

JUAN DE FUCA LAND USE COMMITTEE

Notice of Meeting on Tuesday, **December 10, 2024, 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 October 15, 2024
4. Chair's Report
5. Planner's Report
6. Delegation
 - a) Juan de Fuca Community Parks and Recreation Program
7. 2024 Interim Housing Needs Report for the Juan de Fuca Electoral Area
8. Zoning Amendment Application
 - a) RZ000282 - Parcel A (DD 104752I) of District Lot 745, Renfrew District; Parcel B (DD52657I) of District Lot 745, Renfrew District; and District Lot 175, Renfrew District; (10700 Block of West Coast Road)
9. 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.



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**Minutes of a Meeting of the Juan de Fuca Land Use Committee
Held Tuesday, October 15, 2024, 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: 1 in-person; 2 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 Vern McConnell, **SECONDED** by Dale Risvold that the agenda be approved.

CARRIED

3. Adoption of Minutes of September 24, 2024

MOVED by Ron Ramsay, **SECONDED** by Anna Russell that the minutes from the meeting of September 24, 2024, be adopted.

CARRIED

4. Chair's Report

The Chair welcomed everyone to the meeting.

5. Planner's Report

No report.

6. Development Permit with Frontage Exemption Application

a) DV000075 – Lot 1, District Lot 17, Renfrew District, Plan VIP57304 (17176 Osprey Place)

Darren Lucas spoke to the staff report for a development permit with variance application to authorize subdivision layout on a parcel partly designated as a Riparian and Sensitive Ecosystems Development Permit Area and to reduce the requirement that 10% of a parcel front on a highway.

The subject property and proposed subdivision plan were highlighted.

Attention was directed to the Riparian Assessment Report, as included in the staff report, which confirmed that the driveway access is outside of the Streamside Protection and Enhancement Area and that no development is proposed in the Riparian Assessment Area.

The Chair confirmed that the applicant was present.

Darren Lucas responded to a question from the LUC advising that service connection to the Port Renfrew Water Supply Area would be addressed through the subdivision application process. It was further advised that the proposed subdivision layout is not required to provide park land or payment for parks.

MOVED by Vern McConnell, **SECONDED** by Roy McIntyre that the Juan de Fuca Land Use Committee recommends to the Capital Regional District Board:

That Development Permit with Frontage Exemption DV000075, for Lot 1, District Lot 17, Renfrew District, Plan VIP57304, to authorize a three-lot subdivision and to reduce the statutory frontage requirement for proposed Lot 3 from 59.97 m (10% of the lot perimeter) to 16.3 m (2.7% of the lot perimeter), be approved.

CARRIED

7. Zoning and Official Community Plan Amendment Application

a) RZ000284 - Section 4, Renfrew District, Except Those Parts in Plans 427R, 23879, VIP68644, VIP79213, VIP80549, VIP82411, EPP69011 and EPP117093 (12036 West Coast Road)

Darren Lucas spoke to the staff report for the application to amend the Shirley-Jordan River Official Community Plan (OCP), Bylaw No. 4001, by redesignating a 3.3 ha portion of the subject property from Pacific Acreage (PA) to Commercial (CO) with amendments, and to amend the Juan de Fuca Land Use Bylaw, 1992, Bylaw No. 2040, by amending the Wildwood Terrace Neighbourhood Commercial (C-1A) zone to permit additional commercial uses and a smaller average and minimum parcel size to facilitate subdivision.

The application was initially considered by the LUC at its meeting of March 19, 2024. At that meeting the LUC directed referral of the application to the Shirley-Jordan River Advisory Planning Commission, First Nations, external agencies and relevant CRD departments. In response to the comments received during the referral process, the applicant submitted an updated groundwater assessment to supplement the preliminary report presented in March. The applicant also submitted an updated concept plan and modified the proposed setbacks to provide space for a public trail along West Coast Road, offered as a community amenity contribution.

The subject property and updated concept plan were highlighted.

The Chair confirmed that the applicant was present.

Applicant comments included:

- a smaller lot size is proposed to support more diverse business ownership/business opportunity
- service providers/entrepreneurs have already communicated interest in lot ownership
- Jordan River Brewing Company would be the initial focus of the phased development

At the request of the LUC, the applicant's hydrogeologist spoke to the groundwater reports submitted in support of the application and confirmed that a water licence application to operate the well (WID 69081) for commercial purposes has been submitted.

Darren Lucas responded to a question from the LUC advising that all properties are subject to the provincial *Heritage Conservation Act*. It was further advised that since the proposal includes an amendment to the Shirley-Jordan River OCP, consistency with the Regional Growth Strategy will be considered by the Planning and Protective Services Committee for recommendation to the CRD Board.

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

1. That the referral of proposed Bylaw No. 4598, "Shirley - Jordan River Official Community Plan Bylaw No. 5, 2018, Amendment Bylaw No. 2, 2024"; and proposed Bylaw No. 4599, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 162, 2024"; to the Shirley-Jordan River Advisory Planning Commission; Pacheedaht First Nation; T'Sou-ke First Nation; CRD departments; BC Hydro; BC Parks; District of Sooke; Island Health; Ministry of Forests – Archaeology Branch; Ministry of Water, Land and Resource Stewardship – Water Protection Section; Ministry of Transportation & Infrastructure; RCMP; and Sooke School District # 62 be approved and comments be received;
2. That proposed Bylaw No. 4598 be read a first and second time;
3. That proposed Bylaw No. 4599 be read a first and second time;
4. That in accordance with the provisions of Section 469 of the *Local Government Act*, the Director of the Juan de Fuca Electoral Area, or Alternate Director, be delegated authority to hold a Public Hearing with respect to Bylaw No. 4598 and Bylaw No. 4599;
5. That prior to the adoption of proposed Bylaw No. 4599, the landowner provide an amenity contribution by registering a statutory right-of-way adjacent to West Coast Road in favour of the Capital Regional District for the purpose of establishing a public trail; and that staff be directed to ensure that all conditions are satisfied towards completion and registration.

CARRIED

8. Adjournment

The meeting adjourned at 7:45 pm.

Chair



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REPORT TO JUAN DE FUCA LAND USE COMMITTEE MEETING OF TUESDAY, DECEMBER 10, 2024

SUBJECT **2024 Interim Housing Needs Report for the Juan de Fuca Electoral Area**

ISSUE SUMMARY

To receive the 2024 Juan de Fuca (JdF) Electoral Area (EA) Interim Housing Needs Report (IHNR) and amend the existing 2020 Housing Needs Report (HNR) in accordance with Section 790 of the *Local Government Act (LGA)*.

BACKGROUND

The first legislative requirements for Housing Needs Reports were established in 2019 and required local governments to identify existing and projected gaps in housing supply. At that time, the provincial government provided a total of \$5 million to assist local governments in providing these reports. The CRD and 10 member municipalities worked with consultants from Urban Matters to research and prepare a Housing Needs Report for each municipality and the JdF EA.

In late 2023, the Province introduced changes to the *LGA* intended to deliver more housing options throughout BC. The legislative changes included the requirement that all local governments update their Housing Needs Report by January 1, 2025. In the summer of 2024, the Planning and Land Use Management Branch (PLUM) of the Ministry of Municipal Affairs introduced the HNR calculator to help local governments meet the January 1, 2025, deadline. However, the census data for the JdF EA is split into two geographical divisions: JdF Part 1 (Willis Point, Malahat, East Sooke, Otter Point, Shirley and the east side of Jordan River) and JdF Part 2 (the west side of Jordan River and Port Renfrew). As there was no 2011 census data for JdF Part 2, the HNR calculator could only generate a report for JdF Part 1. Therefore, JdF Planning staff used the available data to compile the IHNR tables following the standardized methodology (Appendix A).

ALTERNATIVES

Alternative 1

The Juan de Fuca Land Use Committee recommends to the Capital Regional District Board:

1. That the 2024 Juan de Fuca Electoral Area Interim Housing Needs Report, be received and published on the CRD website;
2. That staff be directed to amend the 2020 Capital Regional District Housing Needs Assessment by attaching the 2024 Juan de Fuca Electoral Area Interim Housing Needs Report as an appendix; and
3. That staff be directed to submit the amended 2020 Capital Regional District Housing Needs Assessment to the Province demonstrating that the legislative requirements have been met.

Alternative 2

That the Report be referred back to staff for additional information.

IMPLICATIONS

Legislative Implications

Section 585.2 of the *LGA* requires that a local government must prepare a HNR in accordance with the *Housing Needs Report Regulation*. Section 585.1 specifies that an electoral area within a regional district is an "applicable area" to which the housing needs requirements must be fulfilled. Section 585.31 requires that a local government must receive the first HNR no later than three years after the date at which this section came into force, and that every subsequent report must be received no later than five years after the most recent report was received.

In 2023, the *LGA* was amended to include Section 790, which requires all local government to complete an IHNR by January 1, 2025. Section 790 (3) (b) specifies that the INHR must include three new additional items:

- (i) The total number of housing units, calculated in accordance with an applicable method set out in the regulations, required to meet the anticipated housing needs of the local government for the next 5 years and for the next 20 years;
- (ii) A description of the actions taken by the local government, since receiving the most recent HNR, to reduce housing needs in the applicable area of the local government;
- (iii) A statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation.

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 regional growth strategy (RGS) be consistent with the RGS. With regards to the HNR for the Juan de Fuca, any bylaw that includes measures to address affordability or core housing need must be consistent with the RGS.

With the exception of Port Renfrew, which is designated as an urban containment area, the RGS identifies the Juan de Fuca predominantly as a low growth area comprised of a mix of rural/rural residential and renewable resource uses.

Planning Analysis

A HNR is a document that helps local governments understand the relationship between existing housing stock and population. This document also informs Official Community Plans (OCPs), which provide policy guidance for the bylaws that regulate development. As a result of the amendments to the *LGA* in 2023, local governments are required to complete an IHNR, which must include the number of housing units to meet current and anticipated need for the next 5 and 20 years; a statement about the need for housing near active transportation options; and a description of the actions taking since the most recent HNR.

For the purposes of Statistics Canada census reporting, the JdF EA is separated into two census subdivisions: JdF Part 1 and 2. JdF Part 1. Due to the small population of Port Renfrew, much of the data reported by Statistics Canada is suppressed for privacy protection purposes. Staff have addressed this by combining the report generated by the HNR calculator for JdF Part 1 with data extrapolated and summarized by the University of British Columbia Housing Assessment Resource Tool (UBC-HART) team in accordance with the legislative requirements for JdF Part 2.

The 2024 JdF INHR anticipates that the construction of 404 new housing units in the next 5 years is required to meet housing need in the JdF. Moreover, within 20 years, there will need to be 1,262 new housing units constructed to address that need. OCP updates in the coming years should identify how the JdF EA could meet that demand. At the present time, the Province has not required that electoral areas identify how local demand will be met.

Land use bylaws in the JdF have addressed affordable housing development in a rural context by permitting secondary suites, detached accessory suites, duplexes, and cottages, in all zones with a principal residential use. In particular, the definition of a dwelling unit in Land Use Bylaw No. 2040, was drafted to provide flexibility, for a variety of housing types beyond conventional home construction by including mobile homes, modular homes, and prefabricated dwellings. As a result, land use regulations in the JdF permit a housing capacity that exceeds current development levels.

With regards to transportation infrastructure in proximity to housing, JdF Local Area Services has embarked on an Active Transportation Network Plan (ATNP) that focuses on non-vehicular travel within the electoral area. While transportation systems in the JdF are largely under the jurisdiction of the Ministry of Transportation and Infrastructure, a key goal of the new ATNP is to link homes, communities, and people with services, recreation, and linear park spaces through self-propelled and assisted mobility. The ATNP

will also help inform OCP updates and development applications to ensure that any desired higher residential density appropriate to the rural context is in proximity to active transportation infrastructure and bus stops.

Staff recommend that the 2024 JdF IHNR to be received and published on the CRD website, that the 2020 JdF EA HNR be amended (Appendix B), and that the amended report be submitted to the Province.

CONCLUSION

Juan de Fuca Community Planning has completed an IHNR for the JdF EA in accordance with recent amendments to the *Local Government Act*. The report identifies housing needs for the next 5 and 20 years and includes a descriptive statement regarding actions taken to address housing needs in proximity to active transportation options. This report has potential to be used as a resource for OCP updates and amendments to land use bylaws. Upon receipt of the 2024 JdF EA IHNR by the CRD Board, it will be published on the CRD website and used to amend the 2020 JdF EA HNR. The amended report will be submitted to the Province.

RECOMMENDATION

The Juan de Fuca Land Use Committee recommends to the Capital Regional District Board:

1. That the 2024 Juan de Fuca Electoral Area Interim Housing Needs Report, be received and published on the CRD website;
2. That staff be directed to amend the 2020 Capital Regional District Housing Needs Assessment by attaching the 2024 Juan de Fuca Electoral Area Interim Housing Needs Report as an appendix; and
3. That staff be directed to submit the amended 2020 Capital Regional District Housing Needs Assessment to the Province demonstrating that the legislative requirements have been met.

Submitted by:	Iain Lawrence, MCIP, RPP, Senior Manager, JdF Local Area Services
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: 2024 Juan de Fuca Electoral Area Interim Housing Needs Report
- Appendix B: 2020 Housing Needs Report

The 2024 Juan de Fuca Electoral Area Interim Housing Needs Report

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Calculating 20-year housing need

The following tables calculate 20-year and 5-year housing need according to provincial guidelines. Each table follows these guidelines exactly with the intention that the tables can be directly included in the required interim housing needs report (or included as an addendum to an existing housing needs report).

HART has produced this calculator to support communities in British Columbia satisfy a provincial requirement for interim housing needs reports. Methodologies for housing needs reports can vary widely, and while HART supports the standardization of methodologies for the purpose of provincial or national reporting, we did not have a role in developing the methodology, nor do we unequivocally endorse it. You can learn more about the HART methodology and what it can tell you about your community on our [Housing Needs Assessment Tool page](#).

- *A note on terminology: we use the term RDA, where the province uses the term Electoral Area. For all intents and purposes, these are interchangeable in the calculator.*
- *A note on rounding: [per provincial guidelines](#), the figures in Components A-F are not rounded and are shown to two decimal places. Total housing need is rounded in Table 13 to the nearest whole number, per guidelines.*

Component A: Extreme core housing need calculation

The following tables calculate the new homes required to meet existing Extreme Core Housing Need (ECHN) according to provincial guidelines.

Table 1a

The following table shows total owner and renter households in the four previous census years (Step 1).

Juan de Fuca (Part 1) (CSD, BC)				
Total Households	2006	2011	2016	2021
Owners	1480	1555	1690	1920
Renters	255	270	325	280
Juan de Fuca (Part 2) (CSD, BC)				
Total Households	2006	2011	2016	2021
Owners	60	No Data	65	85
Renters	50	No Data	10	30
Juan de Fuca Total				
Total Households	2006	2011	2016	2021
Owners	1540	1615	1755	2005
Renters	305	320	335	310

Table 1b

The following table shows the total number and proportion of owners with a mortgage and renter households in ECHN in the four previous census years, to arrive at an average ECHN rate (Step 2).

Please note that data for owners with a mortgage is only available for 2021.

Juan de Fuca (Part 1) (CSD, BC)									
	2006		2011		2016		2021		
Extreme Core Housing Need	#	% of total	#	% of total	#	% of total	#	% of total	Average ECHN Rate
Owners with a mortgage	No Data		No Data		No Data		35	1.82%	1.82%
Renters	10	3.92%	No Data		30	9.23%	15	5.36%	4.63%
Juan de Fuca (Part 2) (CSD, BC)									
	2006		2011		2016		2021		
Extreme Core Housing Need	#	% of total	#	% of total	#	% of total	#	% of total	Average ECHN Rate
Owners with a mortgage	No Data		No data		No Data		0	0.00%	0.00%
Renters	0	0.00%	No data		0	0.00%	0	0.00%	0.00%
Juan de Fuca Total									
Total Average ECHN Rates									(From rows above)
Owners with a mortgage									0.91%
Renters									2.32%

Table 2

The following table shows the estimated total of owners with a mortgage and renter households in ECHN in 2021 (Steps 3 and 4).

Juan de Fuca (Part 1) (CSD, BC)			
Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	1920	No data	No Data
Owners with a mortgage		1.82%	35.00
Renters	280	4.63%	12.96
Total New Units to Meet ECHN - 20 years			47.96
Juan de Fuca (Part 2) (CSD, BC)			
Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	85	No data	No Data
Owners with a mortgage		No data	No data
Renters	30	No data	No data
Total New Units to Meet ECHN - 20 years			No data
Juan de Fuca Total			
Total New Units to Meet ECHN			47.96

Component B: Housing units and homelessness

The following table calculates the number of new homes required to meet the needs of the existing population of people experiencing homelessness (PEH), according to provincial guidelines.

Table 3

The following table shows the estimated number of homes required to meet the need of existing PEH households as a proportion of the regional need (Steps 1-3).

Juan de Fuca (Part 1) (CSD, BC)				
	Local Population			
Regional Population	#	% of region	Regional PEH	Proportional Local PEH
406075	5120	1.26%	2043	25.76
Juan de Fuca (Part 2) (CSD, BC)				
	Local Population			
Regional Population	#	% of region	Regional PEH	Proportional Local PEH
406075	210	0.05%	2043	1.06
Juan de Fuca Total				
Total New Units to Homelessness Needs - 20 years				26.82

Component C: Housing units and suppressed household formation

The following tables calculate the number of new homes required to meet the demand from households unable to form due to a constrained housing environment, since 2006, according to provincial guidelines.

Table 4a

The following table shows the number of owner and renter households in 2006 by age of the primary household maintainer (Step 1).

Juan de Fuca (Part 1) (CSD, BC)		
	2006 Households	
Age - Primary Household Maintainer 2006 Categories	Owner	Renter
Under 25 years	10	10
25 to 34 years	110	85
35 to 44 years	330	45
45 to 54 years	335	100
55 to 64 years	395	10
65 to 74 years	225	10
75 years and over	85	0
Juan de Fuca (Part 2) (CSD, BC)		
	2006 Households	
Age - Primary Household Maintainer 2006 Categories	Owner	Renter
Under 25 years	0	0
25 to 34 years	0	15
35 to 44 years	0	15
45 to 54 years	35	10
55 to 64 years	0	15
65 to 74 years	10	0
75 years and over	0	10
Juan de Fuca Total		
	2006 Households	
Age - Primary Household Maintainer 2006 Categories	Owner	Renter
Under 25 years	10	10
25 to 34 years	110	100
35 to 44 years	330	60
45 to 54 years	370	110
55 to 64 years	395	25
65 to 74 years	235	10
75 years and over	85	10

Table 4b

The following table shows the number of owner and renter households in 2021 by age of the primary household maintainer (Step 1, cont'd).

