

# **APPENDICES**

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

December 2006



# APPENDICES

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## Appendix 1 - DETAILED ENVIRONMENTAL AND USES DESCRIPTION

### GEOLOGY

In geological terms, the Coburg Peninsula is a barrier spit complex, created by outwash materials of glacial till and gravel (see Table A2: *A Brief History of the Coburg Peninsula*). The formation of the spit was also influenced by wave induced long-shore currents that carry sand and gravel north from the glacial Colwood delta coastal bluffs where it is deposited on the peninsula (see Figure 3). Natural erosion of these bluffs has given way to gravel pit run-off as the now-Lehigh gravel pit on Metchosin Road grew over the past 75+ years.

The narrow entrance channel to Esquimalt Lagoon at the north end of the peninsula is kept open by the strong currents flowing in and out of the lagoon which scour the channel. The scoured material is deposited on either side of the channel creating a dual tidal delta, a rare feature in Canada.

The peninsula is constantly influenced by physical processes. These include sea level changes due to climate change (e.g. glaciation) and an estimated four to six tsunami<sup>1</sup> events in the past 2500 years. It is likely that the outwash fans located along the southern half of the peninsula on the lagoon side were formed this way. The dynamic nature of the peninsula is illustrated by some early British / Hudson's Bay Company references to the area as *Coburg Island* (see Figure A1).

The coastline between Albert Head and Fisgard Island is part of a self-contained coastal sediment transport system, called the *Royal Roads Drift Sector* (see Figure 5). As with most sand beaches, those on the peninsula constantly change throughout the year; winter storms and waves pick up the sand and suspend it offshore during the winter creating a steeply sloped beach, while calmer seas in the summer deposit the sand back onshore creating a gently sloping beach.

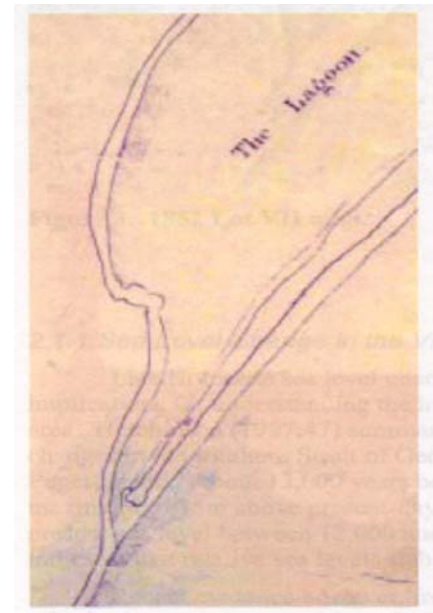


Figure A1:  
1851 HBC Map: Coburg Island

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<sup>1</sup> A tsunami is a sea wave formed when an undersea earthquake or mudslide displaces the ocean water above the event. Tsunamis are less common, and may be smaller in protected areas like the Strait of Juan de Fuca, but evidence for them clearly exists in the geological record.

Although most of the material along the Strait side of the peninsula is sand, it is probable that the beach had a more gravel appearance in the past. Increased fine sand would have entered the drift sector system from gravel pit mining run-off than would have occurred through the natural erosion of the coastal bluff. Additionally, sediment is accumulating along the base of the causeway to Fisgard Light, which limits northward transport of sediment. The sand composition of the peninsula will be dependant to some extent on how erosion is limited or continued as the Lehigh Gravel Pit redevelops into the Royal Bay residential area.

## **NATURAL ENVIRONMENT**

### **Biogeoclimatic Zone**

The Coburg Peninsula is located in one of the driest mesothermal zones in British Columbia: the Coastal Douglas-fir moist maritime (CDFmm) biogeoclimatic zone and subzone. One of the 14 biogeoclimatic zones for the province, the Coastal Douglas-fir zone is the smallest, constituting approximately 0.3% of the province.

### **Ecoregion Classification**

The Coburg Peninsula and Esquimalt Lagoon occur within the Nanaimo Lowlands Ecoregion in the Eastern Vancouver Island Ecoregion of the Georgia Depression Ecoprovince. The diversity of plants and animals in this ecoregion is highest of any ecoregion on Vancouver Island. Estuaries and wetlands of the Georgia Depression Ecoprovince, where summers are warm and dry and where freshwater inflows are highest in the winter and lowest in the summer, have flora that is related to estuaries found much further south.

Wetlands and estuaries are highly productive areas which support many species. They are not uncommon in this ecoregion, but most have been modified by human activities; some have been lost completely. The northern range limit of many plant and animal species is within this region and this, combined with the mild climate, produces ecosystems not found elsewhere in British Columbia. The combination of all these elements makes the spit-lagoon-estuary ecosystem, which includes the Coburg Peninsula, a very important place.

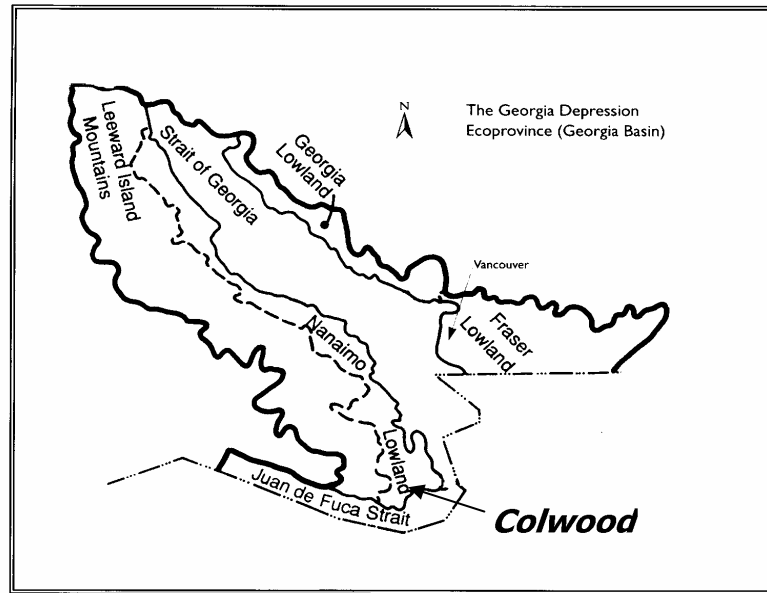


Figure A2: Ecoprovince

### **Terrain and Soils**

The Coburg Peninsula represents the largest Class 1 drift sector (sediment deposit) beach in the region. This acts as a protective sea dike to the biologically dependent and habitat rich lagoon, capillary tidal channels, marshes and marsh meadows in its lee. There is little change in elevation along the peninsula with the maximum elevation around 2 metres above sea level. The slope gradient of the beach changes through the seasons to become steeper in the winter months.

The Juan de Fuca Strait side of the Coburg Peninsula is dominated by sands and gravels - coarser gravel sediments are deposited at the south end while the finer sandy sediments are transported to the northern end of the peninsula. The lagoon side of the peninsula is dominated by a pebble/cobble beach. At the south end, humic soil overlays cobble on each of the outwash fans; these fans likely were created by waves breaching the peninsula during tsunami events.

Significant areas of black soil middens (ancient deposits from human activities) occur along the peninsula. This demonstrates the large human contribution to the soil profile.

## **Vegetation**

Vegetation along the peninsula provides nesting, foraging and secure habitat for wildlife and plays an important role in maintaining beach-dune stability. As with all spits, the Coburg Peninsula is a current-controlled, narrow sand and gravel spit, characterised by a wave-built berm beach on the seaward side and an estuarine marsh and lagoon on the leeward side. Ecosystems occurring at the lowest levels are flooded with every tide while the highest may experience only occasional flooding during the highest high tides of the year. Plant communities are strongly influenced by salt spray and wind, diurnal tidal flooding and variable salinity.

### Dune and Beach Ridge Ecosystems

Dune and beach ridge ecosystems occur to the east of Ocean Boulevard along the length of the peninsula on the raised ridges or berms where coarse textured materials have been deposited by beach forming processes. Located above the high tide line, these sites experience little or no tidal flooding; however, wind, salt spray and tidal inundation can occur during storm events.

The lower limit of vegetation occurs on the beach ridge, which is characterized by a large accumulation of logs that have washed up on the beach. These logs are important “dune builders” as they help to stabilize the spit by trapping sand which is then colonized by dune plants (*Table A1: Existing Vegetation by Habitat Type, Beach ridge*). The beach ridge ecosystem is sparsely vegetated with American sea rocket, beach pea, silver burweed and native dune grass.

The dune ecosystem occurs above the elevation of the beach ridge along the fore dune. Dunes are characterized by patches of dune grasses and plants, with large logs scattered throughout. The dune ecosystem is dominated by native dune grass, silver burweed, wild carrot and entire-leaved gumweed (*Table A1: Existing Vegetation by Habitat Type, Dune*). Several exotic grasses and forbs, such as brome, early hair grass, sheep sorrel, annual fescue and hairy cats ear, occur in moderate cover. Native species such as dune sedge, beach pea, two-coloured lupine, Indian consumption plant and licorice ferns are rare.

### Coastal Meadows and Shrubs

Coastal meadows occur to the west of Ocean Boulevard along the lagoon side of the peninsula at elevations above the spray zone. Coastal meadow ecosystems support plants that are less salt tolerant than those occurring in the estuarine meadows at lower elevations (*Table A1: Existing Vegetation by Habitat Type, Coastal meadow*). The only dominant native species in the



coastal meadows is entire-leaved gumweed; other native species, such as yarrow, nodding onion, silver burweed, two-coloured lupine, and trailing blackberry, have sparse to low cover. An uncommon species in our area occurring in the coastal meadow is California broom-rape. *Allium amplexans* may also occur in these meadows.

The coastal meadows have been heavily disturbed and are dominated by exotic species. The areas of impact are most severe at the north end of the peninsula (possibly as a result of gardens planted by squatters in the 1920s), the south end of the peninsula, and along the road edge, where road bed fill has been deposited and soils have been disturbed. More than twenty species of exotic grasses and forbs, including brome, oat grass, orchard grass, hairgrass, perennial rye grass, wild carrot, sweet-clover, ribwort and Scotch broom, have been observed in the coastal meadows.

Shrub communities occur in patches and fairly large stands along the road edge and the upper edge of the coastal meadows. Native shrubs such as Nootka rose, tall Oregon-grape and snowberry occur in moderate to dense cover (*Table A1: Existing Vegetation by Habitat Type, Shrub*). Infestations of exotic Himalayan blackberry and Scotch broom occur along the southern half of the peninsula. Sweet brier rose and cultivated apple are widespread along the peninsula while English ivy is scarce. A few small trees and shrubs occur along the peninsula including Pacific crab apple, saskatoon, *Arbutus* and Douglas fir.

#### Tidal Meadows and Marshes

Tidal meadows and marshes occur in the mid to upper intertidal zone along the lagoon side of the Coburg Peninsula. Tidal meadows and tidal marshes often occur together in a complex – their hydrology is similar but tidal meadows occur on water retaining fine-texture material, whereas tidal marshes occur on fine textured material over a gravelly or pebbly layer that allows for better drainage. These sites experience daily and prolonged flooding by strongly brackish water; only salt-tolerant species occur here.

The tidal meadow is dominated by native species such as red fescue, seashore saltgrass, orachre, entire-leaved gumweed, yarrow, and silver burweed (*Table A1: Existing Vegetation by Habitat Type, Tidal meadow*). Exotic quackgrass also occurs. The tidal marsh is dominated by glasswort (sea asparagus), seashore saltgrass, orachre, entire leaved gumweed and sea plantain (*Table A1: Existing Vegetation by Habitat Type, Tidal marsh*). Several other native marsh species, such as tufted hairgrass, meadow barley, arctic rush, and Canadian sand-spurry occur in sparse to low cover. Rare species include marsh dodder and coast silverweed.

