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TRANSPORTATION SOLUTIONS LIMITED

2023 Parking Capacity Study

Town of Cobourg

Paradigm Transportation Solutions Limited

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Executive Summary

Introduction

The Town of Cobourg initiated the **2023 Parking Capacity Study** to determine the current operational capacity of existing available parking opportunities and develop a long-range parking capacity projection for the downtown. The study aims to:

- ▶ confirm the adequacy of the existing parking supply;
- ▶ assess whether current supply can meet parking demand over the next ten years; and
- ▶ update the Town's downtown parking management strategy, which was last reviewed in 2014.

The study involved:

- ▶ quantifying the existing municipal on-street, municipal off-street, and private parking supply in the core and waterfront areas of Cobourg (generally bounded by Lake Ontario, Durham Street, James Street, King Street, and D'Arcy Street);
- ▶ conducting parking utilization and duration surveys over multiple days to determine parking demand and duration trends in these areas;
- ▶ comparing usage to supply to assess the adequacy of the current parking supply;
- ▶ estimating future parking demands in the core and waterfront areas based on current trends and projected growth and development; and
- ▶ developing a range of reasonable, practical, and feasible parking management strategies to serve existing and future needs.

Existing Parking Supply and Demand

The existing parking system in the downtown and waterfront areas of Cobourg comprises:

- ▶ public on-street parking (metred and non-metred spaces);
- ▶ public off-street parking in 15 municipally controlled lots; and
- ▶ privately owned, publicly accessible off-street parking lots.



The current supply consists of 2,633 spaces, of which the Town controls 57% (1,500) of all available stalls. The remaining 43% (1,133) are contained in privately owned, publicly accessible parking lots.

The Town provides several types of parking in the downtown core and waterfront areas, comprising time-limited free parking, time-limited paid parking, and time-unlimited paid parking.

In the core area (generally defined as north of Albert Street and Queen Street between Ball Street/Durham Street and Church Street, plus the Albert Street Lot and McGill Street Lot), on-street parking is \$2.25 per hour with a maximum duration of three hours. Two hours of free parking is provided in all municipal lots, except the Albert Street Lot and McGill Street Lot, which are pay and display. Motorists wishing to park longer than two hours in a municipal lot must purchase a monthly or daily parking permit.

In the waterfront area (generally defined as south of and including Albert Street between Third Street and Church Street, and the East Beach Parking Area), on-street and off-street parking is \$5 per hour with no time limit.

Paradigm conducted four parking surveys over two weekdays and two Saturdays in August 2023 and September 2023. The weekday surveys were conducted from 8:00 AM to 6:00 PM¹, and the Saturday surveys from 10:00 AM to 6:00 PM. The project team did not receive consent from property owners in the study area to survey private parking lots. Therefore, parking utilization and duration data was only collected for municipal on-street and municipal off-street parking spaces.

Key findings of the parking surveys include:

- ▶ Overall weekday parking utilization peaked at 56% between 1:00 PM and 2:00 PM on Tuesday, August 22, 2023;
- ▶ Overall weekend parking utilization peaked at 49% between Noon and 1:00 PM on Saturday, September 30, 2023;
- ▶ Peak parking utilization in the off-street lots equals or exceeds on-street;
- ▶ Both on-street and off-street parking tend to be short duration (less than one hour);
- ▶ Municipal lots in the core area experience longer duration parking (greater than three hours) on weekdays, with slightly

¹ The weekday survey in August 2023 was extended until 8:00 PM to capture parking activities related to the Bank in the Park Concert Series.



shorter durations (just over two hours) observed on weekends;
and

- ▶ On-street and off-street parking in the waterfront area exhibited similar duration trends, with slightly longer stays in the municipal lots.

Overall, the downtown parking system (excluding private off-street parking lots) currently operates below its effective capacity. Although some municipal lots experience parking utilization rates greater than 85% under peak conditions, ample capacity exists elsewhere in the system to accommodate additional demand.

Future Parking Needs

The present parking system meets current needs but continued growth (both general and specific to tourism) and potential redevelopment (within and outside of the study area) may result in increased demand and/or a loss of available supply in the future. To address this concern, the study assessed the need for additional parking resources to serve projected requirements.

Five-year and ten-year parking demand forecasts project a peak utilization of 72% and 77%, respectively. These forecasts assume the potential loss of the Second Street Lot (139 spaces), Albert Street Lot (60 spaces) and a portion of the Trinity Street Lot (26 spaces) because these lots are not owned by the Town. The anticipated parking supply is sufficient to accommodate forecast demand for at least the next 10 years. No additional parking is expected to be required.

Although the study did not identify the need for additional parking in the foreseeable future, the Town should consider replacing any large-scale loss of off-street parking through the strategic expansion of existing facilities or acquisition of property for new facilities.

Recommended Parking Management Strategies

Table ES.1 summarizes the recommended parking management strategies for downtown Cobourg, separated by category and assigned to short-term, medium-term, and long-term timeframes for implementation. It is anticipated that the Town can undertake/ implement the recommended program of strategies through on-going planning and capital budgeting processes.



TABLE ES.1: RECOMMENDED PARKING MANAGEMENT STRATEGIES

SHORT-TERM
Category: Optimize Supply and Increase Efficiency
1. Inventory existing on-street parking signs and compare against the provisions of the Town of Cobourg By-law 030-2022.
2. Maintain and expand (if necessary) enforcement efforts.
3. Continue publishing an annual Town of Cobourg Parking Guide summarizing the location of parking facilities, parking rates, time restrictions, and other parking-related information.
4. Partner with or encourage local businesses to provide information on their respective websites informing customers of nearby parking options. This could include a web link to the Town of Cobourg Parking Guide .
5. Review the Town's Cash-in-Lieu of Parking policy to reflect current land and construction values.
Category: Reduce Demand
6. Monitor the cost of monthly and bi-monthly parking permits to ensure rates remain consistent with other municipalities and support the use of non-auto travel modes. In general, the monthly parking permit should cost as much – or more than – a monthly transit pass.
7. Provide secure bicycle parking at the Covert Street Lot.
8. Install additional bike racks along King Street and at key locations in the downtown, such as at store and bank entrances and at public plazas and parks.
MEDIUM-TERM
Category: Optimize Supply and Increase Efficiency
9. Monitor parking demands and consider variable parking rates by time of year or proximity to popular destinations (for example, tiered rate lots).
10. Inventory the existing parking wayfinding system to ensure signs clearly direct users to municipal parking facilities, and identify required upgrades to enhance clarity. Include comprehensive maps identifying key pedestrian linkages as part of the parking system to encourage “park once” trips and promote walking.
Category: Expand Supply
11. Delineate additional on-street parking spaces in close proximity to high demand areas such as on Durham Street (King Street to Sydenham Street).
12. Explore public/private partnership opportunities to expand the core and waterfront area parking supply, or dedicate a portion of new parking to public use.
13. Work with private landowners to identify available supply that could be used during peak periods or special events.
14. Continue promoting active transportation through the implementation of the recommendations made as part of the Transportation Master Plan



TABLE ES.1: RECOMMENDED PARKING MANAGEMENT STRATEGIES

LONG-TERM
Category: Reduce Demand
15. Monitor the on-demand transit system as it becomes more familiar and reliable for users and make adjustments where possible to increase ridership. Provide opportunity for riders and residents to comment on what the transit system needs to provide in order for residents/visitors to use transit instead of driving.
16. Monitor ridership and feedback received from the fixed route transit pilot to determine if an impact was had on parking demand.
Category: Expand Supply
17. Protect lands at Third Street and Hibernia Street for a potential surface parking facility.



Contents

1	Introduction	1
1.1	Purpose and Scope	1
1.2	Study Area	1
1.3	Policy Context for Downtown Parking.....	3
1.4	Evolving Approach to Parking Planning	5
1.5	Previous Downtown Parking Study	7
2	Existing Parking System.....	11
2.1	Parking Supply	11
2.2	Parking System Characteristics.....	12
2.2.1	Time Limits	12
2.2.2	Pricing	12
2.3	Parking Surveys	14
2.4	Parking Utilization	15
2.4.1	Definitions.....	15
2.4.2	Overall.....	15
2.4.3	On-Street.....	18
2.4.4	On-Street – King Street Corridor	23
2.4.5	Off-Street.....	24
2.5	Parking Duration	27
2.5.1	Definition	27
2.5.2	Overall.....	27
2.5.3	On-Street – Core Area	31
2.5.4	On-Street – Waterfront Area.....	31
2.5.5	Off-Street – Core Area.....	32
2.5.6	Off-Street – Waterfront Area.....	32
2.6	Key Survey Findings.....	33
2.7	Key Survey Conclusions	33
3	Future Parking System	35
3.1	Overview and Methodology.....	35
3.2	Vacant Space	35
3.3	Planned Development.....	36
3.4	Population Growth	36
3.5	Parking Demand.....	37
3.5.1	Five-Year Planning Horizon.....	37
3.5.2	Ten-Year Planning Horizon	38
3.6	Parking Requirements	39
4	Parking Management Strategies	41
4.1	Overview	41
4.2	Strategies to Optimize Supply and Increase Efficiency	42
4.2.1	Upgrade Existing Off-Street Parking Lots.....	42



- 4.2.2 Improve Parking Information System42
- 4.2.3 Designate Off-Street Parking and Loading Spaces43
- 4.2.4 Enforce Time Restrictions44
- 4.2.5 Improve Aesthetics and Strengthen Pedestrian Linkages45
- 4.2.6 Acquire Properties Currently Leased for Parking Lots.....45
- 4.2.7 Apply Cash-in-Lieu of Parking45
- 4.2.8 Pursue Public/Private Partnerships46
- 4.3 Strategies to Reduce Demand.....47**
- 4.3.1 Modify Parking Pricing System.....47
- 4.3.2 Encourage Travel by Active Transportation and Transit.....47
- 4.3.3 Develop Park and Ride Services.....48
- 4.4 Strategies to Increase Supply49**
- 4.4.1 Reconfigure Existing Roads to Provide Additional Parking49
- 4.4.2 Explore Agreements with Local Landowners.....49
- 4.4.3 Construct New Public Parking Facilities49
- 4.5 Recommended Strategies51**

Appendices

- Appendix A Parking Survey Methodology**
- Appendix B Private Property Consent Form**
- Appendix C 2023 Town of Cobourg Parking Guide**



Figures

Figure 1.1:	Study Area	2
Figure 2.1:	Parking Zones	13
Figure 2.2:	Weekday Parking Demand.....	16
Figure 2.3:	Weekend Parking Demand.....	17
Figure 2.4:	Peak Hour Parking Utilization for August 22, 2023 (1:00 PM to 2:00 PM)	19
Figure 2.5:	Peak Hour Parking Utilization for September 9, 2023 (1:00 PM to 2:00 PM)	20
Figure 2.6:	Peak Hour Parking Utilization for September 27, 2023 (1:00 PM to 2:00 PM).....	21
Figure 2.7:	Peak Hour Parking Utilization for September 30, 2023 (Noon to 1:00 PM)	22
Figure 2.8:	On-Street Parking Duration	29
Figure 2.9:	Off-Street Parking Duration	30

Tables

Table 1.1:	Comparing Old and New Parking Paradigms.....	6
Table 1.2:	Parking Strategies Recommended in Previous Study	8
Table 2.1:	Study Area Parking Supply.....	11
Table 2.2:	Peak Hour Parking Utilization.....	18
Table 2.3:	Comparison of Peak Hour On-Street Parking Utilization by Location	24
Table 2.4:	Peak Hour Off-Street Parking Utilization by Municipal Lot.....	26
Table 2.5:	Parking Duration.....	28
Table 2.6:	On-Street Parking Duration – Core Area	31
Table 2.7:	On-Street Parking Duration – Waterfront Area.....	31
Table 2.8:	Off-Street Parking Duration – Core Area	32
Table 2.9:	Off-Street Parking Duration – Waterfront Area	33
Table 3.1:	Commercial Vacancies.....	35
Table 3.2:	Planned Development	36
Table 3.3:	Historical Population Growth	37
Table 3.4:	Five-Year Parking Demand Forecast	38
Table 3.5:	Ten-Year Parking Demand Forecast	39
Table 3.6:	Future Parking Requirements.....	40
Table 4.1:	Recommended Parking Management Strategies.....	53



1 Introduction

1.1 Purpose and Scope

The Town of Cobourg initiated the **2023 Parking Capacity Study** (the/ this review) to determine the current operational capacity of existing available parking opportunities and develop a long-range parking capacity projection for the core and waterfront areas. The study aims to:

- ▶ confirm the adequacy of the existing parking supply;
- ▶ assess whether current supply can meet parking demands over the next ten years; and
- ▶ update the Town's parking management strategy, which was last reviewed in 2014.

The study involved:

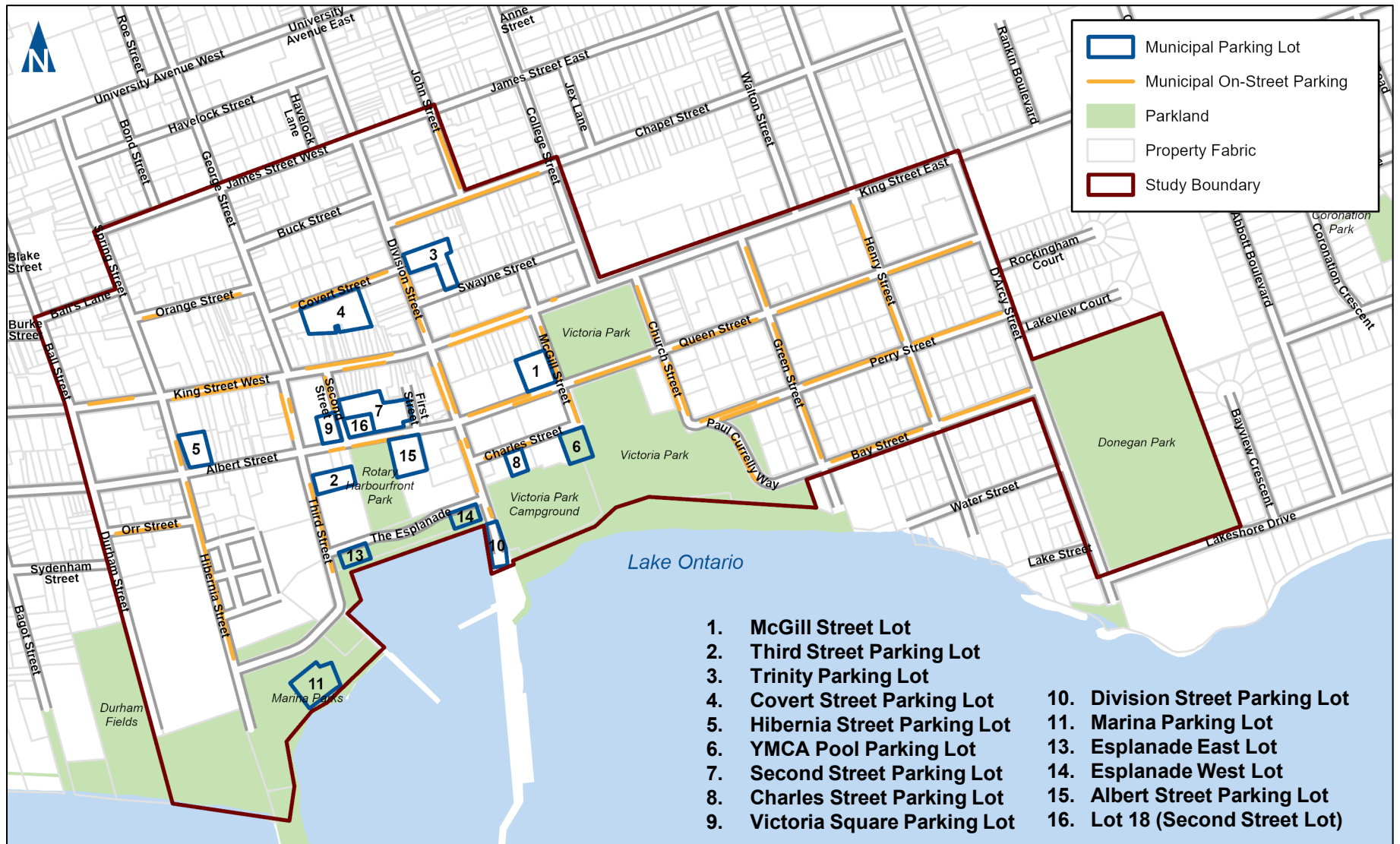
- ▶ quantifying the existing municipal on-street, municipal off-street, and private parking supply in the core and waterfront areas of Cobourg;
- ▶ conducting parking utilization and duration surveys over multiple days to determine parking demand and duration trends in these areas;
- ▶ comparing usage to supply to assess the adequacy of the current parking supply;
- ▶ estimating future parking demands in the core and waterfront areas based on current trends and projected growth and development; and
- ▶ developing a range of reasonable, practical, and feasible parking management strategies to serve existing and future needs.

1.2 Study Area

Figure 1.1 illustrates the study area, which comprises the following four "districts":

- ▶ **Main Central Area** – historic community core in Cobourg. Centred along King Street, this district contains the primary concentration of pedestrian-oriented commercial uses in the Town;





Study Area

- ▶ **Harbour Area and Victoria Park** – passive recreational uses south of the Main Central Area. This district includes Victoria Park, the marina and west pier, and the esplanade between Third Street and Division Street.
- ▶ **Mixed-Use Commercial** – areas of the core away from King Street. Centred along Division Street, this district features a range of commercial/retail uses that support the pedestrian-oriented development along King Street and connect to Cobourg Beach.
- ▶ **East Beach Parking Area** – areas of low-density residential dwellings that feature on-street parking on at least one side of all roads. This district extends east from Victoria Park and does not include Donegan Park. Donegan Park was not included in the study area due to ongoing scheduling of sporting events that take place in the from April to October.

For analysis purposes, the municipal parking supply was separated into the following two parts:

- ▶ The **core area**, which encompasses public on-street and off-street parking north of Albert Street and Queen Street between Ball Street/Durham Street and Church Street. It also includes the Albert Street Lot and McGill Street Lot.
- ▶ The **waterfront area**, which encompasses public on-street and off-street parking south of and including Albert Street from Third Street to Church Street. It also includes the East Beach Parking Area. Between Victoria Day and Thanksgiving, the Albert Street Lot and McGill Street Lot are part of the waterfront area.