Juan de Fuca (Part 1) (CSD, BC)		
	2021 Households	
Age - Primary Household Maintainer 2021 Categories	Owner	Renter
15 to 24 years	10	0
25 to 34 years	55	55
35 to 44 years	205	70
45 to 54 years	395	40
55 to 64 years	545	60
65 to 74 years	490	40
75 to 84 years	180	10
85 years and over	45	0
Juan de Fuca (Part 2) (CSD, BC)		
	2021 Households	
Age - Primary Household Maintainer 2021 Categories	Owner	Renter
15 to 24 years	0	0
25 to 34 years	10	0
35 to 44 years	25	0
45 to 54 years	0	0
55 to 64 years	15	10
65 to 74 years	25	0
75 to 84 years	0	0
85 years and over	0	0
Juan de Fuca Total		
	2021 Households	
Age - Primary Household Maintainer 2021 Categories	Owner	Renter
15 to 24 years	10	0
25 to 34 years	65	55
35 to 44 years	230	70
45 to 54 years	395	40
55 to 64 years	560	70
65 to 74 years	515	40
75 to 84 years	180	10
85 years and over	45	0

Table 5a (Juan de Fuca Part 1)

The following table shows the population by age category in 2006 and 2021 (Step 2).

Juan de Fuca (Part 1) (CSD, BC)					
		2006		2021	
Age Categories – Household Maintainers	Age Categories – Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	285	440	220	395
	20 to 24 years	155		175	
25 to 34 years	25 to 29 years	130	365	170	450
	30 to 34 years	235		280	
35 to 44 years	35 to 39 years	310	670	290	585
	40 to 44 years	360		295	
45 to 54 years	45 to 49 years	360	785	385	755
	50 to 54 years	425		370	
55 to 64 years	55 to 59 years	415	725	470	1,085
	60 to 64 years	310		615	
65 to 74 years	65 to 69 years	170	345	540	880
	70 to 74 years	175		340	
75 years and over	75 to 79 years	100	145	175	350
	80 to 84 years	30		105	
	85 years and over	15		70	

Table 5b (Juan de Fuca Part 2)

The following table shows the population by age category in 2006 and 2021 (Step 2 cont'd).

Juan de Fuca (Part 2) (CSD, BC)					
		2006		2021	
Age Categories – Household Maintainers	Age Categories – Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	10	40	0	0
	20 to 24 years	30		0	
25 to 34 years	25 to 29 years	15	15	0	35
	30 to 34 years	0		35	
35 to 44 years	35 to 39 years	10	35	15	50
	40 to 44 years	25		35	
45 to 54 years	45 to 49 years	50	75	25	25
	50 to 54 years	25		0	
55 to 64 years	55 to 59 years	0	25	20	30
	60 to 64 years	25		10	
65 to 74 years	65 to 69 years	10	20	25	45
	70 to 74 years	10		20	
75 years and over	75 to 79 years	10	10	0	0
	80 to 84 years	0		0	
	85 years and over	0		0	

Table 5c (Juan de Fuca Total)

The following table shows the population by age category in 2006 and 2021 (Step 2 cont'd).

Juan de Fuca Total					
		2006		2021	
Age Categories - Household Maintainers	Age Categories - Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	235	555	315	620
	20 to 24 years	320		305	
25 to 34 years	25 to 29 years	385	795	330	740
	30 to 34 years	410		410	
35 to 44 years	35 to 39 years	450	865	370	860
	40 to 44 years	415		490	
45 to 54 years	45 to 49 years	335	515	625	1190
	50 to 54 years	180		565	
55 to 64 years	55 to 59 years	185	295	360	535
	60 to 64 years	110		175	
65 to 74 years	65 to 69 years	30	45	105	175
	70 to 74 years	15		70	
75 years and over	75 to 79 years	0	2006	0	2021
	80 to 84 years	0		0	
	85 years and over	2006		2021	

Table 6

The following table shows the 2006 headship rate of each age category for both renters and owners (Step 3).

Juan de Fuca (Part 1) (CSD, BC)					
Age Categories - Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	10	10	440	2.27%	2.27%
25 to 34 years	110	85	365	30.14%	23.29%
35 to 44 years	330	45	670	49.25%	6.72%
45 to 54 years	335	100	785	42.68%	12.74%
55 to 64 years	395	10	725	54.48%	1.38%
65 to 74 years	225	10	345	65.22%	2.90%
75 years and over	85	0	145	58.62%	0.00%
Juan de Fuca (Part 2) (CSD, BC)					
Age Categories - Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	0	0	40	0.00%	0.00%
25 to 34 years	0	15	15	0.00%	100.00%
35 to 44 years	0	15	35	0.00%	42.86%
45 to 54 years	35	10	785	46.67%	13.33%
55 to 64 years	0	15	725	0.00%	60.00%
65 to 74 years	10	0	345	50.00%	0.00%
75 years and over	0	10	145	0.00%	100.00%
Juan de Fuca Totals					
Age Categories - Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	10	10	480	1.14%	1.14%
25 to 34 years	110	100	380	15.07%	61.65%
35 to 44 years	330	60	705	24.63%	24.79%
45 to 54 years	370	110	1570	44.68%	13.04%
55 to 64 years	395	25	1450	27.24%	30.69%
65 to 74 years	235	10	690	57.61%	1.45%
75 years and over	85	10	290	29.31%	50.00%

Table 7

The following table shows the potential 2021 headship rate of each age category for both renters and owners if the headship rate from 2006 remained constant (Step 4).

Juan de Fuca (Part 1) (CSD, BC)					
Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	2.27%	2.27%	395	8.98	8.98
25 to 34 years	30.14%	23.29%	450	135.62	104.79
35 to 44 years	49.25%	6.72%	585	288.13	39.29
45 to 54 years	42.68%	12.74%	755	322.2	96.18
55 to 64 years	54.48%	1.38%	1085	591.14	14.97
65 to 74 years	65.22%	2.90%	880	573.91	25.51
75 years and over	58.62%	0.00%	350	205.17	0.00
Juan de Fuca (Part 2) (CSD, BC)					
Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	0.00%	0.00%	0	0.00	0.00
25 to 34 years	0.00%	100.00%	35	0.00	0.00
35 to 44 years	0.00%	42.86%	50	0.00	0.00
45 to 54 years	46.67%	13.33%	25	11.67	1.56
55 to 64 years	0.00%	60.00%	30	0.00	0.00
65 to 74 years	50.00%	0.00%	45	22.50	0.00
75 years and over	0.00%	100.00%	0	0.00	0.00
Juan de Fuca Total					
Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	1.14%	1.14%	395	8.98	8.98
25 to 34 years	15.07%	61.65%	485	135.62	104.79
35 to 44 years	24.63%	24.79%	635	288.13	39.29
45 to 54 years	44.67%	13.04%	780	333.87	97.74
55 to 64 years	27.24%	30.69%	1115	591.14	14.97
65 to 74 years	57.61%	1.45%	925	596.41	25.51
75 years and over	29.31%	50.00%	350	205.17	0.00

Table 8

The following table calculates the number of suppressed households by subtracting actual households in 2021 from potential households in 2021 by age category, according to provincial guidelines (Steps 5 and 6).

Juan de Fuca (Part 1) (CSD, BC)							
Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	8.98	8.98	10	0	-1.02	8.98	7.95
25 to 34 years	135.62	104.79	55	55	80.62	49.79	130.41
35 to 44 years	288.13	39.29	205	70	83.13	-30.71	52.43
45 to 54 years	322.2	96.18	395	40	-72.8	56.18	0
55 to 64 years	591.14	14.97	545	60	46.14	-45.03	1.1
65 to 74 years	573.91	25.51	490	40	83.91	-14.49	69.42
75 years and over	205.17	0	225	10	-19.83	-10	0
Total New Units to Meet Suppressed Housing Need - 20 years							261.31
Juan de Fuca (Part 2) (CSD, BC)							
Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	0.00	0.00	0	0	0.00	0.00	0.00
25 to 34 years	0.00	0.00	10	0	-10.00	0.00	0.00
35 to 44 years	0.00	0.00	25	0	-25.00	0.00	0.00
45 to 54 years	11.67	1.56	0	0	11.67	1.56	13.22
55 to 64 years	0.00	0.00	15	10	-15.00	-10.00	0.00
65 to 74 years	22.50	0.00	25	0	-2.50	0.00	0.00
75 years and over	0.00	0.00	0	0	0.00	0.00	0.00
Total New Units to Meet Suppressed Housing Need - 20 years							13.22
Juan de Fuca Total							
Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	8.98	8.98	10	0	-1.02	8.98	7.95
25 to 34 years	135.62	104.79	65	55	70.62	49.79	130.41
35 to 44 years	288.13	39.29	230	70	58.13	-30.71	52.43
45 to 54 years	333.87	97.74	395	40	-61.13	57.74	13.22
55 to 64 years	591.14	14.97	560	70	31.14	-55.03	1.10
65 to 74 years	596.41	25.51	515	40	81.41	-14.49	69.42
75 years and over	205.17	0.00	225	10	-19.83	-10.00	0.00
Total New Units to Meet Suppressed Housing Need - 20 years							274.53

Component D: Housing units and anticipated household growth

The following tables calculate the number of new homes required to accommodate an increasing population over 20 years according to provincial guidelines.

Table 9

The following table shows the 20-year population projection and growth rate for your regional district (Step 1).

Juan de Fuca Total			
Regional District Projections	2021	2041	Regional Growth Rate
Households	185,205	254,785	37.57%

Table 10

The following table shows the calculated number of new homes needed in the next 20 years according to the provincial guidelines, calculated with the average of the municipal and regional growth projections (Steps 2-5).

Juan de Fuca (Part 1) (CSD, BC)				
Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Regionally Based Household Growth	37.57%	2205	3033.4	828.4
Juan de Fuca (Part 2) (CSD, BC)				
Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Regionally Based Household Growth	37.57%	85	No Data	78.90
Juan de Fuca Total				
Total New Units to Meet Household Growth Needs - 20 years				907.30

Component E: Housing units and rental vacancy rate

The following table calculates the number of new homes required to restore local vacancy rates to 3% according to provincial guidelines. Please note that in jurisdictions without vacancy rate data, the calculator will default to the provincial vacancy rate, following provincial guidance.

Table 11
The following table shows the difference between the existing total number of rental homes and the total number of rental homes required for a 3% vacancy rate (Steps 1-4).

Juan de Fuca (Part 1) (CSD, BC)				
	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.00%	97.00%	280	288.66
Local Vacancy Rate	1.40%	98.60%		283.98
Total New Units to Achieve 3% Vacancy Rate - 20 years				4.68
Juan de Fuca (Part 2) (CSD, BC)				
	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.00%	97.00%	30	30.93
Local Vacancy Rate	1.40%	98.60%		30.43
Total New Units to Achieve 3% Vacancy Rate - 20 years				0.50
Juan de Fuca Total				
Total New Units to Achieve 3% Vacancy Rate - 20 years				5.18

Component F: Housing units and demand (the “demand buffer”)

The demand factor is a multiplier used to calculate additional local housing demand (or "demand buffer"), determined by the province.

Table 12

The following table calculates additional demand for new housing by applying your demand factor to the total of the other relevant components, according to provincial guidelines (Steps 1 and 2).

Juan de Fuca Total	
Component	Result
A. Extreme Core Housing Need	47.96
B. Persons Experiencing Homelessness	26.82
C. Suppressed Household Formation	274.53
E. Rental Vacancy Rate Adjustment	5.18
Total	354.49
Demand Factor	0.00
Total New Units to Address Demand Buffer - 20 years	0.00

Total 5-year and 20-year housing need

Table 13

The following table sums Components A-F and rounds the totals to the nearest whole number to determine the total number of new homes needed in the next 20 years, according to provincial guidelines. It also displays 5-year housing need estimates using the multipliers provided in the provincial guidelines and BC Stats household projections from 2021 to 2026.

Juan de Fuca Total		
Component	5 Year Need	20 Year Need
A. Extreme Core Housing Need	11.99	47.96
B. Persons Experiencing Homelessness	13.41	26.82
C. Suppressed Household Formation	68.64	274.53
D. Anticipated Growth	308.73	907.30
E. Rental Vacancy Rate Adjustment	1.30	5.18
F. Additional Local Demand	0.00	0.00
Total New Units – 5 years	404	
Total New Units – 20 years		1262

The HNA Calculator was created by the Housing Assessment Resource Tools (HART) project in collaboration with Licker Geospatial Consulting.



**Housing Assessment
Resource Tools
(HART)**



**Licker
Geospatial
Consulting**

Section 790 *Local Government Act (LGA)*:

Section 790 of the LGA:

In late 2023, amendments to the Local Government Act (*LGA*) changed the timing and requirements for Housing Needs Reports. Section 790 of the *LGA*, requires all local governments to complete an Interim Housing Needs Report (IHNR) by January 1, 2025, that includes the following new items:

Section 790 (3) (b):

The local government's most recent housing needs report amended to the extent necessary to do the following:

- (i) Reflect the total number of housing units, calculated in accordance with an applicable method set out in the regulations, required to meet the anticipated housing needs of the local government for the next 5 years and for the next 20 years;
- (ii) Include a description of the actions taken by the local government, since receiving the most recent housing needs report, to reduce housing needs in the applicable area of the local government;
- (iii) Include a statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation.

Actions taken on needs for housing and connections through active transportation infrastructure:

While the requirements in Section 790 (3) (b) (i) of the *LGA* are met by the report generated via the Housing Needs Report Calculator developed by the University of British Columbia's (UBC) Housing Assessment Resource Tool (HART) team; the requirements in Sections 790 (3) (b) (ii) & (iii) are fulfilled by the descriptive statement provided below.

Located on the southern tip of Vancouver Island, the Capital Regional District (CRD) is composed of 13 municipalities and three electoral areas including the Juan de Fuca Electoral Area (the "JdF"). The JdF encompasses a collection of distinct rural communities immersed in the natural environment. The individual character of each community is established by the surrounding natural elements, built form, and socio-economic activities. Guided by 7 Official Community Plans (OCPs) consistent with the CRD's Regional Growth Strategy (RGS), development in the JdF is regulated through 5 Land Use Bylaws.

In 2019 the CRD and 10 member municipalities worked with consultants from Urban Matters and prepared the 2020 Housing Needs Report for each municipality and the Juan de Fuca Electoral Area. Since the 2020 Housing Needs Report was received, the JdF Services Department has overseen bylaw amendments, processed bylaw amendment applications, and engaged in various projects. Currently, bylaws in the JdF allow for housing development in a rural context by permitting secondary suites, detached accessory suites, duplexes, and cottages in zones with a principal residential use. In particular, the definition of a dwelling unit in Land Use Bylaw No. 2040, was thoughtfully drafted to provide flexibility for a variety of housing types beyond conventional home construction by including mobile homes, modular homes, and prefabricated dwellings. As a result, land use regulations in the JdF permit a housing capacity that exceeds current development levels without contributing to urban sprawl. However, servicing for rural housing still has the potential to irreversibly impact natural systems such as groundwater availability. To better understand this, JdF Local Area Services intends to begin a groundwater study that examines the capabilities and limitations of local aquifers.

JdF Local Area Services is also embarking on two major projects: an Active Transportation Network Plan (ATNP) focusing on non-vehicular travel and updating the Port Renfrew OCP. While transportation systems in the JdF are largely under the jurisdiction of the Ministry of Transportation and Infrastructure, a key goal of the new ATNP is to link communities and people with services, recreation, and linear park spaces through self-propelled and assisted movement. The ATNP will also provide guidance on the provision of park infrastructure and development applications. The Port Renfrew OCP update will be informed by this IHNR and address housing issues identified through public engagement. Similarly, JdF Local Area Services could also be directed to consolidate all the OCPs and Land Use Bylaws to harmonize development regulations and investigate solutions to the housing needs of rural communities. Following the completion of this IHNR, adoption of the ATNP and the updated Port Renfrew OCP will help set the stage for future improvement to housing policies and identify options for rural appropriate higher density residential land use patterns in proximity to trails, roadside pathways, and bus stops.

Capital Regional District Housing Needs Assessment

Juan de Fuca Electoral Area



November 2020



Making a difference...together

Juan de Fuca Housing Profile

This profile summarizes the findings of the Juan de Fuca Electoral Area Housing Needs Report which was completed as part of a joint Housing Needs Report project for 11 CRD communities. It fulfills the Housing Needs Reports requirements outlined in the Local Government Act, Part 14, Division 22. All data in this profile is from Statistics Canada unless otherwise indicated.

While Juan de Fuca is a single electoral area, it is categorized into two census subdivisions by Statistics Canada: Juan de Fuca (Part 1) and Juan de Fuca (Part 2). As such, the data in this profile will be presented as two separate areas. Juan de Fuca (Part 1) consists of East Sooke, Malahat Shirley/Jordan River, Otter Point; and Willis Point. Juan de Fuca (Part 2) consists of the Rural Resource Lands and Port Renfrew.

Overview

Primarily a rural area, Juan de Fuca is the largest electoral area in the CRD by size at 1,491 square kilometres. The Juan de Fuca Electoral Area makes up 1.3% of the CRD's population as of 2016. The area is known for its recreational opportunities and access to the outdoors. There is limited residential settlement within the designated Rural Resource Lands.

Population and Age

The population of Juan de Fuca (Part 1) grew by 9.9% between 2006 and 2016, a slightly slower rate of growth compared to the CRD as a whole. The population in Juan de Fuca (Part 2) decreased by 18.8% over the same period. In 2016, the median age was 49.5 in Juan de Fuca (Part 1) and 52.0 in Juan de Fuca (Part 2), which were both higher than the CRD median age of 45.5. Juan de Fuca (Part 1) had a similar age distribution as the CRD as a whole, whereas Juan de Fuca (Part 2) had a smaller proportion of individuals age 15 to 24.

