contribute to the economic development of the Town.

Landmark Parks – are located on Cobourg’s waterfront. They are defining icons of the Town and provide a range of experiences and water related activities. As the centre piece of the Town’s event programming, Landmark Parks are regional destinations that have wide appeal to a diverse audience. Portals are a sub-component of this classification and provide public access to the waterfront at street ends that terminate at the lake.

Connector Parks – are generally linear public spaces that connect parks and primary Town attractions. They are components of the Systems Plan described in the previous section of the document and integrate creek corridors, abandoned utility/rail corridors, street allowances, etc.

The following chart summarizes the key attributes of each park classification including character, function, facilities (primary & secondary), and location. In addition, the chart identifies how existing parks are align with the new classification system.

New Park Classification

Type	Character	Primary Function	Primary Facilities (required)	Secondary Facilities (allowed)	Location	Existing Parks (Reclassified)
Nature	<ul style="list-style-type: none"> Wooded Stream corridor Valley land Shoreline Passive Wildlife habitat Low/no maintenance 	<ul style="list-style-type: none"> Nature preservation Nature appreciation Education Small group gatherings 	<ul style="list-style-type: none"> Trails Interpretation Naturalization Demonstration 	<ul style="list-style-type: none"> Natural play area "Outdoor classroom" Enviro-washroom Public art/sculpture, Community gardens 	<ul style="list-style-type: none"> Natural areas Stream corridors Environmental areas 	<ul style="list-style-type: none"> James Cockburn Park West Beach Lands & Boardwalk Ecology Garden Minnie Pennell Arboretum Sinclair Park Peace Park Lucas Point Park
Athletic	<ul style="list-style-type: none"> Open Flat Well organized Maintained Active use Multi-use Specific use areas Vistas 	<ul style="list-style-type: none"> Athletics Major sports activities Tourism Large gatherings 	<ul style="list-style-type: none"> Sr. athletic fields Park centre (washroom, concession) Parking Pathways Picnic facilities 	<ul style="list-style-type: none"> Water play facility Skate/bike park Play area "Dome/bubble" Community gardens 	<ul style="list-style-type: none"> Industrial areas Buffered from residential Primary road access 	<ul style="list-style-type: none"> Cobourg Community Centre Donegan Park Legion Fields Lion's Park Rotary Fields
Leisure	<ul style="list-style-type: none"> Mix of open and treed areas Sun/shade Unique to neighbourhood 	<ul style="list-style-type: none"> Primary passive recreation Play Pathway Small gatherings 	<ul style="list-style-type: none"> Pathway Play area Seating area Shelter 	<ul style="list-style-type: none"> Jr. play field Multi-use court Neighbourhood interpretation Info kiosk Spray pad Public art/sculpture Community gardens 	<ul style="list-style-type: none"> Central to neighbourhood 	<ul style="list-style-type: none"> Burnham Manor Park Coronation Park Coverdale Park Fitzhugh Park James J. Tracey Park Morley Cane Park New Amherst Parkette Optimist Park Westpark Village Park Westwood Park Gutteridge Park
Connector	<ul style="list-style-type: none"> Linear Recreationway Linked nodes Wayfinding 	<ul style="list-style-type: none"> Linkage Create connected open space system Access to gathering spaces 	<ul style="list-style-type: none"> Trail/pathways Trail head Interpretation Wayfinding features 	<ul style="list-style-type: none"> Rest areas Parking at nodes 	<ul style="list-style-type: none"> Utility corridors Abandoned rail lines Street rights of way Open space corridors 	<ul style="list-style-type: none"> Monk's Cove Park Rogers Road Trail Kerr Street Allowance
Cultural	<ul style="list-style-type: none"> Unique Inspirational Informative Cobourg identity Organized Shade/trees 	<ul style="list-style-type: none"> Art Culture History Events Variety of gathering sizes 	<ul style="list-style-type: none"> Public art/sculpture Memorials Interpretation Pathways Gathering space 	<ul style="list-style-type: none"> Themed play area Themed gardens Event space Horticultural display 	<ul style="list-style-type: none"> Central location within Town 	<ul style="list-style-type: none"> Victoria Park Jubilee Park Chris Garrett New Amherst Rotary Waterfront Park
Landmark	<ul style="list-style-type: none"> Lakefront Urban Active Continuous Linked nodes Services Monumental and natural 	<ul style="list-style-type: none"> Lake access Tourism Festivals Large gatherings 	<ul style="list-style-type: none"> Marina/boating Commercial/retail Water based activity Promenade Festival space 	<ul style="list-style-type: none"> Water feature Public art/sculpture Spray pad Picnic facilities 	<ul style="list-style-type: none"> Adjacent to Lake 	<ul style="list-style-type: none"> Victoria Beach Marina Park Central Esplanade
Portal	<ul style="list-style-type: none"> Lakefront Urban Active Continuous Linked nodes Services Monumental and natural 	<ul style="list-style-type: none"> Lake access/views 	<ul style="list-style-type: none"> Pathway from street Seating Overlook 	<ul style="list-style-type: none"> Entry feature Interpretative panels 	<ul style="list-style-type: none"> Road end at Lake 	<ul style="list-style-type: none"> Cedermere Avenue Lookout D'Arcy Street Lookout Lookout Point Park Fitzhugh Shores Parkette Tracey Parkette Green Street Henry Street