1.3 Policy Context for Downtown Parking

The Town of Cobourg 2010 Official Plan (Consolidation May 2018) sets out the overarching policy context for the review. The plan envisions Cobourg as a strong, liveable, and healthy community providing a full range of opportunities to live, work, play, and shop through the enhancement and preservation of the Town’s heritage and its vibrant and active downtown, waterfront, and main streets. This vision will be reinforced through sustainable, accessible, and compact development, with mixed- use built form along its main streets, and a transportation system that supports multiple modes of travel including transit, cycling, walking, and goods movement.²

² Town of Cobourg, *Official Plan*, (Cobourg, ON: 2018), 4.



Section 6.6 of the plan sets out parking policies for the Town, with specific direction for the downtown. Pertinent provisions include:

6.6.1 General Parking Requirements

- i) *The Town shall require, as a condition for development or redevelopment, that:*
 - a) *adequate off-street vehicular parking and loading facilities be provided which are planned and engineered to allow access to all parking spaces;*
 - b) *ingress and egress to parking and loading areas be limited in number and designed to acceptable standards for traffic safety; and*
 - c) *access points on arterial and collector roads be shared by adjoining land uses, where practicable, to minimize traffic hazards.*
- ii) *Notwithstanding the policies of Section 6.6.1 i), the Town shall encourage the retention and expansion of on-street parking in areas where it would not interfere with the efficient movement of traffic. Further, in areas where on-street parking is required, the Town may consider reduction of the on-site parking standards.*

6.6.2 Main Central Area Parking Requirements

- i) *The Town will maintain and enhance the supply of short-term parking for shoppers and visitors within the Main Central Area and accessible parking for the needs of residents and employees including parking for public uses.*
- ii) *In recognition of the difficulty of providing on-site parking within the Main Central Area, the Town:*
 - a) *shall encourage the owner or operator of any building or site which cannot satisfy the requirement of the zoning by-law with respect to parking to investigate alternative arrangements for the provision of off-street parking areas and/or the fulfillment of parking requirements at alternative locations through agreement with the municipality in accordance with the Planning Act;*
 - b) *may consider the acquisition of lands in appropriate locations for the provision of off-street parking within*



the Main Central Area where severe parking and/or loading problems exist;

- c) *may, at its discretion, enter into an agreement with the owner or operator of a building within the Main Central Area to provide for the payment of cash-in-lieu of all or part of the zoning by-law requirements pertaining to the provision of off-street parking in accordance with the Planning Act, provided that the Town is satisfied that that parking needs of the development can be met;*
- d) *may review parking standards in the zoning by-law, through a parking analysis at its discretion and may reduce the parking standards in recognition of the built form and existing level of parking in the downtown area and notwithstanding any other provision of this Plan;*
- e) *may, in reviewing a proposal for redevelopment in the Main Central Area, recognize the existing parking situation, and provide for a reduced parking standard provided such redevelopment shall not result in a significantly greater reduction of parking spaces. Similarly, the Committee of Adjustment may utilize this policy to grant a variance provided that parking deficiency is not significantly increased.*³

Section 6.7 of the plan allows for reduced parking standards for developments that submit a travel demand management plan.⁴

1.4 Evolving Approach to Parking Planning

Parking planning is undergoing a paradigm shift, a change in how communities perceive problems and evaluate solutions. **Table 1.1** compares old and new parking paradigms, with this evolution in approach characterized as follows:

The new paradigm strives to provide optimal parking supply and price. It considers too much supply as harmful as too little, and prices that are too low as harmful as those that are too high. The new paradigm strives to use parking facilities efficiently. It considers full lots to be acceptable, provided that additional parking is available nearby, and that any spillover problems are addressed. It emphasizes sharing of parking facilities between different destinations. It favors charging

³ Town of Cobourg, *Official Plan*, (Cobourg, ON: 2018), 126-128.

⁴ Town of Cobourg, *Official Plan*, (Cobourg, ON: 2018), 129.



*parking facility costs directly to users, and providing financial rewards to people who reduce their parking demand.*⁵

TABLE 1.1: COMPARING OLD AND NEW PARKING PARADIGMS⁶

Old Parking Paradigm	New Parking Paradigm
“Parking problem” means inadequate parking supply.	There can be many types of parking problems, including inadequate or excessive supply, too low or high prices, inadequate user information, and inefficient management.
Abundant parking supply is always desirable.	Too much supply is as harmful as too little.
Parking should generally be provided free, funded indirectly, through rents and taxes.	As much as possible, users should pay directly for parking facilities.
Parking should be available on a first-come basis.	Parking should be regulated to favor higher priority uses and encourage efficiency.
Parking requirements should be applied rigidly, without exception or variation.	Parking requirements should reflect each particular situation and should be applied flexibly.
Innovation faces a high burden of proof and should only be applied if proven and widely accepted.	Innovations should be encouraged, since even unsuccessful experiments often provide useful information.
Parking management is a last resort, to be applied only if increasing supply is infeasible.	Parking management programs should be widely applied to prevent parking problems.
“Transportation” means driving. Land use dispersion (sprawl) is acceptable or even desirable.	Driving is just one type of transport. Dispersed, automobile-dependent land use patterns can be undesirable.

This review reflects this changing philosophy, with the recommended strategies set out in **Table 4.1** focused on optimizing the existing municipal parking supply and reducing demand, instead of increasing supply, as discussed in **Section 4.5**.

⁵ Victoria Transport Policy Institute, *Parking Management: Strategies, Evaluation and Planning*, (Victoria, BC: 2023), 7, https://www.vtppi.org/park_man.pdf.

⁶ Victoria Transport Policy Institute, *Parking Management: Strategies, Evaluation and Planning*, (Victoria, BC: 2023), 7, https://www.vtppi.org/park_man.pdf.



1.5 Previous Downtown Parking Study

The Town last reviewed downtown parking conditions in 2014. The **Cobourg Downtown Parking Study**⁷ (2014 study) analyzed existing parking demand, estimated future requirements, and identified a strategy to accommodate projected needs. The strategy featured a series of recommendations to improve parking effectiveness in downtown Cobourg including fee rate increases.

In 2013 (when the data was collected), overall parking utilization in downtown Cobourg ranged from 42% on a typical weekday to 75% for a special event weekend. Parking duration in off-street public lots was relatively consistent between weekday and weekend periods with most vehicles parked in municipal lots for short durations (two hours or less). Overall, the parking system was operating below effective capacity during peak periods.

The 2014 study also examined future parking needs in the downtown and concluded that available supply could meet demand for at least 10 years with anticipated intensification, planned development, and continued population growth. The study did recommend the Town consider replacing any large-scale loss of public off-street parking through the expansion of existing facilities or acquisition of property for future facilities.

Table 1.2 summarizes the short-term, medium-term, and long-term parking strategies proposed in the 2014 study and the status of the actions. The Town has implemented many of the previous study recommendations, with several forming key elements of the municipality's current parking management program.

Except for an additional area east of downtown generally bounded by King Street East, D'Arcy Street, Bay Street, and Church Street, the 2023 Parking Capacity Study examined the same study area as the 2014 study. This enables the Town to compare parking trends and assess the effectiveness of the previously recommended strategies over time.

⁷ Paradigm Transportation Solutions Limited, *Cobourg Downtown Parking Study*, (Cambridge: PTSL, 2014).



TABLE 1.2: PARKING STRATEGIES RECOMMENDED IN PREVIOUS STUDY

Recommended Action	Status
SHORT-TERM (“Quick Wins”)	
Strategy: Optimize Supply and Increase Efficiency	
1. Identify opportunities to reduce any wasted space in existing parking lots and improve lot design (i.e., improved delineation, pave gravel lots, etc.)	Not Complete
2. Expand current enforcement efforts to include weekends and special events. Enforcing current parking regulations and pricing during weekend periods will result in additional revenues, optimized utilization, and increased turnover.	Ongoing
3. In conjunction with the Downtown Vitalization study, develop and institute a comprehensive wayfinding signage system which is to be located in key corridors to assist in directing tourists to the municipal parking facilities.	Not Complete
4. As part of the Downtown Vitalization study, develop and institute new, comprehensive parking identification signage which clearly and consistently identifies municipal parking lots. Municipal parking signage should include comprehensive maps which identify key pedestrian linkages in attempts to encourage “park once” trips and promote walking.	Ongoing
5. Update the Parking Map, including the possible development of a free Cobourg tourism app, to accurately identify the location of municipal parking facilities, parking rates, time limits, location of barrier-free and bicycle parking, and identify key pedestrian linkages. Reference to parking lots should be consistent between the parking website and the parking map.	Complete
6. Improve winter maintenance/snow removal throughout the King Street corridor to maintain pedestrian access parking supply. Maintenance efforts should include prompt plowing of sidewalks as well as ensuring snow is removed from on-street parking areas, and that curb drops are cleared and well maintained.	Complete
Strategy: Reduce Parking Demand	
7. Increase cost of monthly, semi-annual, and annual permits to reflect rates consistent with other municipalities, increase revenues, and encourage the use of alternate modes of transportation. In general, the monthly parking permit should cost as much, or more than a monthly transit pass.	Ongoing
8. Provide secure bicycle parking at the Covert Street parking lot, install additional bike racks along King Street at key locations (i.e. at store and bank entrances).	Ongoing
MEDIUM-TERM	
Strategy: Expand Parking Supply	
9. As development throughout the downtown continues, identify public/private partnership opportunities to expand municipal parking supply or dedicate portion of private supply to public use.	Ongoing



TABLE 1.2: PARKING STRATEGIES RECOMMENDED IN PREVIOUS STUDY

Recommended Action	Status
10. Work with private landowners to identify available parking supply that could be utilized during peak periods or during special events to increase available supply.	Ongoing
Strategy: Optimize Supply and Increase Efficiency	
11. Continued, on-going improvement to the overall aesthetics of parking areas by providing landscaping /use of decorative fencing, etc. Priority lots include Covert Street and Third Street parking lots.	Not Complete
12. Strengthen pedestrian connections through continued provision of sidewalks adjacent to parking areas. Sidewalks are recommended within the Covert Street parking lot to facilitate pedestrian movement and improve safety.	Not Complete
13. On-going maintenance should include upgrading parking facilities (both on-street and off-street) to include drop curbs and accessible ramps to ensure barrier-free access from parking areas to the adjacent sidewalk network.	Ongoing
14. Allocate employee parking to dedicated areas within the peripheral parking lots (i.e. Trinity Lot, McGill Street Lot, and Hibernia Street Lot) through the dedication of employee parking stalls (signage and/or pavement markings). Consider prohibiting employee parking from occurring within the “prime” parking lots through time-limited restrictions and instituting paid parking.	Not Complete
Strategy: Reduce Parking Demand	
15. Institute pay for use parking throughout the King Street corridor to reflect the convenience and limitation of on-street parking supply. Suggested parking rate of \$2.00 per hour for maximum 2-hour duration. Use of pay and display machines is recommended over meters due to enhanced user convenience.	Partially Complete
16. Institute pay for use parking amongst the prime off-street public parking lots (Covert Street and Victoria Hall lots) in attempts to better accommodate short duration stays and distribute overall parking demand. First half-hour free of charge with a suggested subsequent rate of \$1.50 per hour for maximum 4-hour duration. Implementation of pay and display technology is recommended as it offers the flexibility to implement variable pricing.	Not Complete
17. Revise parking rates within the periphery public parking lots to encourage longer duration stays. First two hours free of charge with a suggested subsequent rate of \$1.00 per hour to a maximum of 8-hour (weekday). Permit parking to be accommodated in periphery lots to allocate employee parking. Use of variable pricing to increase weekend parking rates within the periphery lots located near the waterfront (i.e. Esplanade lots, McGill Street lots, etc.) to the current rate of \$2.00 per hour.	Partially Complete



TABLE 1.2: PARKING STRATEGIES RECOMMENDED IN PREVIOUS STUDY

Recommended Action	Status
LONG-TERM	
Strategy: Expand Parking Supply	
18. Initiate planning for expanded Marina parking lot to provide 40 additional stalls with opportunity for further expansion through public/private partnerships.	Not Complete
19. If required, consider planning for construction of angled on-street parking along Third Street (at Hibernia Street) to provide additional parking supply.	Not Complete
20. If additional supply is required, consider initiating planning for expanded parking facility at the Esplanade (40 – 80 stall capacity).	Not Complete
Strategy: Reduce Parking Demand	
21. Promote the use of active transportation through the implementation of the recommendations made as part of the Transportation Master Plan regarding walking and cycling enhancements and use of TDM (Transportation Demand Management) initiatives.	Ongoing
22. Continue implementation of transit supportive measures as per the Transportation Master Plan. Consider charging a higher rate for monthly parking in municipal lots compared to the cost of a monthly adult transit pass as an incentive to use transit.	Ongoing



2 Existing Parking System

2.1 Parking Supply

The existing parking system in downtown Cobourg comprises:

- ▶ public on-street parking (metred and non-metred spaces);
- ▶ public off-street parking in 15 municipally controlled lots; and
- ▶ privately owned, publicly accessible off-street parking lots.

Consistent with the 2014 study, the study area was divided into six parking zones for analysis purposes. **Figure 2.1** illustrates the zones.

Table 2.1 summarizes the existing parking supply in the study area by zone based on the inventory assembled by Paradigm and Town staff in August 2023. The current supply comprises 2,633 spaces, of which the Town controls 57% of all available stalls. The remaining 43% are contained in privately owned, publicly accessible parking lots.

TABLE 2.1: STUDY AREA PARKING SUPPLY

Zone	Public On-Street Parking	Public Off-Street Parking	Private Off-Street Parking	Total
1	55	35	239	329
2	49	134	202	385
3	131	439	161	731
4	89	207	376	672
5	163	0	155	318
6	76	122 ¹	0	198
Total	563	937	1,133	2,633
Share	21%	36%	43%	100%

Notes:

1. The Donegan Park Lot comprises 122 parking spaces; however, this parking lot was excluded from the parking study because of potential impacts on parking demand brought about from the scheduling of sporting events and other activities in this lot.



2.2 Parking System Characteristics

2.2.1 Time Limits

The Town allows two hours of free parking in all downtown municipal lots, except between Victoria Day and Thanksgiving Day in the Albert Street and McGill Street Lots (see below). Drivers may purchase a permit to park longer. Public on-street parking in the core area is limited to three hours. The Town poses no time limits on public on-street and public off-street parking in the waterfront area.

2.2.2 Pricing

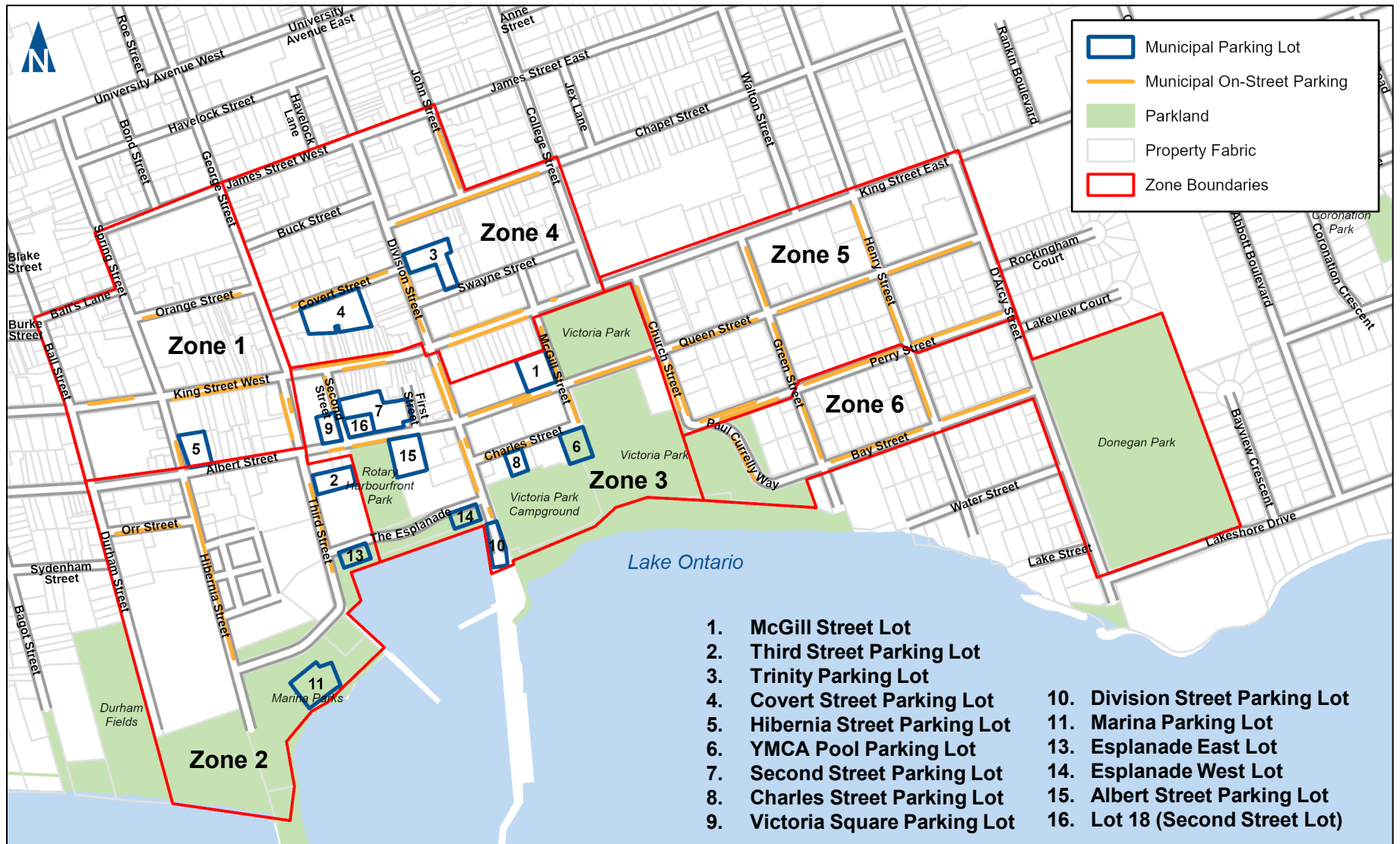
In the core area, the Town offers two hours of free parking in the Hibernia Street, Second Street, Victoria Square, Third Street, Trinity Lot, and Covert Street Lots. Two hours of free parking is also provided in the Albert Street Lot and McGill Street Lot after Thanksgiving Day and before Victoria Day. Between Victoria Day and Thanksgiving Day, the Albert Street and McGill Street Lots operate as pay and display facilities with a fee of \$5.00 per hour. The rate for public on-street parking is \$2.25 per hour but with a maximum time limit of three hours. Paid parking is in effect from 8:00 AM to 6:00 PM daily.

