

JUAN DE FUCA LAND USE COMMITTEE

Notice of Meeting on Tuesday, **July 15, 2025, at 7 pm**

Juan de Fuca Local Area Services Building, #3 – 7450 Butler Road, Otter Point, BC

AGENDA

1. Territorial Acknowledgment
2. Approval of Agenda
3. Adoption of Minutes of May 20, 2025
4. Chair's Report
5. Planner's Report
6. Administrative Bylaw
 - a) Juan de Fuca Electoral Area Official Community Plan Consolidation and Willis Point Official Community Plan/Local Area Plan Update Project – Initiation and Terms of Reference
7. Adjournment

PLEASE NOTE: The public may attend the meeting in-person or electronically through video or teleconference. To attend electronically, please contact us by email at jdfinfo@crd.bc.ca so that staff may forward meeting details.



Making a difference...together

Minutes of a Meeting of the Juan de Fuca Land Use Committee
Held Tuesday, May 20, 2025, at the Juan de Fuca Local Area Services Building
3 – 7450 Butler Road, Otter Point, BC

PRESENT: Director Al Wickheim (Chair), Les Herring, Vern McConnell, Roy McIntyre,
Ron Ramsay, Dale Risvold, Anna Russell
Staff: Darren Lucas, Planner, Juan de Fuca Local Area Services;
Wendy Miller, Recorder
PUBLIC: 5 in-person; 7 EP

EP – Electronic Participation

The meeting was called to order at 7:00 pm.

1. Territorial Acknowledgement

The Chair provided a Territorial Acknowledgement.

2. Approval of the Agenda

MOVED by Director Wickheim, **SECONDED** by Ron Ramsay that the agenda be approved, as amended, to consider Temporary Use Permit Renewal Application TP000011 as Agenda Item 6 and Development Variance Permit Application VA000166 as Agenda Item 7.

CARRIED

3. Adoption of Minutes of April 15, 2025

MOVED by Anna Russell, **SECONDED** by Dale Risvold that the minutes from the meeting of April 15, 2025, be adopted.

CARRIED

4. Chair's Report

The Chair welcomed everyone to the meeting and thanked the membership and staff for their service.

5. Planner's Report

No report.

6. Temporary Use Permit Renewal Application

a) TP000011 – Lot 4, Section 47, Otter District, Plan VIP52344 (7861 Tugwell Road)

Darren Lucas spoke to the application for a three-year renewal of a temporary use permit to allow for the continued operation of a microbrewery in the Rural Residential 2 (RR-2) zone.

The subject property, site plan and permit conditions were highlighted.

It was confirmed that the property would need to be rezoned prior to expiration of the temporary use permit to allow the use to continue. It was further confirmed that the applicants were present.

The applicants responded to questions from the LUC advising that the microbrewery is adhering to permit requirements, and that rezoning is not being pursued at this time as the business may be retired within the next three years.

MOVED by Vern McConnell, **SECONDED** by Dale Risvold that the Land Use Committee recommends to the Capital Regional District Board:

That a three-year renewal for Temporary Use Permit TP000011, to allow the operation of a microbrewery with outdoor patio and food service in the Rural Residential 2 (RR-2) zone, on Lot 4, Section 47, Otter District, Plan VIP52344, be approved.

CARRIED

7. Development Variance Permit Application

a) VA000166 – The Northerly 50 Feet of Lot 111, Malahat District (Wellwood Road/Trans Canada Highway)

Darren Lucas spoke to the request to reduce the required side yard setbacks from 3 m to 1.5 m for the purpose of constructing a single-family dwelling (SFD) in the Greenbelt 2 (Gb2) zone.

The subject property and proposed site plan were highlighted.

It was confirmed that the subject property does not meet the minimum parcel size for subdivision. Regardless of the requested variance, a dwelling may be permitted at the proposed location by meeting the side yard setbacks. It was further confirmed that the applicant was present.

