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**REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 25, 2026**

SUBJECT **Consideration of Regional Growth Strategy Consistency: Zoning Bylaw & Official Community Plan Amendment Application for Lot A, District Lot 87, Renfrew District, Plan VIP85195; PID: 027-547-680**

ISSUE SUMMARY

To consider whether the proposed Official Community Plan (OCP) and Zoning Bylaw amendments are consistent with the 2018 Regional Growth Strategy (RGS).

BACKGROUND

Section 445 of the *Local Government Act (LGA)* requires that all bylaws adopted by a regional district board after the board has adopted a RGS be consistent with the RGS. Since the proposal includes an amendment to the Shirley - Jordan River OCP and the Juan de Fuca Land Use Bylaw, a determination of consistency with the RGS must be made prior to first reading.

The landowner has applied to redesignate portions of the subject property from the Coastal Uplands (CU) to the Commercial (CO) and Pacific Acreage (PA) land use designations of the Shirley – Jordan River OCP, and to rezone the property from Forestry (AF) to a new Commercial Rural Market (C-2) Zone and the Rural Residential 3 (RR-3) Zone.

The 4.0 ha subject property is located at 9730 West Coast Road in Shirley, on the northwest corner of the intersection of West Coast Road and Kirby Creek Road. The property is zoned AF under the Juan de Fuca Land Use Bylaw, 1992, Bylaw No. 2040 (Bylaw 2040), and designated CU in the Shirley - Jordan River OCP, Bylaw No. 4001 (OCP). The property is within the Shirley Fire Protection Service Area, and no Development Permit Areas (DPAs) are identified by the OCP.

An application has been submitted to rezone a 0.5 ha portion of the property from the AF zone to a new C-2 zone, and the remaining 3.5 ha to the RR-3 zone.

The landowner plans to reside on the RR-3 zoned portion, while operating a country market on the C-2 zoned portion. The proponent intends that the market focus mainly on food and beverage retail complimented by agricultural activities and seasonal uses such as hosting food trucks and small community events consistent with the scale of the market. The proposal was supplemented by a comprehensive land use analysis that includes a conceptual illustration of the market and a preliminary groundwater assessment.

The proposed C-2 and RR-3 zone boundary is intended to serve as the future property line for a potential subdivision application that would create two separate parcels. The application also includes an OCP amendment to redesignate the property from CU, which primarily supports low-impact recreation/tourism, rural residential, and agricultural uses. The application proposes that the 0.5 ha C-2 zoned area be designated CO and the 3.5 ha RR-3 zoned area be designated PA.

Additional information is provided in the February 17, 2026 staff report to the Juan de Fuca Land Use Committee and is attached for reference as Appendix A of this report.

ALTERNATIVES

Alternative 1

The Planning and Protective Services Committee recommends to the Capital Regional District Board:

That proposed Bylaw No. 4705, “Shirley - Jordan River Official Community Plan Bylaw No. 5, 2018, Amendment Bylaw No. 3, 2025”; and proposed Bylaw No. 4706, “Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 168, 2025” be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 445 of the *Local Government Act*.

Alternative 2

The Planning and Protective Services Committee recommends to the Capital Regional District Board:

That proposed Bylaw No. 4705, “Shirley - Jordan River Official Community Plan Bylaw No. 5, 2018, Amendment Bylaw No. 3, 2025”; and proposed Bylaw No. 4706, “Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 168, 2025” be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and not be accepted in accordance with the requirements of section 445 of the *Local Government Act*.

Alternative 3

That this report be referred back to staff for additional information based on Planning and Protective Services Committee direction.

IMPLICATIONS

Alignment with Board & Corporate Priorities

Capital Regional District (CRD) Corporate priority 8a is focused on managed growth, keeping approved plans current and monitoring for effectiveness. In the Juan de Fuca Electoral Area, this includes reviewing referrals of proposed OCP amendments and assessing RGS consistency. This is an important part of ensuring ongoing effectiveness of growth management in the region.

Alignment with Existing Plans & Strategies

CRD staff are of the opinion that the proposed OCP amendment is consistent with the direction provided by the RGS, and that this application does not alter the Shirley - Jordan River OCP’s work towards the overall goals and objectives expressed by the community’s long-term collective vision. The amendment does not impact the OCP’s alignment with the RGS.

The OCP and the Active Transportation Network Plan (ATNP) for the Juan de Fuca identifies an interest in the development of a network of local trails, particularly along West Coast Road. This network should connect residential areas with commercial nodes local, regional, and provincial parks and trails, and other community-based amenities. The Juan de Fuca Electoral Area Parks and Recreation Advisory Commission recommended that a public trail be established via a statutory right-of-way adjacent to West Coast Road. Staff have recommended that, prior to adoption, the landowner register a statutory right-of-way in favour of the CRD for a public trail along the property boundary shared by West Coast Road.