In the waterfront area, the Town charges \$5.00 per hour for both public on-street and public off-street parking with no time limit. Paid parking is in effect from 9:00 AM to 8:00 PM daily between Victoria Day and Thanksgiving Day, except in the East Beach Parking Area, which operates from 9:00 AM to 4:00 PM.

The Town accepts payment by coins, credit cards, Interac Flash, mobile wallets (Apple Pay and Google Pay), and the HonkMobile app. In the East Beach Parking Area, payment can only be made using the Honk Mobile App, or by holding a valid parking permit.

For drivers wishing to park in the East Beach Parking Area or in downtown municipal lots for more than two hours, the Town offers 30-day (\$35.00) and 60-day (\$70.00) parking permits. Daily permits (\$10.00) are also available for the Covert Street Lot.





Parking Zones

2.3 Parking Surveys

Paradigm conducted four surveys to determine current weekday and weekend parking demand, utilization, and duration in the study area. The surveys occurred on the following dates and times:

- ▶ Weekday:
 - Tuesday, August 22, 2023, from 8:00 AM to 8:00 PM
 - Wednesday, September 27, 2023, from 8:00 AM to 6:00 PM
- ▶ Weekend:
 - Saturday, September 9, 2023, from 10:00 AM to 6:00 PM
 - Saturday, September 30, 2023, from 10:00 AM to 6:00 PM

The project team selected these dates to capture both higher (summer) and more typical (fall) parking demands in downtown Cobourg.

The weekday survey in August extended to 8:00 PM to obtain parking demand related to the Concert Band in the Park event. The Cobourg Farmers Market was ongoing during both weekend surveys. The Saturday, September 30, 2023 survey occurred during Harvest Fest.

For each survey, a team of surveyors walked a pre-determined route in each zone once each hour to collect data in 60-minute intervals, consistent with the 2014 study. Surveyors recorded the last three digits of the vehicle license plate in each occupied parking space. Parking spaces closed for a special event or impeded for use by construction, or other activities were also noted. **Appendix A** provides further detail on the survey methodology.

Each survey collected data for public on-street and public off-street parking spaces. Ahead of the September 27, 2023 and September 30, 2023 surveys, the Town sought owner consent to survey select private property lots, but only received permission for the privately-owned portion of the Trinity Street Lot. **Appendix B** contains a copy of the letter sent to property owners. For this reason, the survey data summarized below does not include any privately-owned lots. All references to “off-street” parking relate only to municipal (public) lots.



2.4 Parking Utilization

2.4.1 Definitions

Parking utilization refers to the number of spaces occupied by parked vehicles at any one time. The figure is expressed as a percentage of spaces occupied (that is, number of occupied spaces divided by total number of spaces available). Utilization rates greater than 100% indicate the number of parked vehicles exceeds the supply.

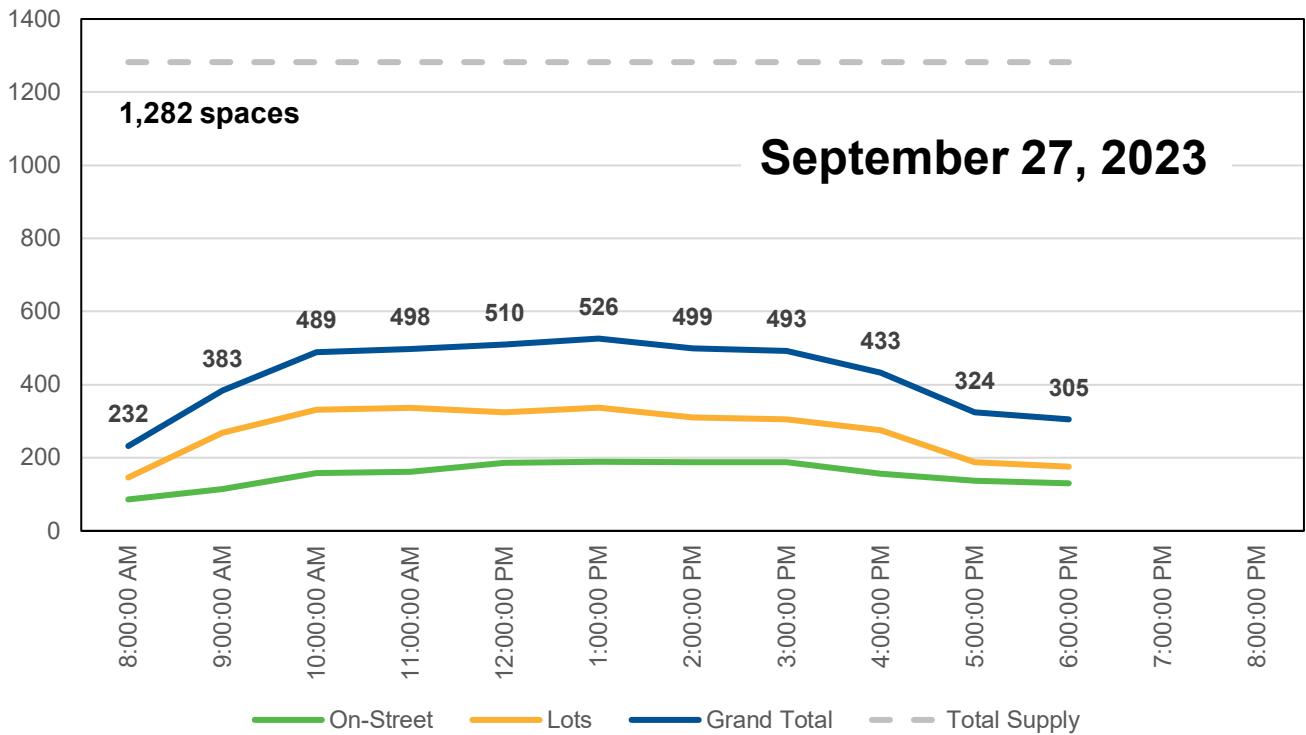
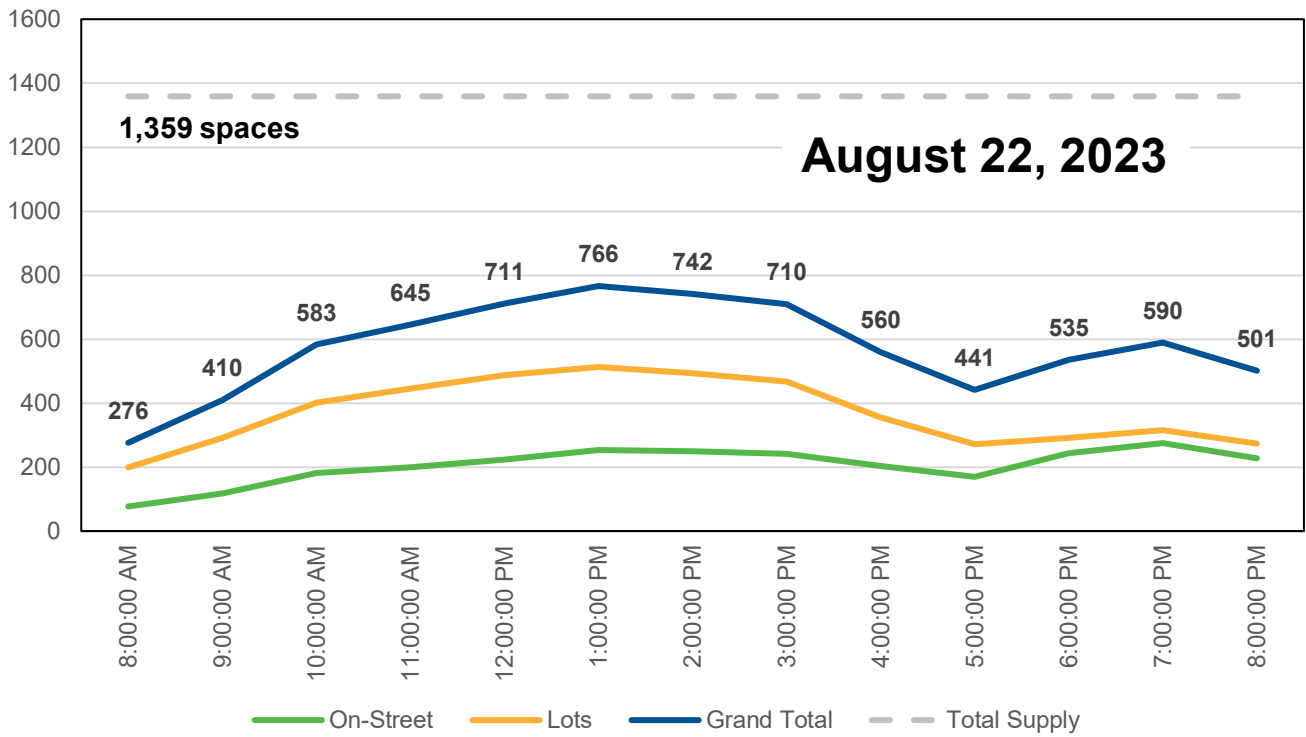
A parking system is generally considered to be full or at its **effective capacity** when utilization rates reach or exceed 85% in the peak hour⁸ (i.e., parking demand is greater than 85 percent of the parking supply). At this point, motorists struggle to find an available stall and will leave or “cruise” the parking lot in search of an open space.

2.4.2 Overall

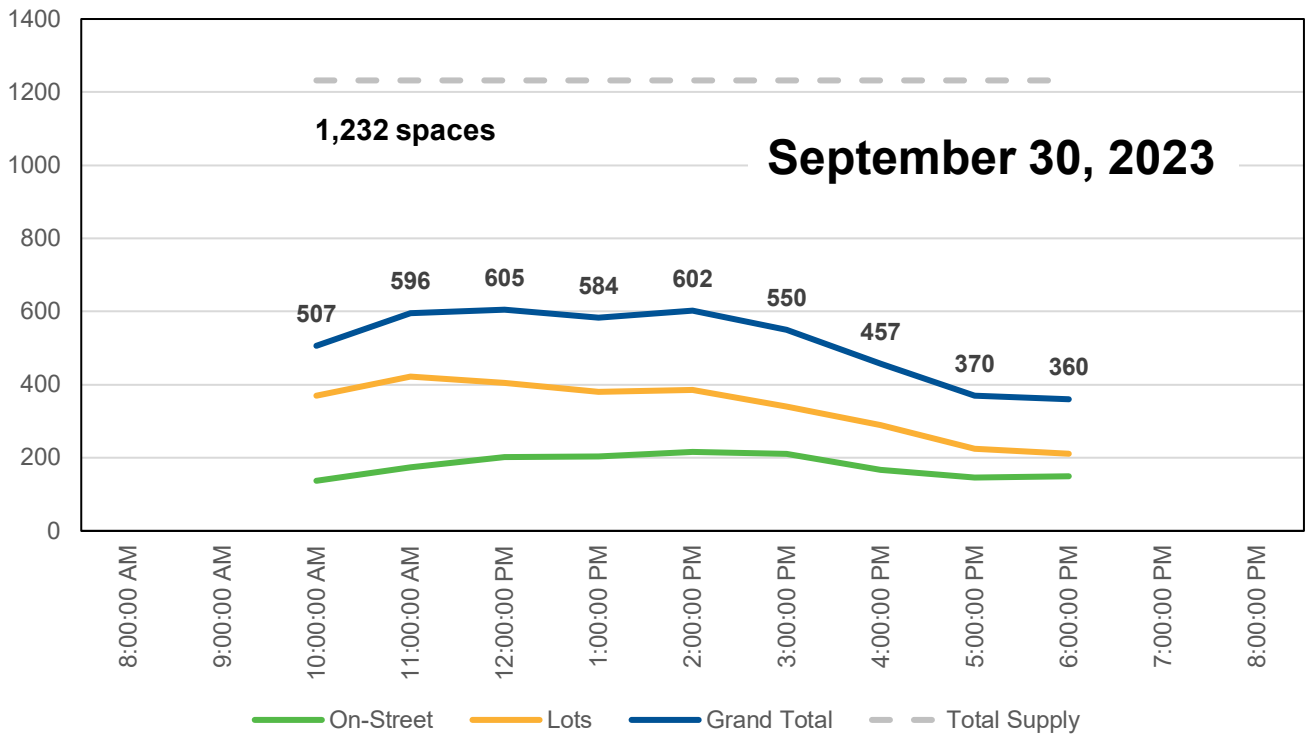
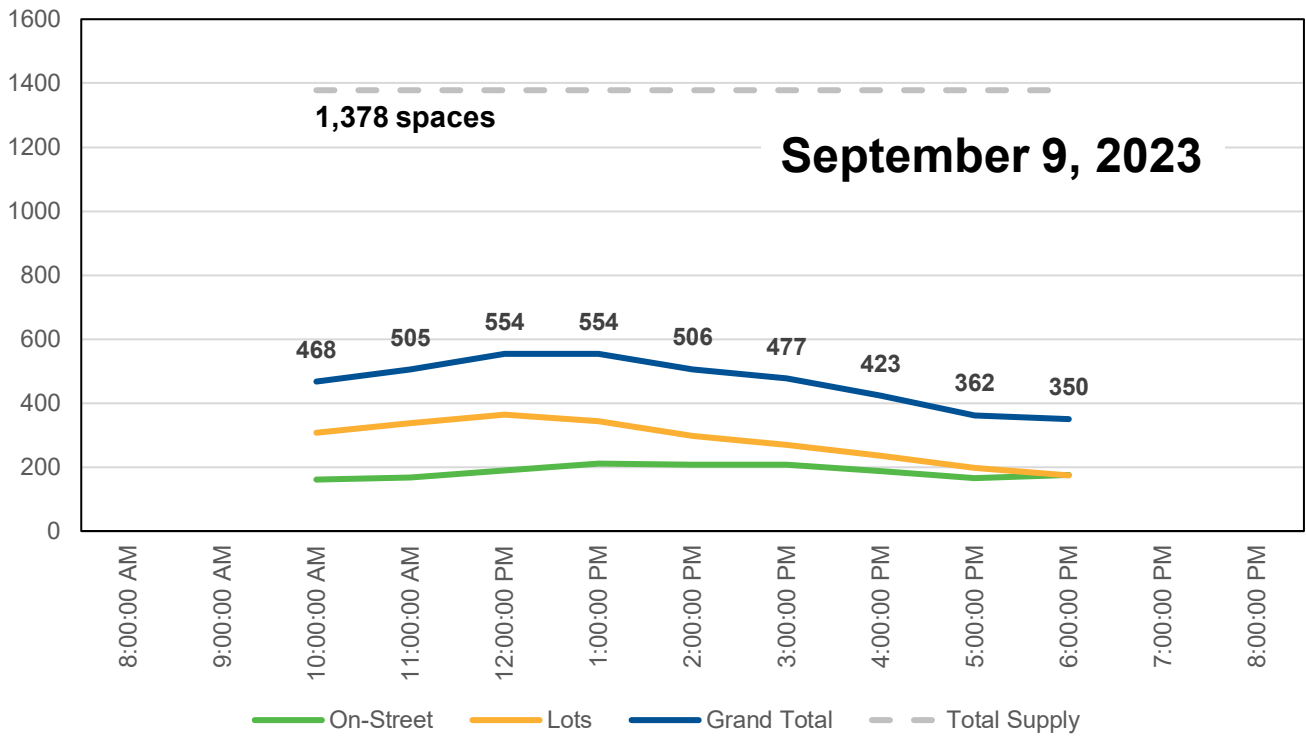
Table 2.2 summarizes the parking utilization rates for the peak hour of observed demand on each survey date. **Figure 2.2** and **Figure 2.3** illustrate the temporal distribution of the parking demands for the weekday and weekend surveys, respectively.

⁸ Some jurisdictions apply a higher effective capacity threshold of 90% for off-street parking.





Weekday Parking Demand



Weekend Parking Demand

TABLE 2.2: PEAK HOUR PARKING UTILIZATION

Metric	On-Street	Off-Street	Total
Weekday			
Tuesday, August 22, 2023 (1:00 PM to 2:00 PM)			
Demand (Supply ¹)	253 (563)	513 (796)	766 (1,359)
Utilization	45%	64%	56%
Wednesday, September 27, 2023 (1:00 PM to 2:00 PM)			
Demand (Supply ¹)	189 (561)	337 (721)	526 (1,282)
Utilization	34%	47%	41%
Weekend			
Saturday, September 9, 2023 (1:00 PM to 2:00 PM)			
Demand (Supply ¹)	211 (563)	343 (815)	554 (1,378)
Utilization	37%	42%	40%
Saturday, September 30, 2023 (Noon: to 1:00 PM)			
Demand (Supply ¹)	201 (493)	404 (739)	605 (1,232)
Utilization	41%	55%	49%

Notes:

1. The parking supply for each survey reflects the actual number of spaces available during that survey day. Construction activities and special events (such as Harvest Fest on September 30, 2023) closed or impeded access to some parking spaces during the surveys.