Projections suggest Juan de Fuca (Part 1) could experience moderate population growth in the future, primarily driven by growth of the population aged 35 to 44 and 65 and older.

Households

In 2016, there were 1,995 households in Juan de Fuca (Part 1) and 90 households in Juan de Fuca (Part 2). The average household size was 2.3 persons for Juan de Fuca (Part 1) and 2.2 persons for Juan de Fuca (Part 2), which are similar to the regional average of 2.2 persons per household. Households tend to be smaller in Juan de Fuca overall, as 69% are one and two-person households in Juan de Fuca (Part 1) and 83% are one and two-person households in Juan de Fuca (Part 2). Households without children are more common in both parts of Juan de Fuca compared to the region.

Income

The 2015 median income in Juan de Fuca (Part 1) was \$76,178, which was approximately 11% higher than the CRD median income. Juan de Fuca (Part 2) had a lower median household income than the CRD at \$61,760. There are large differences in household incomes for households who rent in Juan de Fuca. Renter households reported incomes that were a little over half that of owner incomes: \$42,904 versus \$82,273 in Juan de Fuca (Part 1) and \$44,363 versus \$88,704 in Juan de Fuca (Part 2). Lone parent and non-census family households reported much lower incomes compared to other household types in Juan de Fuca (Part 1).

Current Housing Stock

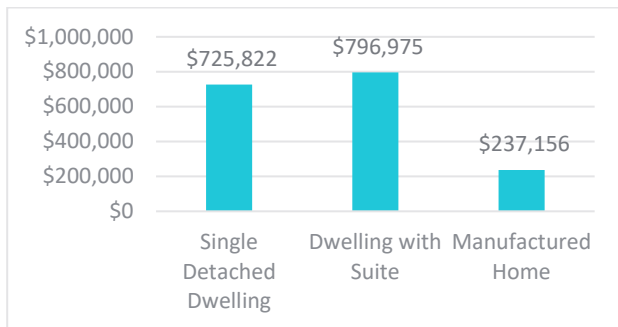
The overall housing stock in Juan de Fuca (Part 1) and Juan de Fuca (Part 2) are newer and less diverse than the CRD average. Recent building permits suggest single-detached dwellings remain the dominant dwelling type in the Juan de Fuca Electoral Area.

Homeownership

(Statistics Canada, BC Assessment, and Victoria Real Estate Board)

Eighty-four percent (84%) of households in Juan de Fuca (Part 1) and 93% of households in Juan de Fuca (Part 2) own their home. The average assessed value of a single-detached house (without a suite) in 2019 was \$725,822 in the Juan de Fuca Electoral Area. The BC Assessment average residential values for the top three dwelling types in Juan de Fuca Electoral Area are shown in the graph (see below).

AVERAGE ASSESSED RESIDENTIAL VALUES 2019



Based on these prices, the average single-detached home is unaffordable for median incomes of most household types, despite this being the most common type of home in the Electoral Area. A household would require an annual income of approximately \$143,794 for their shelter costs to be considered affordable (e.g. spending less than 30% of before-tax household income).

Rental Affordability

(Statistics Canada and Canada Mortgage Housing Corporation)

Sixteen percent (16%) of households in Juan de Fuca (Part 1) and 14% of households in Juan de Fuca (Part 2) rent their home. There is no recent data available on the primary or secondary rental markets in the Juan de Fuca Electoral Area. However, historically, Juan de Fuca has seen low rental vacancy rates. From 2001 and 2003, the overall rental vacancy rate for Juan de Fuca fluctuated between 0.5% and 1.5%. The number of renter households in Juan de Fuca (Part 1) increased by 65 from 2006 to 2016. There is no historical data available for Juan de Fuca (Part 2), however there were just 10 renter households in 2016.

Renter households relying on a single income likely struggle to find affordable housing in Juan de Fuca Electoral Area. Renter households led by lone parents are the households most likely to be in Core Housing Need in the Electoral Area (i.e., living in housing that is inadequate, unsuitable, and/or currently unaffordable, and unable to afford the median rent of alternative local housing).

Anticipated Housing Demand

If Juan de Fuca (Part 1) continues growing in a similar manner as the past, the community will see an additional 5,290 households form between 2016 and 2025. New households are projected to be 47% renters and 53% owners. Projections were not prepared for Juan de Fuca (Part 2) due to the small community size and the growth policies which limit residential settlement within the Rural Resource Lands.

PROJECTED HOUSING UNITS NEEDED

	2016-2020	2020-2025
Total	118	115
Studio or 1 Bedroom	49	48
2 Bedroom	48	46
3+ Bedroom	20	22

Key Areas of Local Need

Affordable Housing

Housing costs in 2019 are high in the Juan de Fuca Electoral Area and across the CRD. The average assessed value for a single-detached house in Juan de Fuca Electoral Area was \$726,000 in 2019. The affordability gap analysis showed that lone-parent families and non-census families (e.g., individuals living alone) are facing the greatest housing challenges.

Rental Housing

There is a need for more rental housing options across the CRD. The proportion of renter households grew from 260 households in 2006 (15%) to 325 in 2016 (16%) in Juan de Fuca (Part 1). The stock of purpose-built rental housing was 404 units in 2003 although recent data is not available to understand if this number has changed. The primary rental market vacancy rate was 1.5% in Juan de Fuca Electoral Area in 2003. High demand and low vacancy contribute to increasing rental costs and can push renter households out of the community.

Housing for People with Disabilities

Incidence of Core Housing Need is higher among households with someone with a disability. This may be due to reduced incomes, difficulty accessing appropriate housing or other factors. For individuals with disabilities who are unable to work, the provincial housing supplement of \$375 (for an individual) is extremely low and limits access to housing options.

Housing for Seniors

Juan de Fuca (Part 1) and Juan de Fuca (Part 2) are experiencing aging trends with the median age growing from 44.3 to 49.5 and 45.8 to 52.0, respectively, from 2006 and 2016. Some need supportive housing, which was identified as a key area of need by regional stakeholders.

Housing for Families

Family-sized housing in the core area communities is increasingly out of reach for families with children in terms of affordability. West Shore communities are becoming more attractive options for families and other households requiring more space. The affordability gap analysis showed that the average assessed value of a single-detached home (\$726,000 in 2019) in Juan de Fuca Electoral Area is less expensive than in the core area communities, but it would still cause couples with children making the median household income to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone parent families who make up 5% of all Juan de Fuca (Part 1) households.

Homelessness

There has been an increase in individuals experiencing homelessness across CRD communities in recent years. The March 11, 2020 point-in-Time count identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

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Appendices

Appendix A Provincial Summary Form

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1.0

Introduction



Note that throughout this document, some technical terms are used when referring to statistical data. There is a glossary at the end of this document with relevant definitions and links for further information.

Spanning the southern tip of Vancouver Island and the southern Gulf Islands, as of 2016, the Capital Regional District (CRD) serves more than 383,000 people spread throughout 13 municipalities and three electoral areas. The CRD includes a variety of urban and rural communities, big and small. It is a desirable place to live, with many walkable neighborhoods and access to nature and numerous amenities. Many communities within the CRD are experiencing pressure on their housing systems, with high property values and rental rates and low rental vacancy. While recent months have seen some softening in the housing market for some communities, there continues to be a pressing need to understand housing needs across the housing continuum, now and into the future, related to affordability, accessibility, types of units, support structures and services, and more (Figure 1).

FIGURE 1 HOUSING CONTINUUM



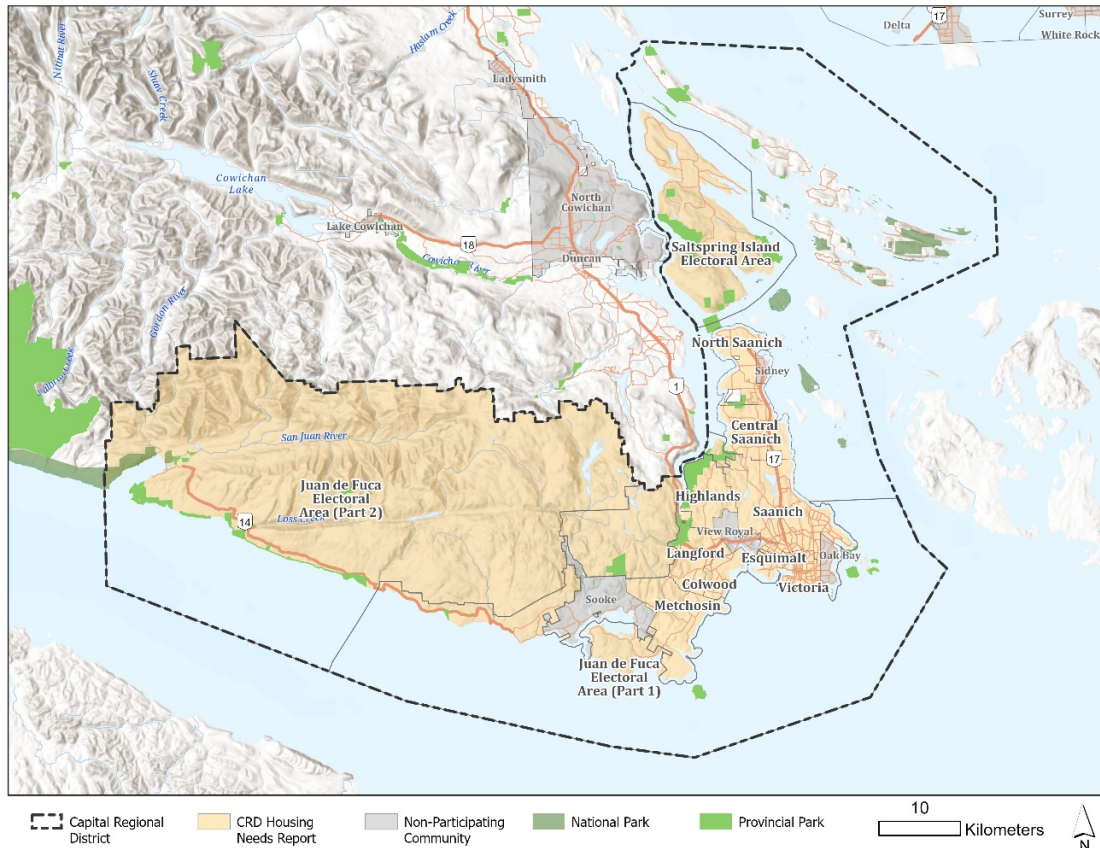
Communities in the CRD are not unique in facing housing challenges. Across BC, a housing affordability crisis has emerged due to high demand for housing from a growing population, low interest rates, and the attractiveness of housing as an investment. Increasingly, the cost of renting and owning is creating unprecedented financial burdens for households.

In 2019, the Government of BC amended the *Local Government Act*, Part 14, Division 22 requiring municipalities and regional districts to complete Housing Needs Reports to help better understand current and future housing needs and to consider these in local plans and policies. Each local government must complete their first report by 2022, with updates every five years thereafter. The Union of British Columbia Municipalities (UBCM) is providing funding for local governments to support the completion of the first round of reports. The CRD was awarded funding through this program and retained Urban Matters to complete Housing Needs Reports for 11 constituent communities, including the Juan de Fuca Electoral Area. Separate reports have been prepared for each participating community, which are based on local context while also providing a regional lens.

1.1 Overview

The Juan de Fuca Electoral Area is comprised of 7 different areas: East Sooke, Malahat, Otter Point, Shirley/Jordan River, Willis Point, Port Renfrew, and the Rural Resource Lands. Each area has its own Official Community Plan that guides decisions around land use planning and policies.

FIGURE 2 MAP OF JUAN DE FUCA



Primarily a rural area, Juan de Fuca is the largest electoral area in the CRD by size at 1,491 square kilometres and with a population of 4,860, which represents 1.3% of the CRD's population as of the last census in 2016. The area is known for its recreational opportunities and access to the outdoors. The housing stock is primarily made up of single-detached houses with a few multi-family housing units. Some housing in the Juan de Fuca Electoral Area is used for commercial tourism.

The Rural Resource Lands make up the largest part of the Electoral Area and is primarily designated for resource extraction, including forestry and limited mining. Residential settlement within the Rural Resource Lands is limited. The population was estimated to be 160 with very little anticipated residential settlement. The Official Community Plans for the communities in the Juan de Fuca Electoral Area guide future residential development to be generally low-density. In addition, some communities have provisions for affordable housing policies.

While Juan de Fuca is a single electoral area, it is categorized into two census subdivisions by Statistics Canada: Juan de Fuca (Part 1) and Juan de Fuca (Part 2). As such, the data in this report will be presented as two separate areas. Juan de Fuca (Part 1) consists of East Sooke, Malahat Shirley/Jordan River, Otter Point; and Willis Point. Juan de Fuca (Part 2) consists of the Rural Resource Lands and Port Renfrew.

1.2 Housing Need Report Requirements

Housing Needs Reports regulations require the collection of approximately 50 different data indicators about past and current population, households, income and economy, and housing stock, as well as projected population, households, and housing stock.¹ Most of this data is made available by the Government of BC through their data catalogue. Some data indicators have not yet been made available and are noted as such (e.g., historical BC Assessment data). Data is collected from a number of sources, including:

- Statistics Canada 2006, 2011, and 2016 Censuses and 2011 National Household Survey, via:
 - Data available online through Census profiles and data tables
 - Custom Housing Needs Report data provided by the Ministry of Municipal Affairs and Housing (MAH)
- Canada Mortgage and Housing Corporation (CMHC)
- BC Housing
- BC Assessment
- BC Stats
- AirDNA
- Capital Regional District

This document fulfills Housing Need Report requirements for Juan de Fuca, providing information on housing needs across the housing continuum, including an estimate of the number and size of housing units required to address existing demand and future growth over the next five years. This report is intended to be used by the CRD and other stakeholders to inform the planning and development of housing, through local plans, policies, and the management of development. It is also a public document intended to support decision-making around housing and provide information to stakeholders to help improve the local understanding of housing needs.

This report provides an overview of housing needs based on analysis of this quantitative data from these sources, as well as qualitative data from engagement. This data is used to identify the housing units required currently and over the next five years, the number of households in core housing need, and statements about key areas of local need, in fulfilment of Housing Needs Reports regulations.²

1.3 Data Limitations

There are limitations to the data used in this report. Significant limitations that may affect interpretation of the data presented in this report are described here.

¹ https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/tools-for-government/uploads/summaryhnrrequirements_apr17_2019.pdf

² <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/housing-needs-reports>

Different Census Datasets

This report refers to both the standard Census Profile from Statistics Canada and a custom data set that was prepared by Statistics Canada for the purpose of Housing Needs Reports. This data provides some information not available in the Census Profiles. However, it is based on a 25% sample. It also differs slightly from the Census Profiles as it only reports on private households and excludes those living in institutions or any form of collective dwelling. Both the Census Profiles and custom data sets are used and are referenced.

Age of Data

The most recent national census was completed in 2016 and is now several years old. While it provides important demographic and housing information, it does not capture more recent trends. Other, more recent sources of data are used where possible and quantitative data is supplemented with stakeholder engagement which provides insight into emerging trends. The next national census is scheduled for 2021 and results will begin to become available in 2022.

2011 National Household Survey

The 2011 National Household Survey (NHS) was voluntary and had a much lower response rate than the mandatory long-form census. Because of this, data from the 2011 NHS is of a lower quality than census data. In particular, this adversely impacted income data, and any comparisons between Census income data and NHS income should be viewed with caution; overall income trends between 2006 and 2016 are therefore a more reliable indicator of future income direction than 5-year trends.

Projections

The projections contained in this report offer possible scenarios and should be used with caution. In reality, local conditions like population, immigration patterns, decisions on growth and density, and market forces impact the nature of the projections. Wherever possible, the projections should be informed by an understanding of the context within Juan de Fuca and the CRD.

COVID-19

Most of the statistical data reported in this document was collected prior to COVID-19 and may not entirely reflect current housing trends. The data reported should be considered together with Section 6 COVID-19 Implications. The findings in the concluding chapters consider both available data, desk research on COVID-19 implications on the housing system, and what was heard from stakeholders during engagement about the on-the-ground implications.

2.0

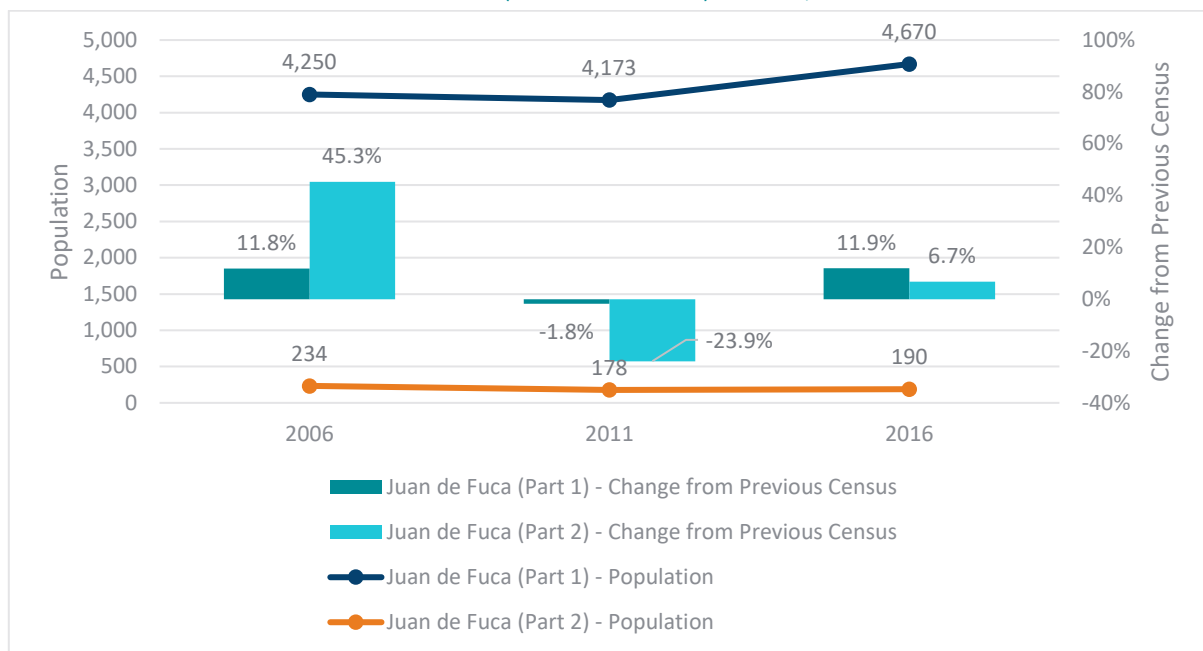
Community Profile

The demographic and economic context of a community shape its housing needs. Age and stage of life, household type and size, income, and employment all directly affect the type of housing units, sizes, and tenures needed. This section provides an overview of these factors, using a combination of data from the Statistics Canada Census Profiles and data tables and custom data prepared for Housing Needs Reports.