Table A1: Existing Vegetation by Habitat Type (includes invasive species)

**Legend**

**R** – Rare (less than 1%)      **S** – Sparse (1 to 5 %)  
**L** – Low (5 to 25%)      **M** – Moderate (25 to 75%)  
**W** – Widespread (>75%)      \*\* indicates it is an exotic or invasive species

Scientific Name	Common Name	Frequency
<b>a) Beach ridge</b>		
<i>Cakile edentula</i>	American sea rocket	S
<i>Lathyrus japonica</i>	beach pea	S
<i>Ambrosia chamissonis</i>	silver burweed	S
<i>Leymus mollis</i>	dune wild-rye	S
<b>b) Dune</b>		
<i>Achillea millefolium</i>	Yarrow	L
** <i>Aira praecox</i>	early hair grass	L
<i>Ambrosia chamissonis</i>	silver burweed	W
<i>Bromus native</i>	pacific brome	
** <i>Bromus exotica</i>	Brome	M
<i>Carex macrocephala</i>	dune sedge	R
** <i>Cytisus scoparius</i>	Scotch broom	L
** <i>Daucus carota</i>	wild carrot	W
<i>Festuca rubra</i>	red fescue	M
<i>Grindelia integrifolia</i>	entire leaved gumweed	W
** <i>Holcus lanatus</i>	sweet velvet grass	S
<i>Lathyrus japonica</i>	beach pea	R
<i>Leymus mollis</i>	dune wild-rye	M
** <i>Lolium</i>	perennial rye grass	S
<i>Lomatium nudicaule</i>	Indian consumption plant	S
<i>Lupinus bicolor</i>	two-coloured lupine	L
** <i>Plantago lanceolata</i>	early hair grass	M
** <i>Rumex acetosella</i>	sheep sorrel	M
** <i>Vulpia</i>	annual fescue	M
** <i>Hypochaeris radicata</i>	hairy cat's ear	M
<i>Polypodium glycyrrhiza</i>	licorice fern	R
<b>c) Coastal meadow</b>		
<i>Achillea millefolium</i>	Yarrow	L
** <i>Aira praecox</i>	early hair grass	S
<i>Allium cernuum</i>	nodding onion	S
<i>Ambrosia chamissonis</i>	silver burweed	L
** <i>Chenopodium</i>	lamb's quarter	S
** <i>Cichorium intybus</i>	Chicory	S
** <i>Cynosurus echinatus</i>	hedgehog dog-tail	L
** <i>Cytisus scoparius</i>	Scot's broom	L
** <i>Dactylis glomerata</i>	orchard grass	L
** <i>Daucus carota</i>	wild carrot	M
** <i>Elymus repens</i>	quackgrass	L
<i>Grindelia integrifolia</i>	entire leaved gumweed	W
** <i>Hordeum</i>	annual meadow foxtail	S

<b>c) Coastal meadow continued</b>		
<b>**Hypochaeris radicata</b>	hairy cat's ear	L
<b>**Lolium</b>	perrenial rye grass	S
<i>Lupinus bicolor</i>	two-coloured lupine	S
<b>**Melilotus alba</b>	white sweet-clover	L
<i>Orobancha californica</i>	California broom-rape	R
<b>**Plantago lanceolata</b>	ribwort	L
<i>Rubus ursinus</i>	trailing blackberry	S
<b>**Rumex crispus</b>	curly dock	S
<b>**Rumex acetosella</b>	sheep sorrel	L
<b>**Sedum album</b>	white stonecrop	R
<b>**Spergularia</b>	beach or red sand-spurry	L
<b>**Vulpia</b>	annual fescue	M
<b>**Sisymbrium officinale</b>	hedge mustard	L
<b>**Avena</b>	oat	L
<b>**Arrhenatherum elatius</b>	tall oatgrass	L
<b>d) Tidal meadow</b>		
<i>Achillea millefolium</i>	yarrow	M
<i>Ambrosia chamissonis</i>	silver burweed	M
<b>**Atriplex patula</b>	orache	W
<i>Distichilis spicata</i>	seashore saltgrass	W
<b>**Elymus repens</b>	quackgrass	M
<i>Festuca rubra</i>	red fescue	W
<i>Grindelia integrifolia</i>	entired leaved gumweed	W
<i>Leymus mollis</i>	dune wild-rye	S
<b>e) Tidal marsh</b>		
<b>**Atriplex patula</b>	orache	W
<i>Cuscuta salina</i>	marsh dodder	R
<i>Deschampsia cespitosa</i>	tufted hairgrass	S
<i>Distichilis spicata</i>	seashore saltgrass	W
<i>Grindelia integrifolia</i>	entired leaved gumweed	W
<i>Hordeum brachyantherum</i>	meadow barley	S
<i>Juncus arcticus</i>	arctic rush	L
<i>Plantago maritime</i>	sea plantain	M
<i>Potentilla egidii</i>	coast silverweed	R
<i>Salicornia virginica</i>	glasswort	W
<i>Spergularia Canadensis</i>	Canadian sand-spurry	L
<b>f) Shrub</b>		
<b>**Hedera helix</b>	English ivy	S
<i>Mahonia aquifolium</i>	tall Oregon-grape	M
<i>Malus fusca</i>	Pacific crab apple	R
<b>**Malus pumila</b>	cultivated apple	L
<i>Amelanchier alnifolia</i>	Saskatoon berry	S
<i>Psuedotsuga menziesii</i>	Douglas-fir	L
<i>Rosa nutkana</i>	Nootka rose	W
<b>**Rosa eglanteria</b>	sweet brier	W
<b>**Rubus discolor</b>	Himalayan blackberry	W
<i>Symphoricarpus albus</i>	snowberry	M
<i>Arbutus menziesii</i>	arbutus	S
<b>**Prunus</b>	cherry	R

## **Wildlife**

The Coburg Peninsula is an integral part of the landscape that makes Esquimalt Lagoon so suitable for wildlife. It acts as a barrier to the sea and creates the calm protected waters of Esquimalt Lagoon that provide refuge for migrating birds and resident wildlife. The diverse habitats along the peninsula and around Esquimalt Lagoon support a rich variety of wildlife, most notable of which are birds.

Wildlife use is the highest at the north end of the peninsula where the dual tidal delta, intertidal gravel bars and current-dominated channels at the lagoon entrance provide ideal habitat for a diverse array of clams, mussels and other filter feeding species. Fisheries and Oceans Canada documentation suggests that these shellfish beds are likely the largest and most significant intertidal shellfish beds in the region. At low tide, clams, mussels and other shellfish are exposed providing an abundant food source for scores of resident and migratory birds and mammals.

As indicated by its designation as a federal Migratory Bird Sanctuary, Esquimalt Lagoon is an important stopover for migratory birds needing to rest and recharge their energy during their spring and fall migration. The marsh, meadow, shrub and dune habitats along the peninsula provide nesting and foraging habitat and clam beds at the lagoon entrance and the eelgrass meadows along the inner shores provide an important food source.

Many rare and threatened birds can be seen during the spring and fall migration. Blue-listed species such as the Great Blue Heron and the Black Oystercatcher frequent this area.

## **HISTORY OF HUMAN USE**

### **First People**

The earliest residents of the Esquimalt Lagoon area date back  $\pm$  3,000 years ago and were likely attracted to the peninsula for its rich ecosystem and bountiful wildlife. Current midden soils and other archaeological and cultural features are evidence of their presence on the peninsula.

The peninsula falls within the traditional territory of both the Esquimalt and Songhees Nations. In the mid-1800s James Douglas, as Chief Factor of the Hudson's Bay Company, negotiated a series of treaties informally known as the Douglas Treaties on behalf of the Crown. One of these treaties applies to Coburg Peninsula and gives First Nations the right to hunt and fish as

formerly over unoccupied Crown land. The treaties make no provision for the protection of historical sites, although villages, fields, and burial grounds were to be set aside. The Esquimalt and Songhees are descendants of the signatories to the local treaties.

### **Colonial – Industrial Era**

The establishment of Fort Victoria (1843) and Vancouver Island as a British colony (1849) lead to our current legal system via the colonial government which includes land surveys and associated place names. Colonization made the Crown the landowner, and agents of the Crown—like the Hudson’s Bay Company and Royal Engineers—organizers of land division and settlement. The peninsula was considered part of the Royal Roads anchorage and was given the name *Coburg* after Queen Victoria’s consort Prince Albert of Saxe-Coburg-Gotha (as were other adjacent features including Albert Head, Gotha Point and Saxe Point). These sites were considered to be of strategic maritime and military importance.

The colonial era brought new types of economic activities and environmental consequences, first with the adjacent Royal Roads anchorage, which brought boat passage to lagoon streams used as fresh water sources, then logging, mining, fishing and real estate development. Maps from the late 19<sup>th</sup> century identify part of the Coburg Peninsula as a musket range and military target practice range. Evidence of lead shot from the muskets used on the range exists along the peninsula today. James Sangster, a Hudson’s Bay Company employee was an early owner of a lot to the south west of the peninsula in 1852.

### **Early 20<sup>th</sup> Century**

In the early 1900’s, the peninsula area became open to use by many groups as the region’s population grew. By the 1920’s, the beach had become very popular with squatters erecting cabins and a pub called the “Dugout.” The pub burned and was rebuilt in the late ‘30s and remains as a National Defence office building. Road and bridge-building followed. In 1931, the waters of Esquimalt Lagoon and the adjacent land within 100m (300 ft) of the high tide line, which includes all of the Coburg Peninsula, were designated as a Federal Migratory Bird Sanctuary (MBS) under the Migratory Birds Convention Act. These regulations prohibit hunting and disturbance of migratory birds by people or their pets, and as a consequence further limited First Nations practices (*see Appendix 2: MBS Regulations*).

Log transport (and subsequent log loss) would have dramatically increased the amount of driftwood on the foreshore which would have increased the retention of sand and possibly enlarged the peninsula. The gravel pit to the

south, established circa the 1920s, would also have increased outwash sediment flow to enlarge the peninsula. Road development would have eliminated the back dune perhaps contributing both to land erosion and retention.

The federal Crown took control of the Coburg Peninsula in the war years and used the area for military exercises, particularly during WWII with the establishment of target practice range from the adjacent Royal Roads Military College (now Royal Roads University).

### **Current Use Pattern**

Increased human activities on the peninsula would have contributed to erosion and some species depletion. Most significant have been the degradation of habitat by human uses, i.e. road and bridge building, trampling by vehicles and pedestrians. The introduction and involuntary spread of invasive plant species, such as Scotch broom, has altered the ecosystem makeup of the peninsula and has likely resulted in the loss (through competition) of certain species of native plants.

Over the past few decades, the peninsula has been primarily used for either transportation or recreation. Ocean Boulevard is an important emergency services route and a common transportation route for Colwood and Metchosin residents. Recreation has grown beyond summer activities to include more use year round. Increased use by more people and vehicles contributes to increased erosion and habitat damage.

### **Land Management**

Since 1993, the City has had lease agreements with the federal and provincial governments to manage the Coburg Peninsula as park. Although management of the peninsula over the last 10 years has eliminated some destructive activities (e.g., four wheel driving on the beaches and dunes), most management has been focused on providing basic facilities. The Ocean Boulevard right-of-way is outside the park management, but the City Engineering Department is responsible for all public works and parks maintenance for: road, parking areas, garbage cans, benches, the adjacent washrooms, and removal of garbage, litter and dumped debris as necessary. Emergency services such as Fire and RCMP attend when necessary.

The Esquimalt Lagoon Stewardship Initiative (ELSI) was established in 2001 and has organized stakeholder communication, environmental education activities and beach cleanup (*see Appendix 6: ELSI Description*). Recently, the City has installed interpretive signs along the peninsula which were produced by ELSI as part of a Stewardship Strategy for Esquimalt Lagoon.

Table A2: A Brief History of the Coburg Peninsula

Time	Event
Ice Age ends ± 10,000 years ago	A 100m-thick chunk of ice forms a depression as glaciers retreat. The earth warms, glacial material is deposited at edge of ice chunks. Esquimalt Lagoon with its outer peninsula form as ice melts.
	The peninsula stabilizes as a barrier spit complex, a balance of winter storm erosion & sand deposits from on-shore current transport north from eroding bluffs.
± 4,500 years ago	Ecology changes with climate change, habitats & wildlife establish & help stabilize sandy soil. Tsunami/ earthquake events every few hundred years may have caused erosion. Sea level changes evident ± 2,500 and ± 2,000 years ago.
First People ± 3,000 years ago	The area is recognized for its productive ecosystems supporting a bounty of wildlife, & is used in many ways as settlements come & go over the millennia. Human deposits from two archaeological cultures: ±3000 – 1600 & 1600+ years before the 20 <sup>th</sup> century. These form the basis for current midden soils.
First Nations	The Peninsula is within the area associated with the Teechamitsa family group (pre-1850). Descendents of these & Stsanges people at Tleepet (Albert Head) speak the Lekwungen language, & descendents are known as members of the Esquimalt & Songhees First Nations. Intensive fish, shellfish, seafood cultivation, hunting based on the peninsula. New diseases greatly reduce the aboriginal population & economy (18 <sup>th</sup> & 19 <sup>th</sup> c.). The area remains highly culturally significant for these people & contains much pre & post-contact archaeological heritage.
Colonial Period	British Navy charts & gives English names to land (1840s+). The Coburg Peninsula's name honours Queen Victoria's consort, Prince Albert of Saxe-Coburg-Gotha (d. 1861), as do the nearby Albert Head, Gotha Point & Saxe Point. European settlement of the region. Douglas Treaties signed with First Nations family groups (1850) re: continued traditional uses of land.
19 <sup>th</sup> - 20 <sup>th</sup> centuries	Harbour-related areas retained for military purposes, such as a rifle range (±WWI). Lead shot remains left in the lagoon & on the peninsula.
Interwar period	±1920s: Summer cottages & first Dug-out Pub built (second after fire in 1939). 1930s: Road & bridge built—now Ocean Boulevard; Esquimalt Lagoon federal migratory bird sanctuary established to 100m inland, includes the peninsula. First Nations' traditional uses decline with urbanization, anti-hunting laws.
World War II	Military use intensifies. National Defence retains the Ranger Station (former Dug Out pub) for office use. Shed used for degaussing facility.
Post-War	Transportation, recreation & other uses increase with little-to-no open space & environmental management or government agency coordination. Some user & habitat conflicts arise, e.g. vehicles on the foreshore, fires & parties.
Early 1990s	City of Colwood (est. 1985) signs park management leases with provincial & federal governments who retain ownership of the lots on the south & north halves of the peninsula respectively. Urban expansion for large population increases.
2001 +	Esquimalt Lagoon Stewardship Initiative (ELSI) forms & enables government agency coordination. More detailed management suggested.
	Global warming recognized; sea level areas like the peninsula may be affected.
2004	Coburg Peninsula Interim Management Guidelines process initiated.