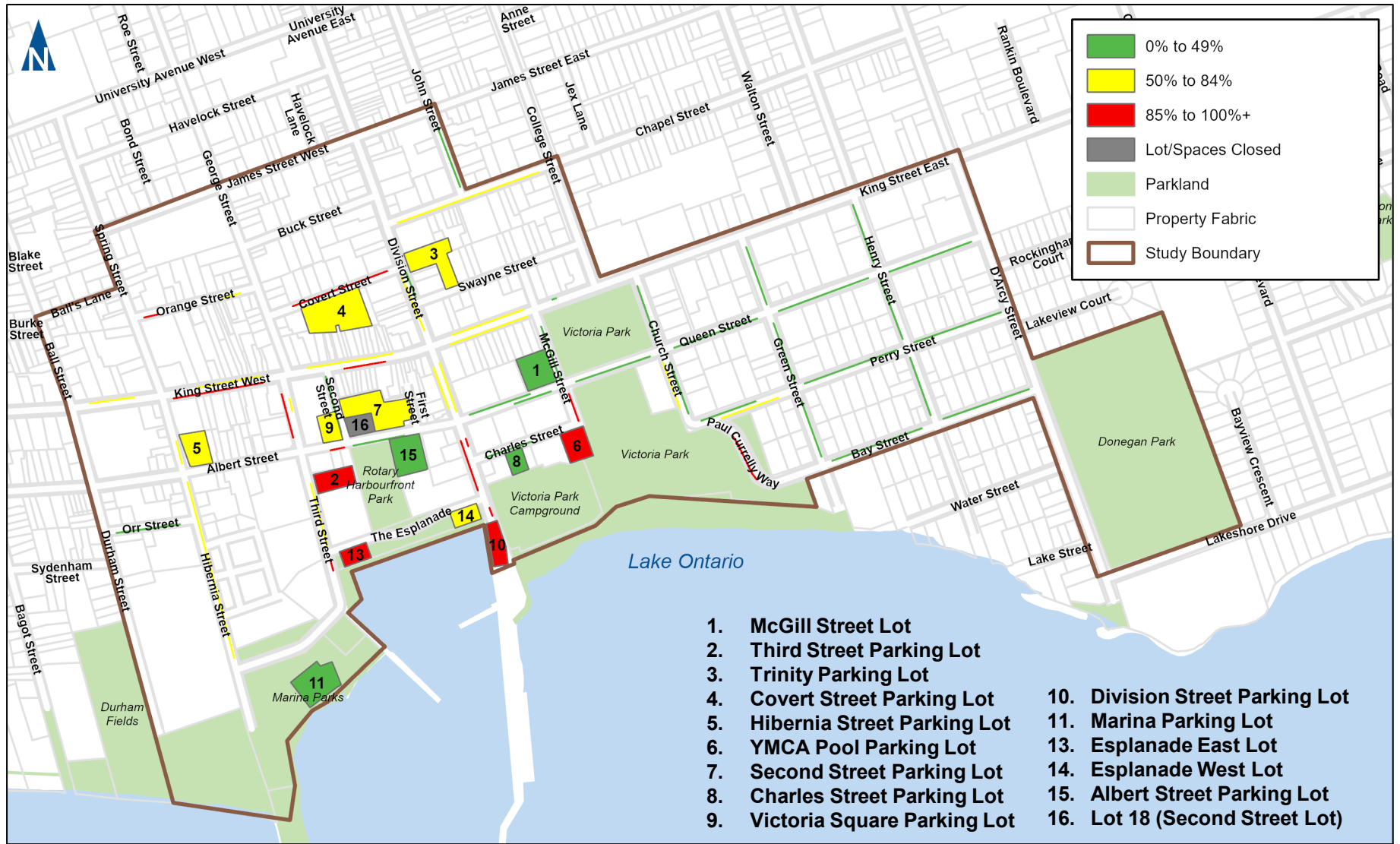
In downtown Cobourg, parking demand peaked between 1:00 PM and 2:00 PM for both weekday surveys and on Saturday, September 9, 2023. On Saturday, September 30, 2023, the peak hour occurred between Noon and 1:00 PM. The highest utilization rate of 56% was observed on August 22, 2023. Across all surveys, available parking supply satisfied observed demand.

Figure 2.4 through **Figure 2.7** illustrate the parking utilization rates by location (both on-street and off-street) during the peak hour of observed demand for the entire parking system on the four survey dates.

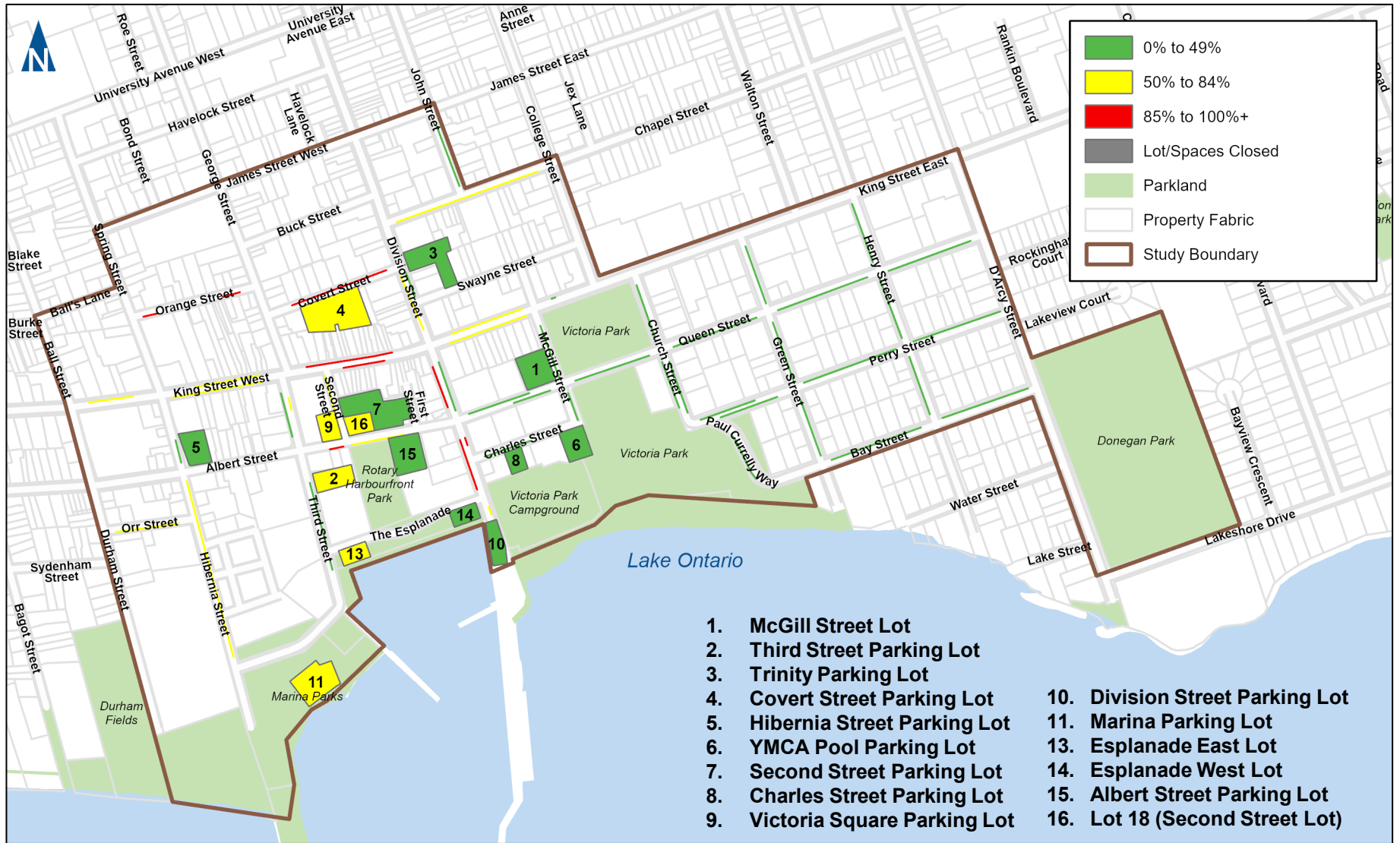
2.4.3 On-Street

As shown in **Figure 2.4** through **Figure 2.7**, the following streets experienced the highest usage during the peak hour of observed demand for the entire parking system:

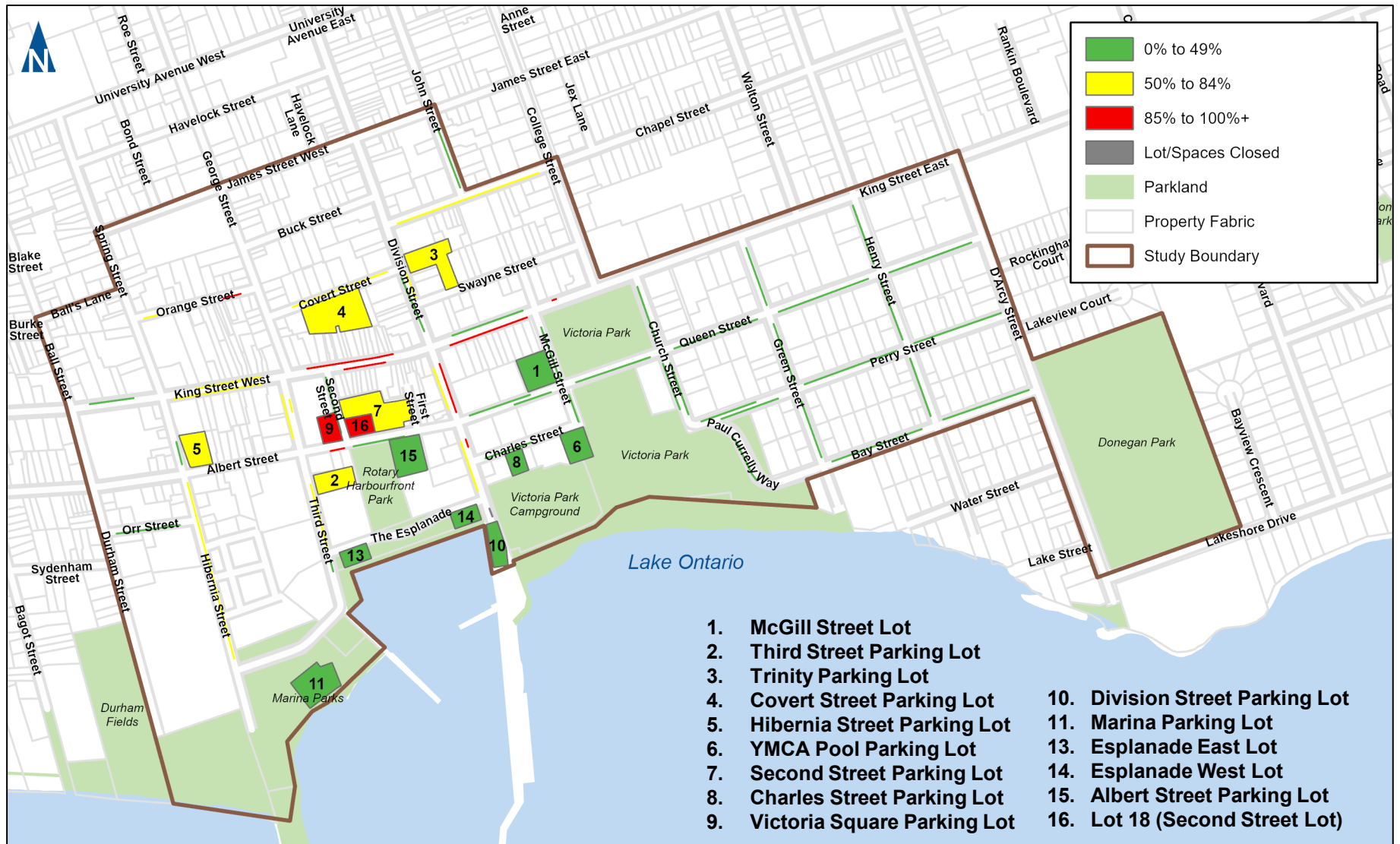




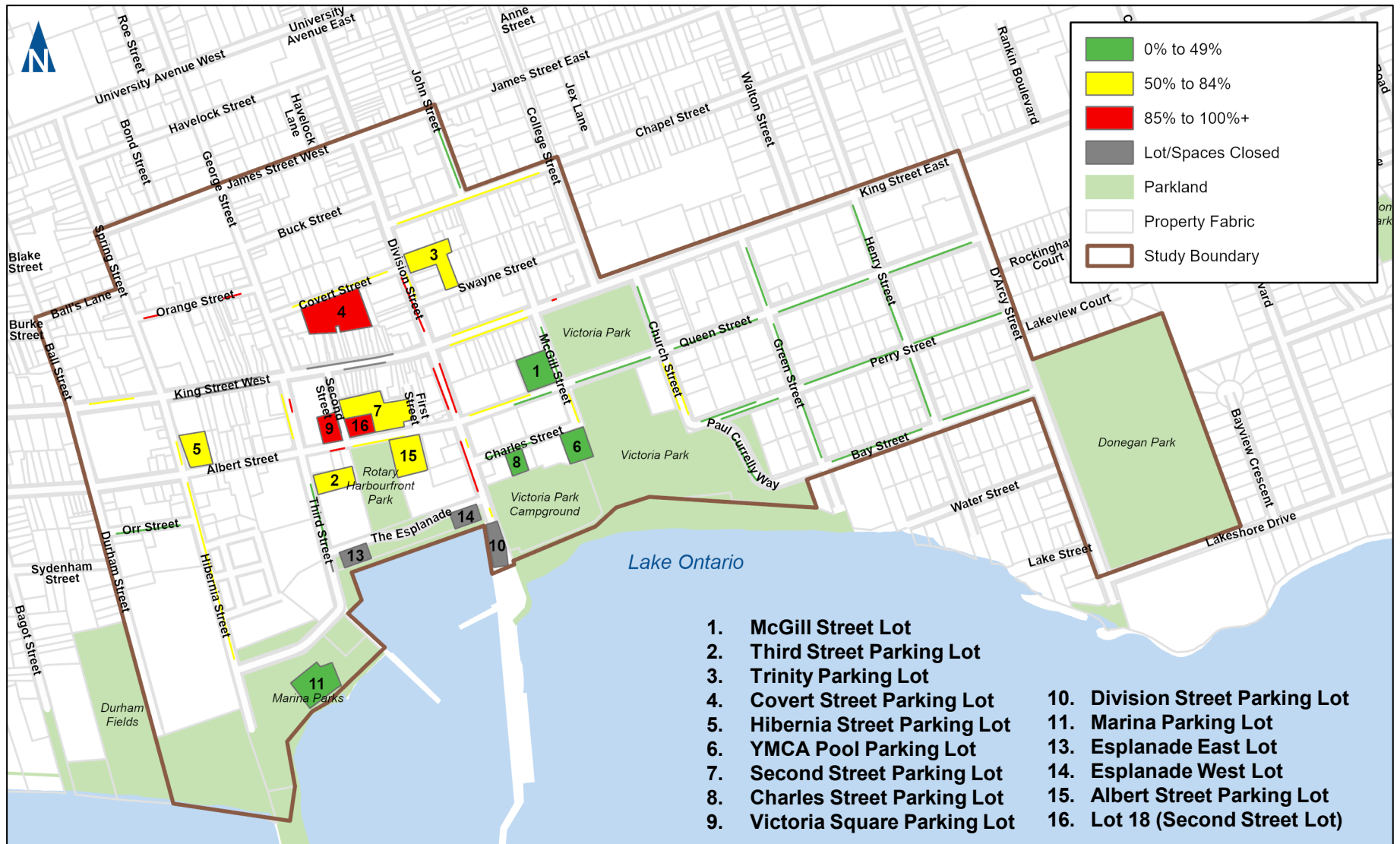
Peak Hour Parking Utilization for August 22, 2023 (1:00 PM to 2:00 PM)



Peak Hour Parking Utilization for September 9, 2023 (1:00 PM to 2:00 PM)



Peak Hour Parking Utilization for September 27, 2023 (1:00 PM to 2:00 PM)



Peak Hour Parking Utilization for September 30, 2023 (Noon to 1:00 PM)

- ▶ Weekday:
 - August 22, 2023: Both sides of Division Street (south of Albert Street), east side of McGill Street (south of Queen Street), and select blocks of Covert Street, King Street, and Third Street.
 - September 27, 2023: Both sides of King Street (between Third Street and Division Street), south side of King Street (east of Division Street), and east side of Division Street (south of King Street).
- ▶ Weekend:
 - September 9, 2023: Both sides of King Street (between Third Street and Division Street), north side of Covert Street, south side of Orange Street, and west side of Division Street (south of King Street).
 - September 30, 2023: Both sides of Division Street and south side of Orange Street.

Across all four survey dates, on-street parking utilization in the eastern part of the study area (east of Victoria Park) did not exceed 49%, except for three segments:

- ▶ Paul Currelly Way: 90% utilization on August 22, 2023;
- ▶ Church Street, south side west of Green Street: 57% utilization on August 22, 2023; and
- ▶ Church Street, east side south of Queen Street: 80% utilization on September 30, 2023.

2.4.4 On-Street – King Street Corridor

Consistent with the 2014 study, on-street parking utilization in the King Street corridor was compared to usage on other study area streets. Due to the Harvest Fest event, only 35 of the total 83 parking spaces on King Street were available on Saturday, September 30, 2023.

Weekday parking utilization on King Street peaked between 1:00 PM and 2:00 PM, consistent with the times observed for the entire parking system. Over the two weekday surveys, parking demand reached at most 60 vehicles (72% utilization).

Weekend parking utilization on King Street differed over the two survey dates due to the Harvest Fest event. On Saturday, September 9, 2023, parking demand reached 57 spaces (69% utilization). For Saturday, September 30, 2023 (during Harvest Fest), usage peaked at 32 spaces (91% utilization).



Table 2.3 compares the observed parking demand for the King Street corridor to all other on-street locations. Across the four survey dates, the King Street corridor consistently exhibited higher parking utilization rates than the remaining streets in the study area.

TABLE 2.3: COMPARISON OF PEAK HOUR ON-STREET PARKING UTILIZATION BY LOCATION

Date	King Street	All Other Streets
Weekday		
Tuesday, August 22, 2023		
Demand (Utilization)	60 (72%)	221 (46%)
Peak Hour	1:00 PM to 2:00 PM	7:00 PM to 8:00 PM
Wednesday, September 27, 2023		
Demand (Utilization)	56 (67%)	157 (33%)
Peak Hour	1:00 PM to 2:00 PM	3:00 PM to 4:00 PM
Weekend		
Saturday, September 9, 2023		
Demand (Utilization)	57 (69%)	153 (32%)
Peak Hour	1:00 PM to 2:00 PM 2:00 PM to 3:00 PM	3:00 PM to 4:00 PM
Saturday, September 30, 2023		
Demand (Utilization)	32 (91%)	194 (42%)
Peak Hour	12:00 PM to 1:00 PM	2:00 PM to 3:00 PM

2.4.5 Off-Street

Table 2.4 summarizes the off-street parking utilization rates by municipal lot during the peak hour of observed demand for the entire parking system on each survey date (also shown in **Figure 2.4** through **Figure 2.7**). Cells highlighted in red denote rates greater than or equal to 85%. Of note:

- ▶ Weekday:
 - August 22, 2023: Four municipal lots (all south of Albert Street/Queen Street) achieved parking utilization rates greater than or equal to 85%. The YMCA Pool Parking Lot experienced the highest usage (95%). The Covert Street Lot was also 84% utilized.