2.1 Population

Between 2006 and 2016, the population of Juan de Fuca (Part 1) grew by 9.9%, from 4,250 to 4,670 residents while Juan de Fuca (Part 2) decreased by -18.8% from 234 to 190 residents. This does not include residents within the Pacheedaht First Nation reserve area. Over this same period, the CRD grew by 11.1%. As of 2016, the Juan de Fuca Electoral Area makes up 1.3% of the CRD's population.

FIGURE 3 POPULATION CHANGE IN JUAN DE FUCA (PART 1 AND PART 2) AND CRD, 2006 TO 2016



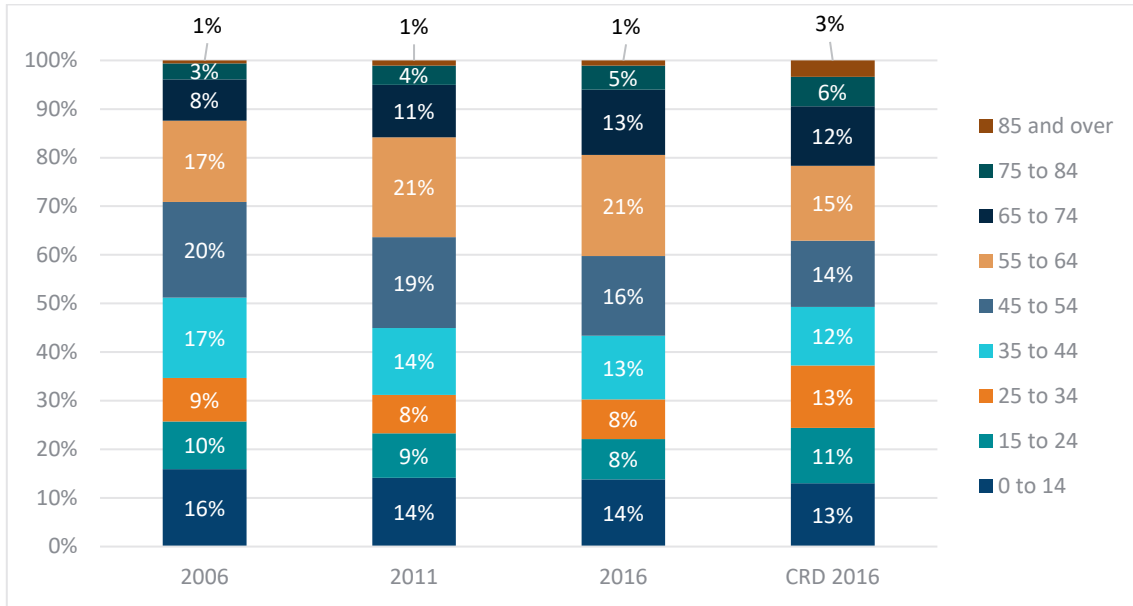
Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

2.2 Age

From 2006 to 2016, the median age in Juan de Fuca (Part 1) rose from 44.3 to 49.5, and from 45.8 to 52.0 in Juan de Fuca (Part 2), indicating an aging trend in both communities.

The age distribution in Juan de Fuca (Part 1) stayed similar between 2006 and 2016, with a slight decline in the proportion of ages 35 to 44 and an increase in ages 65 to 84 (Figure 4).

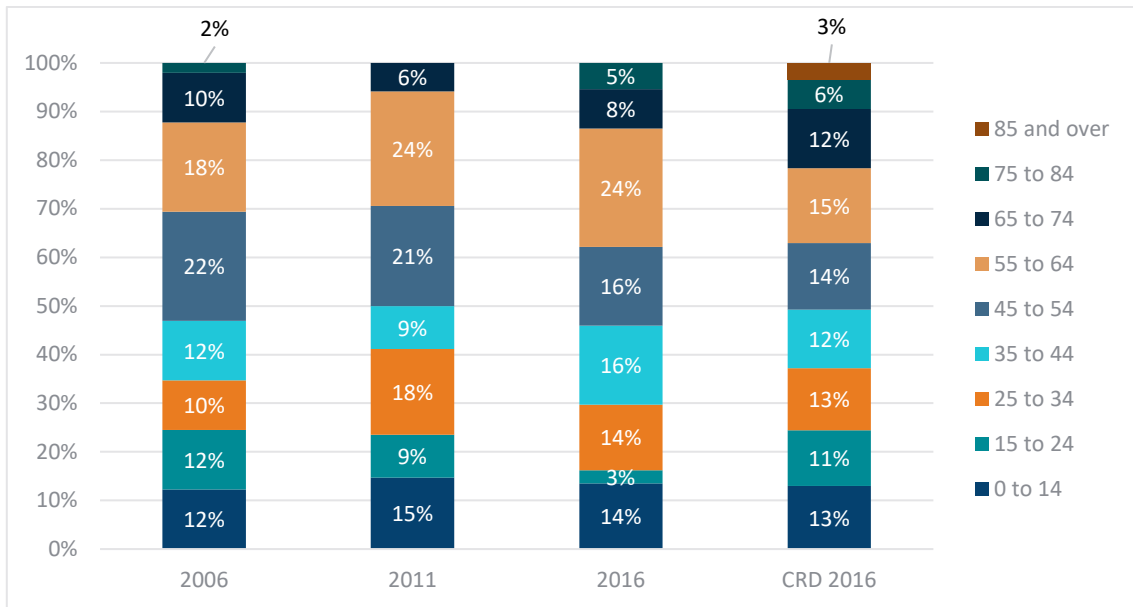
FIGURE 4 AGE DISTRIBUTION IN JUAN DE FUCA (PART 1), 2006-2016



Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

During the same period, the Juan de Fuca (Part 2) age distribution remained consistent except for an increase in the proportion of individuals age 55 and older and a decrease of individuals ages 15 to 24 (Figure 5).

FIGURE 5 AGE DISTRIBUTION IN JUAN DE FUCA (PART 2), 2006-2016



Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

Juan de Fuca (Part 1) had a very similar age distribution as the CRD as a whole, whereas Juan de Fuca (Part 2) had a smaller proportion of ages 15 to 24.

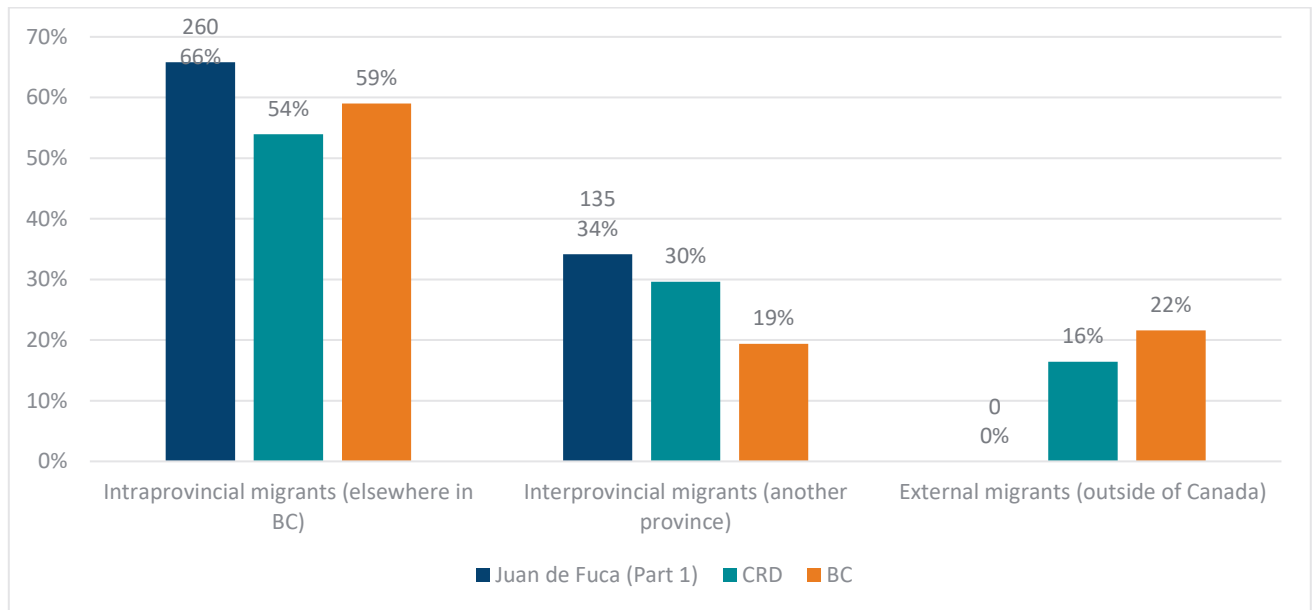
2.3 Mobility

In 2016, 8% of Juan de Fuca (Part 1) residents had moved to the community in the previous year, compared to 7% in both CRD and BC. Of those who moved into the Area, 66% were intraprovincial migrants (people who moved from elsewhere in BC), 34% were interprovincial migrants (people who moved from another province), and none were external migrants (people who moved from outside of Canada) (Figure 6).

Compared to the CRD, Juan de Fuca (Part 1) had a higher proportion of individuals who moved from within BC and from other parts of Canada, but a lower proportion from outside Canada.

There was no sufficient data for Juan de Fuca (Part 2) due to its small population size.

FIGURE 6 ONE-YEAR AGO MOBILITY STATUS IN JUAN DE FUCA (PART 1), CRD AND BC, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

2.4 Households

Between 2006 and 2016, the number of households in Juan de Fuca (Part 1) grew by 15% from 1,740 to 1,995 and in Juan de Fuca (Part 2), the number decreased by approximately 15% from 106³ to 90 households.

The average household size for Juan de Fuca (Part 1) was 2.3 and for Juan de Fuca (Part 2) it was 2.0 in 2016, compared to 2.2 for the CRD. The average household size of Juan de Fuca (Part 1) has stayed similar to 2006 and Juan de Fuca (Part 2) has stayed similar to 2011.⁴

In 2016, 69% of households in Juan de Fuca (Part 1) and 83% of households in Juan de Fuca (Part 2) are one or two person households, compared to 71% of CRD households (Figure 7 and Figure 8).

³ The number of households for Juan de Fuca (Part 2) in 2006 is not available, however, the 2006 Census indicated that there are 106 dwellings occupied by usual residents. This is a rough estimate of the number of households in the community that year.

⁴ The average household size for Juan de Fuca (Part 2) in 2006 is not available.

FIGURE 7 HOUSEHOLDS BY SIZE IN JUAN DE FUCA (PART 1) AND CRD, 2016

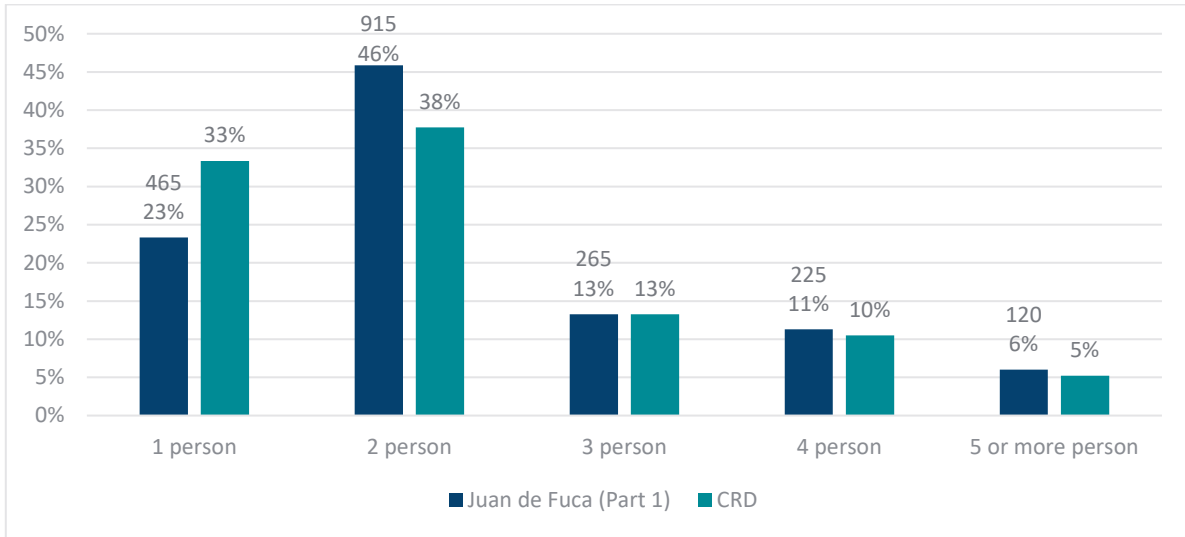
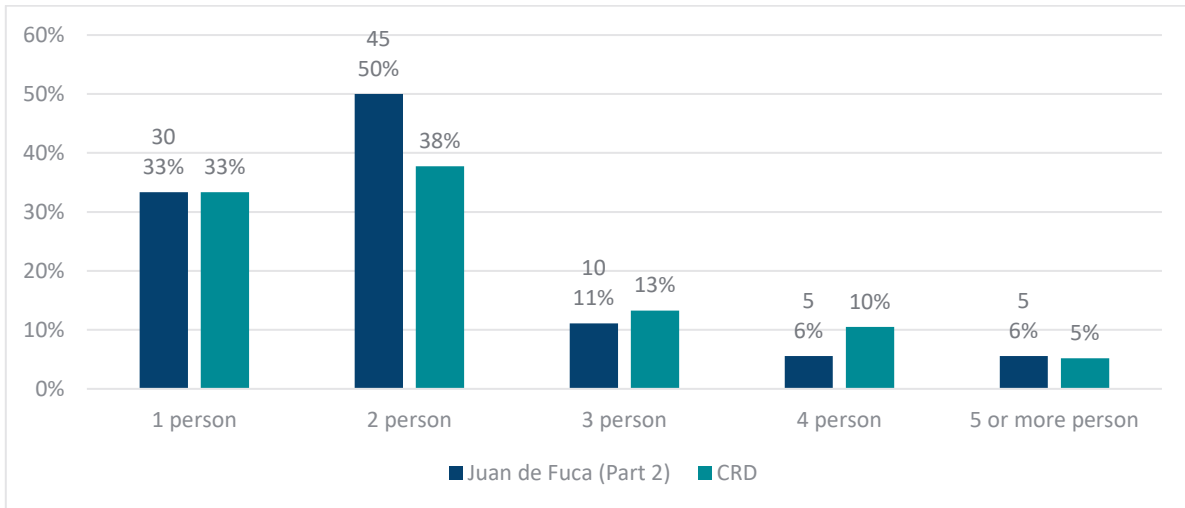


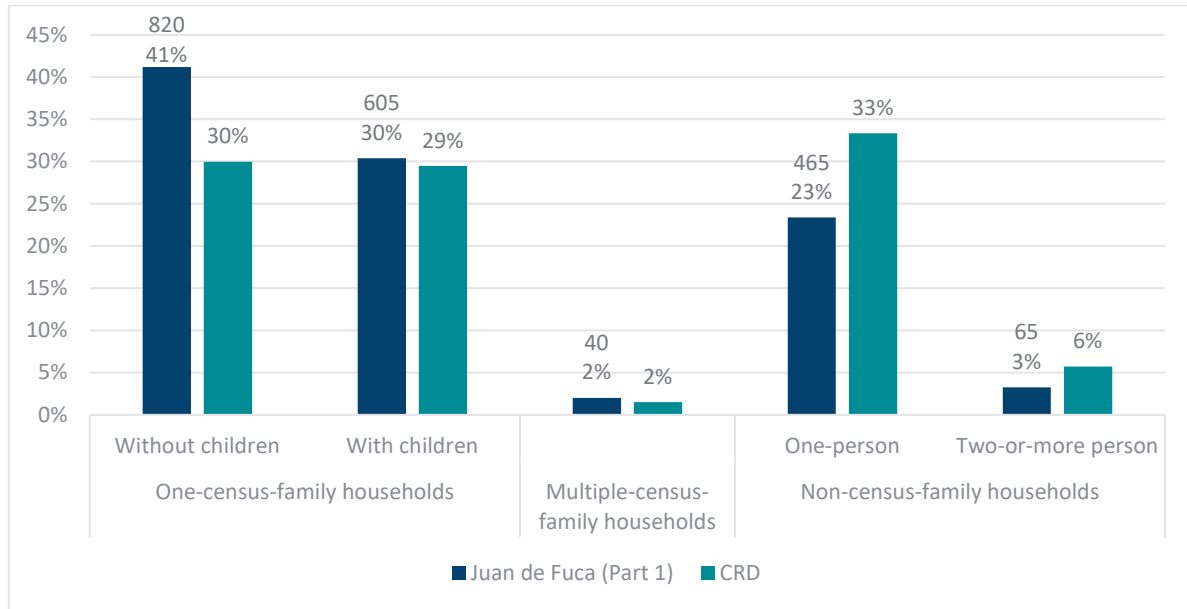
FIGURE 8 HOUSEHOLDS BY SIZE IN JUAN DE FUCA (PART 2) AND CRD, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

Figure 9 shows Juan de Fuca (Part 1) had a higher proportion of households without children than the CRD, and a lower proportion of one person and two-person-or-more non-census-family households.