## **ROLE OF THE COBURG PENINSULA**

### **First Nations Significance**

Today's Songhees and Esquimalt First Nations people maintain a sacred connection to the peninsula as a place that is part of the local culture of the Lekwungen-speaking people and interrelated family groups. This ancestral connection extends back for millennia. The term "traditional territory" is now often used to refer to this ancient land connection. The peninsula was a part of the economic, social and ceremonial aspects of the culture as little as two generations ago. There has been an erosion of varied traditional First Nations uses due to urbanization, pollution, laws/regulations and other reasons, but the continued cultural link remains.

### **Local Residents Significance**

Residents of Colwood also have strong ties to the Coburg Peninsula and the Esquimalt Lagoon as a whole. The area is repeatedly referred to as a distinguishing feature of the City of Colwood and the site has always drawn people to it. Local and regional residents visit this unique place often for its natural features as a sanctuary within an expanding metropolis. Those who live the closest consider it part of their backyard and for others it is a place to enjoy various activities and where they hold special memories. Adjacent neighbourhoods are increasing in value and attractiveness due to the increasing rarity of living next to such a place in a city the size of metropolitan Victoria.

On a local and regional level, the Coburg Peninsula is a key part of the larger interconnected 'green-blue' system that helps to maintain a healthy environment.

### **National and Global Significance**

The federally designated Esquimalt Lagoon Migratory Bird Sanctuary (est. 1931), is a significant reminder of both local and global ecological connections, and in this way has national and international recognition. This is one stop on the Pacific Flyway for birds migrating between the north and southern ends of the Americas. Migratory birds were one of the first components of the global ecology to be recognized by international treaty because the massive seasonal migrations of birds could not be protected by single countries. Hunting-related aspects were the first factors recognized in the 1930s, but other factors are taken into account to protect birds in the 1994 federal law and its associated regulations.



### **Conservation Role**

The peninsula is not only home to sensitive and rare plant and animal communities, but has a unique human history and physical geography, and is constantly used by people. This makes for an important and challenging role in conservation as important principle for this area. The laws mentioned above help to bolster the reasons for conservation and preservation of some small areas.

### **Recreational and Educational Role**

Many visitors only know or value the peninsula for its recreational opportunities. As the surrounding urban area becomes more populated, the peninsula will be sought out by more people for a variety of recreational activities. The Interim Management Guideline actions acknowledge that while human activities have been a constant part of the land's history, the Coburg Peninsula cannot be enjoyed without conservation of its natural areas or recognition of historic and cultural connections. Human uses such as recreation and education therefore go hand in hand.

Education will play a significant role in encouraging visitors to the Coburg Peninsula to become better stewards of the peninsula and help to protect and restore the ecological and cultural features while enjoying a variety of recreational activities.



**Appendix 2 – ESQUIMALT LAGOON MIGRATORY BIRD  
SANCTUARY REGULATIONS – SUMMARY****INTERPRETATION**

In these Regulations,

- "Act" means the *Migratory Birds Convention Act*; (*Loi*)
- "eggs" means the eggs of migratory birds and includes parts of such eggs; (*oeufs*)
- "hunt" means to chase, pursue, worry, follow after or on the trail of, stalk, lie in wait for the purpose of taking, trap or attempt to trap or shoot at a migratory bird whether or not the migratory bird is then or subsequently captured, killed or injured; (*chasser*)
- "migratory bird sanctuary" means an area referred to in subsection 3(1); (*refuge d'oiseaux migrants*)
- "migratory birds" means migratory game birds, migratory insectivorous birds and migratory non game birds; (*oiseaux migrants*)
- "Minister" means the Minister of the Environment; (*ministre*)
- "nest" means the nest of a migratory bird or any portion thereof; (*nid*)
- "permit" means a permit issued under these Regulations; (*permis*)
- "permit holder" means a person to whom a permit is issued. (*titulaire d'un permis*)

**MIGRATORY BIRD SANCTUARIES**

The areas set out in the schedule are hereby prescribed as migratory bird sanctuaries.

- No person shall, in a migratory bird sanctuary,
  - (a) hunt migratory birds,
  - (b) disturb, destroy or take the nests of migratory birds, or
  - (c) have in his possession a live migratory bird, or a carcass, skin, nest or egg of a migratory bird,except under authority of a permit therefor.
- Notwithstanding paragraph, a resident of or a person domiciled in a migratory bird sanctuary may have in their possession migratory birds lawfully killed outside a migratory bird sanctuary.

- No person shall have in his possession in a migratory bird sanctuary
  - (a) any firearm; or
  - (b) any hunting appliance except as otherwise provided in these Regulations.

(Does not apply to any resident or person actually domiciled in a migratory bird sanctuary while that resident or person is in his residence or transporting any firearms or a hunting appliance to or from his residence.)

Subject to the Act and the *Migratory Birds Regulations*, the Minister may issue a permit authorizing any person to have firearms in their possession and to shoot and have in their possession migratory birds in such portion of a migratory bird sanctuary and during such time as are specified in the permit.

- No person who owns a dog or cat shall permit the dog or cat to run at large in a migratory bird sanctuary.
- A game officer may destroy any dog or cat found chasing or molesting migratory birds in a migratory bird sanctuary.

## Appendix 3 – PROVINCIAL, FEDERAL & FIRST NATIONS INTERESTS

### PROVINCIAL AND FEDERAL INTERESTS

The City has had a management licence and a land lease with the two landowners, the federal and provincial governments respectively (Department of National Defence and BC Ministry of Environment). This means that some laws are applicable to this land that are not normally applicable to local government or private land. Two such important federal laws are the *Canadian Environmental Assessment Act* (CEAA) and the *Species at Risk Act* (SARA). An important provincial law is the *Heritage Conservation Act*, which prohibits the disturbance of archaeological remains—First Nations or other. Special procedures and scrutiny must therefore be given to development or disturbance of land.

It also needs to be emphasized that the whole of the Coburg Peninsula has been part of the federal Esquimalt Lagoon Migratory Bird Sanctuary since 1931, and is subject to the *Migratory Birds Convention Act, 1994* together with its regulations.

### FIRST NATIONS INTERESTS

The Esquimalt and Songhees First Nations<sup>2</sup> both define the Coburg Peninsula as part of their traditional territory, as the lagoon areas have been used by their ancestors for thousands of years. Cultural links are complex, as they are more than a combination of economic, social and ceremonial practices. The Coburg Peninsula has great meaning for those who continue the cultural traditions of the Lekwungen<sup>3</sup> - speaking people.

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.

A strong First Nations' interest is makeup of the land itself, as there are ancestral remains in the land and an ancient spiritual connection.

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<sup>2</sup> see the following web sites for more information: <http://www.songheesnation.com>,  
<http://www.bcfm.org/profile/esquimalt.htm>,  
[http://www.gov.bc.ca/tno/negotiation/first\\_nations\\_in\\_the\\_process/temexw.htm](http://www.gov.bc.ca/tno/negotiation/first_nations_in_the_process/temexw.htm),

<sup>3</sup> spelling sometimes anglicized as *Lekwammen*

Archaeology is one way of learning about the past and much of the peninsula and beyond could be considered a First Nations archaeological site. A key interest of Songhees and Esquimalt First Nations is to be able to return to practicing traditional uses (e.g. harvesting clam beds). Management issues regarding cultural sensitivity are discussed in applicable sections below. First Nations involvement in long term management of the area, perhaps including some traditional practices, needs to involve further participation of First Nations and senior governments and is a topic for finalizing these interim guidelines as a management plan.

As this is a City planning document (re: the current land lease), it should be noted that First Nations-local government links are largely land management-related. All tenure and use-related issues are part of the senior government role. For good planning and stewardship, the City needs to respect all interests.

## **Appendix 4 – PLANNING AND POLICY CONTEXT**

### **OFFICIAL COMMUNITY PLAN AND LOCAL AREA PLANS**

The Coburg Peninsula is highly valued by the residents of Colwood. This is reflected in Official Community Plan policy 12.11, which expresses the idea of preserving *a nature-heritage park*. *Appendix 8* includes this and other relevant sections of the Official Community Plan, particularly from the Lagoon Local Area Plan.

### **GREENWAYS PLANNING**

The Coburg Peninsula plays a key part in the larger ecological health of the Capital Region. One indicator of this health is the amount of interconnected natural areas such as “green” land and “blue” waterways or edges—greenways. The high importance of the peninsula is noted in the draft *Colwood Greenways Plan* (1999), *Regional Green/Blue Spaces Strategy* (1997), the *CRD Parks Master Plan* (2000), related Greenways planning undertaken by the Provincial Capital Commission, and the *Environmental Management Strategy* for the Victoria and Esquimalt Harbours Environmental Action Program (VEHEAP).

### **ESQUIMALT LAGOON STEWARDSHIP INITIATIVE (ELSI)**

ELSI is a broad coalition of groups with an interest in, or jurisdiction over, Esquimalt Lagoon, Coburg Peninsula and the surrounding lands (*See Appendix 6*). These groups work together to protect, enhance and restore the health of the Esquimalt Lagoon for present and future generations of people, plants and animals. ELSI developed a Stewardship Strategy for Esquimalt Lagoon to clarify its role and interests.

The City has been part ELSI since the initiative was established in 2001. As the Coburg Peninsula is an integral part of Esquimalt Lagoon, and as the City resolved in 2003 to share lagoon-related information with ELSI, the City asked ELSI to be a partner in planning for the Coburg Peninsula.

### **LAND MANAGEMENT POLICY OF THE ESQUIMALT AND SONGHEES NATIONS**

- To be provided or modified by First Nations participants





## **Appendix 5 – PLANNING AND REVIEW PROCESS**

This appendix expands on the general description of the planning process in the introduction to the Interim Management Guidelines. It provides information regarding the detailed decisions and events which led to the final makeup of the Interim Management Guidelines. A chronological summary of this process is provided below in *Table A3*. The planning process involved several distinct tasks: process organization, approvals, information gathering, public involvement, and document drafting.

### **PROCESS ORGANIZATION**

Early staff discussions regarding planning methods revealed that there needed to be involvement of the many parties with views or interests in the Coburg Peninsula. A natural partner for this was ELSI (*see Appendix 6*) and its subcommittees, which could fit into an advisory committee planning model. The format presented to Council was that Council would be involved in the progress and review through its Parks and Recreation Standing Committee. Guiding the process on a monthly or as needed basis would be a steering committee, a role filled by the ELSI Subcommittee on Planning and Restoration. One member of the Parks and Recreation committee was also a member of the steering committee (ELSI subcommittee).

Professional assistance was considered necessary in process management and to fill information gaps. The strategy for communications was finalized with the consultant. The City Planning Department and the ELSI chair oversaw the hiring of the following consultants: a facilitator to assist with the public involvement and to compile all public input, and a consulting ecologist - traffic-calming specialist team (*see Appendix 7*) to assess traffic calming options, pedestrian routing and impact to the natural environment. A desk top publishing consultant was also retained.

### **APPROVALS**

The process was initiated, and various steps approved, by Council via the Parks and Recreation Standing Committee.

## **INFORMATION GATHERING**

Preparation for this planning process included bringing together previous studies and surveys. Recent analyses conducted through ELSI to establish the overall goals for peninsula planning included: obtaining general information on ecology and habitat, types and patterns of recreational use, agency management objectives and identifying possible sources of conflict among different stakeholders' objectives. Based on this information, crucial information gaps were narrowed. Contact was made with appropriate government agencies (management and landowner), City staff (including site workers), and First Nations.

## **PUBLIC INVOLVEMENT**

Many 'publics' were involved in issues discussions to form ideas for a vision, goals and possible actions for the peninsula. The two main involvement periods were in early 2005 and late 2006, as outlined below in *Table A3*. The methods of involvement included:

- Parks and Recreation Standing Committee meetings (open to the public),
- Meetings with land owner agencies and First Nations representatives,
- Focus Groups with site (Public Works) and emergency services workers,
- Newsletters with Response Forms – via displays, hand delivery and web site (Spring 2005 and Fall 2006),
- A public workshop (Spring 2005), and
- An Open House/ Public Meeting (Fall 2006).

