

**INTERIM  
MANAGEMENT  
GUIDELINES**  
for the  
**COBURG PENINSULA**

December 2006

PLEASE NOTE

The Interim Management Guidelines were produced with the involvement of many members of the public, Esquimalt Lagoon Stewardship Initiative (ELSI) member agencies and City of Colwood staff.

The Esquimalt and Songhees First Nations have not provided official input.

Both First Nations are part of a process to determine the best way for them to participate. The final Management Plan will incorporate their input.



## **SUMMARY**

The Interim Management Guidelines for the Coburg Peninsula provides interim recommendations for the management of the Coburg Peninsula at Esquimalt Lagoon, based on consultations with the public, landowners, and other stakeholders. The two lots on the peninsula are managed by the City for the provincial and federal government owners. The importance of the existing and future First Nations interests in this area was recognized from the outset of the planning process. This interim planning document is subject to consultation with the Esquimalt and Songhees First Nations.

The recommended management for Coburg Peninsula begins with a vision for the future and six management goals. The vision states:

*The Coburg Peninsula will remain an outstanding example of an ecologically diverse barrier spit. People will enjoy a variety of recreational activities, while treating the natural and cultural features with respect.*

**The six goals to guide planning are:**

- |                      |   |
|----------------------|---|
| <b><u>GOAL 1</u></b> | <b>Manage the Coburg Peninsula in a collaborative manner, which involves all the parties and their identified interests.</b>  |
| <b><u>GOAL 2</u></b> | <b>Support and restore the natural ecological processes, structures and functions of the Coburg Peninsula and the associated intertidal and estuarine habitats.</b> |
| <b><u>GOAL 3</u></b> | <b>Work with the Esquimalt and Songhees Nations to protect and respect cultural and environmental features.</b>   |
| <b><u>GOAL 4</u></b> | <b>Increase visitor stewardship through awareness and understanding.</b>  |
| <b><u>GOAL 5</u></b> | <b>Provide opportunities for appropriate recreational activities that avoid or minimize damaging effects on valued natural and cultural areas.</b>                  |
| <b><u>GOAL 6</u></b> | <b>Provide simple amenities to support appropriate visitor access and recreational activities.</b>  |

The Coburg Peninsula is a complex environment which is shown by the dynamic nature of the land between Esquimalt Lagoon and the Strait of Juan de Fuca, the habitat for plants and wildlife, its cultural heritage, and how it is affected by many organizations' interests. The issues for management and the response to these issues are described briefly, with more extensive detail provided in the attached appendices. This includes detailed information on the natural systems.

Existing conditions are provided with mapping and lists of plant species. Plans for proposed uses illustrate many of the proposed management actions.

## **ACKNOWLEDGEMENTS**

The Interim Management Guidelines document is structured to anticipate further involvement of First Nations as primary stakeholders, as well as additional public review, for the completion of a Coburg Peninsula Management Plan. The following acknowledgements recognize the efforts of those involved to date. An extremely important outreach tool for the City was partnership with the Esquimalt Lagoon Stewardship Initiative (ELSI).

Volunteer members of the plan steering committee/ ELSI Planning and Restoration Subcommittee: Todd Carnahan\* (Habitat Acquisition Trust), Judith Cullington\*, Shelly Doroshuk (Esquimalt Lagoon Enhancement Association), Naomi Ellis\* (ELEA), Al Lehmann\* Pacific Family Centre Services (PFCS), Don Lowen, Sean McConnachie (DFO), Brianne Czypyha\* and Rachelle McElroy\* (Royal Roads University), Beth Mitchell\* (ELEA), Arnold Rossander\* (ELEA), Ian Walker (University of Victoria), D'Ann Owens (Archaeologist) Millennia Research and Tom Austin and Bruce Whittington (Victoria Natural History Society).

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## **1.0 INTRODUCTION**

### **1.1 *Location of the Coburg Peninsula***

The Coburg Peninsula is approximately two kilometres long and 13 hectares (32 acres) in area. It defines the eastern edge of Esquimalt Lagoon and separates it from the Strait of Juan de Fuca (Royal Roads) south of Esquimalt Harbour and Fort Rodd Hill and Fisgard Light National Historic Site (see *Figure 1*). *Figure 1* also shows the legal description of the two lots divided by road and owned by senior governments and managed by the City, and its relationship to parks and open space in the City.

### **1.2 *General Description of the Coburg Peninsula***

The Coburg Peninsula is known in geological terms as a 'barrier spit complex', largely made of sand and gravel. The brackish waters of Esquimalt Lagoon flow in and out through the narrow entrance at the north end of the peninsula. These daily currents have resulted in a significant and ecologically unique dual tidal delta, a rare feature in Canada. (See *Appendix 1: Detailed Environmental and Uses Description of the Coburg Peninsula for more detailed information.*)

The spit-lagoon-estuary ecosystem of Esquimalt Lagoon and Coburg Peninsula is within a Federally Designated Migratory Bird Sanctuary (MBS) (see *Appendix 2 re: MBS Regulations*). The peninsula is influenced by diverse ecosystem processes and supports productive, unique and sensitive habitats. These habits include: dune grass, eel grass, tidal marsh and meadow and intertidal clam and kelp beds. (See *attached plans, Figures 3 and 4: Existing Conditions of Coburg Peninsula (North) and (South), and Appendix 1: Detailed Environmental and Uses Description of the Coburg Peninsula.*)



### **1.3 *Purpose***

The purpose of this document is to establish sound collaborative management direction which puts in place active stewardship of the natural and cultural environments of both the Coburg Peninsula and marine environments associated with it. The main issue on the Coburg Peninsula has been, and remains, the degradation of sensitive natural, cultural and archaeological areas resulting from a lack of coordination between various owners/managers, government agencies, First Nations and interested stakeholders. This planning document provides a basis for all concerned to commit to improved management, with the City as the current land manager.