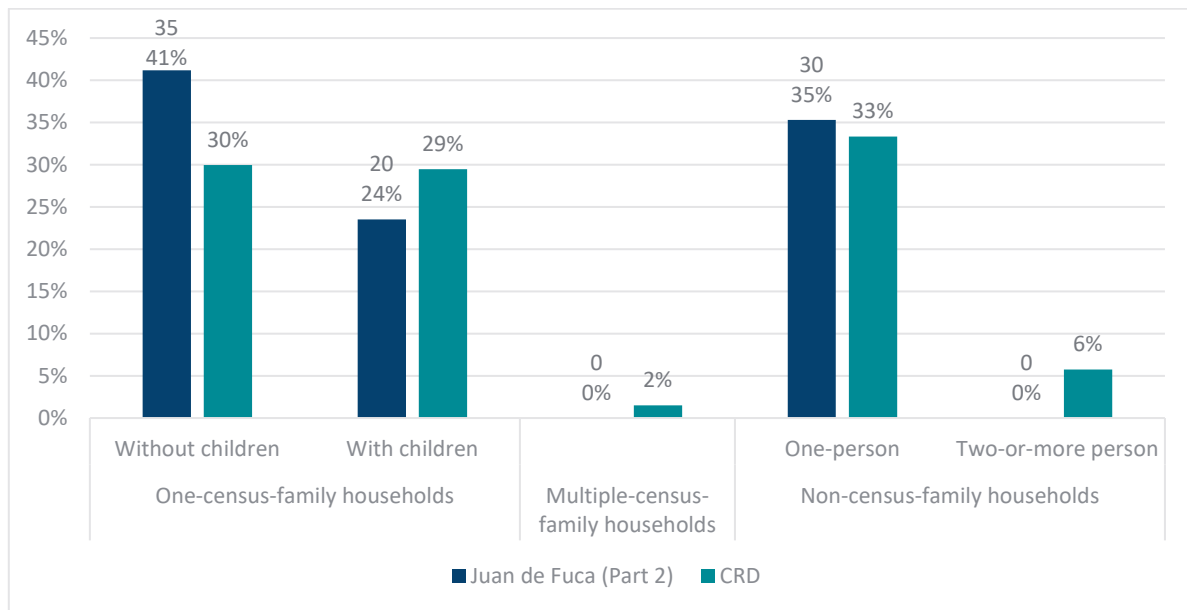
FIGURE 9 HOUSEHOLDS BY HOUSEHOLD TYPE IN JUAN DE FUCA (PART 1) AND CRD, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

Juan de Fuca (Part 2) had a higher proportion of households without children and a lower proportion of households with children than the CRD Figure 10.

FIGURE 10 HOUSEHOLDS BY HOUSEHOLD TYPE IN JUAN DE FUCA (PART 2) AND CRD, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

Figure 11 shows the ages of primary household maintainers by tenure across age groups in 2016. Primary household maintainer refers to the person leading a household. The Census allows two maintainers to be identified per household and the data is based on the first entry.

In Juan de Fuca (Part 1), there was a smaller proportion of households headed by the youngest and oldest age cohorts in 2016. Across all age groups, households are more likely to own than rent. Homeownership rates increase with age in Juan de Fuca (Part 1), peaking between 55 and 64 before declining.

In Juan de Fuca (Part 2), the majority of the households are owners and are headed by individuals age 45 to 85 (Figure 11). There is no data available on primary household maintainer age of renter households in Juan de Fuca (Part 2) as there are few renter households.

FIGURE 11 AGE OF PRIMARY HOUSEHOLD MAINTAINER BY TENURE IN JUAN DE FUCA (PART 1), 2016

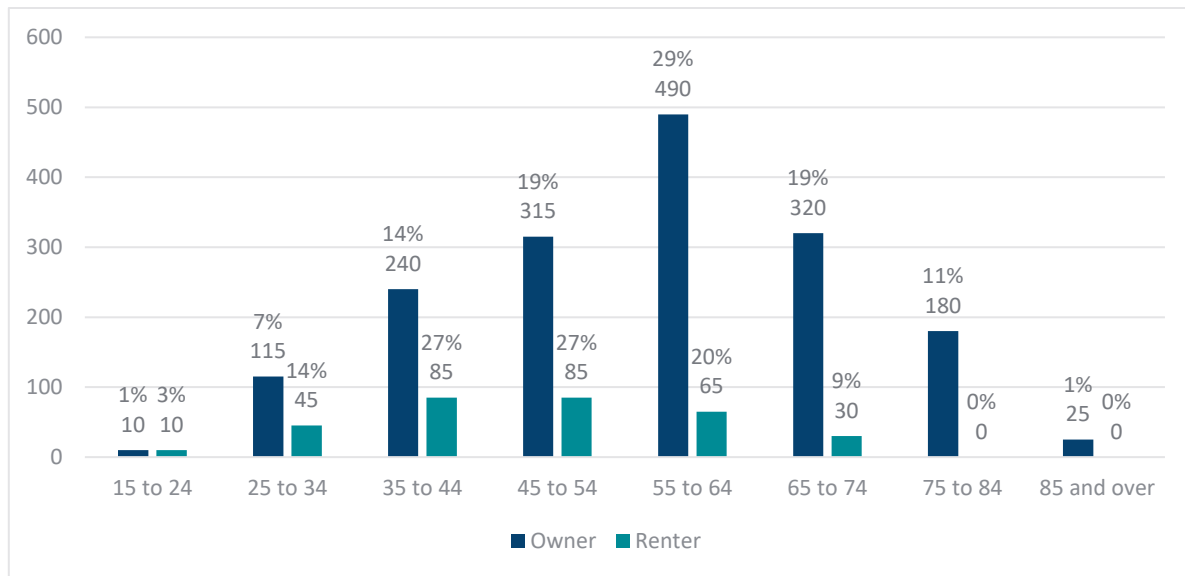
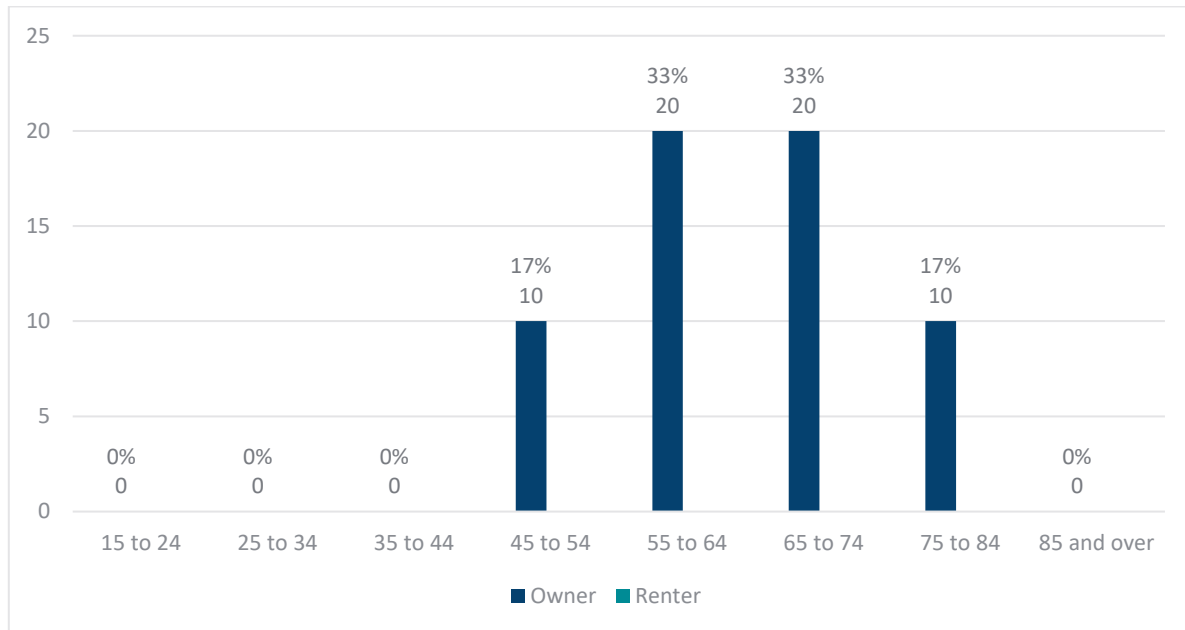


FIGURE 12 AGE OF PRIMARY HOUSEHOLD MAINTAINER BY TENURE IN JUAN DE FUCA (PART 2), 2016*



*Renter data is suppressed due to the small number of renters in this area
 Source: Statistics Canada Census Program, Census 2016

2.5 Economy

In Juan de Fuca (Part 1), the top five industries of work for residents in 2016 were public administration (12%), construction (12%), health care and social assistance (10%), accommodation and food services (8%), and retail trade (7%).

In Juan de Fuca (Part 2), the top five industries of work for residents in 2016 were construction (33%), accommodation and food services (17%), health care and social assistance (17%), educational services (17%), and transportation and warehouse (17%).

Between 2006 and 2016, Juan de Fuca (Part 1) saw a small decrease in the labour participation rate (-7.8%) and an increase in the unemployment rate to 5.5% (Figure 13). During the same period, the participation rate decreased by 7.1% in Juan de Fuca (Part 2), however the unemployment rate dropped to 0.0%.

FIGURE 13 LABOUR PARTICIPATION RATE AND UNEMPLOYMENT RATE IN JUAN DE FUCA (PART 1) AND CRD, 2006 TO 2016

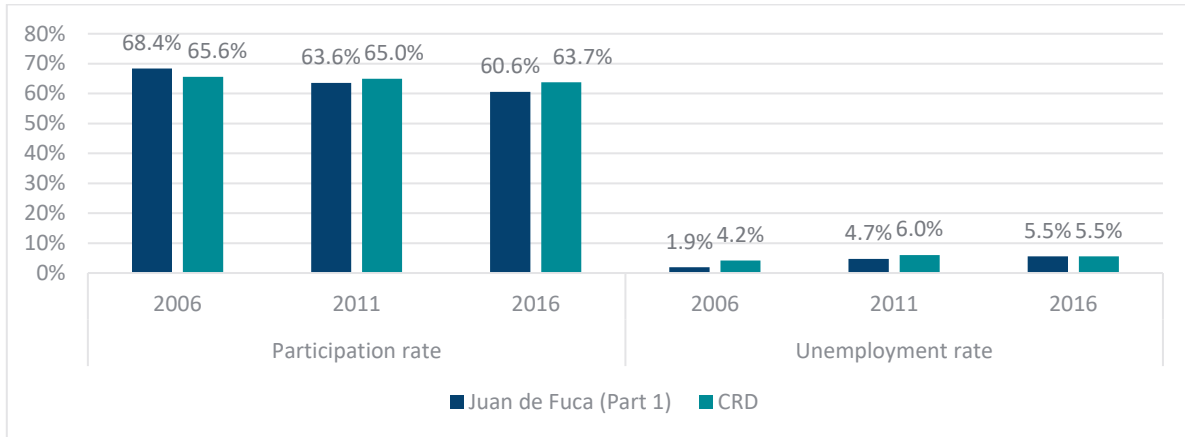
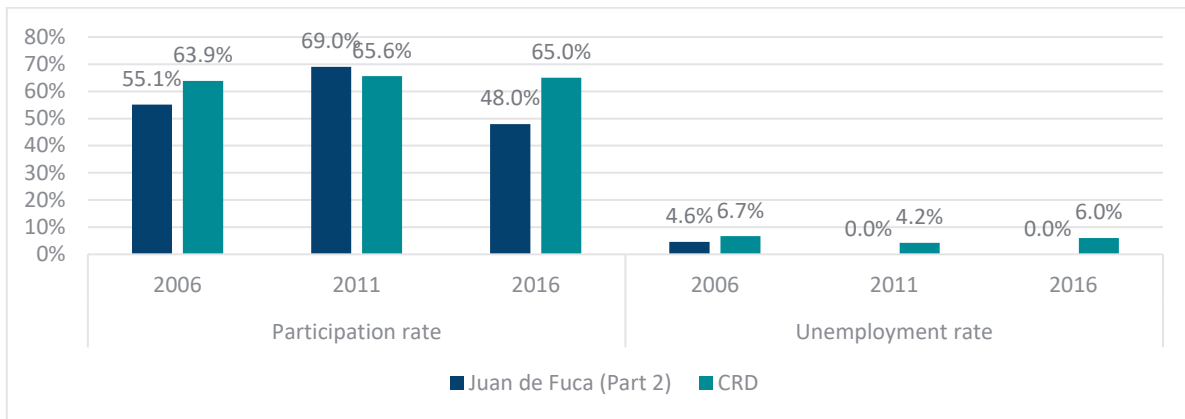


FIGURE 14 LABOUR PARTICIPATION RATE AND UNEMPLOYMENT RATE IN JUAN DE FUCA (PART 2) AND CRD, 2006 TO 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

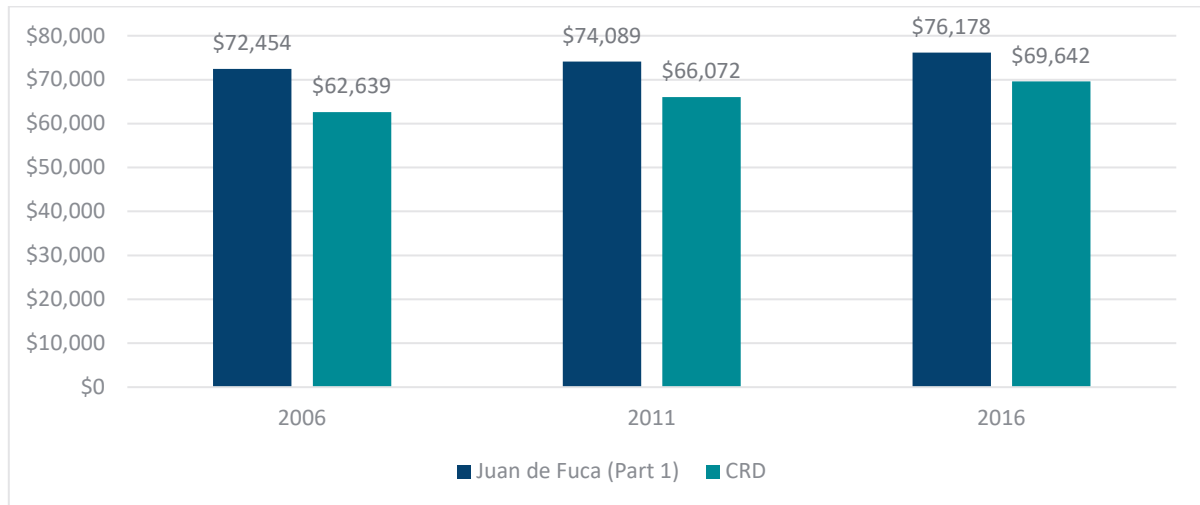
2.6 Household Median Income

Note that the custom data set provided for the purposes of Housing Needs Reports is adjusted for 2015 Constant Dollars and may differ from the typical census profiles. The Census reports household income from the year prior to the census (e.g. the 2016 Census represents 2015 household incomes).

Between 2006 and 2016, median before-tax private household income grew by 5.1% in Juan de Fuca (Part 1), compared to 11.2% across the CRD (Figure 15). In 2016, the median income in Juan de Fuca (Part 1) – \$76,178 – was \$6,536 higher than the CRD median income of \$69,642.

While historical median household incomes are not available in 2015 Constant Dollars for Juan de Fuca (Part 2), the median household income was \$61,760 in 2015; this is \$7,882 lower than the CRD median income. Median household incomes by household types is not available for Juan de Fuca (Part 2).

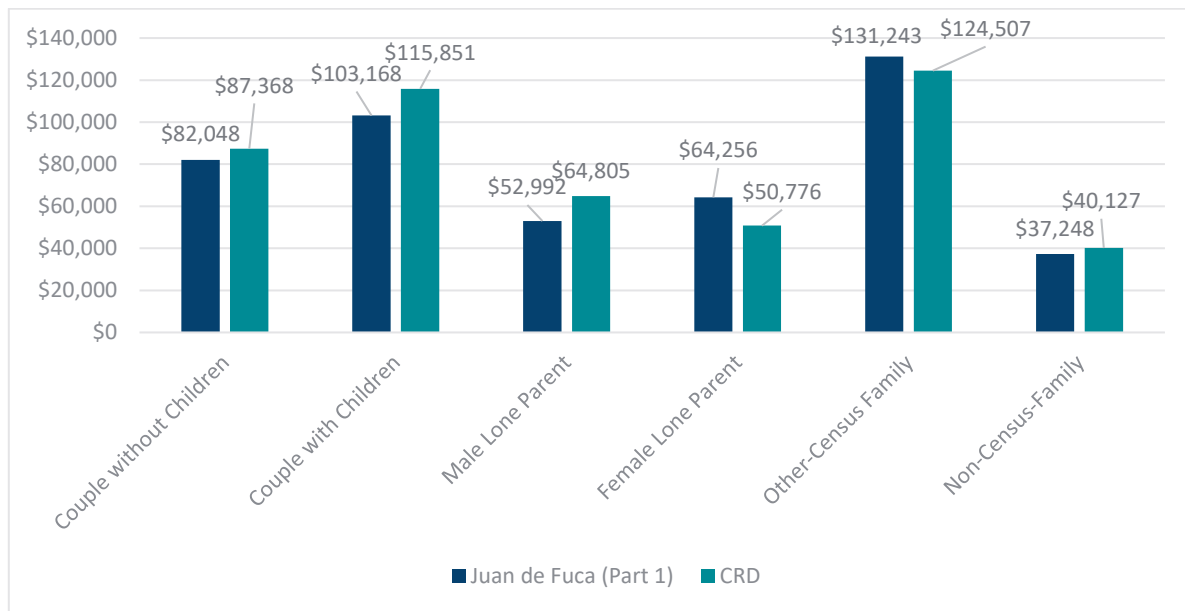
FIGURE 15 MEDIAN BEFORE-TAX PRIVATE HOUSEHOLD INCOME IN JUAN DE FUCA (PART 1) AND CRD, 2006 TO 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

Median household income differs by household type. Households with single income earners often have lower median incomes than households with two or more incomes. In Juan de Fuca (Part 1), female lone parent households and non-census-family households (typically individuals living alone) had much lower median household incomes than other family types (Figure 16).