Environmental Implications

As part of the proposal, the proponent provided a preliminary groundwater assessment which suggests that a future 2-lot subdivision would meet potable water requirements; however, as a contingency, should challenges arise in meeting this requirement these could be addressed by accessing a well on the neighbouring lot through a registered easement. Furthermore, the groundwater assessment indicated that the proposed land use activities would not result in significant impacts to neighbouring wells, noted that a provincial water licence and permit will be required for future commercial uses, and recommended further testing to ensure long-term groundwater sustainability.

First Nations Implications

The subject property is located within the asserted traditional territory of the Pacheedaht and T'Sou-ke First Nations. Each Nation was invited to participate in an application review process with staff and the applicant to better inform consideration of the proposal. Pacheedaht First Nation had no comment regarding the proposed rezoning. T'Sou-ke First Nation requested the opportunity to be onsite during any excavation and noted that existing chance-find procedures are inadequate. The Nation also requested that appropriate protection measures be in place to prevent erosion and the spread of invasive plant species.

Regional Growth Strategy Implications

Section 445 of the LGA requires that all bylaws adopted by a regional district board after the board has adopted a RGS be consistent with the RGS. Since the proposal includes an amendment to the OCP, the bylaw will be considered by the Planning and Protective Services Committee and the CRD Board for determination of consistency with the RGS prior to first reading.

CRD Regional Planning staff have reviewed the proposed zoning bylaw and OCP amendments and believe that they are consistent with the 2018 RGS.

The RGS designates the subject property as Rural/Rural Residential, which includes lands used for rural and rural residential purposes. While not intended to become future urban areas requiring extensive services, commercial uses serving the local community by providing employment opportunities in a rural context can be supported if impacts to the local community and environment are minimal.

RGS Objective 1.1 – Managing and Balancing Growth, provides a description of regional land use designations including that of the Rural/Rural Residential Policy Area that applies for the property in question. This definition states that: *“Commercial uses are local serving and such uses and other employment opportunities result in minimal impact on the surrounding community and to the environment. Low-impact tourism uses complement rural character.”*

The application aligns with this definition of rural commercial uses as it will be primarily serving the local community while providing employment opportunities. While not intended to become future urban areas requiring extensive services, commercial uses serving the local community by providing employment opportunities in a rural context can be supported if impacts to the local community and environment are minimal.

RGS Objective 1.2 – Protect the Integrity of Rural Communities, seeks to avoid the creation of future urban areas through development that complement rural form, density, and character. The application proposes onsite well and septic systems, which support a rural scale of development rather than an urban scale seen in neighbouring incorporated communities where community level services are available. The proposed rural servicing will require permitting and licensing at the time of development.

RGS Objective 5.1 – Realize the Region’s Economic Potential, includes the economic development consideration to: “[Find] ways to expand and diversify the economy of formerly resource-dependent communities in Sooke and the Juan de Fuca Electoral Area, such as through low-impact recreation and tourism.” The proposed land use aligns with this objective.

RGS Objective 6.1 – Foster a Resilient Food and Agriculture System, aligns with the proposed country market use as it will *enable food production, processing, and distribution that will foster a place-based food economy that increases local food security* (Policy 2).

Service Delivery Implications

Implications for CRD services are not expected as the land is not located within community water or sewer local service areas.

Social Implications

Should the proposal proceed, a public hearing pursuant to Part 14, Division 3 of the *LGA* will be required subsequent to the amendment passing second reading by the CRD Board. Property owners within 500 m of the subject property will be sent notice of the proposed bylaw amendment and a public hearing will be advertised in the local paper and on the CRD website.

CONCLUSION

The purpose of Bylaw No. 4705 is to amend the Shirley - Jordan River Official Community Plan by redesignating a 0.5 ha portion of the subject property from Coastal Uplands (CU) to Commercial (CO), and a 3.5 ha portion from CU to the Pacific Acreage (PA) to support the concurrent rezoning of the property from Forestry (AF) to a new Commercial Rural Market (C-2) zone and Rural Residential 3 (RR-3) under Bylaw No. 4706. The proposed bylaws are consistent with the Regional Growth Strategy.

RECOMMENDATION

The Planning and Protective Services Committee recommends to the Capital Regional District Board:

That proposed Bylaw No. 4705, “Shirley - Jordan River Official Community Plan Bylaw No. 5, 2018, Amendment Bylaw No. 3, 2025”; and proposed Bylaw No. 4706, “Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 168, 2025” be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 445 of the *Local Government Act*.

Planning and Protective Services Committee – February 25, 2026
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Submitted by:	Patrick Klassen, RPP, MCIP, Senior Manager, Regional Planning and Transportation
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Housing, Planning and Protective Services
Concurrence:	Stephen Henderson, MBA, P.G.Dip.Eng, BSc, General Manager, Electoral Area Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Report to the Juan de Fuca Land Use Committee – February 17, 2026