## **1.4 Interim and Future Management**

The City of Colwood is the current manager of the Coburg Peninsula, but not the land owner. Planning for the area has meant acknowledging the many parties that have interests in the area. Several agencies and groups are now involved in environmental management. The Esquimalt and Songhees First Nations have been engaged in preliminary discussion regarding these guidelines but have not had participation in the production of this document. Until such consultation occurs, this document is entitled *Interim Management Guidelines*. Until a true multi-stakeholder management plan can be produced, these guidelines will give needed guidance to the City and other management partners.

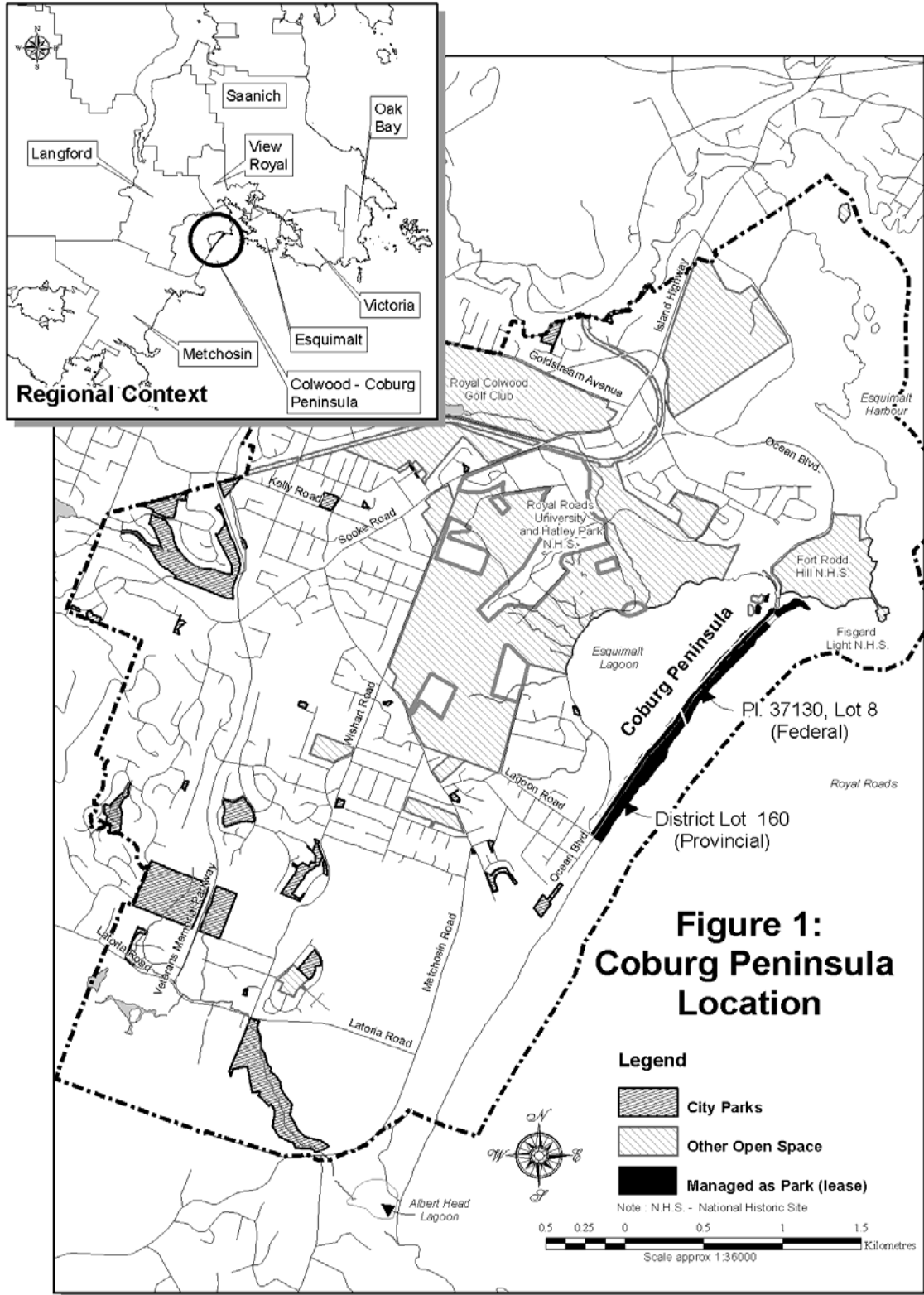
A management plan is an important document that guides the management<sup>1</sup> of an area for five years or more. So far, objectives and actions for collaborative management, interpretation, stewardship (including City operations), and appropriate recreation and amenities are included. This is based on current information relating to natural features, uses and activities, as well as surrounding activities on land and water. Information sources

have included park managers, government agencies, existing reports, public interest groups, advisory groups and the general public.



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<sup>1</sup> The term “management” refers to the addressing of identified issues and resources, and does not necessarily imply “hands on.” For example, the management objective for wildlife may be to leave it alone through a “hands off” strategy.



## **1.5 Organizational Context**

Part of the cause of environmental degradation and the challenge for the management of the Coburg Peninsula is the complicated overlap of stakeholders' interests (see *Figure 2: Agency Jurisdictions*). There are also important unresolved First Nations issues relating to traditional territory and cultural practices relating to treaties. These issues need to be resolved between First Nations and senior levels of government (see: *Appendix 3: Provincial, Federal and First Nations Interests*).

The Coburg Peninsula is highly valued by the residents of Colwood and the region. This is reflected in Colwood's Official Community Plan (see *Appendix 4: Planning and Policy Context for more details*).

## **1.6 Planning Process**

The unique setting and circumstances surrounding the Coburg Peninsula demanded a unique planning process (see *Appendix 5: Planning and Review Process*). Therefore, at the outset, the City established a partnership with Esquimalt Lagoon Stewardship Initiative (ELSI) (see *Appendix 6: Esquimalt Lagoon Stewardship Initiative – Description*). This facilitated involvement of the appropriate senior government agencies, First Nations and other

community groups and as a basis for reaching out to the broader community. ELSI, CRD staff and members, played a significant and valuable role in drafting this document.