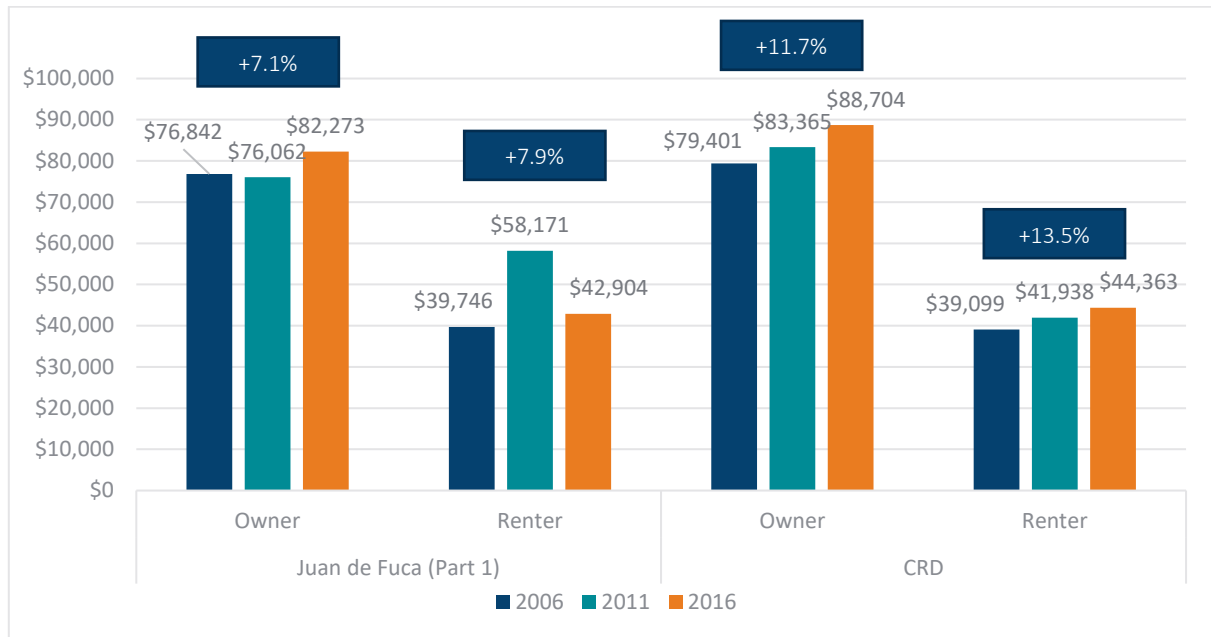
FIGURE 16 MEDIAN TOTAL HOUSEHOLD INCOME IN JUAN DE FUCA (PART 1) AND CRD



Source: Statistics Canada Census Program, Data Table 98-400-X2016099

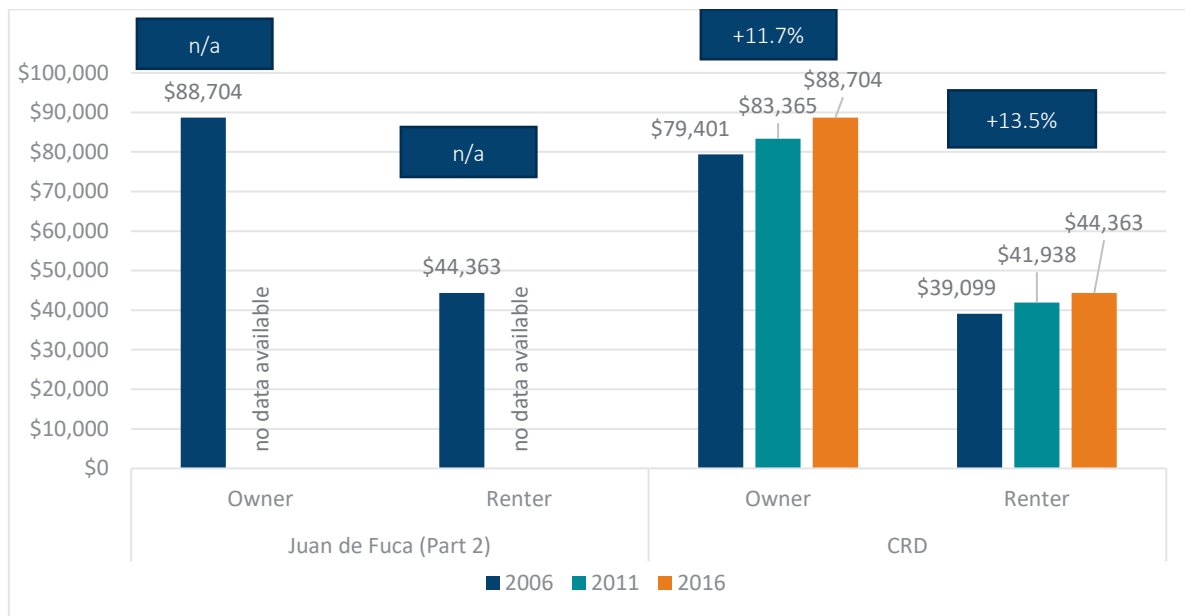
The median renter household income in a community is often lower than the median owner household income. In Juan de Fuca (Part 1), the median renter household income in 2016 was 52% of median owner household income (Figure 17).

FIGURE 17 MEDIAN BEFORE-TAX PRIVATE HOUSEHOLD INCOME BY TENURE IN JUAN DE FUCA (PART 1) AND CRD, 2006 TO 2016



In Juan de Fuca (Part 2), the median renter household income in 2006 was 50% of the median owner household income (Figure 18).⁵

FIGURE 18 MEDIAN BEFORE-TAX PRIVATE HOUSEHOLD INCOME BY TENURE IN JUAN DE FUCA (PART 2) AND CRD, 2006 TO 2016

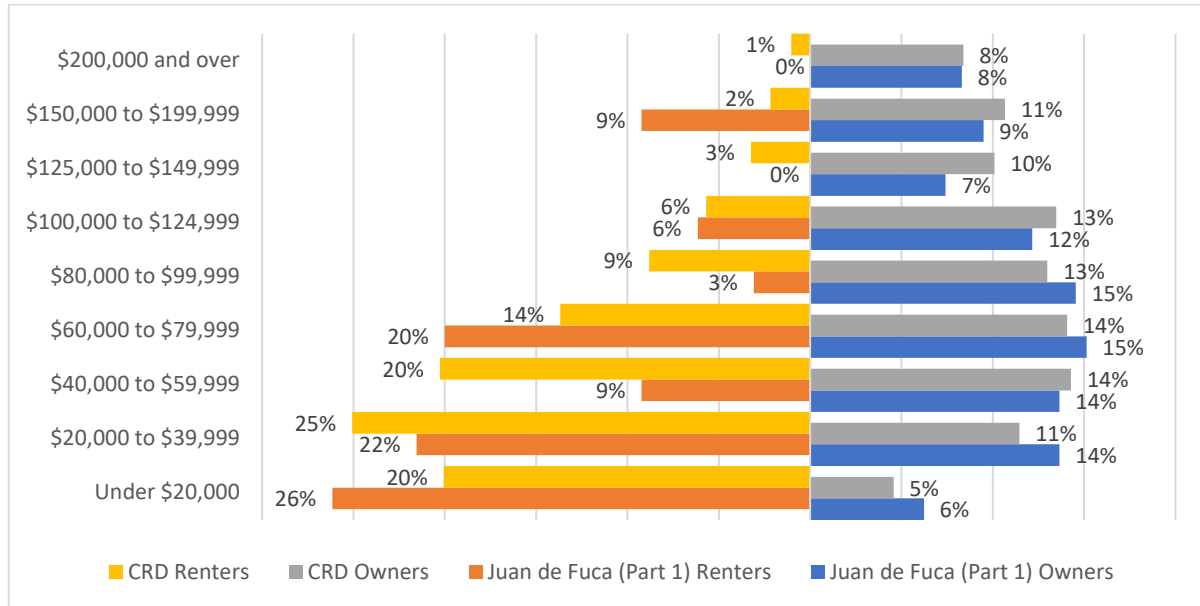


Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

⁵ Median household income by tenure for 2011 and 2016 is not available for Juan de Fuca (Part 2).

In 2016, Juan de Fuca (Part 1) had a slightly higher proportion of households in higher income brackets compared to the CRD, among both owners and renters (Figure 19). Household income distribution by tenure is no

FIGURE 19 INCOME DISTRIBUTION BY TENURE IN JUAN DE FUCA (PART 1) AND CRD, 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

2.7 Summary

- Juan de Fuca (Part 1) is continuing to grow at a rate that is similar to the CRD as a whole. Between 2006 and 2016, Juan de Fuca (Part 1) grew by 9.9%, from 4,250 to 4,670 residents, while the CRD grew by 11.1% over the same period.
- Juan de Fuca (Part 2) decreased in population by 18.8%, from 234 to 190 residents, over the same period. However, the population in 2016 is higher than what is anticipated in the zoning bylaw.
- Sixty percent (60%) of new households moving to Juan de Fuca (Part 1) were from other parts of BC, 34% from other parts of Canada, and 0% from other countries. Compared to the CRD as a whole, Juan de Fuca (Part 1) attracted less new international households.
- Consistent with national trends, Juan de Fuca (Part 1) and Juan de Fuca (Part 2) are experiencing an aging trend. The Juan de Fuca (Part 1) median age rose from 44.3 to 49.5 from 2006 to 2016, and for Juan de Fuca (Part 2) from 45.8 to 52.0.
- Juan de Fuca (Part 1) and Juan de Fuca (Part 2) have similar population age distribution as the CRD, but both areas have a higher proportion of two person households and households without children.
- The top five industries employing Juan de Fuca (Part 1) residents in 2016 were public administration (12%), construction (12%), health care and social assistance (10%), accommodation and food services (8%), and retail trade (7%). Challenges finding housing can affect the ability to attract and retain employees, especially as housing costs increase more quickly than incomes.
- The top five industries employing Juan de Fuca (Part 1) residents in 2016 were construction (33%), accommodation and food services (17%), health care and social assistance (17%), educational services (17%), and transportation and warehouse (17%).

- Juan de Fuca (Part 1) had higher incomes compared to the region over the past three census counts. Renter households reported incomes that were 52% of owner incomes (\$42,904 versus \$82,273). Households with single incomes, especially female lone parent households and non-census family households, reported significantly lower incomes compared to other household types.
- The median household income of renters in Juan de Fuca (Part 2) is 50% of owner households in 2006 (\$44,363 versus \$88,704), median household income for renters was not available for 2016.

3.0

Housing Profile

This section provides an overview of community housing stock (dwelling type, size, and age), market and non-market housing trends, and indicators of housing need. The content in this section forms the basis of the statements about key areas of local need provided in Section 7.

This section uses data from the following sources: 2006, 2011, and 2016 Statistics Canada data from the Census Profiles and data tables and custom data prepared for Housing Needs Reports; 2011 National Household Survey; CMHC Rental Market Survey; BC Assessment data; BC Housing, Co-operative Housing Federation of BC, and AirDNA.

3.1 Overview of Housing Stock

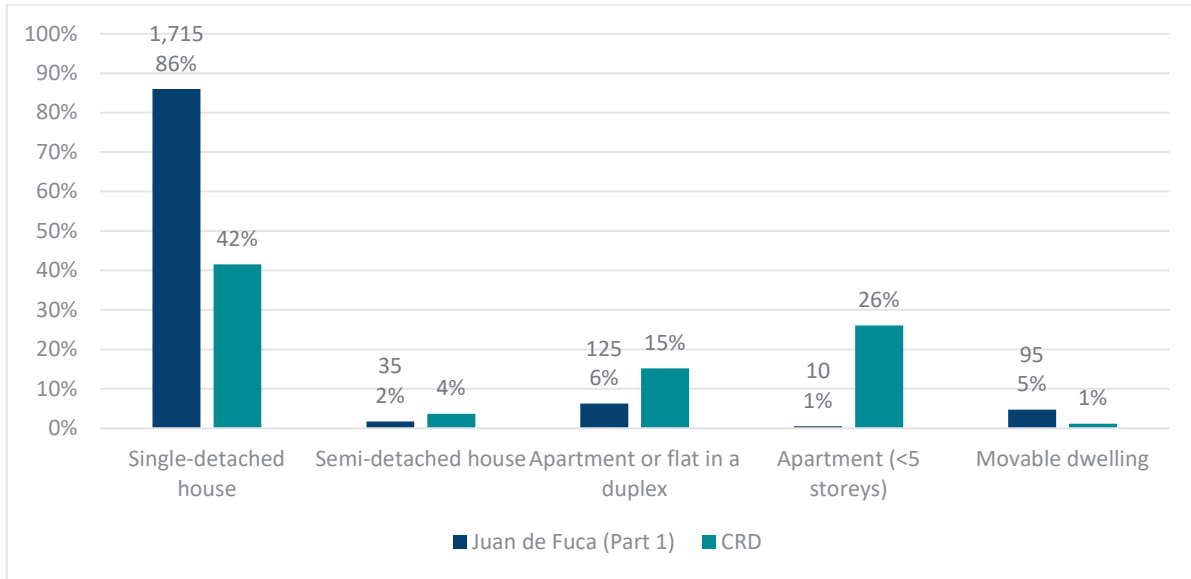
3.1.1 Housing Units

As of 2016, there were 1,995 dwellings in Juan de Fuca (Part 1) and 90 dwellings in Juan de Fuca (Part 2). Compared to the CRD as a whole, Juan de Fuca (Part 1) and Juan de Fuca (Part 2) both have higher proportions of detached dwellings and movable dwellings (Figure 20).

In addition, there are some semi-detached houses in Juan de Fuca (Part 1) which refers to duplexes and a few apartments. For Juan de Fuca (Part 2), single-detached houses and movable dwellings are the two most common types of housing.

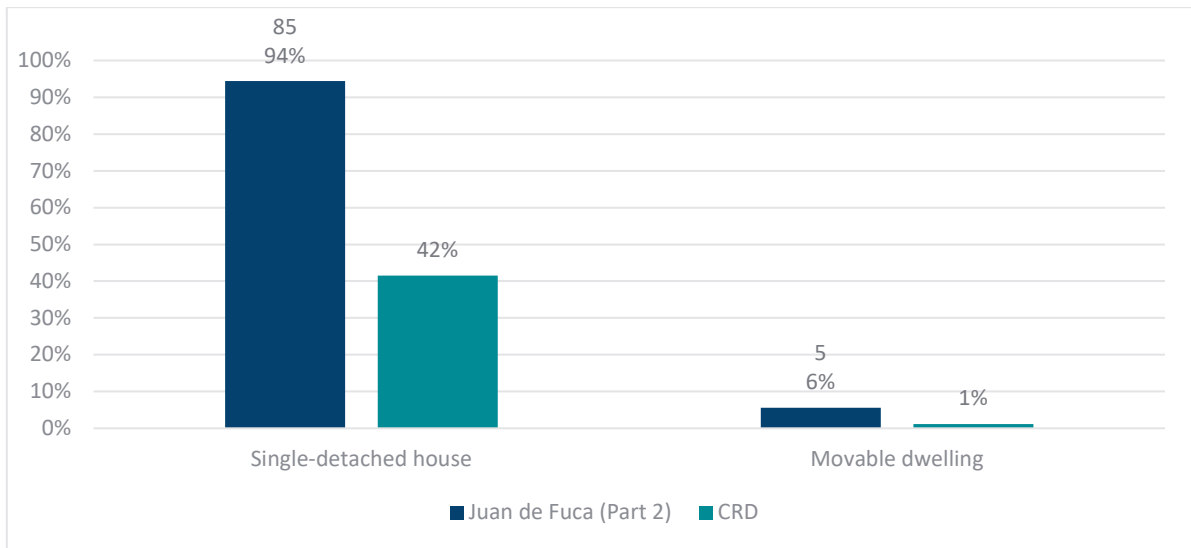
In 2016, Juan de Fuca (Part 1) had 125 units of apartment or flat in a duplex. Usually, half of the units recorded as apartments or flats in a duplex are assumed to be single-detached houses with secondary suites (approximately 17 units), while the other half are the suites themselves. Data from the Juan de Fuca Electoral Area indicates there are approximately 90 legal secondary suites. It is expected that the number of secondary suites in the Juan de Fuca Electoral Area is higher as some structures may not be registered (e.g. multiple suites, recreational vehicles, travel trailers, etc.).

FIGURE 20 DWELLINGS BY STRUCTURE TYPE IN JUAN DE FUCA (PART 1) AND CRD, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

FIGURE 21 DWELLINGS BY STRUCTURE TYPE IN JUAN DE FUCA (PART 2) AND CRD, 2016

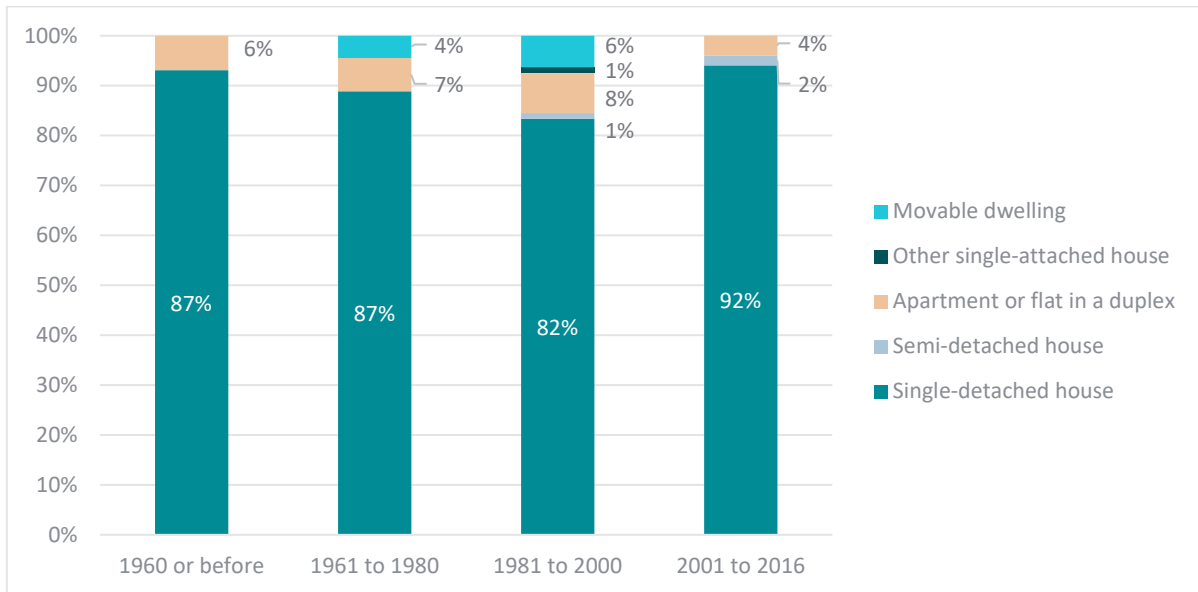


SOURCE: STATISTICS CANADA CENSUS PROGRAM, CENSUS PROFILES 2016

Figure 22 shows that single-detached houses was the predominant structural type of housing built in each period of construction in Juan de Fuca (Part 1). The most diverse dwelling structural types were built between 1981 to 2000. The most recent period of 2001 to 2016 saw the construction of new apartment or flat in a duplex and semi-detached houses.⁶

⁶ Dwellings by period of construction and structural type is not available for Juan de Fuca (Part 2).