Park Type: NATURE

Overview: Nature Parks are intended to protect, preserve and enhance the environmental qualities of the Town. They are comprised of natural areas, wetlands, riparian lands, and select water front public spaces. They accommodate public access and provide environmental education opportunities

and experiences. Development within Nature Parks is generally limited to pedestrian facilities that integrate well with the natural environment and enhance the experience. This includes trails, overlooks, bird blinds, interpretive panels, etc.

PARK DESIGN GUIDELINES

LOCATION	Should have minimum 40.0 m street frontage on primary street; should be integrated into open space system and be accessible by Connector Park
ACCESS	Should have pedestrian entrance connected to the street
ENTRANCES	Should be in natural areas – woodlots, stream corridors, wetlands, lake edge
PEDESTRIAN CIRCULATION	Should have primary internal path 2.5 m wide to link facilities, could provide secondary path should be 1.8 m wide, should connect to the Town wide pedestrian system
VEHICULAR CIRCULATION	Not required; could provide on-street parking (preferred) or on-site if demand warrants; should minimize impact on site use
BUILDINGS	Could provide a centralized building with washrooms, concession, storage facilities
LANDSCAPING	Should enhance the environmental function of the site; should enhance habitat; should be developed for educational purposes
SIGNAGE	Should provide park identification sign at entrances, should be unique/custom designed, should provide wayfinding in large parks, should be pedestrian scaled
SPECIAL FEATURES/FUNCTIONS	Should be a model of green design; should employ extensive environmental design/construction techniques; should be an outdoor education destination



Prototypical Nature Illustration

Cobourg Parks Master Plan



peter.j.smith & company, inc.

Park Type: LANDMARK

Overview: Landmark parks are located on the waterfront and are defining features of the Town. They enhance the identity of Cobourg as a waterfront community and support a diversity of water-related recreation activities. In the urban area, they support the downtown and are intended to enhance tourism and economic development opportunities. Across the Cobourg Waterfront, Landmark Parks are envisioned to be connected and continuous and

provide direct pedestrian access (usual and unusual) to the lake. They support a wide variety of uses, activities and experiences and are integral to the economic well being of the community. As a sub-component of Landmark Parks at the waterfront, Parks are designed at all north/south streets that end at the lake to provide public access and lake viewing opportunities.