**Table A3: Planning Process Summary 2004 – 2006**

(Note: P&R Cte = Parks & Recreation Standing Committee)

Date	Activity	Participation
<b>2004</b>		
June 24	Parks & Recreation Standing Committee recommendation to Council re: initial approval to proceed with a Park Management Plan	City staff, P&R cte
July 12	Council endorsement to proceed with a Park Management Plan	Council
<b>2005</b>		
Jan - Feb	Issues, Response Form & Workshop Preparation	Steering Cte, consultant
February	Communications Strategy set	Steering Cte
March 1 – 23	Response Form distribution & displays at Juan de Fuca Library, City Hall, special events (e.g. hockey games at Bear Mountain Arena).	Steering Cte, 274 forms received
March	Ecological consultant secured	CRD staff
March 8	Youth Issues Meeting – Belmont Sr. Secondary School	Staff & group (24)
March 10	City Staff/ Emergency/ Site Worker Issues Meeting	Staff & group (8)
	First Nations participation postponed	
March 12	Community Workshop	Public: 37 attend
April 22	Report on Public Involvement	consultant
May	Meetings with federal and landowner agencies	Staff
May 3	Vision-to-Action workshop	Steering Cte
May to Nov	Preliminary planning document drafts	Steering Cte
June 27	Preliminary meeting re: First Nation involvement Previous communication via ELSI Chair	FN Chiefs, staff, consultant
June 28, July 12	Decision to draft an interim document; a future redraft to be based on First Nations involvement.	Steering Cte, ELSI Cte
July 28	City – First Nation Communication discussion	FN Chiefs, Mayor, P&R Chair, ELSI Chair
Sept 8 (draft) Oct 6 (final)	Ecosystem/ vegetation mapping & traffic calming study complete	Consultant, CRD/ELSI staff
Sept 8	Verbal Update to Parks & Recreation Committee – Special Meeting	City staff, P&R cte
Oct 27	Parks & Recreation Committee – Regular Meeting Committee Recommends to proceed; appropriate First Nations consultation needed	City staff, P&R cte
Nov. 14	P&R recommendation endorsed	Council
Fall	Search & discussion with desktop publishing consultant	City staff
Nov (end)	Developed first draft of Interim Management Guidelines (IMG)	

2006		
May – Aug	Draft IMG - reviewed & revised proposed actions	ELSI
May 23	Direction to proceed with some IMG grant proposals; work on First Nations protocol; draft IMG to First Nations	Council
Aug 28	Approval to move to public consultation	P&R., Council
Aug. 15 - Sept. 4	Preparation of Response Forms & Presentation materials: maps, display boards	Staff
Sept 4	Release of draft IMG to public	Media, public
Sept 4 – October 20	Public Review of Draft Interim Management Guidelines PDF document available on ELSI web site, City link Response Forms available	General public
Sept - Oct	Public displays: City Hall, Library, events	Public staff & ELSI volunteers
Oct 12	Open House/ Public Meeting	Consultant, Staff, Public (34+ attend)
Oct 20 - Nov 30	Public Comment/ Response Form analysis	Consultant 223 forms received
Nov 10-30	Final Draft IMG document edited in response to public review comments	CRD, City staff
TBA	Public release of Final Draft document prior to P&R Meeting	public
TBA	Parks and Recreation Committee Meeting Recommendation to Council re: adoption of document	P&R
TBA	Approval	Council
2007 onwards	Implementation	City of Colwood, ELSI, partners

The facilitator consultant assisted staff to finalize newsletters and response forms, led the public events, analysed and summarized response form input, and summarized all parties' involvement. The executive summaries of these reports are in *Appendix 7*. The ELSI Chair and steering committee members assisted the City with the public consultation, initiating and facilitating discussions between the City of Colwood and First Nations, senior management agencies and landowner agencies.

## DOCUMENT DRAFTING

The City and CRD staff drafted planning documents for review by the steering committee. The diverse membership of ELSI played a significant and valuable role in this. The first draft brought together input from existing information, and public involvement regarding vision, goals and possible actions for the peninsula. The steering committee narrowed and refined goals, objectives and actions at a *Vision-to-Action* workshop in the summer of 2005 facilitated by staff. City and CRD staff further refined these with the help of the steering committee.

The need to title the planning document *Interim Management Guidelines* (IMG) emerged in the summer of 2005 when the process of bringing the City and the First Nations was complicated by lack of capacity, uncertainty regarding formal communications, and the upcoming November 2005 civic elections. Ecological mapping in 2005 (*Figures 3 and 4*) and the October 2005 ecological assessment study (*see Appendix 7*) was very important for the drafting of peninsula proposed uses plan (*Figures 6 and 7*). Staff time was limited in the new year of 2006, but some additional changes were made to the draft IMG. A substantial re-draft was completed in the summer of 2006 to reduce the main body of the IMG to make it easier to read and review by the public.

The *Interim Management Guidelines* was released for public review in September 2006. Response forms gave a sample of 14 consolidated actions from the 70-plus actions in the IMG. Over 1500 response forms were produced and distributed, with 223 returned. Response received in writing and at the October 12, 2006 public meeting was overwhelmingly supportive of the IMG and the actions proposed in general. Some questions were raised regarding restoration fencing techniques, closing of Ocean Boulevard on the peninsula during non-park (night) hours, and traffic calming methods (*see Consultation Report Executive Summary 2006, Appendix 7*).

The steering committee reviewed the public involvement results and considered changes to the IMG. The following changes were undertaken:

- General check for spelling/ typing and wording errors,
- Executive summary edit,
- Update of planning process information in body and appendices,
- Consolidate references to First Nations involvement in future planning,
- Edit wording regarding: restoration fencing, wider traffic issues (re: road closure), and traffic calming public process;
- Edit and consolidate some appendices and edit references to appendices, and
- Consolidate similar action items to reduce from 70+ to 20+.



## **Appendix 6 – ESQUIMALT LAGOON STEWARDSHIP INITIATIVE - DESCRIPTION**

The Esquimalt Lagoon Stewardship Initiative (ELSI) is a broad coalition of community and environmental groups, government agencies and First Nations working together to protect and improve the health of Esquimalt Lagoon and Coburg Peninsula.

### **ROLES**

The main roles of the Esquimalt Lagoon Stewardship Initiative (ELSI) are to:

- establish a framework for coordinated environmental management of Esquimalt Lagoon;
- create opportunities for collaboration on environmental projects and outreach activities; and,
- provide a forum for the exchange and sharing of information about Esquimalt Lagoon.

ELSI brings together organizations and individuals with an interest in or jurisdiction over Esquimalt Lagoon, Coburg Peninsula and the surrounding lands to pursue a coordinated approach to environmental management and stewardship in the area.

### **VISION & GOALS**

Esquimalt Lagoon is regionally significant due to its unique ecology and beauty, its designation as a federal Migratory Bird Sanctuary and its importance to First Nations as a place where they exercise their special and ancient relationship to the land, water and natural resources. ELSI's vision is to protect, enhance and restore the health of Esquimalt Lagoon for present and future generations of people, plants and animals. This will be achieved through the following goals:

- promote and support lagoon stewardship and education;
- prevent further loss and destruction of habitat and wildlife;
- reduce contaminant inputs to the lagoon;
- promote environmentally protective land uses within the lagoon watershed;
- promote environmentally protective recreation uses in the lagoon &;
- promote restoration of degraded areas.

*ELSI's vision is to protect, enhance and restore the health of Esquimalt Lagoon for present and future generations of people, plants and animals.*

## **STEWARDSHIP PLAN FOR ESQUIMALT LAGOON**

A coordinated restoration and stewardship program for Esquimalt Lagoon is necessary to prevent further loss and destruction of habitat, disturbance of wildlife and to reduce contaminant inputs to the lagoon. The ELSI partners have developed a stewardship plan for Esquimalt Lagoon. This plan is designed to promote community stewardship and implement solution-oriented actions that will protect, enhance and restore the health and beauty of this significant ecosystem. ELSI is interested in working with other groups, First Nations and the community to implement appropriate aspects of the Stewardship Plan.



## **Appendix 7 – SUPPLEMENTAL DOCUMENTS**

Summary information of these documents are attached:

- Title Page and Introduction  
*Coburg Peninsula Ecological Assessment: Pedestrian Routing and Traffic Calming Measures, Final Report, October 2005.*
- Executive Summary  
Alan Dolan and Associates. *Consultation Report: Coburg Peninsula Park Management Plan, February – April 2005.*
- Executive Summary  
Alan Dolan and Associates. *Consultation Report: Coburg Peninsula Interim Management Guidelines, Fall 2006.*
- Newsletter 1 - Cover, March 2005, *The Future of Coburg Peninsula Park At Esquimalt Lagoon.*
- Response Form 1, March 2005 (from Newsletter)
- Newsletter 2 - Cover, Fall 2006, *The Future of Coburg Peninsula At Esquimalt Lagoon.*
- Response Form 2, Fall 2006 (from Newsletter)

Please contact the City of Colwood Planning Department for complete copies of any related documents. The consultation reports are also available at [www.elsi.ca](http://www.elsi.ca).

**COBURG PENINSULA ECOLOGICAL ASSESSMENT  
PEDESTRIAN ROUTING AND TRAFFIC CALMING MEASURES**

**Final Report**

**October 2005**

**Prepared for:**

Capital Regional District Environmental Services  
625 Fisgard St.  
Victoria BC

*and*

City of Colwood  
3300 Wishart Rd  
Victoria, BC  
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Brian Emmett

Archipelago Marine Research Ltd.

*and*

Deborah LeFrank

LeFrank Landscape Architecture Ltd.

## INTRODUCTION

The Coburg Peninsula is a sand and gravel spit formed by the alongshore transport of eroded sediment from coastal bluffs located immediately to the southwest (Figure 1). The peninsula is approximately 2.5km in length and forms the seaward boundary of Esquimalt Lagoon, which drains at the northeast end of the spit. Four important components require consideration with respect to the sustainable management of Coburg Peninsula:

1. *A Physically Dynamic Environment* - with sediments moving seasonally, particularly in response to episodic storm and high tide events.
2. *Productive and Sensitive Coastal Habitats* - the outer sand dune area is probably the largest example of this habitat in close proximity to the core municipal area in the CRD. The inner edge of the peninsula contains productive and sensitive salt marsh vegetation with high fish and wildlife values. Esquimalt Lagoon is important waterfowl habitat, particularly in winter.
3. *High Recreational Value* - the outer beach is used extensively for picnicking and other beach activities, including beach fires. Bird watching and walking are important recreational activities on the inner side of the spit. Swimming and wading are frequent activities in summer along the gravel and sand beach at the lagoon outlet.
4. *Transportation Corridor* - Ocean Boulevard along the top of the spit not only serves to access this area but is also used by commuters travelling between Colwood/Metchosin and downtown areas and is also used by emergency vehicles as an alternative route to Route 14 (Sooke Road). This volume of traffic is expected to increase with development of the Royal Bay community.

It is a challenge to manage this area in a manner accommodating these components sustainably. For example on the lagoon side of the peninsula “ad hoc” walking paths have impacted sensitive marsh grass habitat in some areas. Excessive speeding along the road creates safety concerns for pedestrians, detracts from the recreational experience and is a hazard to wildlife. Over the past decade various planning and management documents<sup>1</sup> have outlined a number of options to address these issues. The CRD and City of Colwood engaged Archipelago Marine Research Ltd. and LeFrank Landscape Architecture Ltd. to review these documents as well as conduct site visits with the specific objectives of:

1. Making recommendations as to routing of pedestrian paths and trails along the inside of the peninsula to minimize impacts to sensitive salt marsh habitats;

2. Review proposed traffic calming measures and make recommendations for the location and implementation of a traffic calming measures which address pedestrian, cyclist and wildlife safety;
3. Assess the current placement of access points and benches on the outer beach side of the peninsula and provide recommendations for changes to this design (if required) to enable restoration of dune areas as well as enhance pedestrian safety;
4. Make recommendations as necessary to reduce human induced impacts while retaining both the recreational and transportation functions of the peninsula.

This work was carried out in conjunction with detailed vegetation mapping of the Coburg Peninsula, in order to identify, in detail, the location and nature of plant communities on the peninsula. The project team reviewed the recommendations from the above referenced reports and conducted two site visits (one with CRD and City of Colwood staff; one independently) in August, 2005. This report outlines our suggestions and recommendations with respect to the above topics. In making these recommendations we have attempted to provide design concepts and specific locations for paths and traffic calming initiatives. Site-specific recommendations (including specific locations) are provided on the accompanying air photo figures, taken from 2003 colour air photos of Coburg Peninsula plotted at 1:800 scale. It is important to note that these design concepts are provided in an ecological and landscape architectural context without complete knowledge of engineering detail or standards. These refinements are required prior to adopting a final detailed design. The following text summarizes these recommendations in a more general format.

**Executive Summary  
Consultation Report  
Coburg Peninsula Park Management Plan  
February - April 2005**

Alan Dolan & Associates  
April 22, 2005

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A public and stakeholder consultation process was held between February and April 2005 with four objectives:

- 1. To provide information on the Coburg Peninsula Park, the proposed management plan and the consultation process**
- 2. To determine the public's vision for the future of Coburg Peninsula**
- 3. To identify the major management issues**
- 4. To explore solutions for addressing management issues**

The consultation process included a response form for seeking input on the vision for Coburg Peninsula, management issues and possible solutions, stakeholder meetings, and a public workshop, held on March 12, 2005.