FIGURE 22 DWELLINGS BY PERIOD OF CONSTRUCTION AND STRUCTURAL TYPE IN JUAN DE FUCA (PART 1), 2016



*Note that for some census data, errors and / or random rounding can result in numbers that do not add up to their totals and percentages that do not add up to 100%.

3.1.2 Occupied and Unoccupied Dwellings

In 2016, out of every five private dwellings in Juan de Fuca (Part 2), there were two dwellings that were not occupied by usual residents, which refers to persons who are permanently residing there (41%) (Table 1). This typically means that the units are either vacant or rented out on a temporary basis.

In Juan de Fuca (Part 1), there was a much smaller proportion of dwellings not occupied by usual residents in 2016 (15%).

TABLE 1 PRIVATE DWELLINGS OCCUPIED BY USUAL RESIDENTS, 2016

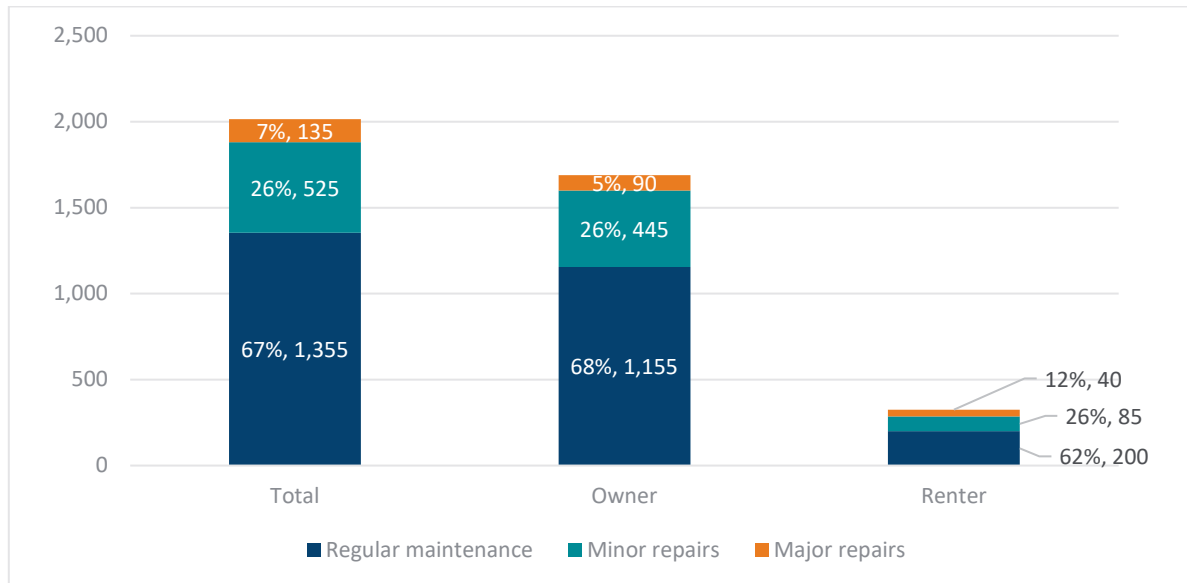
	Juan de Fuca (Part 1)		Juan de Fuca (Part 2)	
	Units	Percentage	Units	Percentage
Dwellings Occupied by Usual Residents	1,992	85%	89	59%
Dwellings Not Occupied by Usual Residents	345	15%	63	41%
Total	2,337	100%	152	100%

Source: Statistics Canada Census Program, Census Profiles 2016

3.1.3 Condition of Housing

In Juan de Fuca (Part 1), renter households were more likely than owner households to live in a dwelling that requires major repairs, 12% compared to 5%, respectively (Figure 23). Overall, 67% of dwellings require regular maintenance, 26% require minor repairs, and 7% require major repairs.

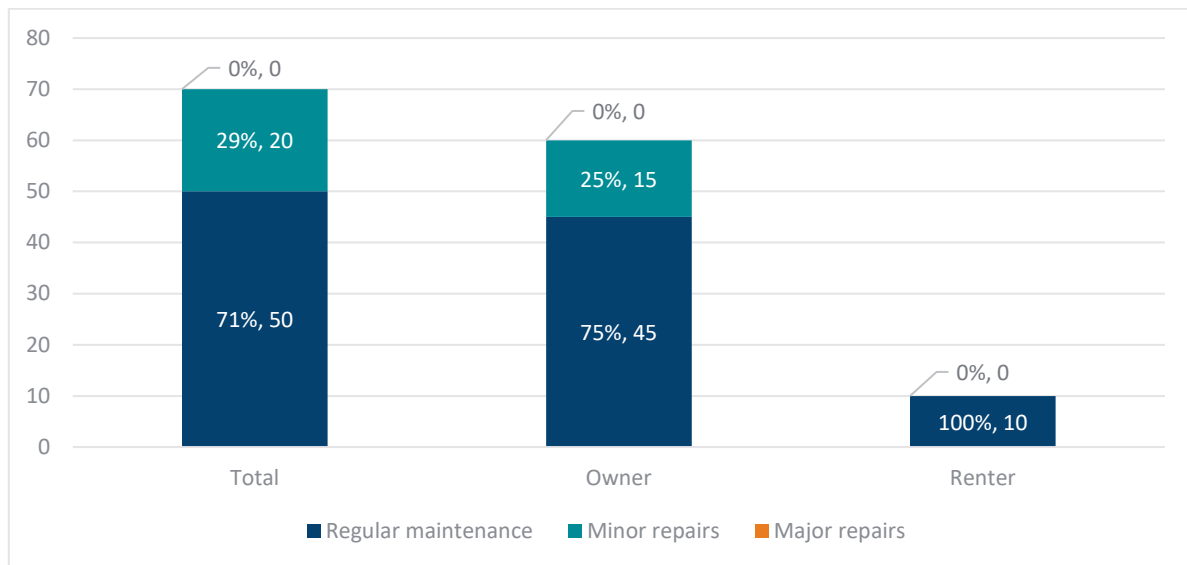
FIGURE 23 DWELLING CONDITION BY TENURE IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada, Census 2016, Table 98-400-X2016222.

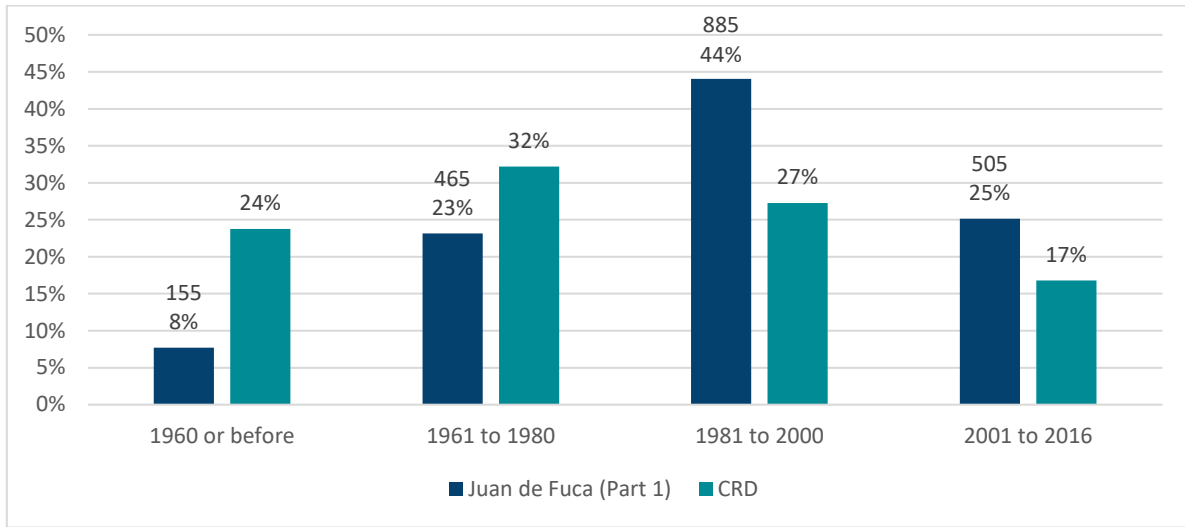
In Juan de Fuca (Part 2) there were no dwellings reported as needing major repair and 29% of dwellings needed minor repairs. Overall, 71% of dwellings require regular maintenance. Owner households were more likely to require minor repairs than renter households, 25% compared to 0%, respectively. This is likely due to the fact that there are minimal renter households in Juan de Fuca (Part 2).

FIGURE 24 DWELLING CONDITION BY TENURE IN JUAN DE FUCA (PART 2), 2016



Compared to CRD, dwellings in Juan de Fuca (Part 1) are slightly newer, with higher proportion built between 1981 to 2000, and 2001 to 2016 (Figure 25).

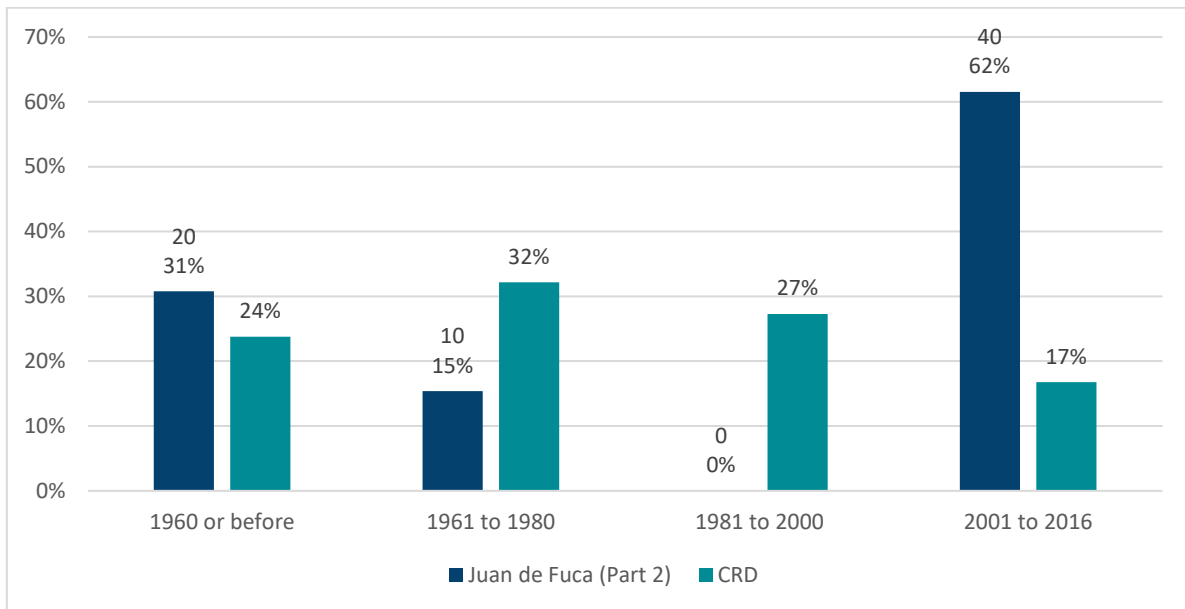
FIGURE 25 DWELLINGS BY PERIOD OF CONSTRUCTION IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada Census Program, Census Profiles 2016

In Juan de Fuca (Part 2), no new dwellings are reported to have been built between 1981 to 2000, but a higher proportion of the housing stock was built in recent years between 2001 to 2016.

FIGURE 26 DWELLINGS BY PERIOD OF CONSTRUCTION IN JUAN DE FUCA (PART 2), 2016



Source: Statistics Canada Census Program, Census Profiles 2016

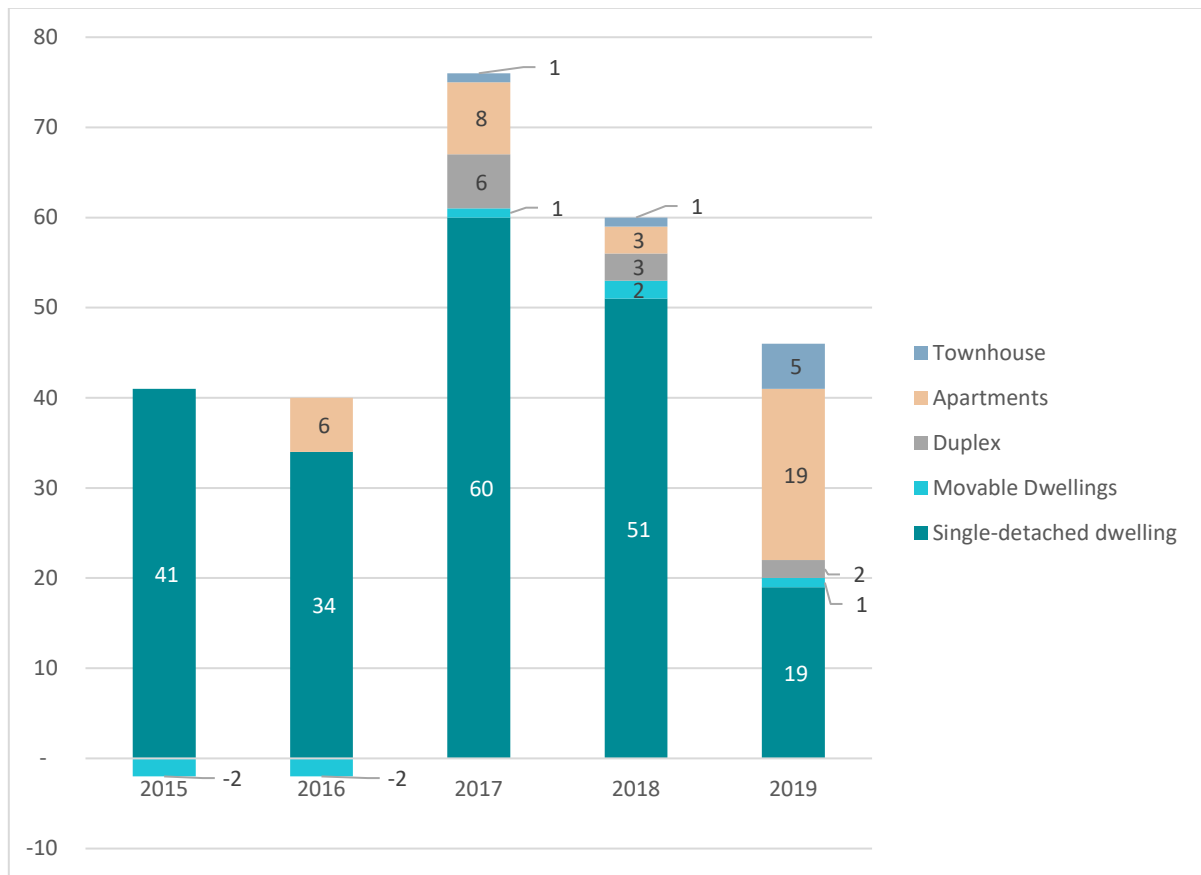
3.1.4 Recent Changes in Housing Stock

In the Juan de Fuca Electoral Area (which includes both Part 1 and Part 2), between 2015 and 2019, 79.2% of additional dwellings were single-detached dwellings, 13.9% were apartment and 4.2% were duplexes. Apartments in the context of Juan de Fuca are likely secondary suites.

The proportion of new homes that were single-family homes declined in 2019 and apartments increased suggesting that more compact forms of housing are increasing in Juan de Fuca Electoral Area. However, it should be noted that some of this growth in this five-year period is likely built by private owners for commercial tourist accommodations rather than residential accommodation for residents.

Note that this data considers net new homes and accounts for demolitions.

FIGURE 27 BUILDING PERMITS ISSUED ANNUALLY BY DWELLING TYPE IN JUAN DE FUCA, 2015 TO 2019



Source: CRD Building Permit Data*

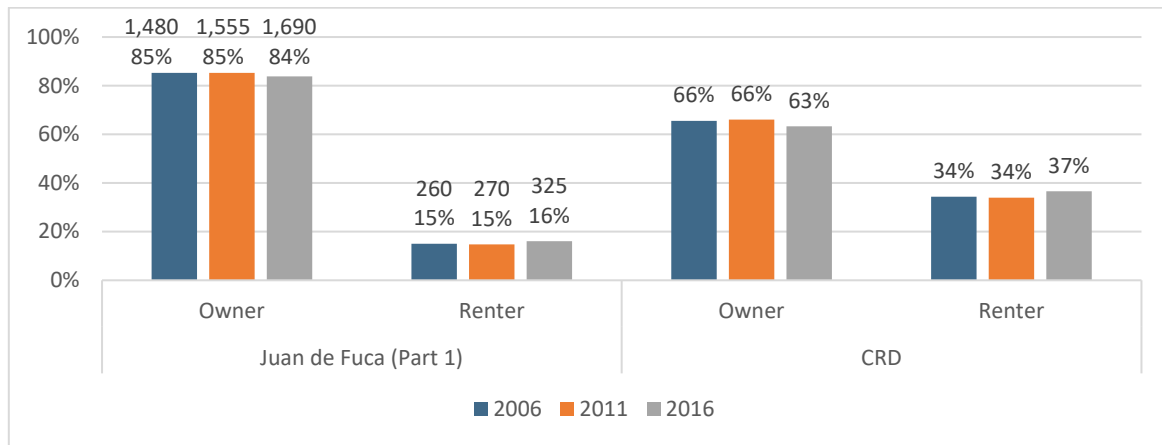
* The CRD uses Statistics Canada’s structure type classifications. “Apartments” includes dwelling units found in a wide range of structures, such as duplexes, triplexes, row duplexes, low and high rise apartments, secondary suites in single-detached homes, and dwelling units over or at the rear of a store or other non-residential structure

In this case, the CRD category of “duplexes” refers to the Statistics Canada definition of semi-detached houses. These are dwellings attached side by side (or back to back) to each other, but not to any other dwelling or structure (except its own garage or shed).