- September 27, 2023: One municipal lot achieved a parking utilization rate greater than 85%. The Victoria Square Parking Lot experienced 88% usage.
- ▶ Weekend:
 - September 9, 2023: None of the municipal lots achieved parking utilization rates greater than or equal to 85%. The Victoria Square Parking Lot experienced the highest usage at 79%.
 - September 30, 2023: Three municipal lots achieved a parking utilization rate greater than or equal to 85%. Lot 18 (Second Street Lot) experienced the highest usage at 116%.



TABLE 2.4: PEAK HOUR OFF-STREET PARKING UTILIZATION BY MUNICIPAL LOT

ID	Lot Name	Weekday		Weekend	
		August 22, 2023 (1:00 PM to 2:00 PM)	September 27, 2023 (1:00 PM to 2:00 PM)	September 9, 2023 (1:00 PM to 2:00 PM)	September 30, 2023 (2:00 PM to 3:00 PM)
1	McGill Street Lot	13%	13%	3%	13%
2	Third Street Lot	86%	59%	62%	45%
3	Trinty Parking Lot	55%	52%	32%	93%
4	Covert Street Lot	84%	66%	53%	86%
5	Hibernia Street Lot	77%	66%	37%	63%
6	YMCA Pool Lot	95%	4%	38%	30%
7	Second Street Lot	71%	65%	48%	61%
8	Charles Street Lot	22%	11%	6%	17%
9	Victoria Square Lot	79%	88%	79%	83%
10	Division Street Lot	93%	36% ²	33%	- ³
11	Marina Parking Lot	48%	21%	78%	9%
12	Paul Currelly Way ¹	-	-	-	-
13	Esplanade East Lot	92%	- ⁴	55%	- ⁴
14	Esplanade West Lot	55%	- ⁴	32%	- ⁴
15	Albert Street Lot	28%	35%	13%	30%
16	Lot 18 (Second Street Lot)	- ⁵	84%	68%	116%
Lowest Utilization		8%	3%	4%	9%
Highest Utilization		95%	79%	88%	116%

Notes:

1. Consistent with the Town of Cobourg Parking Guide (<https://www.cobourg.ca/en/our-government/resources/Communications-Dept/Parking-Guide.pdf>), the spaces adjacent to Paul Currelly Way were considered public on-street parking and excluded from the analysis of municipal parking lots.
2. The eastern portion of the Division Street Lot was closed for construction on Wednesday, September 27, 2023. The reported utilization rate reflects an effective parking supply of 22 spaces rather than the full complement of 40 stalls.
3. The Division Street Lot was closed on Saturday, September 30, 2023 from 10:00 AM to 3:00 PM.
4. The Esplanade East and Esplanade West parking lots were closed on Wednesday, September 27, 2023 and Saturday, September 30, 2023.
5. Lot 18 was not included in the Tuesday, August 22, 2023 parking survey because it was initially identified as private property.



2.5 Parking Duration

2.5.1 Definition

Parking duration refers to the typical length of stay in a space by a parked vehicle. Duration trends indicate whether motorists use parking primarily to serve short-term needs (such as customers) or longer-term requirements (such as employees). Parking duration also helps in determining the proportion of vehicles parked beyond a specified time limit (if posted or applicable).

2.5.2 Overall

Table 2.5 summarizes the parking duration trends observed on each survey date based on the license plate data collected. **Figure 2.8** and **Figure 2.9** illustrate the on-street and off-street durations, respectively.

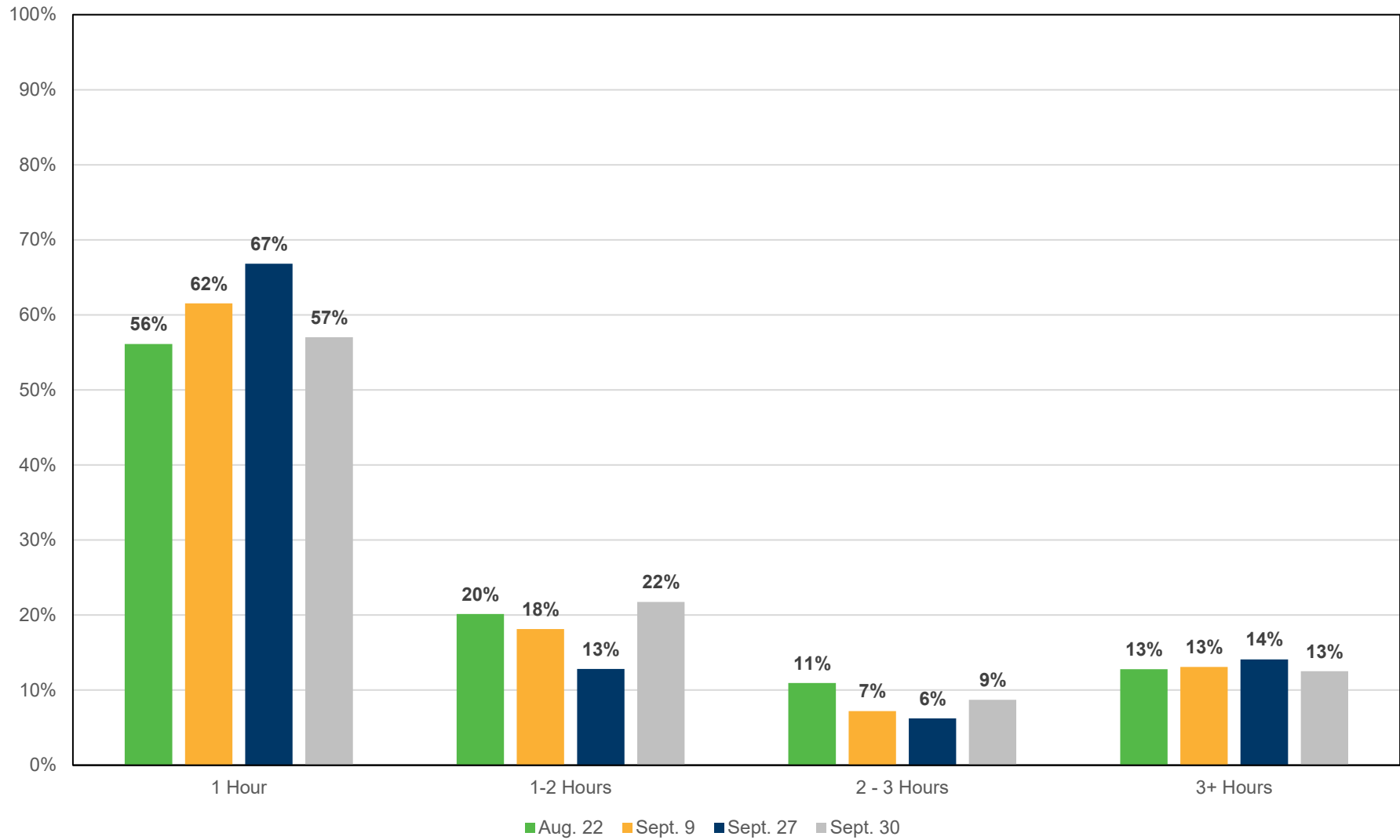
In downtown Cobourg, most motorists park for less than two hours. On-street parking tends to occur for shorter durations (76% to 80% less than two hours) than off-street (64% to 78%) and exhibit relatively consistent duration patterns throughout the week. By contrast, durations for municipal lots tend to be longer and vary more over the week, with drivers parking for lengthier periods on weekdays (21% to 23% more than three hours) than on weekends (11% to 15%). This is likely attributable to higher levels of employee parking in the off-street spaces during the week.



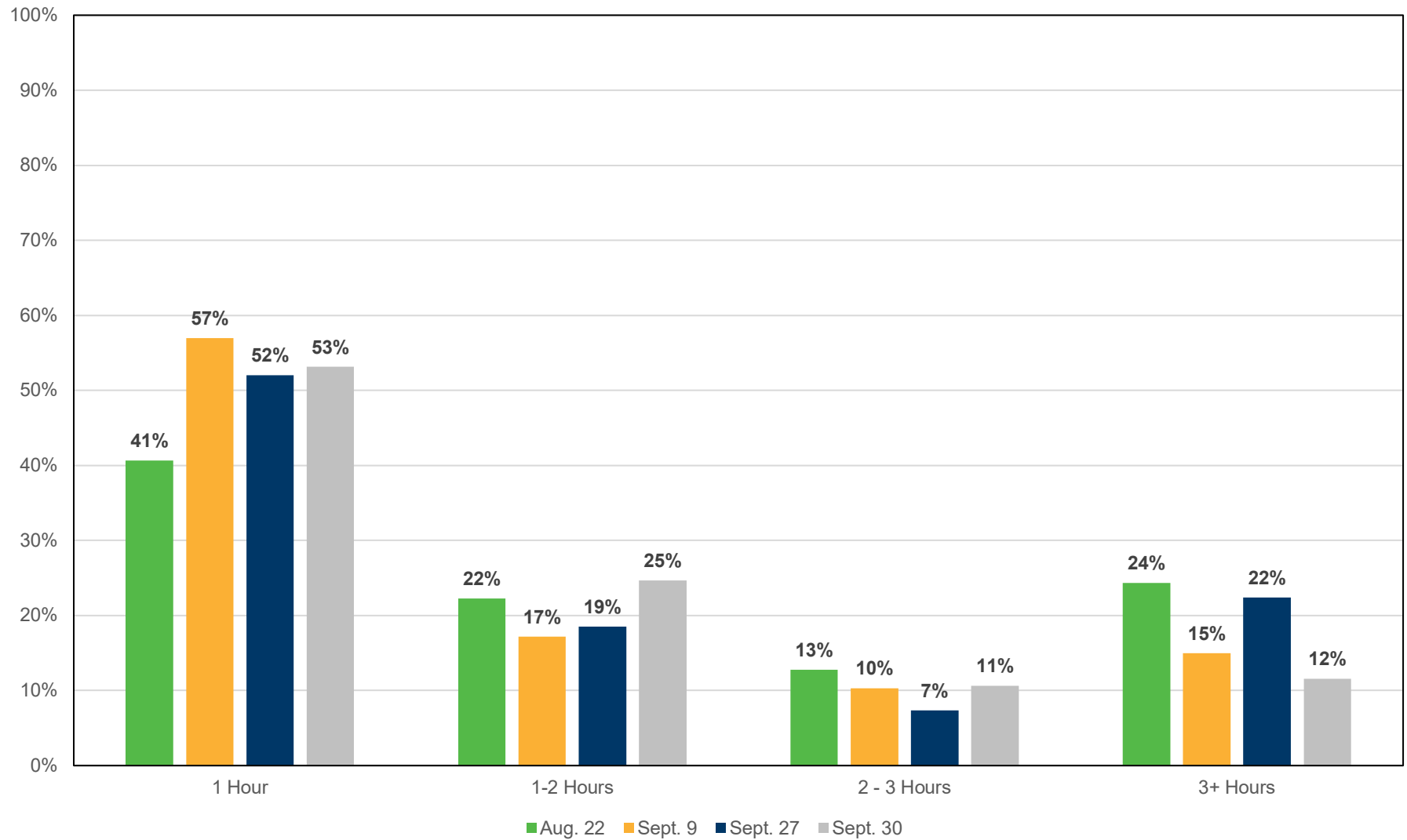
TABLE 2.5: PARKING DURATION

Duration	On-Street	Off-Street
Weekday		
Tuesday, August 22, 2023		
≤ 1 Hour	56%	41%
1 – 2 Hours	20%	22%
2 – 3 Hours	11%	13%
3+ Hours	13%	24%
Total	100%	100%
Wednesday, September 27, 2023		
≤ 1 Hour	67%	52%
1 – 2 Hours	13%	19%
2 – 3 Hours	6%	7%
3+ Hours	14%	22%
Total	100%	100%
Weekend		
Saturday, September 9, 2023		
≤ 1 Hour	62%	57%
1 – 2 Hours	18%	18%
2 – 3 Hours	7%	10%
3+ Hours	13%	15%
Total	100%	100%
Saturday, September 30, 2023		
≤ 1 Hour	57%	53%
1 – 2 Hours	22%	25%
2 – 3 Hours	9%	11%
3+ Hours	12%	11%
Total	100%	100%





On-Street Parking Duration



Off-Street Parking Duration

2.5.3 On-Street – Core Area

The Town limits on-street parking in the core area to three hours.

Table 2.6 summarizes on-street parking duration for the core area over the four survey dates. No more than 6% of vehicles occupied a space for greater than three hours, with an average parking duration between 1 hour and 23 minutes and 1 hour and 37 minutes.

TABLE 2.6: ON-STREET PARKING DURATION – CORE AREA

Date	Parking Duration (Hours)				
	≤ 1	1-2	2-3	3+	Average
Weekday					
August 22, 2023	70%	20%	6%	4%	1h 32m
September 27, 2023	79%	12%	5%	4%	1h 23m
Weekend					
September 9, 2023	74%	15%	6%	5%	1h 29m
September 30, 2023	68%	18%	8%	6%	1h 37m

2.5.4 On-Street – Waterfront Area

The Town does not limit on-street parking duration in the waterfront area but charges a higher hourly rate than in the core area (\$5 per hour versus \$2.25 per hour).

Table 2.7 summarizes on-street parking duration for the waterfront area over the four survey dates. No more than 13% of vehicles occupied a space for greater than three hours, with an average parking duration of 1 hour and 46 minutes to 2 hours and 9 minutes.

TABLE 2.7: ON-STREET PARKING DURATION – WATERFRONT AREA

Date	Parking Duration (Hours)				
	≤ 1	1-2	2-3	3+	Average
Weekday					
August 22, 2023	44%	24%	19%	13%	2h 9m
September 27, 2023	65%	16%	10%	9%	1h 52m
Weekend					
September 9, 2023	51%	27%	12%	10%	1h 56m
September 30, 2023	56%	26%	11%	7%	1h 46m



2.5.5 Off-Street – Core Area

The Town offers two hours of free off-street parking in the core area, with downtown parking permit holders entitled to park for as long as desired. Since the surveys were conducted before Thanksgiving, the Albert Street Lot and McGill Street Lot were both operating with Waterfront Area rates. Therefore, these two lots were excluded from the assessment of off-street parking duration in the core area.

Table 2.8 summarizes off-street parking duration for the core area over the four survey dates. No more than 60% of vehicles parked for less than one hour, with longer duration parking observed on weekdays (average about three hours) than on weekends (average around two hours).

In the core area, off-street parking exhibited longer durations than on-street, with average time parked in some cases double.

TABLE 2.8: OFF-STREET PARKING DURATION – CORE AREA

Date	Parking Duration (Hours)				
	≤ 1	1-2	2-3	3+	Average
Weekday					
August 22, 2023	42%	19%	9%	30%	3h 16m
September 27, 2023	50%	19%	8%	23%	2h 50m
Weekend					
September 9, 2023	60%	18%	7%	15%	2h 7m
September 30, 2023	53%	25%	10%	12%	2h 7m

2.5.6 Off-Street – Waterfront Area

The Town does not limit off-street parking duration in the waterfront area but charges hourly and daily parking rates.

Table 2.9 summarizes off-street parking duration for the waterfront area over the four survey dates. No more than 60% of vehicles occupied an off-street parking space for less than hour, with an average parking duration of 1 hour and 55 minutes to 2 hours and 31 minutes.

In the waterfront area, off-street parking exhibited similar duration trends to on-street, with slightly longer stays in the municipal lots.



TABLE 2.9: OFF-STREET PARKING DURATION – WATERFRONT AREA

Date	Parking Duration (Hours)				
	≤ 1	1-2	2-3	3+	Average
Weekday					
August 22, 2023	39%	26%	18%	17%	2h 31m
September 27, 2023	60%	18%	5%	17%	2h 23m
Weekend					
September 9, 2023	54%	17%	15%	14%	2h 8m
September 30, 2023	56%	22%	15%	7%	1h 55m

2.6 Key Survey Findings

Key findings of the parking surveys include:

- ▶ Overall weekday parking utilization peaked at 56% between 1:00 PM and 2:00 PM on Tuesday, August 22, 2023;
- ▶ Overall weekend parking utilization peaked at 49% between Noon and 1:00 PM on Saturday, September 30, 2023;
- ▶ Peak parking utilization in the off-street lots equals or exceeds on-street;
- ▶ Both on-street and off-street parking tend to be short duration (less than one hour);
- ▶ Municipal lots in the core area experience longer duration parking (greater than three hours) on weekdays, with slightly shorter durations (just over two hours) observed on weekends; and
- ▶ On-street and off-street parking in the waterfront area exhibited similar duration trends, with slightly longer stays in the municipal lots.

Overall, the downtown parking system (excluding private off-street parking lots) currently operates below its effective capacity. Although some municipal lots experience parking utilization rates greater than 85% under peak conditions, ample capacity exists elsewhere in the system to accommodate additional demand.

2.7 Key Survey Conclusions

The findings of the parking surveys indicate the municipal parking system is operating below its effective capacity. Key conclusions of the parking surveys include the following:



- ▶ Although unquantifiable in the absence of detailed user interviews, the Town's implementation of paid parking and time limited parking likely impacts motorist behaviour, and parking demands and durations, as opposed to if all parking facilities were free, with no time limit.
- ▶ In the core area, the Town's implementation of free two-hour parking in off-street lots – combined with time-limited paid parking for on-street spaces – is encouraging longer parking durations in the off-street lots. Users are financially incentivized to park in the off-street lots (because they are free), and the choice of which off-street lot to use is likely based on each lot's proximity to a user's destination(s).
- ▶ In the core area, the weekday parking duration data in **Table 2.8** indicate at least 33% of vehicles parked for longer than two hours. Because permit holders can park for as long as they wish, it is difficult to ascertain whether those vehicles parked longer than two hours were permit holders, or those without permits staying beyond the two-hour time limit.
- ▶ In the waterfront area, differences in parking duration between off-street and on-street parking areas is less noticeable because there is no financial incentive to park off-street versus on-street. Both cost \$5.00 per hour and do not have a maximum time limit. Destination proximity is likely the key criteria for users when choosing where to park in the waterfront areas.
- ▶ Excess capacity in the Marina Lot, Albert Street Lot, and McGill Street Lot and other on-street areas from the August 22, 2023 survey suggest the hourly rate is adequate at distributing and accommodating parking demands in the waterfront area.
- ▶ Because the pricing model is not variable (that is, it is not cheaper to park during less busy hours, and more expensive to park during busier times), the distribution of parking demands likely correlates to a user's preferred time of day for their trip. Users are not financially incentivized to travel and park at different times of day.