Five members of the public expressed opposition to the variance request.

LUC discussion ensued regarding hardship related to complying with zone setbacks.

MOVED by Ron Ramsay, **SECONDED** by Vern McConnell that the Land Use Committee recommends to the Capital Regional District Board:

That Development Variance Permit VA000166 for the Northerly 50 Feet of Lot 111, Malahat District, to vary Malahat Use Bylaw, 1981, Bylaw No. 980, Section 3.2.04(2), by reducing the side yard setback requirement from 3 m to 1.5 m for the purpose of constructing a single-family dwelling, be denied.

Opposed: Director Wickheim, Les Herring

CARRIED

8. Adjournment

The meeting adjourned at 8:05 pm.

Chair

**REPORT TO JUAN DE FUCA LAND USE COMMITTEE
MEETING OF TUESDAY, JULY 15, 2025**

SUBJECT **Juan de Fuca Electoral Area Official Community Plan Consolidation and Willis Point Official Community Plan/Local Area Plan Update Project – Initiation and Terms of Reference**

ISSUE SUMMARY

To consider the proposed terms of reference for consolidation of the seven official community plans of the Juan de Fuca Electoral Area and concurrently update the Willis Point Official Community Plan (OCP).

BACKGROUND

The Juan de Fuca Electoral Area (JdF) is one of three electoral areas of the Capital Regional District (CRD). The JdF is comprised of six distinct communities, including Willis Point, Malahat, East Sooke, Otter Point, Shirley-Jordan River, and Port Renfrew. The JdF also includes a large area known as the Rural Resource Lands, which is predominantly dedicated to regional water supply and parkland, agricultural land, private managed forest land, Crown tree farm licenses, and other forms of resource extraction. Land use objectives and policies for the JdF have been developed for each community and adopted by the CRD Board in seven OCPs.

The rural residential community of Willis Point is the easternmost community of the JdF and lies at the south end of Saanich Inlet. The Comprehensive Community Plan for Willis Point, Bylaw No. 3027, which contains both OCP and zoning schedules, was adopted by the CRD Board in 2003 and has been identified for updating in 2025.

The purpose of this project is to update the Willis Point OCP and to align land use planning policy across the JdF Electoral Area through the development of a consolidated OCP. The project proposes to replace the seven existing OCPs with a single, integrated plan that includes common policies for matters that affect the electoral area more broadly, along with seven Local Area Plans (LAPs) that ensure the unique character, needs, and aspirations of each community are retained.

The need to consolidate the JdF OCPs has become increasingly clear in light of recent provincial housing legislation. While each of the seven individual OCPs is currently required to demonstrate how local housing needs will be met over the next 20 years, a consolidated plan would enable a coordinated, JdF-wide approach to meeting these requirements.

A component of this work will be the completion of a Sensitive Ecosystem Inventory (SEI) update for Willis Point, ensuring that environmental values are integrated into the planning framework. The information obtained through the SEI, will be used to update the Sensitive Ecosystem Development Permit Area for the community.

Staff have prepared a Terms of Reference (Appendix A) for the project to provide background information and outline the project objectives, scope of work, deliverables, engagement expectations, guidelines for a JdF OCP Steering Committee and Willis Point LAP Advisory Group, milestones and a timeline, budget information and high-level evaluation criteria for consultant selection.

ALTERNATIVES

Alternative 1:

That the Land Use Committee directs staff to initiate the Juan de Fuca Electoral Area Official Community Plan (OCP) Consolidation and Willis Point OCP/Local Area Plan Update project in accordance with the Terms of Reference.

Alternative 2:

That the Willis Point Official Community Plan (OCP) Update and Juan de Fuca OCP Consolidation not proceed.

IMPLICATIONS

Legislative Implications

Adoption of an OCP bylaw is authorized by Section 472 of the *Local Government Act (LGA)* and is a statement of objectives and policies to guide decisions on planning and land use management respecting the purposes of local government for the area covered by the plan.