Information on the Esquimalt Lagoon Stewardship Initiative (ELSI) website, a media release with accompanying media relations, public service announcements to area media, paid display advertising, posters at public locations, two email invitations to stakeholder and consultation databases, distribution of information packages to users of the peninsula and the local community, and word-of-mouth were all used to raise awareness of the consultation process.

A total of 274 people filled in response forms. A total of 37 people attended the public workshop.

## **VISION**

In the answers to the response form question, "How do you see the park in ten years?" the strongest agreement areas directly related to vision were around no facilities for meals (87%), minimal development (83%), restoration of degraded areas (81%), visitors recognize, understand and appreciate the natural and cultural features of the park (78%), programs for research, monitoring and restoration (72%) and better washroom facilities (68%).

In the written comments on vision in the response form, the most frequent comments were that people like it the way it is – undeveloped, free, natural and accessible (34 responses), no through road (19 responses), another washroom at the other end of the beach (16 responses), no commercial or private development (9 responses) and accessibility (12 responses).

In the three small groups at the community workshop, the following aspects of a vision for the park were deemed important:

- West Coast natural beach
- As it is now with certain areas restored
- Not too much development, few amenities
- Conservation of migratory bird sanctuary and other natural features
- Provide access for all
- Partially closed to traffic
- Emphasize nature and wildness

Taking into account all the consultations, the following components of a vision are significant:

- West Coast natural beach, much as it is now
- Few amenities other than another washroom
- Conservation of natural features
- Accessibility for all

## **MANAGEMENT ISSUES AND SOLUTIONS**

### **Traffic / speeding**

People believe that vehicle traffic is a major issue in the park. In fact, speeding was the second priority management issue. Written comments on the response form suggested the following solutions to the traffic problem: speed bumps or some sort of traffic calming (110 responses), more policing and enforcement of speed limits (41 responses), closing the road (31 responses), better signage (13 responses) and a slower speed limit of 30-40 kph (12 responses). Many feel the posted speed limit (50 kph) is too high and that cars travel so fast they jeopardize the safety of park visitors, particularly those in wheel chairs, using walkers or pushing baby strollers, who have no alternative to using the road.

Many people commented that the road through the park, Ocean Boulevard, which joins Lagoon Road at the south end of the park, is used by many people as a thoroughfare or commuter route. They wanted to see options for stopping this practice.

Recommendations:

- Reduce speed limit to 30 kph on section of Ocean Boulevard that runs through the park
- Provide more frequent police patrols especially when park is busy and at night
- Install calming devices in the road, such as speed bumps
- Close road in middle of park but still allow full vehicle access to the park on either side

**Garbage**

Almost everyone surveyed mentioned garbage as an issue. Garbage was the third priority management issue in the response form. The bins are often overflowing, birds are able to pull the garbage out and spread it over the park, and there are no recycling facilities.

Suggestions for a solution to the garbage issue most mentioned in written comments on the response form were: more and larger cans (72 responses), better enforcement for littering and dumping of household waste (47 responses), empty cans more often (36 responses), volunteer litter pick up (33 responses), and better signage (29 responses) (Attachment 10).

Colwood staff noted that household waste was a major contributor to the garbage problem at the park. They also commented that there are 36 garbage cans presently at the park.

Recommendations:

- Install more garbage cans
- Cans should have appearance compatible with nature of park, have sound lid, and be larger than present receptacles
- Garbage should be picked up more frequently, particularly on weekend, holidays, and during busy summer months
- Community beach clean ups should be held more than once a year
- Management at local fast-food restaurants, whose garbage is prominent on the beach, should be asked to assist with beach clean ups

**Dogs**

The issue of dogs came up at both stakeholder meetings, at the community workshop and on the response forms. Surprisingly, dogs were ranked ninth as a priority management issue in the response form analysis. In the written comments on the response form, there were many combinations of answers on where and when dogs should be on a leash or not. A total of 61 respondents said

that dogs should be on a leash all the time in all parts of the park, as opposed to 23 who said dogs should always be off leash. Another 34 respondents said dogs should be on leash on the lagoon side of the park, also said that dogs should be off leash on the beach side.

Dog droppings are a big problem. Some of the suggestions in written comments for dealing with dog droppings included: more bags for picking up dog droppings (106 responses), better enforcement (64 responses), signage and education (53 responses) and more garbage cans (17 responses).

The Esquimalt Lagoon, including all of Coburg Peninsula Park, is a Migratory Bird Sanctuary, and technically no dogs should be off leash. Many people appeared to be unaware that the sanctuary also included the beach side of the peninsula.

Recommendations:

- Provide more dispensers of bags for dog droppings
- Place signage at dispensers, that encourages people to clean up after their dogs
- Put in place the following park rules
  - Dogs on inside of peninsula on leash at all times
  - Dogs on beach side off-leash from October 1 to April 30
  - Dogs on beach side on-leash during summer months (May 1 to September 30)

**Cultural and Historic Features**

The level of knowledge of First Nations cultural artefacts and historical significance of the park area is very low. In the written submissions to the response form, when asked about cultural and historic features, 10 people indicated they didn't even know there were any. Others indicated the need for more education and signage to point out significant features.

Recommendations:

- Work with local First Nations to assess what is in park area, how to protect it, and how to raise public awareness
- Develop policies for work in park by Colwood staff and contractors that respects cultural and historical features

**Late night activities**

Late night parties, which include alcohol use, noise and leaving garbage on the beach, were a concern to many people. After-hours noise and activities was cited as number six priority in the management issues presented in the response form.



Most people were not aware that there were any problems with “hard” drugs, the sex-trade, or other similar activities. In written comments, 16 respondents said they had no idea there was a drug or alcohol problem at the park and 23 respondents said they were not aware of any conflicts that have occurred. The stakeholder meeting with Colwood fire and police departments made it clear that fires, noise, drinking and rowdiness have all been issues down at the park, as have the other more serious offences involving drugs and the sex trade.

Written submissions on the response form question about drugs and alcohol included suggestions for increased enforcement (86 responses). Similarly, the question about noisy parties and other night-time activities, received 106 suggestions for more enforcement.

A number of people suggested various types of closure of the park to deal with late-night problems. In the written responses, 52 respondents said close the park at night, 14 said close the road at night, and 10 said close the road completely as the answer to late night issues.

Recommendations:

- Close road (gates at either end) and park at night
- Increase enforcement of bylaws

**Park amenities**

There was a strong desire expressed by many people for minimal development in the park and preserving its natural ambience. The small group discussion at the community workshop echoed many of the ideas presented in the response forms, that the park should not have commercial development and should not have any new buildings for interpretation or food. Written comments on the response forms also indicated that 87% of respondents did not want any sort of facilities for take-out meals at the park. There were mixed feelings about the need for benches and picnic tables at both the community workshop and in the response form results.

The small group session also brought up the need for telephones at the park, particularly for emergencies.

In the vision questions, 68% of respondents indicated a need for better washroom facilities, but otherwise 83% of respondents agree that development at the park should be minimal. In the written comments, 16 respondents mentioned the need for another washroom and five expressed an interest in longer washroom hours.

In many areas covered in the response form, the issue of signage came up. For instance, signage, either for notification or as part of education, was requested for garbage cans (29 responses), traffic (13 responses), protecting the natural

environment (12 responses), bird feeding (100 responses), dog droppings (53 responses), cultural and historic features (79 responses), and degradation and loss of habitat (47 responses). If individual signs were placed in the park for each of the different needs, there would be far too many signs.

**Recommendations:**

- Build additional washroom facility at north end of park
- Provide longer washroom hours during summer months and keep washroom open during weekdays in winter
- Request public payphones at both ends of park and indicate location of phones on signs
- Ensure that all signage needs of park are integrated into a sign master plan

**Invasive species**

Most everyone had little problem with removal of non-native plant species, but many people were adamant that the swans should stay.

In the response forms, invasive, non-native plants and animals were ranked as number five in order of priority as an important management issue. In written comments, pulling broom and other plant invasives was mentioned as a suggestion by 119 respondents.

In the written responses, capturing and relocating the swans was mentioned by 17 respondents, while leaving the swans in the lagoon was mentioned by 18 respondents. A number of people (9 responses) indicated a need for more research to determine the impact of swans on the ecological health of the migratory bird sanctuary.

**Recommendations:**

- Encourage groups to come and remove broom and other invasive species and provide best scientific information and best practices for removal
- Commission study to determine ecological impact of swan population on lagoon including best practices for management of swan population

**Feeding Birds**

Feeding of birds was number 13 as a priority issue in the response form results. Feeding of birds, particularly swans arose in the small group sessions and also in the written comments on the response form. In the written comments, 43 respondents felt that park users should not feed the birds, while 12 thought it was acceptable. If feeding continues to be allowed, there was a lot of interest in ensuring that the birds were getting good quality feed through signage and education and possibly through feed dispensers.

**Recommendations:**

- In the short term, provide signs to encourage people to use an appropriate feed
- Install coin-operated feed machine near south end of park on lagoon side
- In the long term, start education program through signs and interpretation, to move away from feeding birds

**Overnight camping**

Camping was not seen as a big issue (priority 12), although the issue is sometimes related to late-night noise and parties. Presently, overnight camping or parking (after 1:00 am) is not allowed at the park, but many people who filled out response forms appeared to be unaware of these bylaws. There were mixed opinions about the camping, but the majority of respondents leaned towards not allowing camping. In written submissions to the response form, 44 respondents said no to camping, while only six said yes. An additional six respondents suggested that camping in RVs might be acceptable.

The other aspect of camping that a lot of people mentioned was the lack of adequate enforcement of bylaws (108 responses on the written submissions). Respondents also suggested road or park closures for dealing with the overnight camping issue. The meetings with Colwood staff revealed that the bylaw enforcement officer works regular hours and the police are short staffed, particularly at night.

**Recommendations:**

- Continue to not allow camping and overnight parking as per current bylaws
- Increase enforcement of no-camping and no-all-night-parking bylaws
- Ensure there are adequate signs to let people know about bylaws
- Close road (gates at either end) and park at night

**Degradation and loss of habitat**

This issue was considered one of the top issues by a large number of those consulted. Degradation and loss of habitat was priority management issue number 4 in the response form results. The key areas of concern were the inshore and onshore habitat on the lagoon side of the park and the dune habitat on the ocean side of the park. Management initiatives related to this issue included having better defined trails to keep people away from sensitive areas, physically blocking off patches of habitat for protection or restoration, and signage to raise awareness of significant habitat.

**Recommendations:**

- Develop trail on lagoon side of park and use low visual impact barriers to prevent people from walking on sensitive habitat

- Move and remove some of the logs on the beach to both provide slightly better access to beach from parking area while at the same time protecting at least part of the sensitive dune habitat
- Include interpretive information on signs to build awareness

### **Beach fires**

The response form revealed that having a fire at the beach is one of the activities of 91 people out of 274 who responded. People gave a range of reactions to beach fires. The information on fires and barbecues in relation to how people saw the park in 10 years was inconclusive. In the written responses on the form, 53 people said there should be no fires at all and 10 said there should be fires, but the comments were not made in response to a specific question about whether respondents do or don't want fires.

Many appeared to be unaware that a permit from the City of Colwood was required. Written comments on the response form suggested making people more aware of the permit system and possibly limiting the number of permits on any given day. Enforcement was again raised as an issue by 38 respondents on the forms.

There were some suggestions for permanent structures for fires, such as fire pits or barbecue pits (34 responses on the form), but it has been noted that these structures could be buried or destroyed during high tides, so they would be difficult to maintain.

### Recommendations:

- City of Colwood should consider restricting number of beach fire permits on one night
- Provide more detailed information to those seeking permits
- Increase enforcement of bylaws

### **Access**

Many people at both the community workshop and in the response forms brought up the subject of access. Coburg Peninsula Park is unique because disabled people, seniors unable to walk or walk very far, young families with babies in strollers, and others can come and enjoy the park from their cars or take a very short walk to a place to sit down. One critical issue is that if people are walking along the length of the park but they require a very flat surface for their walker, stroller or wheelchair, they must walk along the paved road, which is a very dangerous situation and not a very enjoyable park experience.

Access was not listed as a management issue in the response form, but it came in the section on vision for the park. For example, 63 per cent of respondents

disagreed that the park should be inaccessible to private vehicles. In the written responses around vision, 12 people mentioned the importance of the park being accessible to seniors, disabled people, young children in strollers and others (12 responses). Another aspect of accessibility mentioned by seven respondents was the need to remove or move some of the logs on the beach.

Recommendations:

- Lagoon side shoulder of road should be separated from road by some sort of barrier, levelled, and covered with a material appropriate for wheelchairs, strollers and walkers
- Logs could be moved around and removed to provide better access to the beach and protect sensitive dune habitat at the same time

**Parking**

The park can sometimes have as many as 200 cars in it on a busy day. Where to park, how to park and whether to park at all on the peninsula all came up as issues in the consultations. If in fact parking were restricted on the peninsula, there is a problem of no safe walking pathways from other places where people might park such as Royal Roads or Fort Rodd Hill.