The planning process was initiated by Council through its Standing Committee on Parks and Recreation. This committee is made up of two members of council and two appointees that are residents of Colwood. The committee reviews the work presented to it and makes recommendations for which Council may act.



The steering committee was the ELSI Planning and Restoration subcommittee. This committee included the ELSI chair, a City planner, local resident volunteers and ELSI member organization representatives. 'Steering' the planning process involved drafting and reviewing communication and public involvement processes, and drafting and reviewing the planning document (Interim Management Guidelines) and its associated recommendations for action.

The planning process opened to wider public participation at two points. In the Spring of 2005 newsletters and response forms were widely distributed, followed by a community workshop in March. All comments from those

involved were summarized in a consultation report (*see Appendix 7: Supplemental Documents*). In the Fall of 2006, all those previously involved and the general public were invited to respond to the draft Interim Management Guidelines via a second newsletter and response form and a public meeting held in October. This was followed by a second consultation report (*see Appendix 7: Supplemental Documents*).

Reviews, and any comments, regarding this document by senior governments, and some community groups were conducted through the regular membership of ELSI. The Esquimalt and Songhees First Nations were involved in initial discussion; however they have not participated in the development of this document. Their unique and important interests are essential in both understanding the past and interpreting how the future should unfold for the Coburg Peninsula. This involvement remains incomplete. The City needs to work with the First Nations regarding a protocol agreement then work can continue so the interim management guidelines can become a management plan.

*For more details on the planning partnerships see: Appendix 5: Planning and Review Process, and Appendix 7: Supplemental Documents.*

## 2.0 MANAGEMENT ISSUES

### 2.1. Legal Issues

The two main legal issues relate to that of tenure (ownership) and legislated authority (laws). The federal and provincial government owners grant the licence to manage the land to the City of Colwood on a five-year and 30-year basis respectively, so their agreement is needed for any land management decisions.

Land tenure (ownership) and other issues are topics of continued discussion between the First nations and the federal and provincial governments. For example, the (1850) Douglas Treaties apply to today's Songhees and Esquimalt First Nations, but only the Songhees First Nation is part of the current Te'mexw Treaty Association for negotiations with senior governments. First Nations have both a strong historic relationship to the peninsula and future interest as part of an owner-manager agreement. The ownership issue can only be resolved with senior governments (See Appendix 3: Provincial, Federal and First Nations Interests).

There are some laws which apply to this land, as federal and provincial Crown land, identified in Table 1: *Applicable Laws*.

Table 1: Applicable Laws

AREA/LAND APPLICABLE	IMPLICATIONS
<b>FEDERAL LAND</b>	
<i>Canadian Environmental Assessment Act (CEAA) (fed.)</i>	An environmental assessment must be conducted for any minor construction—assesses natural, cultural and social aspects.
<b>FEDERAL AND PROVINCIAL (agreement)</b>	
<i>Species At Risk Act (SARA) (fed.)</i>	Listed species must be accounted for and protected.
<b>ALL COBURG PENINSULA</b>	
<i>Migratory Bird Convention Act (fed.)</i>	Protects migratory birds from disturbance or hunting.
<i>Fisheries Act (fed.), Fish Protection Act (prov.)</i>	All fish-related habitats must be protected. (e.g. Water quality protection)
<i>Heritage Conservation Act (prov.)</i>	All archaeological sites predating 1846, including previously unknown sites, are automatically protected.
<i>Wildlife Act (prov.), Wildlife Amendment Act (prov.)</i>	Protects plants and animals in addition to SARA.



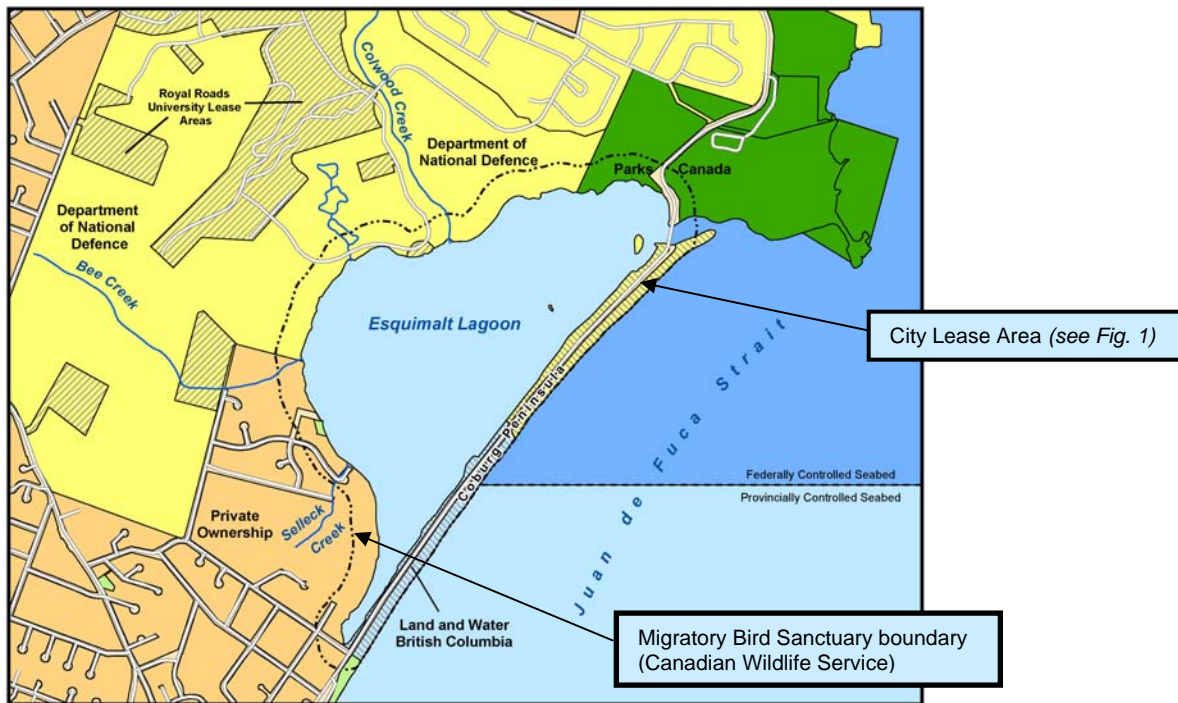


Figure 2: Agency Jurisdiction

## 2.2 Ecological Degradation Issues

Ecological degradation is an issue of concern because the area experiences high use year round and this often conflicts with wildlife and degrades habitat. Maintaining and reversing the current ecological degradation depends on addressing specific issues such as:

- collaborative management;
- sediment transport (land base);
- understanding and awareness of users' impact on the species and habitats that the peninsula supports and how they can minimize that impact; and,
- loss of habitat and invasive species' crowding out of native species and subsequent habitat change.

Ecological issues affect management practices and have policy implications for management of adjacent lands, such as the Lehigh Gravel Pit to the south, upland areas of Royal Roads University (RRU), Parks Canada, Department of National Defence (DND) /Belmont lands and adjacent Lagoon neighbourhoods. Communication with other agencies regarding marine source pollution and sea level rise strategies may also be necessary. (refer to Appendix 1: Detailed Environmental and Uses Description and Figures 3 and 4 attached)

Coastal sediment transport processes

The Coburg Peninsula and its habitats are maintained by the long-shore transport of sediment from the coastal bluffs to the south at the Lehigh Gravel Pit/Royal Bay urban development (*see Figure 5*). The sediment drift north likely increased with gravel mining over the past century, (*see Table A2: A Brief History of the Coburg Peninsula*) so this will likely decrease with estimated mine closure before 2008. Sediments have built up at the foreshore, so these 'stored' sediments will erode, but much of the bluff has been mined so the long-term supply of sediments will be less than if no mine had existed.





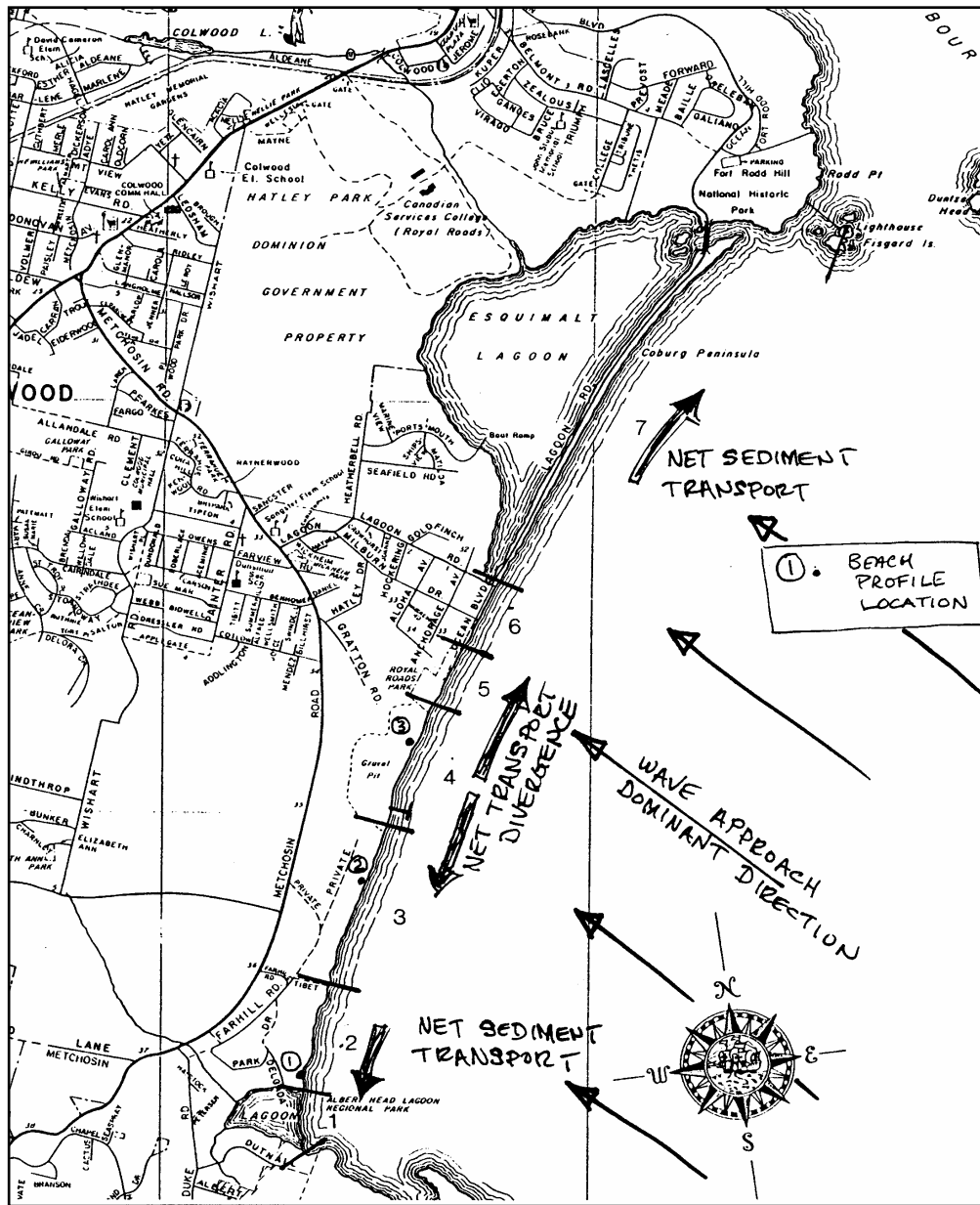


Figure 5: Major Features of the Coastal Sediment Transport System

by Thurber Engineering - 1997

### Dune and dune vegetation habitats

Dune grass and its roots are vital for stabilizing and retaining the dunes. It is an extremely sensitive species of grass that dies if stepped on, destroying its ability to aid in dune retention. Severe loss and degradation of dune and dune vegetation habitats along the peninsula is caused by:

- road, provision for parking areas and particularly, people moving parking barriers and parking on the dunes;
- walking on/ trampling on the dunes;
- poor bench placement; and,
- the spread of invasive species.