PARK DESIGN GUIDELINES

LOCATION	Should be located on the waterfront; should be continuous/connected across the waterfront
ACCESS	Should maximize street frontage for park use; should preserve views to the water
ENTRANCES	Should have well defined pedestrian entrances connected to the street; entrance should connect with a primary pedestrian promenade or boardwalk
PEDESTRIAN-CIRCULATION	Should have a hierarchy of pedestrian circulation features; should provide a primary pedestrian promenade or boardwalk a minimum 5.0 m wide, should connect to the Town wide pedestrian system
VEHICULAR CIRCULATION	Should be designed to enhance the experience of the waterfront; should minimize the impact on public use/access to the waterfront; should limit parking on the waterfront
BUILDINGS	Should provide washrooms, concession, change rooms, storage, etc.; buildings should be connected to the primary promenade or boardwalk; should be orientate to preserve views of the water; should have a character compatible with its waterfront location
LANDSCAPING	Should be used to reinforce pedestrian circulation and focus views to the water; should provide shade; should mitigate beach erosion/sand displacement; should support environmental function of waterfront
SIGNAGE	Should provide park identification sign at entrances, should be unique/custom designed, should provide wayfinding in large parks, should be pedestrian scaled
SPECIAL FEATURES/FUNCTIONS	Should enhance tourism and economic development; should accommodate increased recreation use/activities; should support special events; should have a character unique to Cobourg



Prototypical Landmark Illustration

Cobourg Parks Master Plan



peter j. smith & company, inc.