In written comments, several people mentioned the need to keep parking free. Colwood staff noted that moving logs around on the ocean side to provide a barrier for parked cars has significantly reduced driving on sensitive dune habitat. Staff and public also noted a problem with parking on the lagoon side of the road, which is illegal, both in terms of destruction of habitat, and a safety issue with people walking along that side of the road.

Some proposals have been made to close the road going through the park at both ends with gates, and then provide parking lots at each end. However, there is little space for these lots.

Recommendations:

- Continue to not allow overnight parking (1:00 - 6:00 am)
- Better enforce no parking area on lagoon side of road and near bridge at north end
- If road is closed, close with one gate in middle, so cars can still access the park from both sides and park along peninsula as they always have (there would be a need for a turnaround on either side of the gate)

**Awareness of the park**

In a number of situations, it became clear that some members of the public did not really think of Coburg Peninsula as a park at all. Both those consulted from the public and municipal staff agreed that some people have the attitude that this was

just a road with parking that happened to have a nice beach and a great view and not a park with certain recreational, environmental and cultural values worthy of protection. However, some people were reluctant to suggest initiatives to promote the park as they felt usage was already very high.

Recommendations:

- Appropriate signs at each end of park to indicate park
- All signs and amenities to include park name

**Public Education**

Public education was a frequent proposed solution for many of the issues in the park. Part of the answer lies in signs and other interpretive information, but more substantial educational programs are essential.

Recommendation:

- Public education plan needs to be well thought out and integrated with other programs at Colwood, CRD, federal parks and local schools

**Executive Summary**  
**Consultation Report**  
**Coburg Peninsula Interim Management Guidelines**  
**Fall 2006**

Alan Dolan & Associates  
December 4, 2006

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A consultation process was carried out to seek input and gauge support for the proposed Interim Management Guidelines that were developed for Coburg Peninsula.

The consultation process included a response form for determining agreement with various action statements of the proposed Interim Management Guidelines and an open house and public meeting, held on October 12, 2006.

Information on the Esquimalt Lagoon Stewardship Initiative (ELSI) website, a media release with accompanying media relations, public service announcements to area media, paid display advertising, posters at public locations, two email invitations to stakeholder and consultation databases, distribution of information packages to users of the peninsula and the local community, and word-of-mouth were all used to raise awareness of the consultation process.

A total of 223 people filled in response forms. Between 34 and 40 people attended the open house and public meeting on October 12, 2006.

In general, there was a strong level of agreement with almost all the action statements in the response form. In 11 out of 14 action statements, more than 90 per cent of respondents were neutral or agreed (answered "neither agree nor disagree," somewhat agree" or "strongly agree") with the statements. The comments from those who attended the public meeting were consistent with the results of the response forms – they support the approach and direction of the proposed Interim Management Guidelines.

It is clear that on most issues, the proposed Interim Management Guidelines put forward acceptable solutions to the concerns and issues raised by people who took part in the consultation process.

There were three action statements where the majority of respondents supported the action, but the magnitude of their support was not as strong.

**Action statement 4: "Protect sensitive habitats such as dunes with fencing or other techniques"** - A total of 81 per cent of respondents were neutral or agreed with this statement. In the written comments, a significant number of respondents

(15) said they supported protecting sensitive habitat but they expressed concern about fences because they believed fences would block the view or spoil the natural beauty of the park. If some sort of barrier were used other than conventional fences, there would be considerably more support for this action statement.

**Action statement 12: “Consider closing the Peninsula road at night (11 pm to 6 am) except for emergency access.”** – Only 62 per cent of respondents were neutral or agreed with this statement. Respondents closest to the Peninsula (Colwood, Metchosin, Langford/Highlands) showed “bimodal” peaks in agreement/disagreement. There were still more people supporting road closure, but clearly this is an issue where people’s feelings are strong. People who visited the peninsula more often seemed to be less in agreement with this statement. However, there may be some confusion, as people did not know whether the peninsula would be closed at both ends or in the middle.

**Action Statement 13: “Implement the proposed traffic calming plan which includes traffic circles”** – A total of 74 per cent of respondents were neutral or agreed with this statement. Respondents from Colwood were most in favour of calming. A significant number of comments (13) from people who do not want traffic calming are a negative response to traffic widenings (circles) as opposed to speed bumps, which is what people want, and said resoundingly clearly in the first public consultation process in the spring of 2005. If circles were not included in the traffic-calming plan, support for this action statement would be considerably greater.

At the public meeting, a key issue raised was the negative impact of planned and future development and associated commuter traffic on the peninsula. A number of participants stressed the need for transportation plans to deal with this issue on a broader scale, both for impacts on the peninsula and broader planning implications. These concerns were also echoed in written comments on the response forms.

**The following recommendations emerge from the consultation process:**

1. Take the proposed Interim Management Guidelines forward to Colwood Council with all the action statements as written with the following modifications:
  - a) **Action Statement 4** – Stress consideration of other means of protecting sensitive habitat including unconventional fences or barriers that don’t interfere with the view or the scenic beauty of the area.
  - b) **Action Statement 12** – Colwood should consider some sort of night-time road closure to reduce illegal fires, partying and other sorts of behaviour, but larger issues around present and future traffic use need to be resolved first (see below).



- c) **Action Statement 13** – More studies on traffic calming are required that take into account the views of people involved in this consultation process (2005-2006), who supported traffic calming using speed bumps, speed limits and other means but responded negatively to traffic circles. More study is required on how different options would impact fire and other emergency vehicles, taking into account the experiences of other municipalities. It is likely that additional consultation will be required for this issue. It is strongly suggested that another term other than traffic circle be used to avoid confusion with roundabouts.

And finally, the costs of traffic calming solutions need to be considered in relation to the likelihood that they may only be used for a short period of time because recommended studies on future traffic use and congestion on the peninsula need to be undertaken and may point to other more appropriate long-term solutions (see below).

2. **Long-term traffic study** – Neither night time closure of the peninsula nor traffic calming initiatives should proceed without a thorough, comprehensive transportation study that deals with presently planned and future developments in the Metchosin, Colwood and View Royal areas. The Colwood OCP will be reviewed in 2007 and this would be an excellent time to undertake this study.

The proposed Interim Management Guidelines should be clear that the peninsula is at or near a “tipping point” in terms of the negative impact of the road as a thoroughfare and it may be impossible to protect the recreational, environmental and cultural values of the peninsula without road closure in the future.

## The Future of *Coburg Peninsula Park* At Esquimalt Lagoon



Overhead view of Esquimalt Lagoon and Coburg Peninsula

### It's Your Park. What do you think?

The spit of land with its beach at Esquimalt Lagoon is called the Coburg Peninsula, a park managed by the City of Colwood. The City and the Esquimalt Lagoon Stewardship Initiative--representatives of government agencies, First Nations and community groups--are making a plan for the Coburg Peninsula Park.

**We're looking for your help.  
Please give us your response.**

#### Inside

- What is a Park Management Plan? page 2
- How can you contribute to the plan? page 2
- Park Profile insert
- Response Form insert
- Management Plan Advisory Group page 3
- Who approves the plan? page 3
- What's next? page 3
- Public Workshop Information back page
- Contact Information back page



Newsletter 1 | March 2005

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## Response Form

### What is your view on the future of Coburg Peninsula Park at Esquimalt Lagoon?

The City of Colwood and the Esquimalt Lagoon Stewardship Initiative (ELSI) are developing a management plan for Coburg Peninsula Park as described in the attached newsletter.

Please fill in this response form and let us know what you think.

This response form can be mailed to or deposited in the drop boxes at City of Colwood or the Capital Regional District (see back page for details). **Response forms must be returned by March 23, 2005.**

You are invited to attend a **public workshop** to discuss park management issues on **Saturday, March 12, 2005 from 1:00 – 4:00** at the Colwood City Hall Committee Room, 3300 Wishart Road, Colwood, BC .

### What do you value about Coburg Peninsula?

Think about what qualities attract you to this place. Please indicate what attracts you most (strongly agree) or least (strongly disagree).

Statement	Strongly Disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree
a. Appreciation of nature (space to see wildlife)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Recreation (space to walk, run, swim)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Socialize (space to gather with friends, family)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Solitude (space to sit, take in the view, think)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please indicate what you like to do at the park. Check all that apply.

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Solitude/reflection or sitting alone | <input type="checkbox"/> Running/ walking for exercise | <input type="checkbox"/> Boating activities /Launching Boats |
| <input type="checkbox"/> Bird watching                        | <input type="checkbox"/> Swimming                      | <input type="checkbox"/> Feeding birds                       |
| <input type="checkbox"/> Camping                              | <input type="checkbox"/> Bicycling                     | <input type="checkbox"/> Sun bathing                         |
| <input type="checkbox"/> Parking at the beach                 | <input type="checkbox"/> Taking in the view            | <input type="checkbox"/> Walking dogs (on leash)             |
| <input type="checkbox"/> Picnicking                           | <input type="checkbox"/> Playing on the beach          | <input type="checkbox"/> Running dogs (off leash)            |
| <input type="checkbox"/> Educational activities               | <input type="checkbox"/> Beach fire                    | <input type="checkbox"/> Partying on the beach               |
| <input type="checkbox"/> Meeting friends                      | <input type="checkbox"/> walking along the shoreline   | <input type="checkbox"/> _____                               |

Which of these activities are most important to you?

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### How do you see the park in 10 years?

The following statements describe a variety of options for what the park might look like in 10 years. They will be used to set the context for all that follows in the preparation of the management plan.

Please indicate how strongly you agree or disagree with each of the following statements. They are numbered to make them easier to refer to in your comments.

I see the park in 10 years...	Strongly Disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree
1. Exactly as it is now	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Completely restored to nature	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. With degraded areas restored	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Better washroom facilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Inaccessible to all personal vehicles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Facilities for take-out meals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Only allow dogs on leashes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Not allow dogs at certain times of year	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Provide more dog dropping bags	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Have more educational opportunities – e.g., signs, displays, kiosks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Closed at night	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. More picnic tables	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Permanent barbecues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. Only allow barbecues and ban open fires	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Guided tours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Visitors recognize, understand and appreciate the natural and cultural features of this park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Low impact activities – e.g. bird blinds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. Programs for research, monitoring and restoration – in partnership with volunteers, schools, government and non-government agencies – improve the health of the parks and experiences of park visitors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19. Minimal development along the shoreline	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Any additional comments? Please feel free to describe your vision for the park.

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### Priority management issues

The City of Colwood and ELSI have identified several issues that we believe need to be addressed in a park management plan. These issues need your input. We'd like you to do three things:

1. For each issue let us know if you agree or disagree it should be addressed in the management plan.
2. Give us your thoughts on these issues including suggestions on ways to address them.
3. Tell us which you think are the priority issues and if there are important issues you think we have missed.

Agree	Disagree	
<input type="checkbox"/>	<input type="checkbox"/>	<b>a) Garbage left on the beach and roadsides.</b> What should be done to minimize the garbage found on the beach? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>b) Speeding along road.</b> What should be done to minimize speeding traffic along Ocean Boulevard (the road that runs the length of the spit)? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>c) Protecting the natural environment along Coburg Peninsula, especially rare and degraded habitats and threatened and endangered species.</b> How much should this govern how we manage the park? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>d) Invasive, non-native plants and animals.</b> How can we reduce the potential impacts from invasive species (i.e., Scotch broom and mute swans) on the native species in the park? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>e) Feeding of birds.</b> How can we minimize the impacts to wildlife through the continued feeding of birds? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>f) Dogs off-leash.</b> Migratory Bird Sanctuary Regulations prohibit off leash dogs. Should this regulation be actively enforced at Coburg Peninsula Park? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>g) Dog droppings.</b> What can be done to encourage dog owners to clean up after their dogs along the beach and shoreline of Coburg Peninsula? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>h) After hours noise and activities.</b> What should be done to minimize late night noise and disturbance to neighbouring property owners? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>i) Beach fires.</b> What should be done to reduce the impact from beach fires? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>j) Protecting cultural and historical features.</b> How do we ensure that the cultural and historical features in the area are respected and protected? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>k) Degradation and loss of habitat.</b> How can we minimize the impacts to fragile dune grass and fringe marsh habitat from trampling by humans and dogs? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>l) Conflicts between visitor activities in the parks.</b> (i.e., when one activity interferes with the enjoyment of another) Are there conflicts? If so, what should we do? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>m) Use of drugs and alcohol.</b> Is this a problem on Coburg Peninsula? If so, what should be done? Suggestions: _____
<input type="checkbox"/>	<input type="checkbox"/>	<b>n) Overnight camping.</b> What should be done to discourage overnight camping? Suggestions: _____

Are there other issues the management plan should address?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

What do you think are the top three priority issues for Coburg Peninsula? (refer to the issues by letter)

Priority 1 \_\_\_\_\_ Priority 2 \_\_\_\_\_ Priority 3 \_\_\_\_\_

Do you have any other comments and suggestions?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

How often do you visit Coburg Peninsula, the spit that encloses Esquimalt Lagoon?