### Tidal marshes and meadows

Tidal marshes are sensitive ecosystems that fulfill important ecological functions such as providing feeding, nesting and resting habitat for birds. During higher tides they provide cover, habitat and a food source for intertidal species and fish. Tidal marshes and meadows have suffered significant damage such as degradation of habitat and the displacement of native species along the lagoon shore by:

- several pathways have been worn by people walking along the water at different tide levels; and,
- introduction of invasive species, such as Scotch broom, Himalayan blackberry and several exotic grasses, herbs and forbs.

### Disturbance and Degradation of Wildlife and Marine Life

Esquimalt Lagoon Migratory Bird Sanctuary (MBS) regulations (*see Appendix 2*) require that pets in the sanctuary must be leashed and prohibit disturbance of birds and their nests. Wildlife is disturbed when walkers or paddlers and their pets get too close causing them injury or to take flight. Repeated disturbances over-time can be very harmful, especially for migrating birds because:

- they need to rest and recharge their energy before continuing their long migration; and,
- stressed birds and other wildlife may store less energy and suffer premature death.

In addition, intertidal shellfish beds at the north end of the peninsula have been significantly damaged over the years by:

- being crushed by walkers; and,
- pollution by septic/sewage systems and other urban run-off.

*See attached plans, Figures 3 and 4: Coburg Peninsula (North) and (South) Existing Conditions 2005, for details on habitat locations.*

### **2.3 Cultural Issues**

The three main cultural issues relate to archaeology (buried), history (remembered events – pre and post-contact) and practice (sacred/ First Nations activities and other current). Archaeology sites have been identified at various locations along the spit, however archaeology has yet to be thoroughly investigated for the whole spit. It is likely that most or the entire peninsula will require examination. It will be essential to involve First Nations in this work, as well as other groups that have an interest in the pre and post-contact history.

The full social history and cultural meaning of the peninsula have not been acknowledged. Although a cairn documents the colonial anchorage and name, other major cultural aspects that have shaped the peninsula go unheralded.

First Nations continue or wish to continue their traditional spiritual and resource gathering practices; however the peninsula is dominated by recreational activities. First Nations traditional practices included use of plants (e.g. grasses, driftwood), and hunting and harvesting wildlife such as littleneck and butter clams from the lagoon. These practices, subject to treaty, have been denied as a result of both laws designed to protect the environment and urbanization with its resulting contamination in wildlife. A multi-agency effort is needed to address these issues, many of which are beyond the City's jurisdiction.

### **2.4 Current Use Issues**

Public input indicated that most users enjoy the peninsula and have no intent to spoil it, but do not fully know how to protect those things that they value.

Unfortunately, the current use issues stem from our expanding urban environment and how people as individuals perceive and treat the peninsula. For example, some users think of the peninsula only as a short segment of their commuter route, while for others see it as their backyard or a recreation destination, but do not fully know how to protect those things

that they value. Many issues have emerged from studies and stakeholder discussions, which generally fit into the following four categories.

#### Place Awareness

There has been agreement that the Coburg Peninsula needs to be acknowledged as a special place. Those who have expressed concern about the peninsula felt that their individual concerns needed to be accounted for, or what they value would disappear. To ensure users understand the sensitive and protected status of the peninsula and respect the features that give it this status, increased awareness is required.

The challenge will be to show the many different significant aspects of the Coburg Peninsula so that they are obvious, yet unobtrusive, and respectful to the different stakeholder perspectives.

#### Recreation Uses and Intensity of Use

The peninsula is a fragile place, so most activities will require a certain degree of management direction. Both the location and intensity of activities are relevant. Significant activity-related issues include:

- pedestrian access;
- un-leashed dogs in the Migratory Bird Sanctuary (MBS);
- feeding of birds;
- unlicensed beach fires;
- bench locations; and,
- littering.

#### Road-related Uses and Intensity of Use

Some people consider the spit simply as part of Ocean Boulevard, rather than as a road which passes through a Migratory Bird Sanctuary. As such, the road is traversed by wildlife, as evidenced by traffic-related bird kills. The main question for this combination of issues is how the following uses can be accommodated in a safe and respectful manner:

- wildlife habitat;
- collector road;
- parking lot; and,
- place for recreation such as running, walking/wheel chair use and cycling.

#### Prohibited Activities

The spit is subject to uses or activities common to areas that are easily accessible but are difficult to monitor and enforce in either a passive way (e.g. by resident surveillance) or active way (i.e. through the police and

bylaw enforcement). These activities, which endanger people (particularly children) and can harm the environment, include:

- dumping of waste (e.g., household and garden waste, engine parts, motor oil, mattresses);
- speeding motor vehicles and drag racing;
- gatherings that leave large fires (which are often left burning), damage to habitat, and litter;
- drug and alcohol use, prostitution, and after hours parties, with their associated noise and litter (e.g. broken bottles, needles, left over drugs and condoms);
- overnight camping;
- vandalism and intentional damage to facilities (e.g. washrooms), or any other structures along the Coburg Peninsula (and the surrounding neighbourhoods);
- removal of natural materials, including the burning or removal of driftwood; and
- moving of parking barriers in order to park on dunes.

## **2.5 Maintenance and Enforcement Issues**

The City currently has a limited capacity to manage parks and open spaces. Three full-time and three seasonal employees maintain the ±4,630 ha (±11,440 ac) of land managed as park (see Figure 1). Parks workers are part of the Public Works section of the Engineering Department. The main work done on the Coburg Peninsula consists of: garbage pick-up, clean up of dumped material, log arrangement for parking areas, bench/ facility installation and maintenance, and boulevard maintenance (grass cutting adjacent road, storm damage). Currently there is one Bylaw Enforcement Officer.