An OCP is intended to provide planning direction with respect to community development and to establish regulatory functions for the Plan area. Section 473 of the *LGA* outlines that an OCP must include statements and map designations respecting:

- the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 20 years;
- the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites; and
- other matters that may, in respect of any plan, be required or authorized by the minister.

An OCP must also include housing policies respecting affordable housing, rental housing and special needs housing; and targets for the reduction of greenhouse gas emissions and policies and action proposed with respect to achieving those targets.

Section 474 of the *LGA* states that an OCP may include policies relating to:

- social needs, social well-being and social development;
- the maintenance and enhancement of farming on land in a farming area or in an area designated for agricultural use;
- the preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity;
- alternative forms of transportation as such relate to the provision of land; and
- transportation demand management.

Regional Growth Strategy Implications

In accordance with Section 445 of the *LGA*, once a regional growth strategy (RGS) is adopted, further bylaws adopted by the CRD or works of the CRD must be consistent with the RGS. Therefore, the JdF OCP, including the local area plan schedules for each community must be consistent with the RGS.

Public Consultation Implications

Section 475 of the *LGA* requires that during the development or amendment of an OCP the local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected including: the Board of an adjacent regional district, the council of an adjacent municipality, First Nations, school district and improvement district boards and provincial and federal government agencies.

Consultation under the above Section 475 must occur prior to the requirement under Section 477(3)(c) to hold a public hearing as part of the amendment process.

The Terms of Reference includes guidelines for the establishment of a JdF OCP Steering Committee to provide guidance on the consolidation process, and of a Willis Point OCP/LAP Advisory Group to provide community-based input on the Willis Point OCP update. The Terms of Reference also includes direction for holding community surveys and workshops that would occur at strategic points throughout the planning process. The planning consultant will be responsible for developing a more complete consultation plan in partnership with JdF Community Planning and CRD Corporate Communications.

Financial Implications

Consolidation of the JdF OCPs and update of the Willis Point OCP as a LAP is a major project to be undertaken over the next two years and was identified in the 2025 JdF Community Planning capital plan. The Community Works Fund can be accessed for the OCP review under the Integrated Community Sustainability Planning program. Funding for this project has also been made available through the Local Government Housing Initiative Capacity Funding Program. Grant funding can be used for consultancy costs; whereas, the JdF Community Planning budget provides for costs associated with staff time and legal advice.

First Nations Implications

The CRD highly values building strong relationships with First Nations and aims to improve engagement procedures that support ongoing reconciliation. The project terms of reference requires that the consultant make early contact with those Nations whose interests may be affected by the new JdF OCP, as well as the Willis Point OCP/LAP update. Each Nation will be invited to participate in dialogue related to the project and \$10,000 has been included in the project budget for capacity funding to help make such participation feasible.

CONCLUSION

Consolidation of the seven JdF OCPs is recommended in conjunction with the required review and update of the Willis Point OCP. This project is included in the JdF Community Planning 2025 capital plan. Should the Land Use Committee endorse this project, staff will proceed with a request for proposals to retain a land use planning consultant to undertake the project in accordance with the Terms of Reference.

RECOMMENDATION

That the Land Use Committee directs staff to initiate the Juan de Fuca Electoral Area Official Community Plan (OCP) Consolidation and Willis Point OCP/Local Area Plan Update project in accordance with the Terms of Reference.