Overall, there is excess capacity in the parking system under both peak weekday and weekend demands. However, this excess supply is likely not conveniently located. In the case of parking demands during the peak hour of the September 30, 2023 survey (that is, during Harvest Fest), only those lots in the waterfront area (where users must pay \$5.00 per hour) were operating with parking demands less than 50%.



3 Future Parking System

3.1 Overview and Methodology

The analyses of existing demand showed that the parking system (excluding private off-street parking lots) currently operates below its effective capacity during both the peak weekday and weekend periods. While select lots and on-street parking areas experience utilization rates greater than or equal to 85% during certain periods of the day, capacity exists in other areas of the parking supply to serve demand.

The present parking system meets current needs but continued growth (both general and specific to tourism) and potential redevelopment (within and outside of the study area) may result in increased demand and/or a loss of available supply in the future. To address this concern, the review assessed the need for additional parking resources to serve projected requirements. The analysis (described in detail below) involved quantifying potential parking demand generated by currently vacant floor space, planned development, and background population growth in the community, and comparing the forecast to current supply, adjusted to account for stalls eliminated through redevelopment.

3.2 Vacant Space

Paradigm conducted a review of vacant land and buildings for sale or lease on Realtor.ca in October 2023 and confirmed the availability of approximately 1,062 m² (11,432 sq. ft.) of commercial floor space with the potential for immediate occupancy in downtown Cobourg.

Table 3.1 summarizes the available commercial vacancies by zone.

TABLE 3.1: COMMERCIAL VACANCIES

Zone	Vacant Commercial Space
1	190 m ² (2,050 sq. ft.)
2	0 m ² (0 sq. ft.)
3	133 m ² (1,434 sq. ft.)
4	739 m ² (7,948 sq. ft.)
5	0 m ² (0 sq. ft.)
6	0 m ² (0 sq. ft.)
Total	1,062 m² (11,432 sq. ft.)



3.3 Planned Development

Through consultation with Town staff, the project team compiled a list of planned developments in downtown Cobourg, with estimated residential unit and commercial floor space yields. **Table 3.2** summarizes the developments anticipated to occur by zone over the next ten years; however, the precise timing of build-out has not yet been determined for most sites.

TABLE 3.2: PLANNED DEVELOPMENT

Zone	Residential	Commercial	Status	Timing
1	n/a	n/a	n/a	n/a
2	n/a	n/a	n/a	n/a
3	65 apartment units	465 m ² (5,005 sq. ft.)	Proposed Rezoning	Unknown
3	20 apartment units	561 m ² (6,038 sq. ft.)	Approved/Under Construction	2025
4	4 townhomes 15 apartment units	0 m ²	Under Review	Unknown
4	27 apartment units	0 m ²	Under Review	Unknown
5	n/a	n/a	n/a	n/a
6	n/a	n/a	n/a	n/a
Total	131 units	1,026 m² (11,043 sq. ft.)		

3.4 Population Growth

Future population growth in Cobourg is likely to increase the demand for parking in the study area, because of the downtown's combination of commercial/retail establishments, recreational activities, and community events.

Table 3.3 summarizes the population trends from the four most recent Canadian censuses. The 2014 study cited statistics published in the 2006 and 2011 censuses, which indicated a five-year population change of 1.7% for Cobourg. More recent data published in 2016 and 2021 indicate respective five-year population increases of 5.0% and 5.6%, respectively.



TABLE 3.3: HISTORICAL POPULATION GROWTH

	2006	2011	2016	2021
Population	18,210	18,520	19,440	20,520
Change		310	920	1,080
Percentage		1.7%	5.0%	5.6%

Source: Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released November 15, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 23, 2023).

For the purposes of population forecasting, this review assumed a growth rate of 1.5% per annum. Several factors will impact actual growth, including trends towards an aging population, less density in residential areas, birth and mortality rates, and population migration.

3.5 Parking Demand

Consistent with the 2014 study, this review also estimated future parking demand for both the five- and ten-year planning horizons.

3.5.1 Five-Year Planning Horizon

The estimate of five-year future parking demand assumes full occupancy of the existing vacant commercial space in the downtown and the planned development in **Table 3.2** with a known build-out year. General population growth of 1.5% per annum (compounded to 7.7% over five years) is also presumed.

Full occupancy of current vacancies assumes the entire 1,062 m² (11,432 sq. ft.) of available commercial space generates additional parking demand. This conservative assumption represents a high-growth scenario. Known development activity comprises one site of 20 apartment units and 561 m² (6,038 sq. ft.) of commercial floor space.

In the absence of specific information about the types of commercial and residential development and zoning categories, the review applied the following general parking requirements set out in Section 6 of the Comprehensive Zoning By-law 85-2003 in the estimates:

- ▶ Apartment Dwelling: 1.25 spaces per dwelling unit
- ▶ Townhouse: 1.5 spaces per dwelling unit
- ▶ Other Commercial Uses: 1 space for every 33 m² of gross floor area or portion thereof (or 0.03 spaces per m²).



Section 6.1.1 (vii) of the Zoning By-law reduces parking requirements in the “Reduced Parking Requirement Area – Downtown” to 80% for all uses except residential, eating establishments, and certain community uses⁹ (reduced to 50%) and uses located above the first storey (reduced to 65%). The residential (at 50%) and commercial (at 80%) reductions were applied to the above parking rates in estimating future demand.

Table 3.4 summarizes the forecast parking demand for the five-year planning horizon, estimating an additional demand of 113 spaces. Assuming vacant space and planned development accommodate their parking demands on site, (net) parking demand is expected to increase by 60 spaces due to population growth. This calculation assumes the worst-case peak parking demand of 766 spaces under current conditions (Tuesday, August 22, 2023 from 1:00 PM to 2:00 PM per **Table 2.2**).

TABLE 3.4: FIVE-YEAR PARKING DEMAND FORECAST

Component	Units	Values	Rate (spaces per unit) x Reduction	Estimated Parking Demand (spaces)
Vacant Space – Commercial	m ²	1,062	0.03 x 80%	26
Planned Development – Residential Apartments	units	20	1.25 x 50%	13
Planned Development – Commercial	m ²	561	0.03 x 80%	14
Population Growth		7.7%	776 spaces	60
Total				113
Less Vacant Space and Planned Development				53
Net				60

3.5.2 Ten-Year Planning Horizon

The estimate of ten-year future parking demand assumes the same vacant commercial space and planned development projections as the

⁹ Includes commercial recreation, sports facilities, bowling alleys, curling rinks, theatres, commercial or private clubs, community centres, places of worship, libraries, museums, and galleries.



five-year forecast, plus the planned development in **Table 3.2** with an unknown build-out year. This amounts to an additional 117 apartment units, four townhouses, and 465 m² (5,005 sq. ft.) of commercial uses. General population growth of 1.5% per annum (compounded to 16.1% over 10 years) is also presumed.

Table 3.5 summarizes the forecast parking demand for the ten-year planning horizon, estimating an additional demand of 259 spaces. Assuming vacant space and planned development accommodate their parking demands on site, (net) parking demand is expected to increase by 125 spaces due to population growth. Again, this calculation assumes the worst-case peak parking demand of 776 spaces under current conditions.

TABLE 3.5: TEN-YEAR PARKING DEMAND FORECAST

Component	Units	Values	Rate (spaces per unit) x Reduction	Estimated Parking Demand (spaces)
Vacant Space – Commercial	m ²	1,062	0.03 x 80%	26
Planned Development – Residential Apartments	Units	127	1.25 x 50%	80
Planned Development – Residential Townhouses	Units	4	1.5 x 50%	3
Planned Development – Commercial	m ²	1,026	0.03 x 80%	25
Population Growth		16.1%	776 spaces	125
Total				259
Less Vacant Space and Planned Development				134
Net				125

3.6 Parking Requirements

Table 3.6 summarizes existing and future peak parking demand, supply, and utilization based on current worst-case conditions (Tuesday, August 22, 2023 from 1:00 PM to 2:00 PM per **Table 2.2**). The future supply estimate reflects potential losses of municipal



parking due to development or changes in lease agreements between the Town and respective landowners. This comprises all of Lot 18 (Second Street Lot) and the larger Second Street Parking Lot (139 spaces combined), the Albert Street Parking Lot (60 spaces), and a portion of the Trinity Street Parking Lot (26 spaces).

The anticipated parking supply is sufficient to accommodate forecast demand for at least the next 10 years in downtown Cobourg. No additional parking is expected to be required.

TABLE 3.6: FUTURE PARKING REQUIREMENTS

Scenario	Demand (spaces)	Supply (spaces)	Utilization Rate	Surplus or Deficit (spaces)
Existing Conditions (2023 Weekday) (per Table 2.2)	766	1,359	56%	593
Five-Year Horizon (2028 Weekday)	826 ¹	1,153 ²	72%	327
Ten-Year Horizon (2033 Weekday)	891 ¹	1,153 ²	77%	262

Notes:

1. Future demand estimates reflect only parking needs generated by population growth. Parking demands for development related activity in the study area are assumed to be provided on each land parcels' property. Demand resulting from occupancy of vacant commercial space and planned development is assumed to be accommodated on site.
2. Future supply estimates reflect a potential loss of parking in the Second Street Lot (139 spaces), the Albert Street Lot (60 spaces), and a portion of the Trinity Street Parking Lot (26 spaces), totalling 225 spaces. Subtracting this number from the actual parking system supply of 1,378 spaces results in 1,153 spaces.

Although this review has not identified the need for additional parking in the foreseeable future, the Town should consider replacing any large-scale loss of public off-street parking through the strategic expansion of existing facilities or the acquisition of property for new facilities.



4 Parking Management Strategies

4.1 Overview

Parking management refers to processes, policies, and programs that result in more efficient use of parking resources.¹⁰ The goal of parking management is to ensure that parking spaces are available and accessible to motorists who need them while also preventing overcrowding and promoting safety. Effective parking management programs can help improve traffic flow, improve employee and visitor experiences, and provide the opportunity to reduce costs.

Parking management can encompass a wide range of activities, including:

- ▶ development and implementation of parking policies and regulations;
- ▶ maintenance and management of parking facilities;
- ▶ monitoring and enforcement of parking rules and regulations; and
- ▶ design and construction of parking facilities.¹¹

Consistent with the 2014 study, the list of potential **parking management strategies** were categorized into three groups, ordered by priority:

- ▶ Optimize existing parking supply and increase efficiency
- ▶ Reduce parking demand
- ▶ Increase parking supply

The following subsections highlight key elements of the different strategy categories.

¹⁰ Todd Litman. 2008, "Parking Management Best Practices," *ITE Journal* (September 2008): 69. https://www.vtpi.org/PMBP_ITE_SEPT2008.pdf.

¹¹ "The Ultimate Guide to Parking Management: Everything You Need to Know", OperationsCommander, last accessed January 22, 2024, https://operationscommander.com/blog/the-ultimate-guide-to-parking-management-everything-you-need-to-know/?gad_source=1&gclid=Cj0KCQiAwbitBhDIARIsABfFYIL-e-JAbRiuiIMpv7a7yfad3COIIS_YBQCjhzHuuMGrj2Dm1ICEwwaAncVEALw_wcB



4.2 Strategies to Optimize Supply and Increase Efficiency

4.2.1 Upgrade Existing Off-Street Parking Lots

In unpaved lots, motorists define their own parking spaces. This tends to reduce the lot capacity depending on how individual vehicles position themselves.

Paving and delineating parking spaces in the Second Street Lot, and Albert Street Lot, for example, could clarify operation of the facilities and optimize their layout, while also helping to reduce ongoing maintenance costs. Implementing this change could also increase the capacity of the subject off-street parking facilities without requiring additional land or reconstruction.

Because these lots are privately owned and leased to the Town, investments to improve these facilities would be more prudent if the Town purchased these lands outright.

4.2.2 Improve Parking Information System

Signs provide the first customer service contact for motorists wishing to park. To make a positive “first impression” and ease motorist frustration, signs should be intuitive and attractive, offering convenient and accurate information on the location of parking facilities, the availability of parking, and the applicability of any fees, and/or time restrictions.

While mobile mapping applications such as Google Maps and Apple Maps can help drivers navigate to parking facilities, supplemental signs closer to the parking destination can help reinforce the motorist’s route choice. Smaller communities, such as Cobourg, find this signing particularly important for tourists and other visitors who find themselves in unfamiliar environments.

A comprehensive parking information system, consisting of wayfinding, directional, and information signs for drivers and pedestrians, can identify and direct motorists to municipal parking facilities with a consistent style and branding. The following elements comprise the system:

- ▶ **Wayfinding signs** help motorists identify municipal parking facilities using visual cues and easily recognizable symbols such as the Green “P” sign. The Town has several of these signs in the downtown directing motorists to parking lots offering two hours of free parking;



- ▶ **Directional signs** guide motorists to important destinations or features. Typical examples include directional arrows in a parking lot and an arrow with the word “meter” or “pay here” for pay and display machines. These signs are provided in the pay and display lots and on-street where motorists must pay for parking; and
- ▶ **Information signs** provide key information to the motorist about hours of use, time-limits, and other pertinent items concerning the operation of the parking facility. Each municipal lot already includes a sign detailing the need for payment (such as pay and display parking), time restrictions, and enforcement times.

While the Town already has several wayfinding, directional, and information signs for the parking system, relocating certain signs or payment infrastructure could improve efficiency and enhance communication with users. For example, moving the payment machines in the Esplanade lots closer to the driveway entrances could enhance their conspicuity as motorists enter the parking lot.

Other elements like maps and brochures can convey key parking information to visitors. The Town already publishes a Parking Guide on its website, a copy of the 2023 edition is included in **Appendix C**. Internet-based information, such as parking maps or a mobile parking application, can supplement printed materials further maximize parking system efficiency, improve user convenience, and increase functional parking supply.

Local businesses could also assist in providing information on their websites informing customers of nearby parking options. Directing customers to less used municipal lots could moderate demand in other parking lots, while ensuring effective use of the entire parking supply.

4.2.3 Designate Off-Street Parking and Loading Spaces

The parking surveys found that no more than 6% of parked vehicles exceed the three-hour time limit for on-street parking in the core area. Although a relatively modest share, this behaviour still impacts the efficiency of the on-street parking supply by effectively removing opportunities for vehicle turnover in those spaces.

In most cases, longer duration parking demand can be attributed to employees and residents but can also include extended stay visitors and customers. Designating spaces in lesser used parking lots for these users could reduce instances of on-street spaces being occupied for extended periods of the day. The findings of the parking surveys support this concept, as a high proportion of on-street parking spaces in the core area (at least 68%) were used for less than one hour.



Across all four surveys, longer durations were observed in the off-street lots as compared to the on-street parking areas.

With this strategy, the Town could dedicate a portion of the supply in all or select municipal lots to employee and/or resident parking through enhanced signing, pavement markings, and/or expansion of the permit program. Lesser used lots, such as the McGill Street Lot and Albert Street Lot, could be used for this purpose. This modification would encourage the use of municipal lots for longer duration parking and help the Town retain “prime” on-street spaces for higher turnover users, such as downtown retail customers and visitors.

4.2.4 Enforce Time Restrictions

On-street parking time limits are enforced through Parking By-law 030-2022. Parking is not permitted between 2:00 AM and 7:00 AM from November 1 to March 31 (for winter maintenance), or from April 1 to October 31 (for general road maintenance) on roads denoted in Schedule P of the by-law. In general, on-street parking in the downtown area is a maximum of three hours.

Dedicated and consistent enforcement, in combination with appropriate parking supply rates, signing, and incentives to use parking appropriately (such as time restrictions and pricing), can alleviate common parking concerns and enhance the operation (and perception) of the overall system. This can result in additional revenues, optimized parking lot utilization, and increased turnover.

Regular enforcement, particularly of time restrictions, seeks to:

- ▶ Deter and discourage the parking of vehicles beyond the time limits stipulated in the Town’s by-law and on signs; and
- ▶ Improve parking supply efficiency by encouraging longer-term parking in off-street parking lots and shorter-term parking in on-street parking spaces.

Although Parking By-law 030-2022 outlines the time-based restrictions, clear and consistent signage is not installed throughout the study area. Compiling an inventory of existing signs and comparing this list against the provisions of the by-law would ensure motorists are properly informed of time restrictions on each parking space. In most instances, signage for on-street parking is posted denoting the need to pay and display a parking chit; however, the signs do not include information on time limits (such as “Maximum 3 Hours”).

Continuing to enforce shorter time restrictions for on-street parking (currently three hours in the core area) and permit longer durations for



municipal lots (currently unrestricted although motorists must display a permit to park longer than two hours) could also help optimize utilization. The parking duration data suggest the combination of pay and display on-street parking with a time limit, and free two-hour parking in the off-street lots, encourages shorter-term stays in the on-street spaces, and longer-term parking in the off-street lots.

4.2.5 Improve Aesthetics and Strengthen Pedestrian Linkages

Visible, aesthetically pleasing, and safe pedestrian linkages to and from parking areas can help encourage the use of municipal lots and increase overall system efficiency. Existing pedestrian connections between the Covert Street Lot (via the walkway opposite Second Street) and Second Street Lot (via the First Street right-of-way) offer effective linkages to the main core area on King Street.

Improved pedestrian connectivity and safety measures, such as illumination, could bring otherwise “remote” parking facilities within walking distance. Providing sidewalks adjacent to all municipally operated parking facilities (particularly along the north side of the Covert Street Lot) could also improve accessibility and foster a more pedestrian-friendly environment. Improving pedestrian linkages could also encourage “park once” trips and the use of lots farther from the core area.

4.2.6 Acquire Properties Currently Leased for Parking Lots

The Town currently leases the properties used for the Second Street Lot and Albert Street Lot. Acquiring these properties would enable the Town to control their future use, providing the certainty and confidence to invest in operational improvements.

If the Second Street Lot and/or Albert Street Lot become unavailable, the Town could consider implementing two hours of free parking in the McGill Street Lot during all times of the year to supplement the lost supply.

4.2.7 Apply Cash-in-Lieu of Parking

In circumstances where meeting the Zoning By-law parking requirements becomes a barrier to new development/redevelopment, the Town may enter into a cash-in-lieu of parking agreement per Section 6.6.2 (ii) c) of the Official Plan (see **Section 1.3**). With this approach, the proponent can meet the parking requirements by providing some combination of on-site parking spaces and a fee payment for each deficient parking space. The municipality in turn uses these funds to construct strategically located parking facilities that



meet the needs of all users, not just demands associated with the development proposal.