Appendix F



**WATERFRONT USER NEEDS
ASSESSMENT AND DETAILED DESIGN**

TOWN OF COBOURG / MAY 2018

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

2.2 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

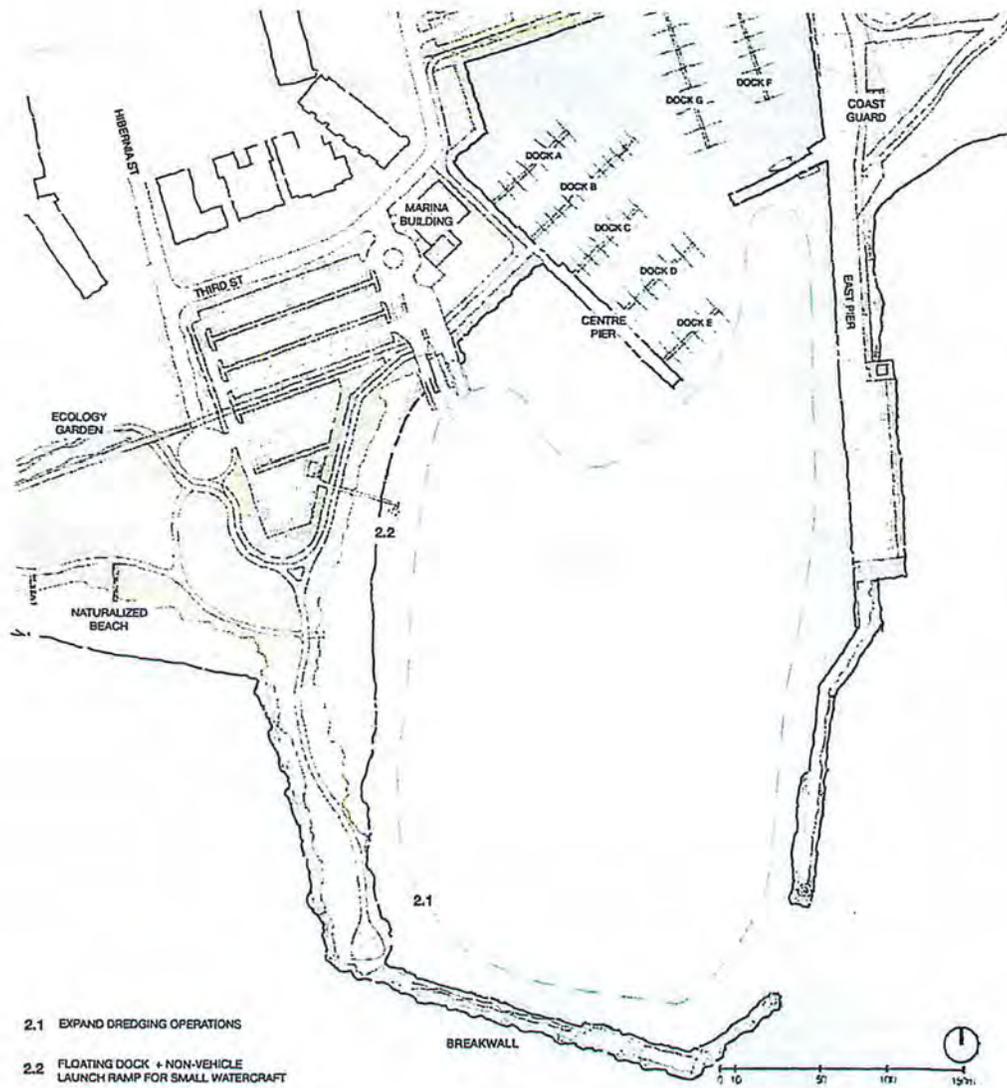


Figure 6.7: Harbour Conceptual Rendering Plan

3.6 Harbour

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

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

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

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

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

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

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

Two initiatives have been identified:

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

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

The following provides further details on each initiative:

2.1 Expand dredging operation

Waterfront Goal: 10

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

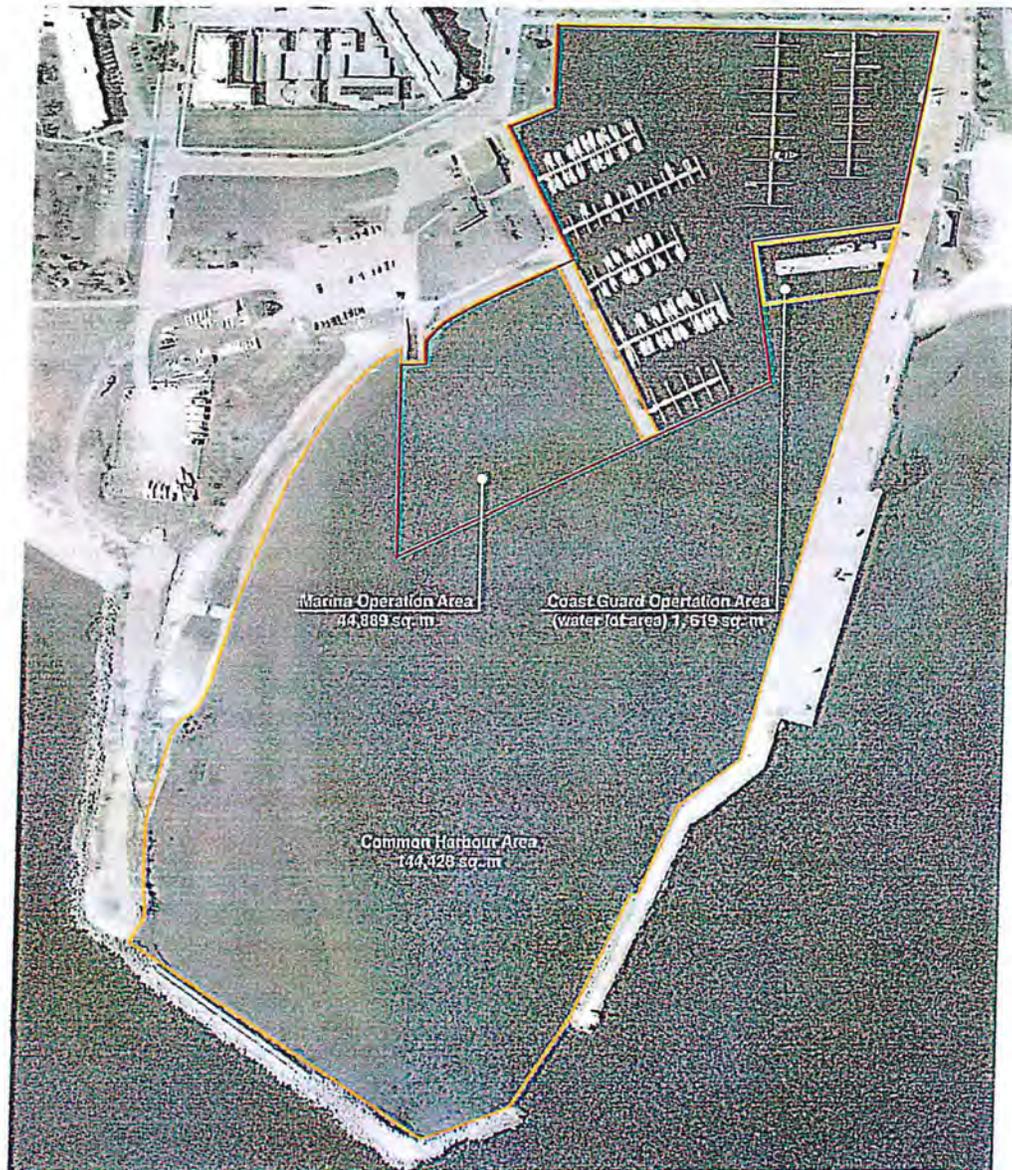


Figure 6.8: Current Marina Operating Area

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

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

Waterfront Goals: 7, 9, 10

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

Other Considerations

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

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

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

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

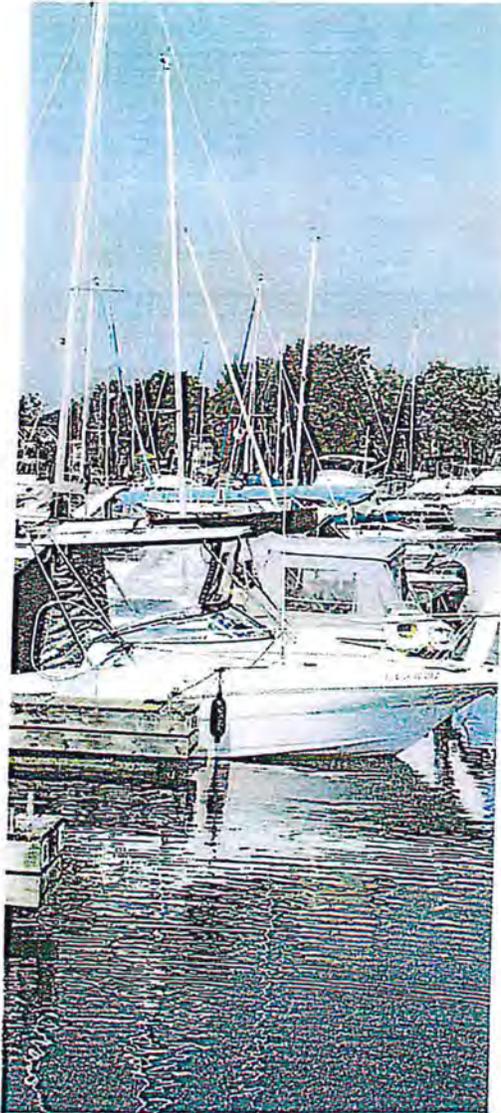


Figure 6.9: Marina

Revenue Generating Potential

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

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

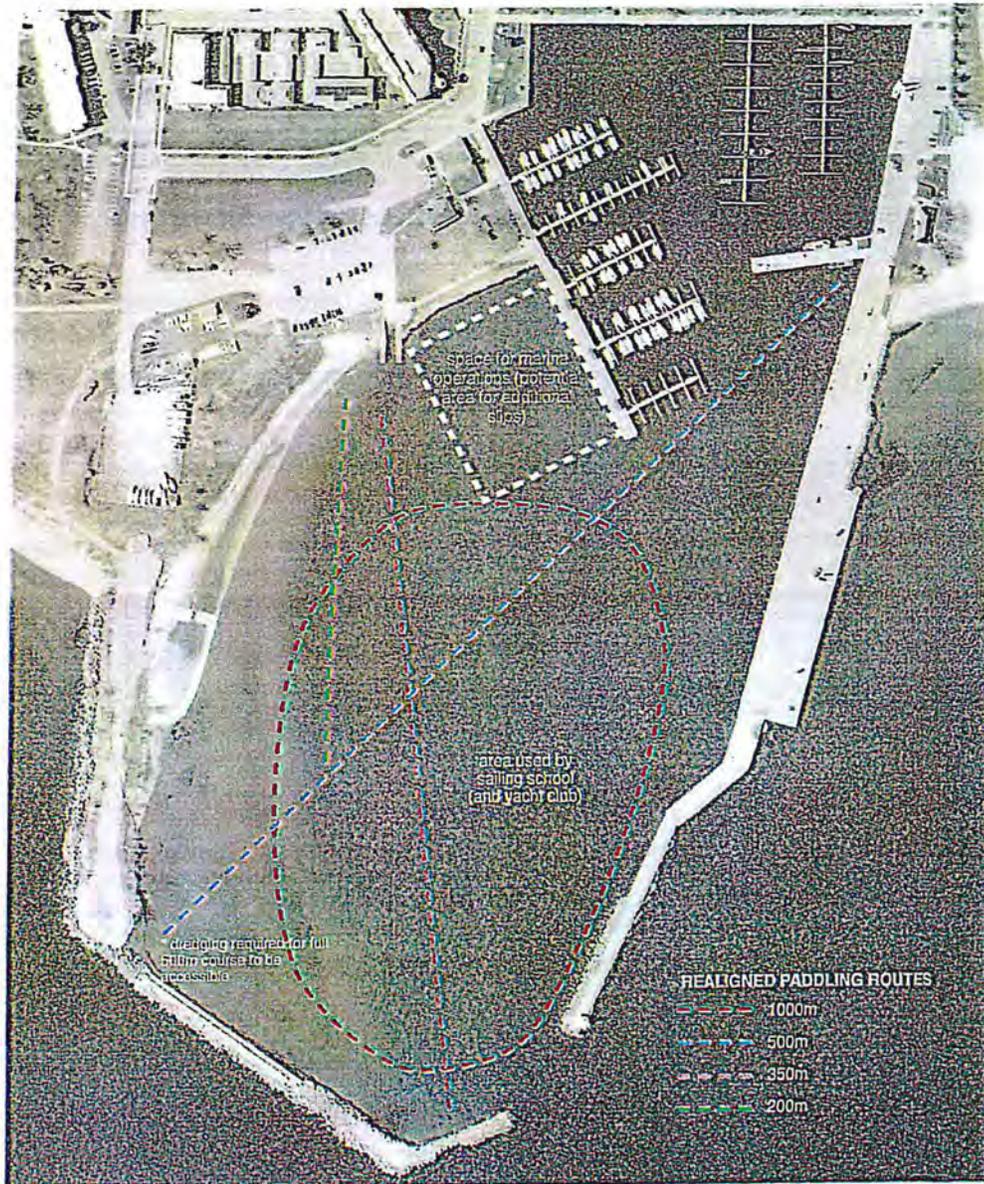


Figure 6.10: Realigned Paddling Courses



Figure 6.11: Marina Conceptual Rendering Plan

3.3 Marina

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

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

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

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

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

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

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

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

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

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

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

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

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

The following provides further details on each initiative:

3.1 Align percentage of transient boat slips with demand

Waterfront Goals: 10, 11, 12

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

3.2 Centre pier improvements

Waterfront Goal: 11

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

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

Waterfront Goal: 11

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

3.4 Boat storage reconfiguration

Waterfront Goals: 3, 7, 11

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

3.5 Loading/unloading zone for marina users

Waterfront Goal: 10

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

3.6 Boat Lift In/Lift Out

Waterfront Goals: 10, 11

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

3.7 Multi-use community waterfront building

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

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

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

3.8 Security enhancements

Waterfront Goal: 11

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

3.9 Public small craft boat storage compound

Waterfront Goals: 10, 11

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

3.10 Additional seasonal boat slips

Waterfront Goals: 11, 12

- Provide additional slips to increase revenue and address demand for seasonal slips
- Prioritize adding slips through efficiencies in dock configuration
Undertake in conjunction with initiative 3.11 Replacement of Docks C, D, E and F)
- Space available for approximately 60 to 100 slips. Refer to report by 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 piece of this initiative should be the multi-use community waterfront building (#3.7) that can support harbour-specific users and events, as well as community-wide events. Community partners would include the CYC, Cobourg Dragon Boat and Canoe Club, Survivor Thrivers, and other organizations interested in regularly using the facility for their activities (meetings, training, operations, social events, fundraisers, summer camps, etc.). The facility would also be available for public rentals (e.g., special events, weddings, workshops, meetings, etc.) and general public access to waterfront amenities (restaurant and washrooms, change room facilities).

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

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

For further details on a number of the above recommendations, please refer to the report prepared by Shoreplan for the Town of Cobourg in 2015, and the Business Case for Cobourg Harbour and Marina prepared by 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

Appendix G

STAFF REPORT – November 21, 2019

TO: Chair and Members of the Board of Directors

RE: Response to a Natural Waterfront Park for Cobourg

Background: A Natural Heritage Waterfront Park

At the September 19, 2019 Ganaraska Region Conservation Authority (GRCA) Board of Directors meeting, Richard Pope, accompanied by Margaret Bain, made a presentation to inform the Board of a proposal that has since been presented to the Town of Cobourg Council to create a Natural Heritage Waterfront Park. The presenters' intention was to inform the GRCA of the initiative and to have the GRCA Board endorse the proposal. GRCA staff were requested to report back to the Board at a future meeting.

The purpose of the Natural Heritage Waterfront Park, as presented to the GRCA Board is to create a park giving the following areas permanent protection:

- The West Harbour;
- The West Headland;
- The Ecology Garden;
- West Beach

Site Characteristics

The subject lands contain the following features:

- Floodplain associated with Lake Ontario;
- Dynamic Beach (West Beach);
- Lake Ontario Erosion Hazard;
- Coastal Wetland (small area identified by GRCA staff between the harbour and the boat storage areas).

GRCA Planning & Regulatory Role

GRCA has a delegated 'Provincial Interest' in Plan Review (as per Conservation Ontario/Ministry of Natural Resources/Ministry of Municipal Affairs and Housing Memorandum of Understanding). The Authority represents the provincial interests regarding natural hazards encompassed by Section 3.1 of the Provincial Policy Statement (2014). Furthermore, pursuant to the Planning Act, GRCA is a public commenting body and comments as per policies as a local resource management agency on Planning Act applications.

GRCA is a Regulatory Authority and may restrict, regulate or give permission for certain activities in and adjacent to shorelines. The above noted features fall within GRCA's Regulated Area. On this basis, a permit would be required for

development within these features, or within the setback allowance (15m). Depending on the nature of the site characteristic, GRCA staff may or may not be in a position to support development proposed within the feature or within close proximity to the feature.

GRCA supports the protection of the features and recommends that they are protected over the long term through land acquisition by the Municipality or through the inclusion into Official Plans or comprehensive zoning.

Discussion

GRCA staff supports the protection of all hazard lands. It appears that the majority of these lands are already owned by the Municipality and are entirely regulated by the Authority. The area included within the proposed park is specifically discussed as follows:

The West Harbour

This area encompasses the Centre Pier west to the west lighthouse on the west headland. The Advisory Committee on Natural Spaces of the Willow Beach Field Naturalists states the West Harbour comprises "the water west of the Centre Pier Area and a line connecting the Centre Pier to the west Lighthouse, and the shore west the north end of the Centre Pier" and further that they may wish to "exclude the strip in front of the Yacht Club between the Centre Pier and the boat launch". Based on the description the area that will comprise this portion of the park needs to be clarified. It appears that water of the harbour is included within the park boundary.

GRCA notes that the landward portion of these lands are owned by the Town of Cobourg.

The lands in this location fall within the Floodplain associated with Lake Ontario. Additionally, there is a small coastal wetland that has been identified by GRCA staff in this area.