Submitted by:	Iain Lawrence, MCIP, RPP, Senior Manager, JdF Local Area Services
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager, Housing, Planning & Protective Services
Concurrence:	Stephen Henderson, General Manager, Electoral Area Services

ATTACHMENTS

Appendix A: Terms of Reference for the Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update

Appendix A: Terms of Reference for the Juan de Fuca OCP Consolidation
and Willis Point OCP/LAP Update



**JUAN DE FUCA OFFICIAL COMMUNITY PLAN (OCP) CONSOLIDATION AND
WILLIS POINT OCP/LOCAL AREA PLAN UPDATE**

PREAMBLE

The Juan de Fuca Electoral Area (JdF) is one of three electoral areas of the Capital Regional District (CRD). The JdF is comprised of six distinct communities, including Willis Point, Malahat, East Sooke, Otter Point, Shirley-Jordan River, and Port Renfrew. The JdF also includes a large area known as the Rural Resource Lands, which is predominantly dedicated to regional water supply and parkland, agricultural land, private managed forest land, Crown tree farm licenses, and other forms of resource extraction. Land use objectives and policies for the JdF have been developed for each community and adopted by the CRD Board in seven official community plans (OCPs).

The rural residential community of Willis Point is the easternmost community of the JdF and lies at the south end of Saanich Inlet. The Comprehensive Community Plan for Willis Point, Bylaw No. 3027, which contains both OCP and zoning schedules, was adopted by the CRD Board in 2003 and has been identified for updating in 2025.

In 2023, the Province introduced a number of legislative measures to address housing needs across BC. The legislation requires that local governments update their housing needs reports by January 2025. Regional districts are required to consider the housing needs reports and to specify how housing needs will be met over the next 20 years during the regular OCP update cycle.

Since the JdF Housing Needs Report was developed using electoral area level census information, an approach to the provision of housing coordinated at an electoral area level is more appropriate than at an individual community level.

Certain other required OCP content —such as the location of residential, industrial and commercial lands, public facilities, areas suitable for sand and gravel extraction; greenhouse gas reduction targets; and development permit area designations and guidelines— is more effectively aligned with regional objectives when planned and implemented at the electoral area level than at the individual community level. However, it is important for the individual communities to retain their unique character.

1.0 PURPOSE

The purpose of this project is to update the Willis Point Comprehensive Community Plan OCP schedule as a pilot Local Area Plan (LAP), and to consolidate the seven existing JdF OCPs into a single bylaw. The new bylaw would include a unified set of policies and objectives, along with seven LAP schedules that preserve each community's unique context and local aspirations.

2.0 Project Objectives

The objectives of this project are:

- To consolidate seven OCPs into one unified OCP with common policies and seven LAPs.
- To update the Willis Point OCP, Bylaw No. 3027, as a pilot LAP.

Terms of Reference

Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update – 2025

- To engage the community and stakeholders in the planning process.
- To ensure consistency in policy while reflecting the unique character and needs of each community.

3.0 Scope of Work

The scope of work for the planning consultant includes:

Part A: Willis Point OCP Update

1. Comprehensive revision and update of the Willis Point Comprehensive Community Plan, Schedule 'A' (OCP) as a local area plan for integration into a JdF OCP.
2. Update of Sensitive Ecosystem Inventory for private land holdings (approximately 240 ha).
3. Community survey of groundwater availability.
4. Consultation and engagement at a community level.
5. Development of a model LAP, including policy and mapping content, for future LAP updates.

Part B: Consolidated Juan de Fuca OCP

1. Integration of the following OCPs into a single JdF OCP:
 - a. Comprehensive Community Plan for Willis Point, Bylaw No. 3027, Schedule 'A'
 - b. Comprehensive Community Development Plan for Port Renfrew, Bylaw No. 3109, Schedule 'A' (currently under review and may become a standalone bylaw as this project gets underway)
 - c. East Sooke Official Community Plan, Bylaw No. 4000
 - d. Malahat Official Community Plan, Bylaw No. 3721
 - e. Otter Point Official Community Plan, Bylaw No. 3819
 - f. Rural Resource Lands Official Community Plan, Bylaw No. 3591
 - g. Shirley – Jordan River Official Community Plan, Bylaw No. 4001
2. Consultation and engagement at an electoral area level.
3. Development of a harmonized policy and mapping framework.
4. JdF housing policy informed by JdF Housing Needs Report and Interim Update.
5. Harmonized development permit areas for the JdF including purpose, mapping, justification, objectives and guidelines, with special consideration given to each community's form and character guidelines.
6. Review of existing policies to identify those for potential consolidation and harmonization in one schedule of the new Bylaw and those that should remain in a community-specific schedule.
7. Feasibility of recognition of Jordan River as a distinct community within the Electoral Area.
8. Regular engagement with the JdF OCP Steering Committee.
9. Policy guidance for future Regional Growth Strategy update.
10. Community engagement built around the draft of the consolidation.