*Maintenance and enforcement activities will need to be sensitive to all the issues and need to be affordable to the City.*

Maintenance and enforcement activities will need to be sensitive to all of the above issues and need to be affordable to the City. This will require a coordinated approach with city staff, union, CRD Animal Control, First Nations, volunteers and peninsula users. Harnessing beneficial and appropriate user behaviour to address management objectives may be the most powerful tool, therefore stewardship and information strategies will be needed adjunct to enforcement.

### **3.0 VISION, GOALS AND OBJECTIVES**

Direction for these interim management guidelines came from public consultation and working with the stakeholders (see *Appendices 5 and 7*). These directions have been clarified as a vision for the future, management principles to guide implementation, and specific goals, objectives, and actions. The Interim Management Guidelines (IMG) document is subject to consultation with the Esquimalt and Songhees First Nations.

#### **3.1 Vision Statement**

*The Coburg Peninsula will remain an outstanding example of an ecologically diverse barrier spit. People will enjoy a variety of recreational activities, while treating the natural and cultural features with respect.*

#### **3.2 Principles**

1. Conserve and restore ecological function and integrity.
2. Recognize and respect First Nations interests and work towards their active role in the collaborative management of the peninsula.
3. Maintain a practical balance between human activities and sustaining the natural and cultural integrity of the area.

#### **3.3 Goals and Objectives**

##### **3.3.1 Collaborative Management**

A historical lack of a coordinated vision and accepted practices for management has led to environmental and cultural degradation on the Coburg Peninsula. Collaboration among stakeholders is a first step needed to ensure the vision statement is realized.

Currently, the City of Colwood consults with government agencies or other organizations on a formal basis through referral requests regarding development applications or projects. The City and Esquimalt and Songhees Nations are working towards a *protocol agreement* that will establish a working understanding on appropriate communications between these orders of government. Informal communication with government agencies, First Nations and other organizations take place through the City's department directors when appropriate.

**Goal 1 Manage the Coburg Peninsula in a collaborative manner, which involves all the parties and their identified interests.**

This goal will be achieved by pursuing the following objectives:

- a) Determine appropriate long term management guidelines and practices for Coburg Peninsula that are consistent with relevant laws and practices, and meet the needs of government agencies, First Nations and the public;
- b) Work cooperatively with appropriate agencies, First Nations, adjacent property owners and community groups to manage the Coburg Peninsula according to the recommended goals;
- c) Ensure that Colwood staff are knowledgeable about the natural and cultural features and ways to protect them; and,
- d) Ensure that laws, bylaws and regulations are adequately enforced.

3.3.2 Natural Area Conservation and Restoration

Severe environmental degradation has taken place mostly due to intensity of use.

**Goal 2 Support and restore the natural ecological processes, structures and functions of the Coburg Peninsula and the associated intertidal and estuarine habitats.**

This goal will be achieved by pursuing the following objectives:

- a) Research, identify and map natural ecosystems, sensitive and degraded areas and functions and processes;
- b) Conserve and restore the natural ecosystems of the Coburg Peninsula, including rare and endangered species and their habitats and the adjacent subtidal and intertidal habitats which are integral to the spit ecosystem;
- c) Protect the water quality of Esquimalt Lagoon; and,
- d) Maintain the natural sediment transport system to the spit.



### 3.3.3 Cultural Protection

The peninsula falls within the traditional territory of both the Esquimalt and Songhees Nations.

#### **Goal 3 Work with the Esquimalt and Songhees Nations to protect and respect cultural and environmental features.**

This goal will be achieved by pursuing the following objectives by working with First Nations to:

- a) Determine the best ways to protect and respect cultural and historical features;
- b) Identify cultural and historical features along the peninsula and adjacent waters that may be at risk;
- c) Ensure management activities and recreational uses on the Coburg Peninsula do not degrade the cultural values or ambience of the site;
- d) Protect First Nations interests and values and work towards a return to traditional uses in the area; and,
- e) Recognize and appreciate the complex interplay between ecological and cultural history and values.

### 3.3.4 Education and Stewardship

Most users of the Coburg Peninsula do not intentionally harm it. However, damage does occur because of high intensity of use of the area and illegal activities. Increased awareness through education is needed to encourage residents and visitors to become active stewards and help protect the peninsula and its sensitive environmental and cultural features.

#### **Goal 4 Increase visitor stewardship through awareness and understanding.**

This goal will be achieved by pursuing the following objectives:

- a) Increase visitor awareness of natural and cultural features and ways that they can protect these features;
- b) Ensure that signs do not detract from the attractiveness of the peninsula;
- c) Ensure that visitors (including drive-through commuters) are aware that they are in a sanctuary - a sensitive natural area and a Migratory Bird Sanctuary;
- d) Increase awareness, understanding and enforcement of laws and bylaws that are applicable to the Coburg Peninsula; and,
- e) Encourage visitors and local residents (including youth) to become stewards of the Coburg Peninsula's habitats and wildlife.



### 3.3.5 Responsible Recreation

To improve the Coburg Peninsula, both increasing stewardship and decreasing damaging activities need to take place. This can be done by a combination of design, bylaw enforcement and education.

**Goal 5 Provide opportunities for responsible recreational activities that avoid or minimize damaging effects on valued natural and cultural areas.**

This goal will be achieved by pursuing the following objectives:

- a) Provide opportunities for all members of the public to enjoy the peninsula;
- b) Ensure that recreational activities and amenities do not cause degradation of natural and cultural features; and,
- c) Discourage illegal and/or undesirable activities.

### 3.3.6 Provision of Simple Amenities

As the peninsula is a high use recreation area it has been identified that a provision of simple amenities are needed. The City has considered improvements to the Coburg Peninsula, and the following will help provide the certainty of where to invest staff time and infrastructure. The City's Legacy Policy for donations combined with the recommendations can provide the Parks section of the Engineering Department with more projects and more ways in which citizens can lend support.

