

Terms of Reference

The logo for the Capital Regional District (CRD) is located in the top right corner of the header. It consists of the letters 'CRD' in a bold, sans-serif font, positioned above a stylized graphic of three wavy lines representing water or land.

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.

- 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.

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

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.

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: <ul style="list-style-type: none"> - 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.

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