4.0 DELIVERABLES

The deliverables for this project are:

1. Willis Point OCP (LAP) Update engagement plan.
2. JdF OCP consolidation engagement plan.

Terms of Reference

Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update – 2025

3. Report of early feedback from the Willis Point LAP Advisory Group, JdF OCP Steering Committee, First Nations, agencies and CRD divisions.
4. JdF OCP harmonized policy and mapping framework and development permit areas.
5. Willis Point Sensitive Ecosystem Inventory.
6. Updated Willis Point LAP final draft.
7. Consolidated JdF OCP final draft that meets the Legislative Acceptance Criteria for consideration by the Juan de Fuca Land Use Committee and CRD Board for adoption.
8. Summary of public and stakeholder engagement.

5.0 ENGAGEMENT STRATEGY

The engagement strategy is to include the following elements:

- Electoral area level consultation for the JdF OCP consolidation and community level consultation for the Willis Point LAP update
- Participation by the JdF OCP Steering Committee at key project milestones
- Regular participation by the Willis Point LAP Advisory Group
- Early dialogue with First Nations regarding both the JdF OCP consolidation and the Willis Point LAP update
- Workshops, surveys and/or open houses for the Willis Point LAP update

6.0 JUAN DE FUCA OCP STEERING COMMITTEE

Purpose

The JdF OCP Steering Committee (the Steering Committee) will provide guidance on development of the consolidated Official Community Plan (OCP) for the JdF. The Steering Committee will help ensure that the OCP provides a cohesive direction for the Electoral Area, while retaining the unique character of the individual communities that is valued by their residents.

Membership

In order to ensure that the goals, objectives and policies of the current OCPs are translated consistently to the new JdF OCP and that each of the six communities within the Electoral Area is represented, the Steering Committee will consist of:

- Members of the Juan de Fuca Land Use Committee including the Electoral Area Director

Roles and Responsibilities

In relation to the JdF OCP consolidation, the roles and responsibilities of the Steering Committee are to:

- Provide input on the overall vision, goals, and structure of the comprehensive JdF OCP
- Review and provide feedback on draft materials and policy directions
- Ensure that local perspectives are considered in the development of general and local area policies
- Support public engagement efforts and encourage community participation
- Advise on key issues, opportunities, and challenges

Terms of Reference

Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update – 2025

Meetings

- Meetings will be held at key project milestones or as needed during the engagement process.
- Agendas and materials will be circulated in advance.
- Meetings will be open to the public and may include time for public participation.
- The Planning Consultant will provide administrative support, facilitate meetings and record meeting notes.
- CRD staff may attend Steering Committee meetings in a supporting role.

Decision-Making

The Steering Committee will operate on a consensus basis. Where consensus is not possible, alternative viewpoints will be recorded, considered in the planning process, and forwarded to the Juan de Fuca Land Use Committee for consideration.

Reporting

The Steering Committee will report to the Juan de Fuca Land Use Committee.

7.0 WILLIS POINT LOCAL AREA PLAN ADVISORY GROUP

Purpose

The Willis Point LAP Advisory Group (the Advisory Group) will provide community-based input during the update of the Willis Point OCP, which will be incorporated as a schedule in the consolidated OCP for the Juan de Fuca Electoral Area.

Membership

The Advisory Group will consist of:

- Up to five members who are residents and/or landowners of Willis Point.