**Goal 6 Provide simple amenities to support appropriate visitor access and recreational activities.**

- a) Provide simple amenities for the safety and enjoyment of visitors;
- b) Ensure that amenities (such as benches) do not negatively affect the ecological and cultural features and values of the peninsula and meet Canadian Environmental Assessment Act requirements (applicable to federal lands only); and,
- c) Provide for the health and safety of users and wildlife on the peninsula.

## **4.0 MANAGEMENT AND IMPLEMENTATION**

Through the involvement of the many interested organizations and individuals, the complexity of achieving some basic goals for the Coburg Peninsula has been revealed. If common ground is not found among the many interests, continuing degradation will be difficult to reverse. As a result, the planning steering committee has formulated actions in order of both priority and objective beginning with Collaborative Management.

### **4.1 Collaborative Management**

Collaborative Management means that initiatives need to be taken to establish ongoing relationships with government agencies, First Nations and volunteers at the Council and staff levels in order to successfully achieve goals. These initial contacts have been established through ELSI and can continue through one or more working committees.

*Collaborative Management is the key to addressing the variety of interests in the peninsula and the activities that take place there.*

The practical need for collaboration lies not only in the different interests and applicable laws, but the limited capacity of the City to act alone, as cited in section 2.5. More staff resources may be needed, although undertaking different actions will require a combination of staff, project-related funding (e.g. grants or in-kind resources from government agencies or other organizations) to the City to work with non-profits, First Nations, and volunteers. Engaging citizens to be good stewards of the peninsula will be a major part of this.

### **4.2 A Balanced Approach**

Collaborative Management is the key to addressing the variety of interests in the peninsula and the activities that take place there. Involvement of many people with different interests can help achieve the necessary balanced approach. The goals of Natural Area Conservation and Recreation, and Cultural Protection, need to be balanced with the goals of Responsible Recreation and the Provision of Simple Amenities. The goal of Increased Stewardship offers ways to address people's behaviour as part of the root causes of declining quality of the environment. Stewardship also needs to be in balance with the underlying theme of enforcement, as changing behaviour takes both encouragement and direction.

### **4.3 Interim Actions**

As this planning document is called Interim Management Guidelines, there are further steps needed before the completion of a Management Plan. Appropriate consultation with First Nations is the main task needed. Consideration of a protocol for communicating has begun, and needs to

proceed. Any proposed actions related to First Nations interests need to be delayed or a special effort made to include First Nations representatives.

#### **4.4 Implementation Actions**

Actions to achieve the goals stated in section 3.0 have been drafted and prioritized by the steering committee. All the actions are written within the context of environmental and cultural considerations. Priorities were determined by which were most important to do the following:

- protect the cultural and natural environments;
- restore areas that have been damaged by over-use;
- inform peninsula visitors about their responsibilities; and,
- improve opportunities for outdoor experience.

These actions are summarized and listed by priority in *Table 2: Interim Management Actions by Priority*. See attached plans, *Figures 6 and 7: Coburg Peninsula (North) and (South) Proposed Uses*, to see how these many actions may affect the general physical environment of the Coburg Peninsula.

#### **4.5 Implementation Process**

The planning process as outlined in Appendix 5 involves further discussion with stakeholders including senior government agencies. Adoption of the Interim Management Guidelines will need to be followed by the establishment of a work plan with actions to be managed by different staff and a working committee which would include volunteers. Appropriate interim actions would need to be chosen, as discussions proceed toward consultation with First Nations. A progress review would need to be set if a Management Plan has not been put in place one year after adoption.

After appropriate consultation with First Nations, a Management Plan can be adopted. A process for ongoing communication and a five-year anticipated plan review could be put in place.

**Table 2: Interim Management Actions by Priority**

**Note:** PRIORITY LEGEND: H = High, M = Medium, L = Low  
 See Appendix 9: Strategic Action Details for further suggestions on approaches or next steps for action strategies.

**GOAL 1**      **Manage the Coburg Peninsula in a collaborative manner which involves all the parties and their identified interests.**

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Amend appropriate OCP policies and other City bylaws to reflect: <ul style="list-style-type: none"> <li>▪ the Interim Management Guidelines (e.g. identify important and declining habitats); and,</li> <li>▪ applicable Federal and Provincial Laws (e.g. animal control within the Migratory Bird Sanctuary).</li> </ul>	Colwood
2	H	Amend appropriate City policies and procedures to help: <ul style="list-style-type: none"> <li>▪ respect cultural &amp; historical features; and,</li> <li>▪ native habitat restoration as per habitat management actions (e.g. by changing mowing and other maintenance regimes).</li> </ul>	Colwood
3	H	Develop maintenance options and budget based on recommendations.	Colwood, ELSI
4	H	Seek funding or in-kind support in partnership with others (granting organizations, management partners, local businesses and other sources) to support and enforce the Interim Management Guidelines.	Colwood, ELSI
5	H/M	Provide staff and contractors with education, training and work policies that respect natural, cultural and historical features and reflect the Interim Management Guidelines.	Colwood
6	M	Explore opportunities for First Nations people to participate in park management and provision of services.	Colwood, FN
7	M	Work with senior agencies to maintain and protect wildlife and habitat.	Colwood, ELSI, Fed/Prov govt

**GOAL 2 Support and restore the natural ecological processes, structures and functions of Coburg Peninsula and the associated intertidal and estuarine habitats.**