Cash-in-lieu of parking offers a financial incentive to the development proponent, who forgoes the cost of providing dedicated parking. The developer also benefits by retaining more developable land. From the municipal perspective, the Town gains a revenue source for the acquisition of lands, improvement, and construction of public parking facilities. And while cash-in-lieu may not necessarily address immediate parking requirements, it does provide financial assistance to plan for the provision of new or additional municipal parking infrastructure to accommodate future needs.

Cash-in-lieu of parking should only be considered when the existing supply in the surrounding area can adequately accommodate the on-site parking deficiency without causing adverse (negative) impacts, particularly on adjacent residential neighbourhoods. The surveys indicate there is existing capacity in the municipal parking supply. The estimate of future parking demand also suggests there is sufficient capacity over the next ten years. These forecasts conservatively assume the loss of the Second Street Lot, Albert Street Lot, and a portion of the Trinity Street Lot.

4.2.8 Pursue Public/Private Partnerships

The needs analysis detailed in **Chapter 3** assumed future downtown developments/redevelopments would accommodate their individual parking requirements on-site, with no reliance on the public parking system. However, it is conceivable that certain proposed commercial sites may not be able to fully serve their parking obligations on-site, and would need to reduce their density to meet the parking requirements. Instead of a cash-in-lieu of parking agreement (as noted in **Subsection 4.2.7**), the municipality could facilitate private investment in public parking facilities through a joint venture development.

Under this scenario, the Town could enter into a partnership with a private proponent to lease or purchase some or all parking built with a development/redevelopment project and make the spaces available for public use. Additional incentives (for example waiving or reducing development fees) could also be considered to help facilitate the arrangement. It is recognized that potential partnerships would need to respect and balance the interests of both the Town and the private entity to be successful.



4.3 Strategies to Reduce Demand

4.3.1 Modify Parking Pricing System

As demonstrated by the parking surveys, demand is not evenly distributed throughout the day or by area for both on-street and off-street parking, and core area versus waterfront area. In the core area, free two-hour parking competes with paid on-street parking, encouraging longer stays in municipal lots and shorter durations on-street.

Where the Town does enforce time limits, the surveys indicate average vehicle durations are less than these time limits. This is most apparent for on-street parking in the core area where parking is limited to three hours, but average observed durations are no more than one hour and 45 minutes. Further, no more than 6% of vehicles were observed parking beyond the three-hour limit.

Although the parking surveys indicate the parking supply is operating within capacity, modifications to time limits and pricing could help redistribute parking demands to other locations. In the waterfront area specifically, this could include:

- ▶ variable hourly rates that depend on the time of day (for example, higher rates during peak parking conditions, and lower rates at other times of the day); and
- ▶ higher hourly rates for on-street and lower hourly rates for off-street parking to encourage longer duration parking in municipal lots.

For the core area, current time limits and pricing should remain in effect. Any changes to regulatory and pricing structures should be subject to further study and dialogue with residents, businesses, and other applicable stakeholders.

4.3.2 Encourage Travel by Active Transportation and Transit

Reducing the number of automobile trips to the core and waterfront areas would decrease the need for vehicle parking. Although visitors to Cobourg will likely continue to drive due to the distance and absence of viable alternatives, town residents do have the option to travel by other modes.¹² The most likely options in the Cobourg context include active transportation and on-demand public transit.

¹² The Great Lakes Waterfront Trail, which bisects the study area through Victoria Park, provides pedestrian and cycling connectivity to the neighbouring communities of Port Hope and Colborne.



An improved walking environment could encourage visitors with multiple destinations to park their vehicle once and walk between locations instead of repositioning their vehicle with each stop. Pedestrian network improvements could also enhance access to transit.

Encouraging more people to walk, cycle, and roll downtown would likely require additional facilities or network improvements facilitated through a separate Active Transportation Master Plan or similar study. Potential pedestrian enhancements could include sidewalk and crosswalk upgrades and new linkages (shortcuts).

Providing sufficient and safe bicycle parking facilities would help address the need for temporary storage and concerns about theft and damage among those who cycle. Current best practices for bicycle parking include:

- ▶ providing parking where cyclists typically stop, with racks that maximize convenience for short-term stops (such as downtown retail entrances) and storage facilities that maximize security for longer duration stays;
- ▶ siting facilities in locations that are convenient to use, secure, visible, protected from the elements, and offers adequate clearance;
- ▶ placing bicycle racks in locations that do not impede or pose hazards to pedestrians and motor vehicle traffic; and
- ▶ selecting bicycle racks that are easy to use, attractive, and can be integrated into the streetscape.

The Town's on-demand transit service (\$2.50 per ride) provides an alternative to travel by private automobile and provides service to residential areas in the far east and west areas of town that were not serviced by the previous fixed route system. This on-demand service has also significantly reduced the travel time as compared to those travel times under the fixed route service. However, the on-demand service can be less desirable to some based on user convenience. The Town is encouraged to find a balance that maximizes ridership while reducing the overall parking demand.

4.3.3 Develop Park and Ride Services

A park and ride service (also referred to as “shuttle service” or “satellite parking”) could be employed on weekends during the summer tourist season or for special events to reduce downtown parking demands. With this strategy, motorists would be directed to an off-site parking



facility (such as Northumberland Mall or Donegan Park) with free or low-cost transit service connecting the remote location to downtown.

Keys elements of a successful park and ride program would include:

- ▶ easy-to-understand user information;
- ▶ incentives to encourage the use of the satellite parking facility;
- ▶ signs and maps that clearly denote the facility location;
- ▶ free parking at the remote lot; and
- ▶ significantly lower transportation costs to the destination than the parking fee.

4.4 Strategies to Increase Supply

4.4.1 Reconfigure Existing Roads to Provide Additional Parking

Most roads in the study area already provide on-street parking on at least one side of the road. Exceptions include Albert Street (between Durham Street and Third Street), Swayne Street, Buck Street, and Durham Street (south of King Street).

Delineating additional on-street parking spaces would expand the supply. However, there are limited opportunities to reconfigure downtown roadways given their two-lane cross-sections (a “road diet” is not possible) and driveway densities which limit available curb space for parking.

Based on discussions with Town staff, there is the potential for additional on-street on Durham Street between King Street and Sydenham Street.

4.4.2 Explore Agreements with Local Landowners

It is conceivable that certain downtown property owners may be willing to lease or rent any surplus parking spaces to the Town. These spaces should not count towards the overall downtown supply and should not be considered for permits given their location(s) on private property.

The availability of surplus parking in these lots is unknown because the Town did not receive consent from most property owners to survey parking demand at these off-street private facilities.

4.4.3 Construct New Public Parking Facilities

The parking demand forecasts prepared in **Section 3.5** indicate a peak parking utilization of 71% at the ten-year horizon, below the effective



capacity of 85%. This calculation assumes the loss of 225 parking spaces (total) among the Albert Street Lot, Second Street Lot, and Trinity Street Lot, because the Town does not own these facilities.

Although the projected future parking supply is expected to adequately serve forecast demand, the Town may wish to proactively construct or expand facilities to limit the potential loss of parking. The 2014 study identified three potential locations for new parking facilities. While the Town has not endorsed any of the sites, all three options remain viable, although the provision of these facilities would result in a loss of greenspace:

- ▶ **Esplanade Parking Lots** – Expansion could yield at least 40 additional stalls in the waterfront area, along the north side of the multi-use path.
- ▶ **Marina Parking Lot** – Transforming the existing gravel/grassed overflow areas into parking could yield approximately 40 to 100 additional stalls. The existing boat storage area could also be relocated and converted to a surface parking facility. This improvements could yield at least 50 additional stalls, subject to a more detailed design effort on parking lot layout, including the spacing and location of parking aisles.
- ▶ **Third Street at Hibernia Street** – Creating new surface parking lot(s) on Town-owned land near this intersection could yield additional spaces. An estimate on the quantity of parking spaces available would be subject to a more detailed design effort on parking lot layout, including the spacing and location of parking aisles.

When considering potential off-street parking opportunities, it is typically more desirable to construct smaller, strategically located lots as opposed to a single, large facility. Larger facilities can negatively impact the surrounding pedestrian environment and result in pockets of significant traffic congestion at or near access locations. Smaller lots also tend to serve retail patrons and tourists better than large, centrally located facilities because walking distances are shorter.



4.5 Recommended Strategies

The project team reviewed the potential parking management strategies described in the sections above and identified the initiatives that best met the following 10 principles, consistent with the evolving approach to parking planning outlined in **Section 1.4**, many of which the Town is already implementing:¹³

- ▶ **Consumer Choice** – People should have viable parking and travel options.
- ▶ **User Information** – Motorists should have information on their parking and travel options.
- ▶ **Sharing** – Parking facilities should serve multiple users and destinations.
- ▶ **Efficient Utilization** – Parking facilities should be sized and managed, so spaces are frequently occupied.
- ▶ **Flexibility** – Parking plans should accommodate uncertainty and change.
- ▶ **Prioritization** – The most desirable spaces should be managed to favour higher priority uses.
- ▶ **Pricing** – To the extent possible, users should pay directly for the parking facilities they use.
- ▶ **Peak Management** – Special efforts should be made to deal with peak-demand.
- ▶ **Quality Versus Quantity** – Parking facility quality should be considered as important as quantity, including aesthetics, security, accessibility, and user information.
- ▶ **Comprehensive Analysis** – All significant costs and benefits should be considered in parking planning.

These principles reflect the ongoing shift in parking management philosophy in North America, which now aims to optimize existing supply/increase efficiencies and reduce demand before constructing new parking facilities or expanding existing lots.

Since the Town has already implemented or adopted many of the 2014 study recommendations, and because the current and projected parking supplies are expected to meet existing and future demands, respectively, the updated list of strategies focuses on maintaining and improving the existing municipal supply. New or expanded parking

¹³ Victoria Transport Policy Institute, *Parking Management: Strategies, Evaluation and Planning*, (Victoria, BC: 2023), 2, https://www.vtpi.org/park_man.pdf.



facilities should only be considered as a last resort. That said, the Town should continue to plan and protect for these new facilities by monitoring land use changes and parking utilization over time and taking necessary steps to avoid precluding the opportunity.

Table 4.1 summarizes the recommended parking management strategies for downtown Cobourg, separated by category and assigned to the following timeframes for implementation:

- ▶ **Short-Term:** These strategies can be implemented in less than a year with relative ease and low cost.
- ▶ **Medium-Term:** These strategies will require moderate planning and budgeting to effectively implement, typically over a two- to five-year time frame.
- ▶ **Long-Term:** These strategies involve significant planning, land acquisition, and/or cost. Long-term strategies are considered applicable beyond five years.

It is anticipated that the Town can undertake/implement the recommended program of strategies through on-going planning and capital budgeting processes.



TABLE 4.1: RECOMMENDED PARKING MANAGEMENT STRATEGIES

SHORT-TERM
Category: Optimize Supply and Increase Efficiency
1. Inventory existing on-street parking signs and compare against the provisions of the Town of Cobourg By-law 030-2022.
2. Maintain and expand (if necessary) enforcement efforts.
3. Continue publishing an annual Town of Cobourg Parking Guide summarizing the location of parking facilities, parking rates, time restrictions, and other parking-related information.
4. Partner with or encourage local businesses to provide information on their respective websites informing customers of nearby parking options. This could include a web link to the Town of Cobourg Parking Guide .
5. Monitor the Town's Cash-in-Lieu of Parking policy to reflect current land and construction values.
Category: Reduce Demand
6. Monitor the cost of monthly and bi-monthly parking permits to ensure rates remain consistent with other municipalities and support the use of non-auto travel modes. In general, the monthly parking permit should cost as much – or more than – a monthly transit pass.
7. Provide secure bicycle parking at the Covert Street Lot.
8. Install additional bike racks along King Street and at key locations in the downtown, such as at store and bank entrances and at public plazas and parks.
MEDIUM-TERM
Category: Optimize Supply and Increase Efficiency
9. Monitor parking demands and consider variable parking rates by time of year or proximity to popular destinations (for example, tiered rate lots).
10. Inventory the existing parking wayfinding system to ensure the signs clearly direct users to municipal parking facilities, and identify required upgrades to enhance clarity. Include comprehensive maps identifying key pedestrian linkages as part of the parking system to encourage “park once” trips and promote walking.
Category: Expand Supply
11. Delineate additional on-street parking spaces in close proximity to high demand area such as on Durham Street (King Street to Sydenham Street).
12. Explore public/private partnership opportunities to expand the core and waterfront area parking supply, or dedicate a portion of new parking to public use.
13. Work with private landowners to identify available supply that could be used during peak periods or special events.
14. Continue promoting active transportation through the implementation of the recommendations made as part of the Transportation Master Plan



TABLE 4.1: RECOMMENDED PARKING MANAGEMENT STRATEGIES

LONG-TERM
Category: Reduce Demand
15. Monitor the on-demand transit system as it becomes more familiar and reliable for users and make adjustments where possible to increase ridership. Provide opportunities for riders and residents to comment on what the transit system needs to provide in order for residents/visitors to use transit instead of driving.
16. Monitor ridership and feedback received from the fixed route transit pilot to determine if an impact was had on parking demand.
Category: Expand Supply
17. Protect lands at Third Street and Hibernia Street for a potential surface parking facility.



Appendix A

Parking Survey Methodology



A.1 Definitions

The following parking-related terms are used in this report:

- ▶ **Capacity (Supply)** is to the number of parking spaces available for use. Where parking lots are not defined, the corresponding supply was estimated based on the dimensions of the area and observed parking patterns.
- ▶ **Practical Capacity** refers to the level at which available parking spaces become more difficult to find and drivers are required to drive around in search of spaces. For purposes of this study, and based on experience in similar downtown environments, the practical capacity is assumed to be 85% of the capacity.
- ▶ **Demand** is defined as the number of vehicles seeking a parking space at a location during a specific period. Demand is typically indicated by counting the number of vehicles parked at any time.
- ▶ **Occupancy (Utilization)** refers to the proportionate number of spaces that are occupied by parked vehicles at any one time expressed as a percent of spaces occupied (i.e., demand divided by capacity). Utilization rates greater than 100% indicate the number of vehicles in the parking area exceeds the capacity.
- ▶ **Duration** refers to the length of time that a vehicle is parked in a space.
- ▶ **Turnover** refers to the number of vehicles using a parking space during a set period. When durations are low, turnover is typically high as numerous vehicles may use the space. If the duration is high, the space is effectively monopolized by a single vehicle and turnover will be low. For entire parking areas, turnover is defined as the number of vehicles parked in that area over a set period divided the capacity of the area.

A.2 Survey Location and Sample Size

The parking surveys were completed on:

- ▶ Tuesday, August 22, 2023, from 8:00 AM to 8:00 PM;
- ▶ Saturday, September 9, 2023, from 10:00 AM to 6:00 PM;
- ▶ Wednesday, September 27, 2023, from 8:00 AM to 6:00 PM;
and
- ▶ Saturday, September 30, 2023, from 10:00 AM to 6:00 PM.



Consistent with the downtown parking study completed in 2014, data were collected in 60-minute intervals to capture weekday and weekend parking characteristics.

Thirteen samples of parking duration and occupancy were collected on Tuesday, August 22, 2023 and eleven samples on Wednesday, September 27, 2023 (8:00 AM to 7:00 PM). Nine samples were collected on each Saturday (10:00 AM to 6:00 PM).

A.3 Survey Methodology

The parking surveys involved a team of surveyors who walked pre-determined routes once each hour on the days of the survey. Surveyors recorded the last three digits of each license plate of each vehicle parked in a stall on each block face or in a parking lot.

Ahead of the Saturday, September 27, 2023 and Saturday, September 30, 2023 surveys, the project team sought property owner consent to include select private property lots in the parking surveys. This was intended to identify if these private lots might provide opportunities for public-private parking partnerships. **Appendix B** contains a copy of the consent letter sent to property owners.

The project team did not receive consent from any private property owner to include their parking lots in the surveys, except for the privately owned portion of the Trinity Street Lot. Therefore, parking demand data was not collected for any private parking lots, except the privately owned portion of the Trinity Street Lot.

A.4 Survey Schedule

The goal of the surveys was to collect parking accumulation and duration data for at least ten hours during a typical weekday and at least six hours during the weekend periods. The August weekday survey was conducted until the 8:00 PM hour to capture parking demands related to the Concert Band in the Park. Both Saturday surveys captured the Farmers Market (Saturday, September 9, 2023), and the Saturday, September 30, 2023 survey occurred during Harvest Fest.

In advance of the survey, Paradigm staff visited the study area and developed walking routes to capture the parking utilization and duration data in an efficient and logical manner. Each walking route took no more than one hour to complete. Routes were designed so that they could be easily transferred between staff should assistance or relief be required. For both the on-street parking spaces and the



municipal parking lots, each parking space was numbered on the data collection form and maps were given to each staff member. This ensured data was collected systematically and consistently each time, thereby minimizing opportunities for errors in the data collection.

To conform to Ontario Ministry of Labour requirements, 30 minutes of break time was scheduled after a maximum of five hours. Since each route was designed to take less than one hour, break periods were built in.

During each survey, a site supervisor was available to assist with any issues that arose, answer questions, provide additional supplies, and retrieve the data collection worksheets. The supervisor was also responsible for determining when to stop work due to unforeseen circumstances (such as inclement weather). Except for the Tuesday, August 22, 2023 survey, the data collection went smoothly and was completed as scheduled.

A.5 Effective Parking Supply

The effective parking supply for each survey day was calculated to determine representative parking utilization rates. Event road closures and construction activities resulted in some spaces being closed on select survey dates.

Table A.1 summarizes the total parking supply by zone, and the net parking supply surveyed on each survey date. As previously noted, consent was not provided for any of the private property lots (except the privately owned portion of the Trinity Street lot); therefore, these lots were not included in the parking surveys.



TABLE A.1: TOTAL PARKING SUPPLY

Zone	Public On-Street Parking	Public Off-Street Parking	Private Off-Street Parking	Total
1	55	35	239	329
2	49	134	202	385
3	131	439	161	731
4	89	207	376	672
5	163	0	155	318
6	76	122 ¹	0	198
Total	563	937	1,133	2,633
Net Parking Supply for Survey Date:				
August 22, 2023	563	796	0	1,359
September 9, 2023	561	721	0	1,282
September 27, 2023	563	739	0	1,378
September 30, 2023	493	739	0	1,232

Notes:

1. The Donegan Park Lot comprises 122 parking spaces; however, this parking lot was excluded from the parking study because of potential impacts on parking demand brought about from the scheduling of sporting events and other activities in this lot.