The water of the West Harbour is under the jurisdiction of the Federal Government and is governed by Parliamentary Statute and Transport Canada under the Navigation Protection Act.

The proponent has indicated that future marina expansion into the area would be prevented as part of the proposed park. Notwithstanding, the proponent has indicated that dredging, the construction of a disabled access dock, or a boatlift could be located in this area. The details of what would be considered as viable proposals within this area supported are unclear. Furthermore, if the purpose of this park is to be a "natural waterfront park" the suggestion of allowing certain development while opposing other development appears to be more for the purpose of marina expansion prevention rather than the creation of a natural park.

As the water of the harbour is under Federal jurisdiction is it unclear what implications the proposed park would have on the marina in this regard.

The area is currently identified as the Cobourg Harbour. GRCA recognizes that certain activities beyond that of a normal shoreline occur within this area. Furthermore, harbours are generally considered locations to direct boats for storage purposes for landowners.

Also, the location indicates a line connecting the Centre Pier to the west lighthouse. This seems to indicate the inclusion of lake bed, which as mentioned, is under the jurisdiction of the Federal Government.

The West Headland

This area is owned by the Town of Cobourg, but it is understood that rules pertaining to these lands still fall, in part, under Federal jurisdiction. This is an artificially created area.

These lands are within GRCA's Regulated Area. It is noted that to maintain the headland, erosion protection measures may need to be installed. Although it appears that erosion protection is currently in place, it is unclear if the park would allow for the implementation of further protection.

The Ecology Garden

It is understood this area is owned in part by the Legion Village and the Town of Cobourg. The lands do fall within a GRCA Regulated Area, but appear to be outside any natural hazards. Appropriate consultation with the administrators of the Ecology Garden should be sought.

West Beach

A large portion of the lands are owned by the Town of Cobourg with exceptions including the private residences at 77 Cedermere Avenue, 76 Cedermere Avenue, 90 Ontario Street and 94 Ontario Street. There is a track that is part of the Kawartha Pineridge District School Board property and includes a portion of the existing boardwalk with land that extends toward the lake. The west beach includes the floodplain associated with Lake Ontario, an erosion hazard component and the area is considered a dynamic beach.

GRCA does not support development within dynamic beaches. Notwithstanding, GRCA would be supportive of all hazard lands being absorbed into public ownership. GRCA staff are not aware of the intention of the school board with respect to these lands. Furthermore, it is not specified as to where the boundary of the park would be located.

Town of Cobourg

Much of the property falls within the Town of Cobourg owned property at this time. At this time, GRCA staff are not in receipt of information provided by the Town of Cobourg staff proposing a park. In general, for a park to be created, GRCA staff would be circulated a submission for review and comment. GRCA staff are not in receipt of a submission at this time by Municipal staff. GRCA does not have any information that would indicate this proposal is in keeping with the policies, guidelines or procedures of the Town of Cobourg.

Summary

The proposal contains all of the above noted locations and therefore consideration must be given to the entirety of the project as a whole.

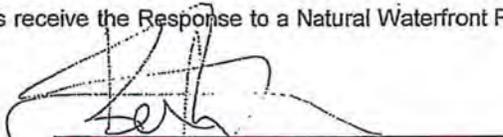
GRCA staff do not have enough information to recommend the endorsement of the proposed park. GRCA staff have concerns with jurisdiction, re-purposing of the marina, and a lack of clarity with respect to what uses could be supported within the park. While the GRCA is supportive of the area becoming park lands to protect the natural heritage value of the park, staff would recommend further discussions to bring clarity to the above concerns.

On this basis, GRCA staff do not recommend the endorsement of the proposal in its current form.

RECOMMENDATION:

THAT the Board of Directors receive the Response to a Natural Waterfront Park for Cobourg for information.

Prepared by:



Ken Thajer, MCIP, RPP
Planning and Regulations Coordinator

Recommended by:



Linda J. Laliberte, CPA, CGA
CAO/Secretary-Treasurer