Final selection of members remains at the discretion of the Electoral Area Director and members will be appointed by the Electoral Area Director.

Roles and Responsibilities

In relation to the Willis Point LAP update, the roles and responsibilities of the Advisory Group are to:

- Represent the broader interests and perspectives of the Willis Point community
- Assist in identifying local issues, opportunities, and priorities
- Support public engagement efforts and encourage community participation
- Provide input on local goals, objectives, and policies
- Review and comment on draft LAP materials

Meetings

- Meetings will be scheduled regularly throughout the LAP update process
- Meetings will be open to the public and may include opportunity for public participation and advertised in advance of the meeting
- The Planning Consultant will prepare agendas, facilitate meetings, and document discussions
- CRD staff may attend Advisory Group meetings in a supporting role.

Terms of Reference

Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update – 2025

Decision-Making

The group will operate on a consensus basis. Where consensus is not possible, alternative viewpoints will be recorded and considered in the planning process.

Reporting

Input and comment from the Advisory Group will be considered by the Planning Consultant for the purpose of drafting the LAP. Information obtained by the Consultant from the Advisory Group will be reported to JdF Planning staff.

8.0 MILESTONES & TIMELINE

The JdF OCP consolidation and Willis Point OCP/LAP Update project is a major project to be undertaken by a professional planning consultant and JdF Community Planning staff through the summer of 2025 to mid-2027.

Key milestones and projected critical dates include:

Milestones	Projected Critical Dates*
Land Use Committee Reviews Terms of Reference and Endorses Project	July 2025
Request for Proposal for consultant planning team	July/August 2025
Finalize contract with consultant planning team	August/September 2025
Early dialogue with First Nations	August/September 2025
Appoint Willis Point OCP/LAP Advisory Group	September/October 2025
Appoint JdF OCP Steering Committee	September/October 2025
Willis Point Background Analysis and Report	October 2025 – December 2025
Willis Point Sensitive Ecosystem Inventory	October 2025 – December 2025
Willis Point Groundwater Survey	October 2025 – December 2025
Willis Point OCP review, consultation and engagement for update as a pilot LAP	November 2025 – October 2026
JdF OCP consolidation including: - development of framework - harmonization and integration of existing policies and development of housing needs policy	December 2025 – January 2027
Draft Willis Point LAP	November 2026
Community review of draft Willis Point LAP	December 2026 – January 2027
Draft JdF OCP	January 2027
Steering Committee review of draft JdF OCP	February 2027
Community review of the draft JdF OCP	March 2027
Legal Review of Draft OCP	March – April 2027
OCP Bylaw 1 st Reading	May 2027
Public Hearing	June 2027
OCP Adoption	July - August 2027

9.0 BUDGET

The work to gather and collate data, consult with the public, produce and design documents/consultation materials, and draft the OCP will be completed by the contract Planning Consultant with support from CRD staff.

Terms of Reference

Juan de Fuca OCP Consolidation and Willis Point OCP/LAP Update – 2025

Update of the sensitive ecosystem inventory for Willis Point and the groundwater survey will be completed by a sub-contracted environmental professional under the direction of the primary planning consultant.

The JdF OCP consolidation and Willis Point OCP/LAP update were anticipated in the 2025 budget. Funds have been allocated from the JdF Electoral Area Community Works Fund and the Local Government Housing Initiative Capacity Funding Program for professional planning expertise and the consultation process, including meetings and communications. The JdF Electoral Area Planning budget provides for costs associated with CRD staff time and legal advice.

10.0 EVALUATION CRITERIA FOR CONSULTANT SELECTION

The evaluation criteria for selecting the planning consultant are:

- Previous experience consolidating multiple OCPs
- Strong facilitation and engagement skills
- Proven track record in developing OCPs and LAPs
- Ability to meet project timelines and budget requirements
- Approach and methodology are clear and reflect the scope of work