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Understand natural processes on the Coburg Peninsula: <ul style="list-style-type: none"> <li>▪ identify and map the Coburg Peninsula, (include: vegetation mapping, locations of species at risk and their habitats, degraded areas, current and preferred locations for trails and amenities); and,</li> <li>▪ update this information on a regular basis through partnerships with RRU and other universities and colleges. See figures: 3, 4, 6 &amp; 7.</li> </ul>	CRD, Colwood, MOE
2	H	Create and adopt a stormwater bylaw (e.g.'s: CRD Model Stormwater Bylaw, Metchosin Rainwater Management Bylaw) and work with water and environment management agencies to reduce the effects of water-born contaminants.	Colwood, ELSI
3	H/M	Work with senior agencies to develop a long-term wildlife and vegetation management strategy to: <ul style="list-style-type: none"> <li>▪ delineate critical habitats (e.g. dune, fringe marshes) to deter visitor use and allow revitalization;</li> <li>▪ restore selected areas through active planting or invasive species removal;</li> <li>▪ educate visitors through signage and interpretation; and,</li> <li>▪ monitor changes over time.</li> </ul>	Colwood, ELSI, MOE, CWS, DFO
4	M	Identify and implement (with adjacent landowners/managers) best practices, policies and procedures to help maintain the natural sediment transport system.	Colwood, ELSI, Private landowners

**GOAL 3 Work with Esquimalt and Songhees Nations to protect and respect cultural and environmental.**

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Support archaeological and cultural assessment of the spit to determine best practices for protection and user education / interpretation.	Colwood, FN, DND, MOE
2	H	Work with Esquimalt and Songhees Nations and others (e.g., archaeological experts) to develop policies for protecting, respecting and conducting work on peninsula to prevent disturbance of middens and other cultural artefacts or features.	Colwood, FN
3	H/M	Work with First Nations to explore the idea of a shared resource/ caretaker/ park warden.	Colwood, FN
4	M	Work with First Nations to appropriately honour culturally significant areas.	Colwood, FN
5	M	Work with First Nations elders to determine traditional uses and territorial names and develop a strategy to enable return to traditional uses.	ELSI, FN, Colwood
6		Work with local historical societies and others to document post-contact / 20 <sup>th</sup> century uses of the spit and include this information on signage and other visitor information.	ELSI, FN, others

## **GOAL 4      Increase resident and visitor stewardship through awareness and understanding**

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Develop and implement a public education / awareness strategy that addresses the following key issues: <ul style="list-style-type: none"> <li>organized stewardship events / activities (e.g. annual beach clean-ups);</li> <li>the inappropriate feeding of wild birds; and,</li> <li>cultural and natural features.</li> </ul>	ELSI, Colwood
2	H	Develop and implement a signage plan to include consistent sizes, colours and types. The main objectives to be to: interpret, advise (of regulations or bylaws, e.g. dogs on leash within the MBS) and inform.	Colwood, ELSI
3	H/M	Develop and implement, with the public (local school, youth and community groups): <ul style="list-style-type: none"> <li>a stewardship information strategy; and,</li> <li>a garbage control &amp; recycling strategy (see details in Appendix 9).</li> </ul>	ELSI, Colwood

## **GOAL 5      Provide opportunities for responsible recreational activities that avoid or minimize damaging effects on valued natural and cultural areas.**

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Develop an animal control strategy with the Canadian Wildlife Service and dog owners that will: <ul style="list-style-type: none"> <li>be consistent with the Migratory Bird Sanctuary (MBS) Regulations,</li> <li>amend the Animal Control Bylaw to prohibit unleashed dogs in the MBS,</li> <li>create a designated off-leash area south of the MBS, and</li> <li>address enforcement.</li> </ul>	ELSI, Colwood
2	H/M	Minimize impact to dune and shoreline habitats: <ul style="list-style-type: none"> <li>clearly designate and maintain access points to the beach and the lagoon from Ocean Boulevard, and</li> <li>provide a single designated trail along lagoon side of Coburg Peninsula as per the concept provided in the attached plans, Figures 6 and 7</li> </ul>	Colwood
3	M	Develop and implement a beach fire strategy that will restrict the location and number of permitted fires, increase awareness of beach fire policies and permit requirements and prohibit fixes structures not related to health and safety.	Colwood
4	M	Develop and implement a surveillance and enforcement strategy, as an adjunct to stewardship that will ensure adequate enforcement of appropriate bylaws and policies and that will decrease the illegal or undesirable activities (i.e. late night parties, drag racing, non-permitted beach fires). This strategy may include the possibility of a park warden (citizens on patrol) that could act as the "eyes" of the park and the installation of auto closure gates at both ends of peninsula to deter access during closure (11pm-6am).	Colwood fire, police, and bylaw enforcement, ELSI

**GOAL 6** Provide simple amenities to support appropriate visitor access and recreational activities.

PRIORITY		ACTION	LEAD & PARTNERS
1	H	Amend OCP local area transportation plans with a goal of decreasing motor vehicle traffic from existing and future urban developments to the Coburg Peninsula and Migratory Bird Sanctuary. These plans need to consider the wider implications of traffic diversion and calming in conjunction with any traffic calming or closure measures on the Coburg Peninsula ( <i>see figures 6 &amp; 7</i> ).	Colwood
2	H	Amend the transportation section of the Official Community Plan to designate the peninsula part of Ocean Boulevard as a special Park Road, so that work within the right-of-way complies with goals and objectives of the Interim Management Guidelines.	Colwood
3	H	Provide for vehicular, pedestrian and bicycle traffic in a manner that reduces speeding, is safe for users and minimizes degradation of habitat and cultural values through the implementation of traffic calming measures along Ocean Boulevard.	Colwood
4	M	<p>Ensure visitor enjoyment and safety through the provision of the following simple amenities that are located away from environmentally and culturally significant sites and that meet agency requirements, including CEAA approvals where required:</p> <ul style="list-style-type: none"> <li>▪ legacy benches, aligned with designated beach access where appropriate (with construction guidelines and a template Environmental Assessment);</li> <li>▪ memorials (may include memorial restoration as per Legacy Policy);</li> <li>▪ fire permit areas,</li> <li>▪ washrooms/toilet (at the north end of the spit),</li> <li>▪ bike racks (at each end of the spit),</li> <li>▪ emergency telephones (at both ends and in the centre of the spit); and,</li> <li>▪ parking in designated areas (east side of Coburg Peninsula, <i>see figures 6 &amp; 7</i>).</li> </ul>	Colwood