Appendix B

Private Property Consent Form





THE CORPORATION OF THE TOWN OF COBOURG

PUBLIC WORKS DIVISION
740 DIVISION STREET
BLDG #7, NORTHAM INDUSTRIAL PARK
COBOURG, ON, K9A 0H6

Engineering Department
Telephone: (905) 372-4555
Toll Free: 1-888-972-4301
Fax: (905) 372-0009

File No.

Downtown Parking Surveys September 2023

Re: xxx, Cobourg

The Town of Cobourg has retained Paradigm Transportation Solutions Limited to conduct a series of parking surveys in the downtown area. The surveys will provide vital data to help the Town in planning solutions to meet future parking needs. Data collection is scheduled to take place on two Saturdays and one typical weekday (Tuesday, Wednesday, or Thursday) between September 9, 2023 and September 30, 2023, with the exact dates subject to weather conditions.

During the surveys, Paradigm staff will be counting the number of vehicles parked on-street and in lots hourly to aid in determining overall parking demand in the downtown area by time of day. Data collection staff will also be writing down the last three digits of the vehicle license plate to help in estimating typical parking duration (i.e., length of stay in the parking space). **Individuals will not be personally identifiable.** Access to roads and sidewalks will also not be interrupted.

As part of this study, the Town is interested in understanding parking activity in private lots within the downtown area and **kindly requests permission to include your property in the surveys.** Please return the attached **Consent Form** at your earliest convenience to grant permission to enter onto your property for the sole purpose of conducting the parking surveys. If we do not receive a response, we will not include your property in the surveys.

For questions about the surveys, including the collection, use, and disclosure of personal information, please contact the undersigned.

Regards,

Renee Champagne
Transportation Supervisor
Town of Cobourg
905-372-4555
rchampagne@cobourg.ca



THE CORPORATION OF THE TOWN OF COBOURG

PUBLIC WORKS DIVISION
740 DIVISION STREET
BLDG #7, NORTHAM INDUSTRIAL PARK
COBOURG, ON, K9A 0H6

Engineering Department
Telephone: (905) 372-4555
Toll Free: 1-888-972-4301
Fax: (905) 372-0009

File No.

Consent Form Downtown Cobourg Parking Survey September 2023

I/We, _____, the property owner(s)
of _____

- consent
- do not consent

to the inclusion of the above-noted property in the parking surveys to be completed by
Paradigm Transportation Solutions Limited, on behalf of the Town of Cobourg, in
September 2023.

Signature: _____ Date: _____

Please email to:
Renee Champagne
Transportation Supervisor
Town of Cobourg
rchampagne@cobourg.ca





THE CORPORATION OF THE TOWN OF COBOURG

PUBLIC WORKS DIVISION
740 DIVISION STREET
BLDG #7, NORTHAM INDUSTRIAL PARK
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During the surveys, Paradigm staff will be counting the number of vehicles parked on-street and in municipal lots hourly to aid in determining overall parking demand in the downtown area by time of day. Data collection staff will also be writing down the last three digits of the vehicle license plate to help in estimating typical parking duration (i.e., length of stay in the parking space). **Individuals will not be personally identifiable.** Access to roads and sidewalks will also not be interrupted.

For questions about the surveys, including the collection, use, and disclosure of personal information, please contact the undersigned.

Regards,

Renee Champagne

Renee Champagne
Transportation Supervisor
Town of Cobourg
905-372-4555
rchampagne@cobourg.ca



Appendix C

2023 Town of Cobourg Parking Guide



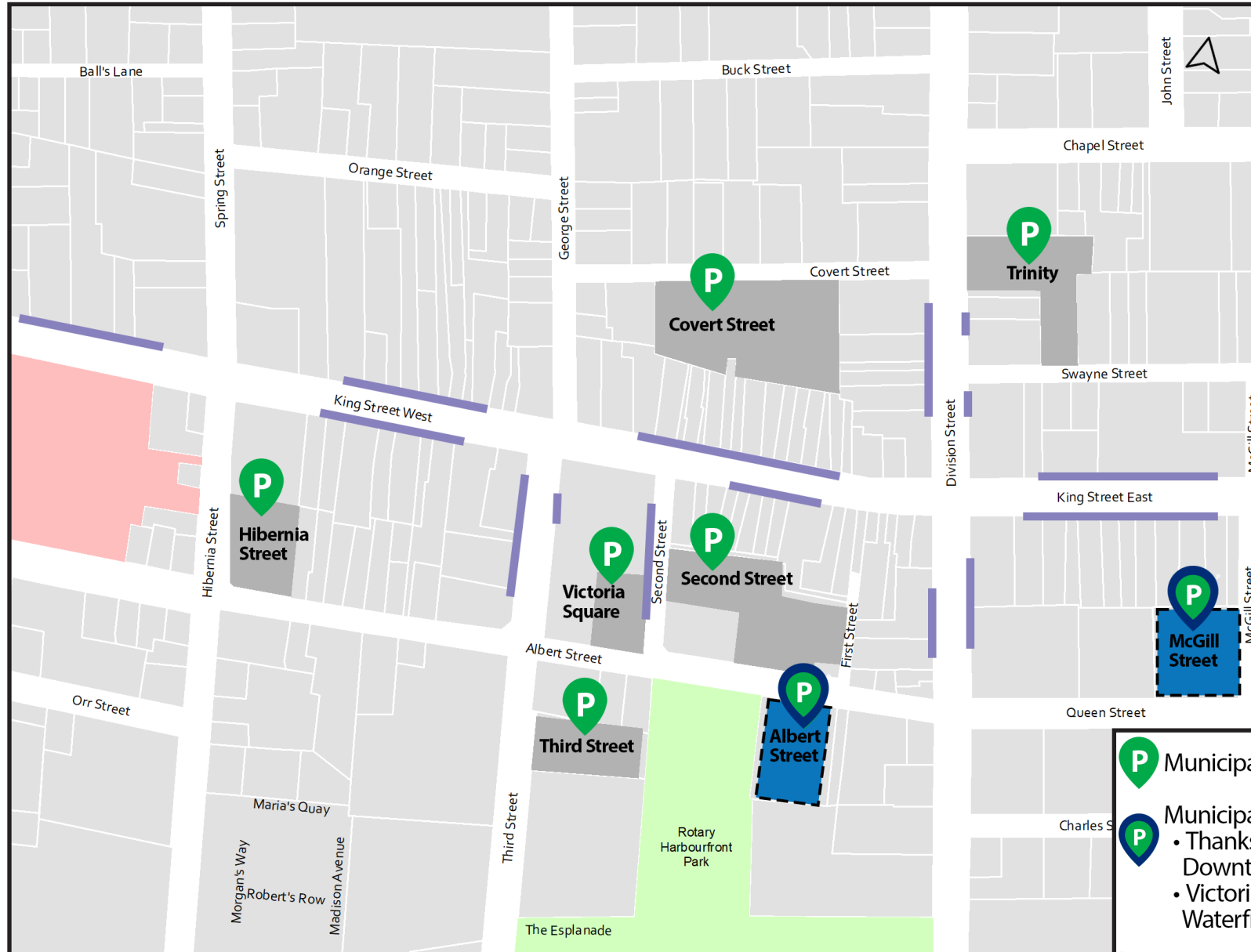
2023 Parking Guide

Town of Cobourg



DOWNTOWN PARKING

Downtown Map Showing Municipal Parking Lots and On-Street Parking



P Municipal Lot, two hours free parking.

P Municipal Lot:

- Thanksgiving to Victoria Day (winter), Downtown rates apply
- Victoria Day to Thanksgiving (summer), Waterfront rates apply

On-street parking

DOWNTOWN PARKING

About Downtown Parking Lots and On-Street Parking: Year Round

ENFORCEMENT HOURS

8 a.m. to 6 p.m.

Monday to Sunday, Holidays Included.

WAYS TO PAY

- **HonkMobile app:** Pay for parking from any smartphone, tablet or computer with web access
- **Parking Meters:** Accept coins, Credit Cards, Interac Flash, Google & Apple Pay
- **Pay & Display:** Accept coins, Credit Cards, Interac Flash, Google & Apple Pay

ON-STREET PARKING

- \$1.75/hour, three hour maximum.

ACCESSIBLE PARKING

NOTE: Parking privileges available to persons with accessible parking permits vary from municipality to municipality. Accessible parking in downtown Cobourg is not free. A monthly accessible parking permit, valid for on-street or in downtown municipal lots may be purchased for all those who qualify. A photo of a valid Ontario issued Accessible Permit must be uploaded/shown at the time of purchase.

Hourly Rates: \$1.75/hour, accessible permit must be visible when parked in an accessible spot.

Monthly Accessible Pass: \$30/month

*Note: Accessible permit must be visible for enforcement officers when parked in an accessible spot.

ADMINISTRATIVE MONETARY PENALTIES

- Fail to pay to park in Parking Meter/Pay and Display Lot at the Downtown Parking Area - \$40
- Park expired time at a Parking Meter or Pay and Display Area - \$40

FREE PARKING

The Town of Cobourg offers two (2) hours free parking in the following downtown municipal lots:

- Covert Street Parking Lot
- Second Street Parking Lot
- Victoria Square Parking Lot
- Third Street Parking Lot
- Hibernia Street Parking Lot
- Albert Street Lot (Thanksgiving to Victoria Day)
- McGill Street Lot (Thanksgiving to Victoria Day)

Parking in the above Municipal Downtown parking lots is free for two (2) hours maximum. If you would like to park for longer, you must purchase a downtown monthly parking permit.

DAILY PARKING PASS

Covert Street Parking Lot has a \$8/day parking pass.

MONTHLY DOWNTOWN PARKING PERMITS

- 30 Day pass - \$30
- 60 Day pass - \$60

Eligible in the following municipal lots:

- Covert Street Parking Lot
- Hibernia Street Parking Lot
- Trinity Parking Lot
- Victoria Square Parking Lot
- Second Street Parking Lot
- Third Street Parking Lot
- Albert Street Parking Lot (Thanksgiving to Victoria Day)
- McGill St. Lot (Thanksgiving to Victoria Day)

Permits may be purchased online at parking.cobourg.ca or by visiting Victoria Hall (55 King Street West). You will need the license plate(s) and make of your vehicle when applying for a permit.

WATERFRONT PARKING

Municipal Waterfront Parking Lot: Victoria Day weekend to Thanksgiving



WATERFRONT PARKING

About Waterfront Parking Lots and On-Street Waterfront Area Parking (Victoria Day to Thanksgiving)

WATERFRONT PARKING ENFORCEMENT HOURS

9 a.m. to 8 p.m. Monday to Sunday, holidays included.
Exception in the East Beach Parking Area, enforced 9 a.m. to 4 p.m.

RATES

Waterfront parking is \$5/hour (on-street or in lots), with no parking maximum.

WAYS TO PAY

- **HonkMobile app:** Pay for parking from any smartphone, tablet or computer with web access. Visit www.HonkMobile.com.
- **Parking Meters:** Accept coins, Credit Cards, Interac Flash, Google & Apple Pay
- **Pay & Display:** Accept coins, Credit Cards, Interac Flash, Google & Apple Pay
- **Daily Waterfront Passes** (\$40/day - valid 9 a.m. to 8 p.m.)
- **Resident Waterfront Season Pass**
\$40/season – Cobourg residents
\$20/season – East Beach area residents
- **Visitor Waterfront Season Pass:** \$150/season
Passes are available for purchase online at parking.cobourg.ca or from Town Hall (55 King Street West)

EAST BEACH PARKING AREA

Enforcement Hours: 9 a.m. to 4 p.m.
On-street parking, east of Victoria Park, as identified in the Map, may be paid by:

- Honk Mobile (\$5/hour)
- Resident Season Pass (\$20 or \$40)
- Visitor Waterfront Season Pass (\$150/season)
- Waterfront Day Pass (\$40/day)

Overnight parking is only permitted within the East Beach Parking Area.

ADMINISTRATIVE MONETARY PENALTIES

Fail to pay in a paid parking area - \$160.
Expired time within a paid parking area - \$160.

ON-STREET WATERFRONT PARKING

On-Street paid parking is available on the following streets:

- Third Street, south of Albert Street
- Albert Street, between Third Street and Division Street
- Queen Street, north side, between Division and McGill Street
- Queen Street, south side, between McGill and Church Street
- Queen Street, between Church Street and D'Arcy Street
- Division Street, between Albert Street and Esplanade East Lot
- Division Street, south side
- Charles Street, south side
- McGill Street, east side
- Church Street
- Paul Currelly Way
- Green Street
- Henry Street, between Bay and King Street
- Perry Street
- Bay Street

WATERFRONT PARKING LOTS

Daily and hourly parking is available in the following waterfront Parking Lots. **Overnight parking is not permitted in any Waterfront Parking lot.**

- Marina Lot (Waterfront Parking Pass or Marina Parking Pass)
- The Esplanade, East and West
- Albert Street Lot (Waterfront Parking fees apply from Victoria Day to Thanksgiving)
- Division Street Lot
- McGill Street Lot (Waterfront Parking fees apply from Victoria Day to Thanksgiving)
- Centennial Pool Lot

WATERFRONT PARKING

Additional Information For Visiting Cobourg's Waterfront

RESIDENT WATERFRONT SEASON PASS

Cobourg residents only, \$40/season.

Effective from Victoria Day to Labour Day and eligible in all on-street and pay and display waterfront areas. Residents who live within the East Beach Parking Area will receive a discounted rate of \$20 for their Resident Waterfront Season pass. Resident Waterfront Passes can be purchased online or by visiting Victoria Hall.

NOTE: One pass is permitted per residential address. Residents can register up to two vehicles per pass. However, only one vehicle can utilize the pass at a time.

VISITOR WATERFRONT SEASON PASS

NEW this year the Town of Cobourg has introduced a visitor waterfront parking pass at a rate of \$150/season. The parking pass will be available for non-residents to utilize all season long. Passes may be purchased online at parking.cobourg.ca or in-person at Victoria Hall.

CHARLES STREET LOT

The Charles Street lot is available for Resident Waterfront Season Pass holders only.

DROP OFF LOCATIONS

There are five drop off locations adjacent to Victoria Park and Victoria Beach (see Waterfront Parking map, page 4).

Drop off locations are located at:

- King Street at Church Street
- South end of McGill Street
- South end of Church Street (west side)
- Paul Currelly Way at Perry Street
- Bay Street at Paul Currelly Way

TIPS FOR AVOIDING PARKING TICKETS

- Watch for signs
- Read parking meters and pay and display machines
- Do not park in accessible spaces unless you have a valid permit
- Do not park on or over sidewalks
- Check the Parking By-law to make sure of winter parking regulations
- Call the Municipal Law Enforcement department at 905-372-8380 or amps@cobourg.ca if you are not sure of restrictions in an area

ABOUT HONK MOBILE

With the Honk app, residents and visitors can seamlessly search, pay for and top up parking from a phone, tablet or computer. How it works:

1. Download the HonkMobile app. Find it at honkmobile.com, Google Play or the App Store
2. Set up your account. Add as many vehicles and payment sources as you like to your profile.
3. Use HonkMobile to pay for your parking in all Cobourg on-street locations and Pay & Display lot

RELEVANT BY-LAWS FOR COBOURG'S WATERFRONT



PAYING A PARKING TICKET

Administrative Monetary Penalties

The Administrative Monetary Penalty (A.M.P.) system is a fast and flexible process for payment, appeal and collection of minor by-law infractions.

A.M.P. enforcement transfers by-law disputes from the courtroom to the municipality using Screening and Hearings Officers who can modify, cancel, or affirm penalties. This approach helps reduce congestion in the courts and provides a local and accessible dispute resolution system.

Parking-related penalty notices are generally issued by attaching the notice to the vehicle or serving the notice directly to the operator; however, they may also be issued through other methods including in-person, through mail, by fax, and by email.

Parking or Ticket Questions

To speak with a Municipal Law Enforcement Officer in-person, visit their offices in the Market Building (201 Second Street, located behind Victoria Hall) between 8:30 a.m. to 4:30 p.m. on weekdays.

Appealing a Penalty

Only the vehicle's registered owner or the person named in the Penalty Notice may dispute a Penalty Notice.

To dispute a ticket, complete a request for screening form available online at www.cobourg.ca/appeals.

If the matter is still in dispute following a screening, you may request a review by the Hearings Officer by completing a request for hearing form.

PAYMENT OPTIONS

1. Online: www.cobourg.ca/amp

2. Mail: If paying by mail, **write the Penalty Notice Number** on the front of your cheque or money order and make payable to the Town of Cobourg. Payments can be mailed to:
Finance Department
Victoria Hall
55 King Street West
Cobourg, Ontario
K9A 2M2

Do not send cash by mail. Post-dated cheques or payments by installment will not be accepted. Non-Sufficient Funds (NSF) cheques will be subject to an Administrative Fee. Payment Date is the date payment is received and accepted, not the date of mailing. Please pay close attention to the times allowed for payment.

3. In Person: at the above address Monday through Friday, between 8:30 a.m. and 4:30 p.m. except civic holidays or by telephone: 905-372-8380.

4. Drop-Off: Place ticket in envelope with cheque or money order (no cash) in the 24/7 deposit box mail slot located at the Town Hall on the West Side of building.



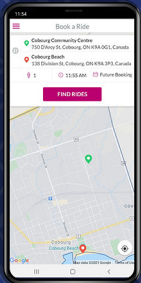
Cobourg Rides

GET THE APP BOOK A RIDE



 cobourg.ca/rides

Download the app!



Pick-Up On-Demand



Book, pay, and track your ride from any computer, tablet or smartphone.

Here's how it works:

- 1 Download the app, book online or call in to arrange your ride.
- 2 Choose the nearest pick-up and drop-off location using the map.
- 3 Pay through your secure online account or pay cash onboard.
- 4 Track your ride in real-time, hop on and enjoy your ride!

Other On-Demand Booking Options:



TELEPHONE
905-373-0582



ONLINE
cobourg.ca/rides



Visit ExperienceCobourg.ca for information on community and cultural events!

Experience
COBOURG

Your STORY BEGINS HERE!

www.cobourg.ca/parking