☐ 1-5 times a year ☐ 11-15 times a year [> 1/ mo]

☐ 6-10 times a year ☐ More than 15 times a year [> 1/wk]

Where do you live?

☐ Colwood – Belmont ☐ First Nations Reserve ☐ Saanich Peninsula

☐ Colwood – Lagoon ☐ Gulf Islands/ Other Vancouver Island ☐ Saanich/ Victoria/ Esquimalt/ Oak Bay

☐ Colwood – RRU (learn, employee) ☐ Langford/ Highlands ☐ Sooke/ East Sooke/ Juan de Fuca Electoral Area

☐ Colwood – other ☐ Metchosin ☐ View Royal

☐ Other (please specify) \_\_\_\_\_

**Thanks for your input!**

If you would like to be notified of future consultations on the draft management plan, please provide your name and email address:

Name: \_\_\_\_\_ Address: \_\_\_\_\_

Email address: \_\_\_\_\_

Return completed response forms by mail/fax or in person to:

Attention: Planning  
Department  
City of Colwood  
3300 Wishart Road  
Colwood BC V9C 1R1  
Fax: (250) 478-7516

or

Attention: Jody Watson  
Capital Regional District  
PO Box 1000,  
625 Fisgard Street  
Victoria BC V8W 2S6  
Fax: (250) 360-3047

**PLEASE RETURN YOUR COMPLETED RESPONSE FORM BY MARCH 23, 2005**

Coburg Peninsula Park Management Plan

Response Form 1 - March 2005

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## The Future of

# *Coburg Peninsula*

at Esquimalt Lagoon



Esquimalt Lagoon & Coburg Peninsula

### We have a draft plan...

Coburg Peninsula, is the spit of land with its beach, at Esquimalt Lagoon, an area managed by the City of Colwood. Daily currents have resulted in a significant and ecologically unique dual tidal delta, a rare feature in Canada. The peninsula, along with the foreshore around the lagoon, is also part of a federally protected Migratory Bird Sanctuary. Guidelines for the management of the Coburg Peninsula have been drafted based on consultations with the public, landowners, and other stakeholders.



### Confirming with you...

This pamphlet, summarizes the City of Colwood's planning document entitled **Draft Interim Management Guidelines (IMG) for the Coburg Peninsula**. The full document with appendices can be obtained at the City of Colwood or online at [www.elsi.ca](http://www.elsi.ca) & [www.city.colwood.bc.ca](http://www.city.colwood.bc.ca).

Please complete the enclosed response form & drop it off at one of the drop boxes or mail it to one of the addresses on the back of this booklet.

Now we need to hear from you again.  
What do you think?

*Thank you!*



## Response Form

### Your views on the proposed Interim Management Guidelines for Coburg Peninsula at Esquimalt Lagoon

The City of Colwood and the Esquimalt Lagoon Stewardship Initiative are planning for the future of the Coburg Peninsula, as described in the attached newsletter. This brings together information from public involvement and outreach in the Spring of 2005. The draft now released for public review is called the "Interim Management Guidelines", an important step toward a long-term management plan.

#### Here's how you can help.

Please read the attached newsletter or the draft Interim Management Guidelines before completing your response below. Further details are available at [www.elsi.ca](http://www.elsi.ca). If you have questions please ask a volunteer or refer to the contacts listed.

Response forms need to be returned by **October 20/06**

#### Return Response Forms to:

Planning Department  
City of Colwood  
3300 Wishart Road  
Colwood, BC V9C 1R1  
Fax (250) 478-7516

Natalie Bandringa  
Capital Regional District  
P.O. Box 1000, 625 Fisgard Street  
Victoria, BC V8W 2S6  
Fax (250) 360-3047

#### Drop off response forms at:

1. Juan de Fuca Library
2. Colwood Senior Centre

If you would like to be notified of future consultations on the draft management guidelines, please provide your name and email or mailing address:

Name: _____	Address: _____
Email address: _____	

#### How often do you visit Coburg Peninsula, the spit that encloses Esquimalt Lagoon?

- |   |  |
|---|--|
| <input type="checkbox"/> 1-5 times a year                           | <input type="checkbox"/> 11-15 times a year [more than once a month]       |
| <input type="checkbox"/> 6-10 times a year [less than once a month] | <input type="checkbox"/> More than 15 times a year [more than once a week] |

#### Where do you live?

- |   |   |   |
|---|---|---|
| <input type="checkbox"/> Colwood – Belmont                | <input type="checkbox"/> Gulf Islands/ Other Vancouver Island | <input type="checkbox"/> Saanich/ Victoria/ Esquimalt/ Oak Bay          |
| <input type="checkbox"/> Colwood – Lagoon                 | <input type="checkbox"/> Langford/ Highlands                  | <input type="checkbox"/> Sooke/ East Sooke/ Juan de Fuca Electoral Area |
| <input type="checkbox"/> Colwood – Royal Roads University | <input type="checkbox"/> Metchosin                            | <input type="checkbox"/> View Royal                                     |
| <input type="checkbox"/> Colwood – other                  | <input type="checkbox"/> Saanich Peninsula                    | <input type="checkbox"/> Other (please specify) _____                   |
| <input type="checkbox"/> First Nations Reserve            |   |   |

### Proposed Actions – What's Your Opinion?

The City of Colwood with its planning steering committee have identified many actions for long-term management. Significant actions are summarized in the statements below. The draft Interim Management Guidelines contains the actions in full detail. A Proposed Uses plan illustrates how some of these actions may look on the ground. **Please indicate how strongly you agree or disagree with each of the following statements.** Statements are numbered to make them easier to refer to in your comments.

Thanks for your input!

Please return your completed response form by **Oct 20, 2006**



### Proposed Actions – What's Your Opinion?

Action Statement	Strongly Disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree
<b>Collaborative Management</b>					
1. Pursue shared funding & decision making with agency, First Nation & community partners.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Provide opportunities for education & training of public works staff & others on the protection of cultural & natural resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Work with fire, police, & bylaw officers to better control unwanted & illegal activities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Natural Area Conservation &amp; Restoration</b>					
4. Protect sensitive habitats such as dunes with fencing or other techniques.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Develop a long-term strategy to restore & manage vegetation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Cultural Protection</b>					
6. Support archaeological & cultural assessment(s) to determine how best to protect these features & educate peninsula users.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Work with First Nations to appropriately honour culturally significant areas.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Education &amp; Stewardship</b>					
8. Work with the public to educate visitors on natural & cultural stewardship.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Develop a plan for simple & attractive signage to clarify bird sanctuary, natural & cultural information.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Responsible Recreation</b>					
10. Develop an animal control strategy with dog owner groups & others to satisfy the on-leash Migratory Bird Sanctuary Regulations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Improve awareness & enforcement of beach fire rules, limit fire locations & involve users.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Consider closing the peninsula road at night (11 pm to 6 am) except for emergency access.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Simple Amenities</b>					
13. Implement the proposed traffic calming plan which includes traffic circles.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. Install simple amenities, e.g.: trails, benches, a second (north) toilet, emergency phones, bike racks, & recycling containers (beside garbage) away from environmentally sensitive & culturally significant sites.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any other comments and suggestions? Use additional sheets if necessary.

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**Thanks for your input! Please return your completed response form by Oct 20, 2006**



## **Appendix 8 – RELATED OFFICIAL COMMUNITY PLAN POLICY**

*The following sections of the 1996 Official Community Plan are applicable to the future of the Coburg Peninsula. Policies are emphasized in **bold**. The Coburg Peninsula is located in two local areas: Lagoon and Royal Roads. The Lagoon Local Area Plan, which is an appendix to the Official Community Plan, has policies specific to the park which are included below. There is no Royal Roads Local Area Plan. The park is also a part of the Official Community Plan Development Permit Area No. 2 where policies are reflected in development permit guidelines.*

*Note that the City of Colwood is preparing to update its Official Community Plan in 2007.*

### **ENVIRONMENTAL GOALS**

1. To identify and protect those natural systems and features which impart to Colwood its special character, in particular its green spaces, trees, shorelines and watercourses.
2. To promote an overall development pattern that is integrated with the natural environment.
3. To minimize air, water, and soil pollution.
4. To reduce automobile dependency, resource consumption and waste.

### **11. ENVIRONMENT**

With a varied and scenic natural environment, Colwood is a most attractive place to live. The majority of residents live within a short distance of Esquimalt Lagoon, a popular place for walks on the sandy beach, for viewing wildlife and for attractive views of Victoria and the Olympic Mountains. (The Esquimalt Lagoon eco-system is discussed in detail in the Lagoon Local Area Plan.).

### **OBJECTIVES**

1. To protect and improve the natural and built environments.
2. To support and implement the concept of sustainable development.
3. To protect prime natural features such as creeks, streams, lakes, wetlands and their associated riparian corridors, marine foreshores and adjacent shorelands.
4. To encourage the reduction of resource consumption and waste.

## **POLICY**

- 11.4** Protection and integration of environmentally sensitive areas may require flexibility of implementing zoning bylaws and development permits. Therefore, land use bylaws and plan policies and guidelines may be varied or supplemented in order to better comply with the goals and objectives of this Plan.
- 11.11** Continue to encourage the preservation of native vegetation, the use of native plants in new developments, the integration of wooded areas into new development plans, and the greening of subdivisions by replacing disturbed and removed vegetation with suitable native plantings.
- 11.15** Base the management of the Drift-Sector Beaches on the maintenance of the system of erosion-transport-accretion of beach material so as to keep the beaches natural. Oppose foreshore development that would impede the longshore drift of material.
- 11.16** Oppose the locating of buildings or structures within 60 metres landward of mean high water adjacent to Class II and Class III drift-sector beaches except where engineering or resource management studies indicate a lesser distance is satisfactory.
- 11.17** Oppose the removal of fill of any kind including any gravel operations in existence at the time of the adoption of this Plan within 60 metres of high water within the Royal Roads Drift-Sector except where engineering or resource management studies indicate a lesser distance is satisfactory.
- 11.19** Discourage bulkheading or the placement of any shore protection structures.
- 11.20** Retain beach shores and a suitable portion of upland area in an open-space condition, preferably for public use.

## **12. PARKS AND RECREATION**

The community survey showed that the attractive parks and open spaces are one of the features of Colwood that residents like most. Esquimalt Lagoon, Royal Roads University, Fort Rodd Hill National Historic Park ... are examples of significant parks and open space features.

### **OBJECTIVES**

1. To acquire, develop and maintain a system of parks to meet the needs of present and future Colwood residents.
3. To provide convenient access to the waterfront and other natural environments.

**12.11 Continue negotiations to acquire full control over the Coburg Peninsula, in order to preserve it as a nature-heritage park. Efforts to consolidate Esquimalt Lagoon, Coburg Peninsula and adjacent open space areas as a park managed by a single level of government will be considered.**

## **POLICY**

## **APPENDIX E: LAGOON LOCAL AREA PLAN**

### **2. LAND USE ISSUES**

As part of the development of the original Local Area Plan in 1994, a questionnaire was distributed to the residents and property owners. ... Based on these results, this Plan proposes the Lagoon area remain a high quality residential area, with strong efforts being made to preserve and protect the natural environment, in particular Esquimalt Lagoon and the foreshore.

### **4. ENVIRONMENT**

Esquimalt Lagoon and the Royal Roads foreshore, by virtue of their natural beauty, are in a sense the "heart and soul" of Colwood. They represent internationally significant environmental features, while providing locally significant recreational opportunities. .... Esquimalt Lagoon is also an important wildlife sanctuary. ... There are a variety of concerns that need to be addressed, including:

- destruction of dunes and beach vegetation
- use of areas adjacent to Ocean Blvd. for parking
- beach and Lagoon ecology in general
- Esquimalt Lagoon water quality

## **POLICY**

- E.4.1 Consider the Esquimalt Lagoon and the Royal Roads Foreshore Environmental Land Use Assessment and Hydrogeology of Esquimalt Lagoon in the preparation of community plan amendments, public works proposals, and development approvals.**
- E.4.2 Encourage Royal Roads University and the Department of National Defence to protect Esquimalt Lagoon and the foreshore areas by the following means:**
- considering the aesthetic, water quality and wildlife impacts of any land use changes;
  - prohibiting the use of fertilizers and biocides in shoreland areas;
  - ensuring the safe handling of hydrocarbons and solvents;
  - minimizing use of power boats on Esquimalt Lagoon;
  - keeping livestock at least 50 metres (150 feet) from the Lagoon and streams;
  - protecting and maintaining mature forest vegetation; and,
  - continuing the low level of summer maintenance of playing fields.
- E.4.3 A public education campaign should be conducted, including:**
- preparation of a brochure informing residents of the harmful effects of fertilizers, pesticides, herbicides, malfunctioning septic systems, as well as other typical storm water contaminants, including antifreeze, paint thinners, oil, etc., on the Lagoon ecosystem;
  - informing residents and visitors of the bird sanctuary and its implications;
  - erecting signs as recommended by the Environmental Land Use Assessment; and by investigating all possibilities of acquiring the remaining undeveloped lands within 50 metres (150 feet) of Esquimalt Lagoon.
- E.4.6 The achievement of the goals and objectives of this plan may require flexibility of implementing zoning bylaws and development permits. Therefore, Land Use Bylaws and plan policies and guidelines may be varied and supplemented in order to better comply with the goals and objectives of the Official Community Plan.**

## **5. PARKS AND OPEN SPACE**

This section considers existing and proposed parks and open spaces within the Lagoon local area. Existing parks, as shown on Map E-3, include Wickheim, Gratton, Royal Roads and Matilda Parks. The foreshore and Coburg Peninsula, together with Selleck Creek, are designated "Park or Open Space". A neighbourhood park is proposed for Section 35, in the Heatherbell area.

Since 1991 it has been City policy to work towards acquisition of full control over the Coburg Peninsula in order to manage it as a City park. It also has been policy to acquire the remaining undeveloped lands within 50 metres of Esquimalt Lagoon, and to establish an Esquimalt Lagoon Nature Sanctuary.

## **POLICY**

- 1. Promote the development of a parks and open space system as indicated on the Structure Map (Map E-3), with special consideration to be given to use by people with disabilities.**
- 2. Establish an Esquimalt Lagoon Nature Sanctuary as shown on the Structure Map by parkland dedication, gifts, amenity zoning, purchase by conservation organizations, purchase by the City, land exchange, conservation agreements on private land, and other means. Encourage the retention of natural areas on privately held lands which have already been developed or are limited in area. Recognize that the Nature Sanctuary as shown may not be achievable to the extent shown, or on the other hand, could be substantially larger.**
- 3. Consider the Esquimalt Lagoon Nature Sanctuary as part of a future major City of Colwood Nature Heritage Preserve, extending from Fort Rodd Hill National Historic Park to the District of Metchosin border.**
- 4. Continue to negotiate for City of Colwood control over the entire Coburg Peninsula.**

**6. HERITAGE**

The Lagoon Local Area is an area rich in natural history. ... Beach houses that once covered the Coburg Peninsula were removed during World War II, to open a rifle range for Canadian troops. The only building that remains of this is the once popular Dugout Pub.

The Official Community Plan (Policy 12.11) calls for continued negotiations to acquire control of Coburg Peninsula, and that when obtained, the area be designated as a nature heritage park. ...

**POLICY**

- |   |
|---|
| <ol style="list-style-type: none"><li><b>1. Continue to identify and preserve historic landscapes in the local area.</b></li><li><b>2. Consider incentives such as amenity zoning in order to preserve heritage resources, buildings and trees.</b></li></ol> |
|---|



## Appendix 9 – STRATEGIC ACTION DETAILS

### GOAL 1: MANAGE THE COBURG PENINSULA IN A COLLABORATIVE MANNER WHICH INVOLVES ALL THE PARTIES

GOAL 2: SUPPORT AND RESTORE THE NATURAL ECOLOGICAL PROCESSES, STRUCTURES AND FUNCTIONS OF COBURG PENINSULA AND THE ASSOCIATED INTERTIDAL AND ESTUARINE HABITATS.	LEAD AND PARTNERS	PRIORITY
<p>As resources allow, develop a long-term vegetation restoration and management strategy to include:</p> <ul style="list-style-type: none"><li>a) a complete vegetation inventory that includes mapping and inventorying the occurrence of rare plant species and sensitive plant communities, sensitive habitats, important wildlife habitat areas, the occurrence of non-native and invasive plant species, and that identifies degraded and disturbed areas and potential areas for restoration;</li><li>b) a long-term plan for the restoration of disturbed vegetation communities and the removal of non-native grasses, broom, blackberry and other non-native and invasive plant species and for the establishment of controls to minimize the impact and spread of invasive species;</li><li>c) recommendations regarding the location of trails and recreational activities to ensure protection of sensitive habitats and species from adverse visitor activities;</li><li>d) the establishment of demonstration restoration areas to increase awareness and protection of sensitive and degraded native habitats, the importance of native species and the effects of invasive species; and,</li><li>e) a long term vegetation monitoring program.</li></ul>	ELSI	M
<p>As resources allow, work with senior agencies to develop a long-term wildlife management plan for the peninsula. Key elements of this strategy should include:</p> <ul style="list-style-type: none"><li>a) an ongoing wildlife inventory and identification of critical wildlife habitats requirements;</li><li>b) a plan to work with CWS to investigate the impact of introduced species (e.g., Mute Swans, Gray-leg Geese) and to determine methods to control/cap/reduce non-native or invasive wildlife;</li><li>c) identification of partnership opportunities with local Universities for wildlife research programs;</li><li>d) trans-boundary management (i.e. based on habitats, not lot lines); and</li><li>e) recommendations to minimize negative encounters between people, pets and wildlife such as encouraging visitors to use designated access points and existing trails.</li></ul>	ELSI	M

GOAL 3: IDENTIFY, PROTECT AND RESPECT CULTURAL FEATURES IDENTIFIED BY FIRST NATIONS, INCLUDING SACRED LANDSCAPES, MIDDENS AND SITE NAMES.	LEAD AND PARTNERS	PRIORITY
Work with First Nations elders to determine traditional uses and territorial names and develop a strategy to enable return to traditional uses.	ELSI, Colwood	M

GOAL 4: INCREASE VISITOR STEWARDSHIP THROUGH AWARENESS AND UNDERSTANDING OF THE NATURAL, CULTURAL AND HISTORICAL SIGNIFICANCE OF THE PENINSULA	LEAD AND PARTNERS	PRIORITY
<p>Develop a public education strategy that includes:</p> <ul style="list-style-type: none"> <li>a) public education events;</li> <li>b) volunteer 'educators' (e.g. warden, interpretation volunteers) working in cooperation with staff union representatives;</li> <li>c) work with First Nations regarding past and present cultural interests;</li> <li>d) volunteers who model social norms (i.e. people demonstrate appropriate behaviour); and,</li> <li>e) outreach program that educates visitors and local youth about the natural and cultural values on the Coburg Peninsula.</li> </ul>	ELSI, FN	H
<p>Develop an information strategy designed to educate visitors on:</p> <ul style="list-style-type: none"> <li>a) the wildlife making the lagoon their home and the important habitats along the peninsula and in the adjacent intertidal and subtidal areas;</li> <li>b) appropriate stewardship actions that can help protect wildlife, habitats and cultural features;</li> <li>c) significance of the area to Esquimalt and Songhees First Nations, past and ongoing cultural significance and their ancient and important connection to the land;</li> <li>d) impact of litter and pet faeces on wildlife and habitat;</li> <li>e) impact that bread and other food items have on birds and their habitats;</li> <li>f) the boundaries of the Migratory Bird Sanctuary and the associated regulations and requirements;</li> <li>g) impact of trampling on sensitive habitats and species;</li> <li>h) impact of unleashed dogs on migratory and resident birds and other wildlife;</li> <li>i) impact of disturbance to wildlife from humans and their pets; and</li> <li>j) impact of poor water quality on wildlife and habitats in Esquimalt Lagoon.</li> </ul>		
Collaborate with the Songhees and Esquimalt First Nations in the development of the public education strategy, including signage and other education for peninsula users.		

<p>Develop, in cooperation with the Canadian Wildlife Service and dog owner groups, an animal control strategy that:</p> <ul style="list-style-type: none"> <li>a) harmonizes animal control enforcement policies with the requirements of the Migratory Bird Sanctuary Regulations;</li> <li>b) involves dog owners and related groups to increase awareness of the prohibited dog activities on the peninsula;</li> <li>c) provides information about the Migratory Bird Sanctuary Regulations and the on-leash requirements;</li> <li>d) provides input to the information and responsible user strategies;</li> <li>e) provides a phased campaign to lead up to full enforcement of on-leash requirements within the Migratory Bird Sanctuary;</li> <li>f) provides an appropriate off leash area south of Lagoon Road outside of the boundaries of the migratory Bird Sanctuary where wildlife disturbance is minimized;</li> <li>g) creates a "friends of" or citizens on patrol group to assist with enforcement and demonstration of appropriate behaviour; and,</li> <li>h) encourages owners to take responsibility to clean up after their dogs and cats.</li> </ul>	Colwood	H
<p>Develop a signage plan that includes:</p> <ul style="list-style-type: none"> <li>a) input from ELSI and First Nations to determine the appropriate content for signage, particularly issues identified as First Nations interests;</li> <li>b) a signage hierarchy, to limit the size and number of signs and so that users will recognize which signs refer to direction, rules, and interpretation;</li> <li>c) appropriate locations for different sign types (e.g. peninsula ends and middle) and sign options that takes advantage of existing structures for information 'centre' locations;</li> <li>d) provides clear and concise information and inform visitors how they can help minimize their impacts while visiting the Coburg Peninsula and Esquimalt Lagoon; and,</li> <li>e) recommendations for ongoing maintenance and upkeep.</li> </ul>	Colwood , ELSI	H
Erect signage or murals that clearly identify the entrance to the Migratory Bird Sanctuary and its boundaries based on a traffic calming and landscaping study, perhaps in collaboration with First Nations and using First Nations artists.		
Ensure all signage and amenities (garbage cans, washrooms, etc) on the Coburg Peninsula include the name (some signs may need to be modified).		
Reorganize, consolidate and complete signage regarding the applicable bylaws and regulations (e.g. Migratory Bird Sanctuary Regulations) for the Coburg Peninsula.		
Ensure the regulation signage is in keeping with the sign strategy.		
Encourage people to report invasive species.		
Use public education strategies to involve visitors and residents in vegetation and habitat protection and enhancement.		

GOAL 5 PROVIDE OPPORTUNITIES FOR RESPONSIBLE RECREATIONAL ACTIVITIES THAT AVOID OR MINIMIZE DAMAGING EFFECTS ON VALUED NATURAL AND CULTURAL AREAS	LEAD AND PARTNERS	PRIORITY
Determine appropriate pedestrian, bicycle and vehicular traffic routing that provides safe walking and cycling routes along the spit, while minimizing impact to and degradation of habitat and cultural values – include reference to Universal Access.	Colwood	H
Consider building viewing platforms for interpretation at sensitive habitats, e.g. lagoon side (re: fringe marsh, MBS, other), and dune.		
Develop an enforcement strategy as an adjunct to stewardship to: <ul style="list-style-type: none"> <li>a) coordinate bylaw enforcement with hours of use (i.e., evenings and weekends) to increase the service;</li> <li>b) increase enforcement of overnight camping prohibition;</li> <li>c) increase enforcement of dog 'poop and scoop' requirements of the animal control bylaw;</li> <li>d) increase enforcement of current speed and parking requirements along The Coburg Peninsula;</li> <li>e) establish an enforcement outreach program at high schools and via community groups;</li> <li>f) increase cooperation among first responders to effectively address bylaw issues;</li> <li>g) improve public awareness regarding littering and dumping household waste at The Coburg Peninsula;</li> <li>h) inform peripheral landowners of criminal activity in the area;</li> <li>i) consider installation of a web camera for public safety; and,</li> <li>j) 'out the dumper' and parking violations.</li> </ul>	Colwood	H
Develop a garbage control strategy that addresses the issue of household waste dumped at The Coburg Peninsula: <ul style="list-style-type: none"> <li>a) establishes partnerships with fast food outlets to discourage lettering at the lagoon;</li> <li>b) ensures garbage cans and recycling bins are bird proof;</li> <li>c) encourages recycling and discourages littering; and,</li> <li>d) reduces garbage left outside of bins.</li> </ul>	Colwood, ELSI	M

GOAL 6 PROVIDE SIMPLE AMENITIES TO SUPPORT APPROPRIATE VISITOR ACCESS AND RECREATIONAL ACTIVITIES	LEAD AND PARTNERS	PRIORITY
Develop a surveillance strategy so the beach is more effectively patrolled. Options may include a resident warden—to start as a summer arrangement, e.g. with a recreational vehicle at the north end of the spit. Possible funding sources: service clubs, businesses, city fire permit fees.		
Develop a beach fire public awareness strategy that: <ul style="list-style-type: none"> <li>a) encourages use of firewood brought to the site and discourages use of beach logs;</li> <li>b) targets youth and high schools;</li> <li>c) address safety concerns, e.g. re: park warden, other staff;</li> <li>d) informs visitors that a fire permit is required;</li> <li>e) informs permit holders that all fires must be extinguished by park closure time;</li> <li>f) identifies specific areas where beach fires are permitted;</li> <li>g) limits the number of fire permits issued per day; and,</li> <li>h) control location/size of fires to limit damage to beach habitat and private property.</li> </ul>	Colwood	
Implement a traffic calming plan that includes: <ul style="list-style-type: none"> <li>a) Appropriate locations and type of traffic calming measures (e.g. crosswalks, double solid centre line, road median islands) to increase safety for park users and wildlife;</li> <li>b) designated parking areas;</li> <li>c) the role of ecosystem-appropriate landscaping, signage and murals;</li> <li>d) document methods on landscape drawings; and</li> <li>e) Identify planting and paving features to complement signage and traffic calming actions.</li> </ul>	Colwood	