3.1.5 Tenure

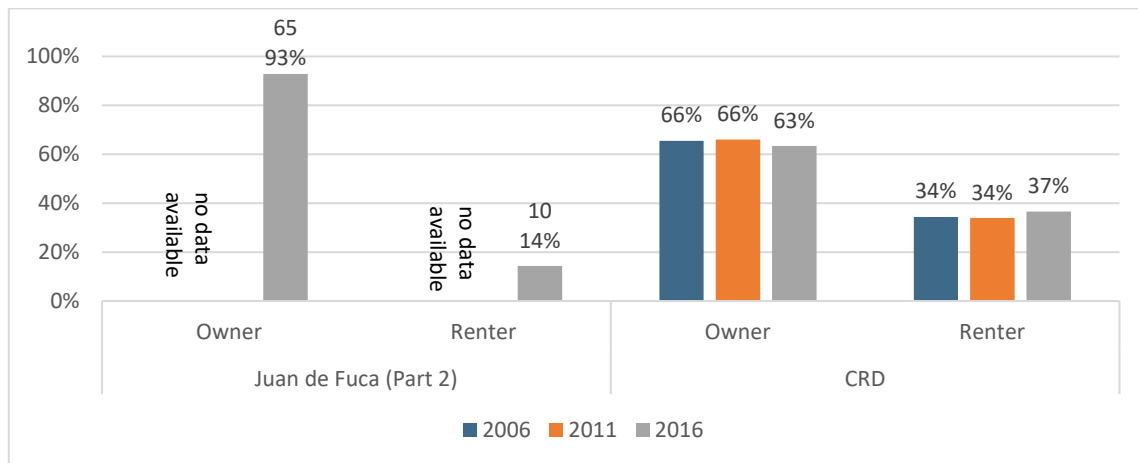
Juan de Fuca (Part 1) had a consistent proportion of owner households over the past three census periods, from 85% of all households in 2006 to 84% in 2016. Renters make up 16% of all households in 2016. Juan de Fuca (Part 2) has a high ownership ratio, with 93% of all household owners and the remaining 14% renters⁷. There is no historical tenure data available for Juan de Fuca (Part 2). For comparison, in 2016, 63% of CRD residents were homeowners and 37% were renters.

FIGURE 28 HOUSEHOLDS BY TENURE IN JUAN DE FUCA (PART 1), 2006 TO 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

FIGURE 29 HOUSEHOLDS BY TENURE IN JUAN DE FUCA (PART 2), 2006 TO 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

⁷ Note that for some census data, errors and / or random rounding can result in numbers that do not add up to their totals and percentages that do not add up to 100%. Random rounding means that each individual value is randomly rounded up or down to a multiple of 5 or 10, and sub-totals are independently rounded. This discrepancy is especially common when looking at aggregations with different variables, such as tenure and condition.

In 2016, 20 households, or 6% of renter households Juan de Fuca (Part 1), reported that they live in subsidized housing.⁸ This is a slight increase from 2011 when no households reported that they lived in subsidized housing. This proportion is lower than the CRD, where 12% of renter households live in subsidized housing. The Census reports there are no households in subsidized housing in 2016 for Juan de Fuca (Part 2).

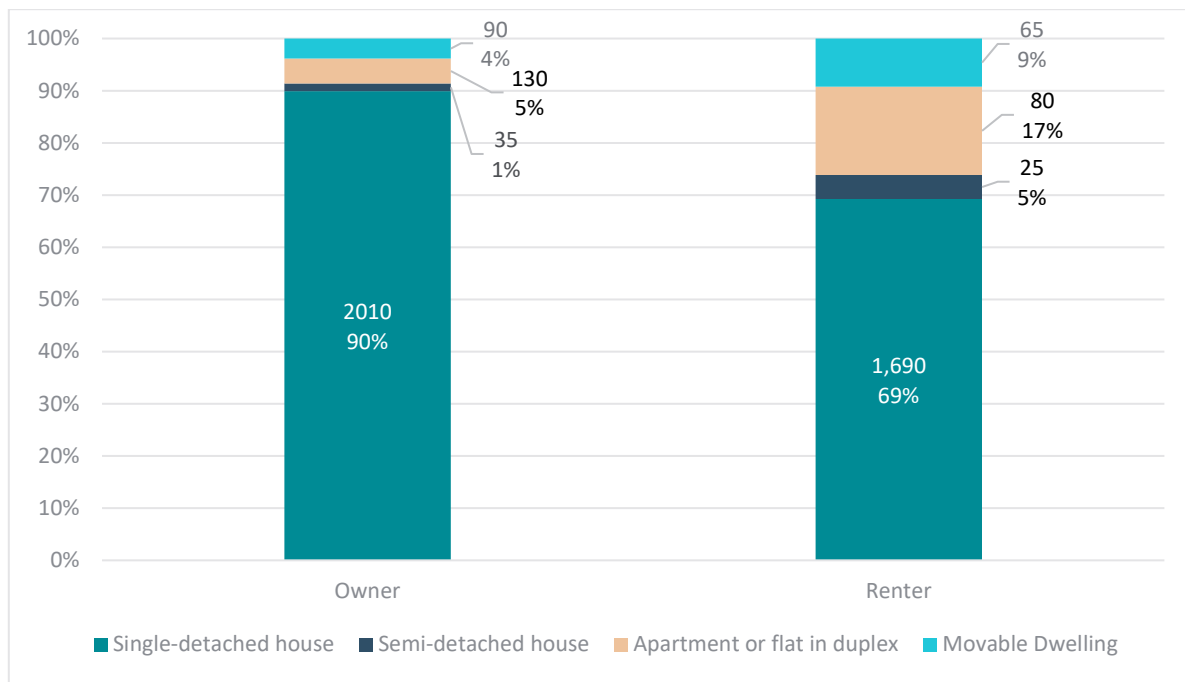
3.1.6 Households and Structure Types

Among owner households in Juan de Fuca (Part 1), the most commonly occupied structure type in 2016 were single-detached houses (90%), followed by apartment or flat in a duplex (5%), and movable dwellings (4%) (Figure 30).

For renter households in Juan de Fuca (Part 1), the structural housing types occupied were more diverse and include single-detached houses (69%), followed by apartments or a flat in a duplex (17%), movable dwelling (9%) and semi-detached house (5%).

In Juan de Fuca (Part 2), owner households are likely to live in single-detached houses (92%) followed by movable dwellings (15%). There is no data on tenure by structure type or dwellings by structure type for Juan de Fuca (Part 2) renter households in 2016.

FIGURE 30 STRUCTURE TYPE BY TENURE IN JUAN DE FUCA (PART 1), 2016

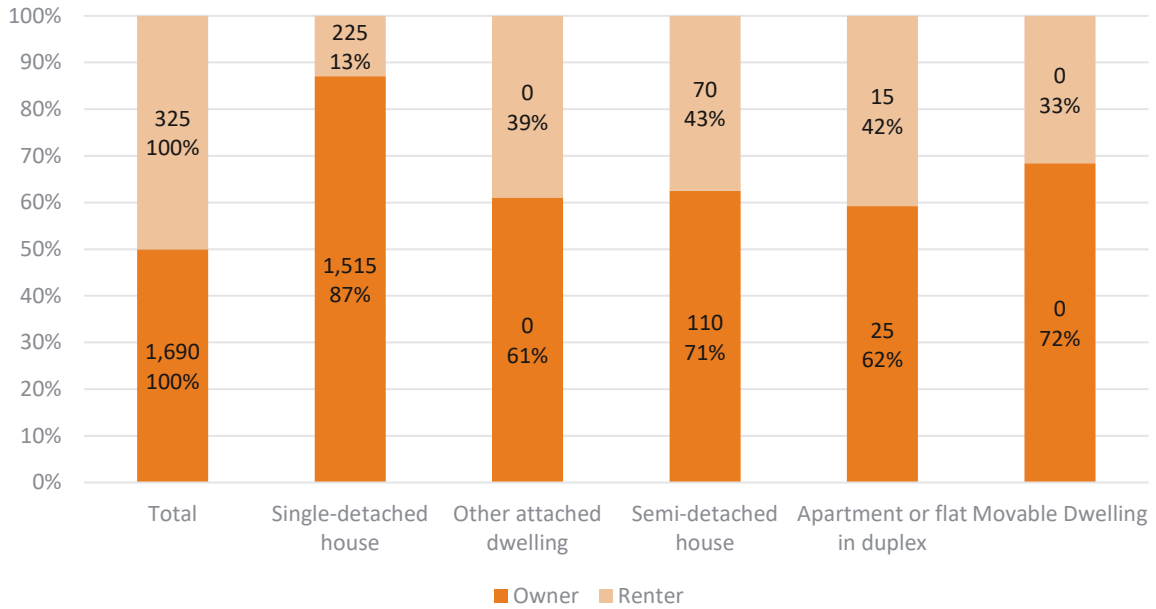


Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016227

⁸ Subsidized housing is self-reported by census respondents. It includes rent supplements like those provided by BC Housing, which support households renting in the private market. It can also include rent geared to income, social housing, public housing, government-assisted housing, and non-profit housing. More detailed information on non-market housing in the District is provided in Section 3.4.

Data from 2016 suggests that single-detached houses in Juan de Fuca (part 1) were occupied by owner households (87%). Tenure was much more evenly distributed among other household types.

FIGURE 31 TENURE BY STRUCTURE TYPE IN JUAN DE FUCA (PART 1), 2016

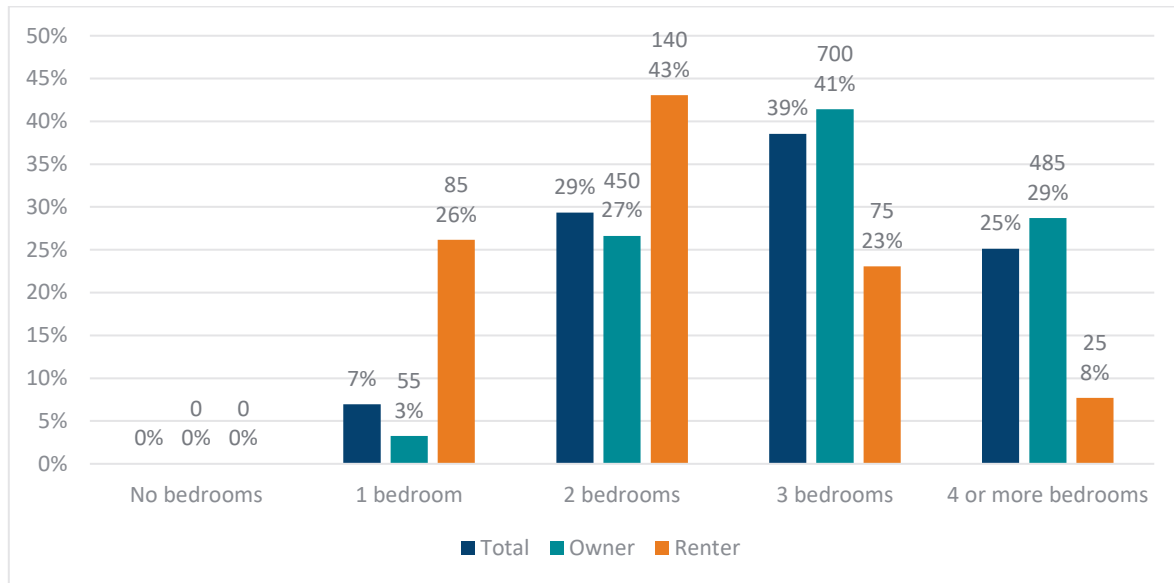


Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016227

In 2016, 64% of dwellings in Juan de Fuca (Part 1) were three bedrooms or more (Figure 32). Most dwellings with three bedrooms or more were owned; 70% of all owned dwellings had three bedrooms or more, compared to 31% of all rented dwellings. Most rented dwellings had two bedrooms or fewer (69%).

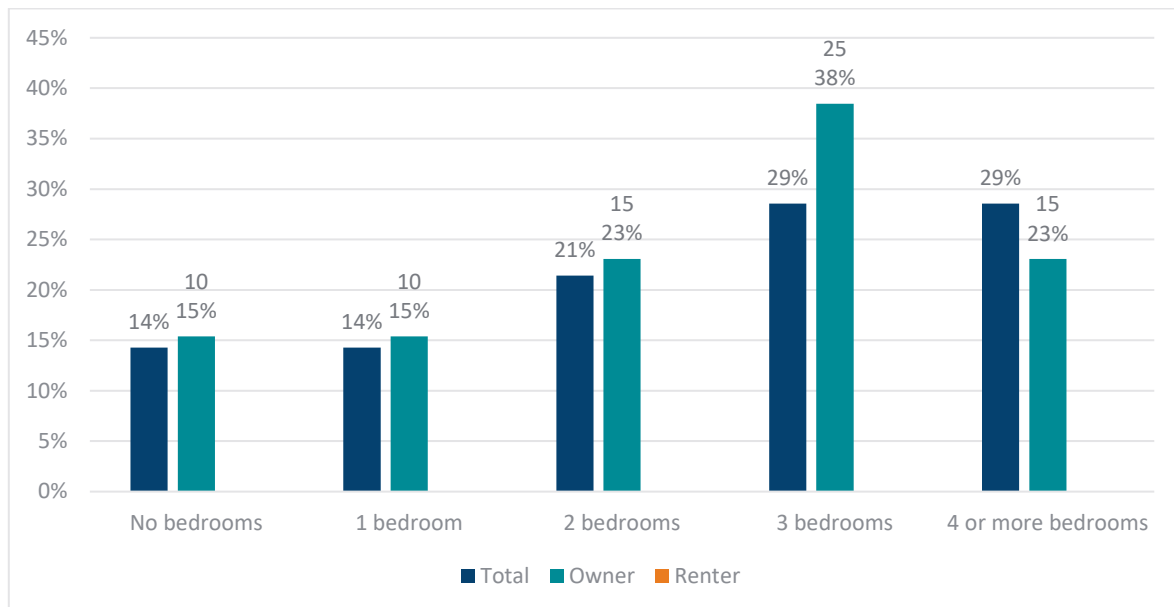
In 2016, 58% of dwellings in Juan de Fuca (Part 2) were three bedrooms or more (Figure 33). There is no renter household data available for the three census for Juan de Fuca (Part 2). A high proportion of dwellings with three bedrooms or more are occupied by owner households (61%).

FIGURE 32 DWELLINGS BY UNIT SIZE AND TENURE IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada, Census 2016, Data Table 98-400-X2016227

FIGURE 33 DWELLINGS BY UNIT SIZE AND TENURE IN JUAN DE FUCA (PART 2), 2016



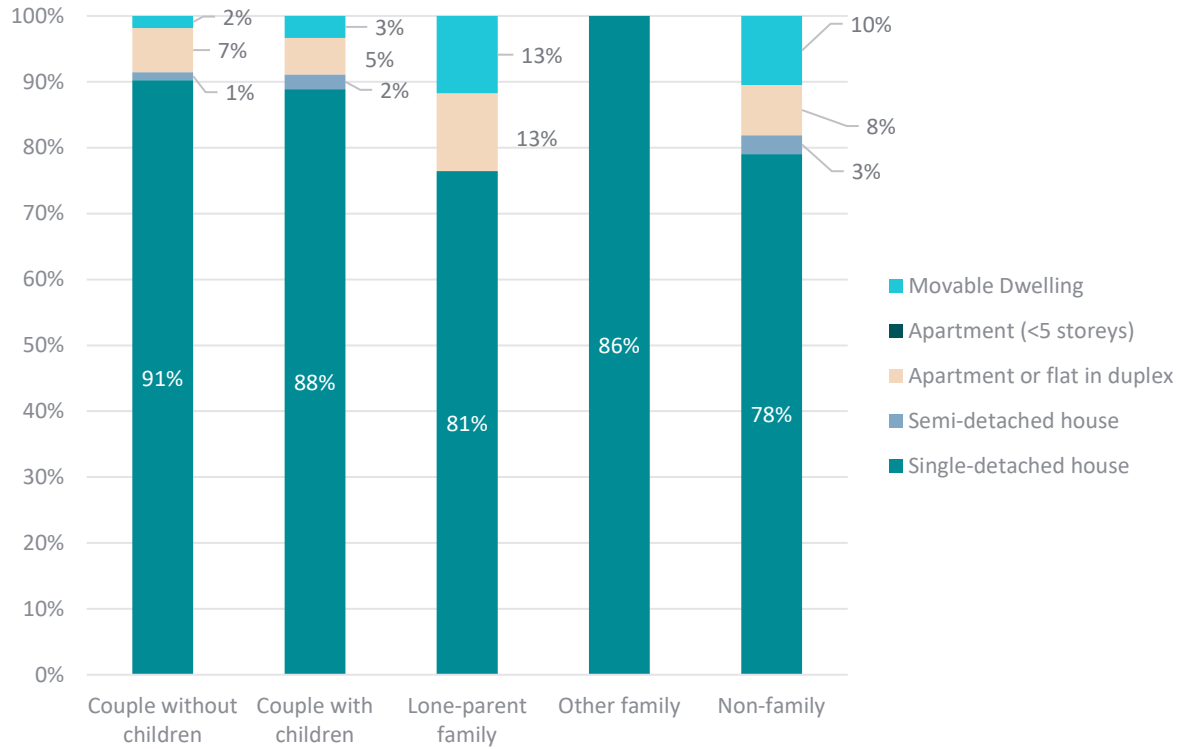
Source: Statistics Canada, Census 2016, Data Table 98-400-X2016227

Figure 34, Figure 35, and Figure 36 show the types of households, sizes of households, and ages of primary household maintainers living in different structure types for Juan de Fuca (Part 1). Due to the large proportion of single-family houses in the area, they are often the dominant structure type. No data is available for Juan de Fuca (Part 2)

Among couples (with or without children) and other families, the single-detached home is the dominant structure type, while lone parent households and non-census-families are slightly more likely to live in

movable dwellings and secondary suites (apartment or flat in a duplex) (Figure 34). There are a few three persons and four persons households that live in movable dwellings (Figure 35). Households led by Juan de Fuca (Part 1) residents aged 15 and 25 years in 2016 were most likely to either live in secondary suites (apartment or flat in duplex) or semi-detached houses (Figure 36).

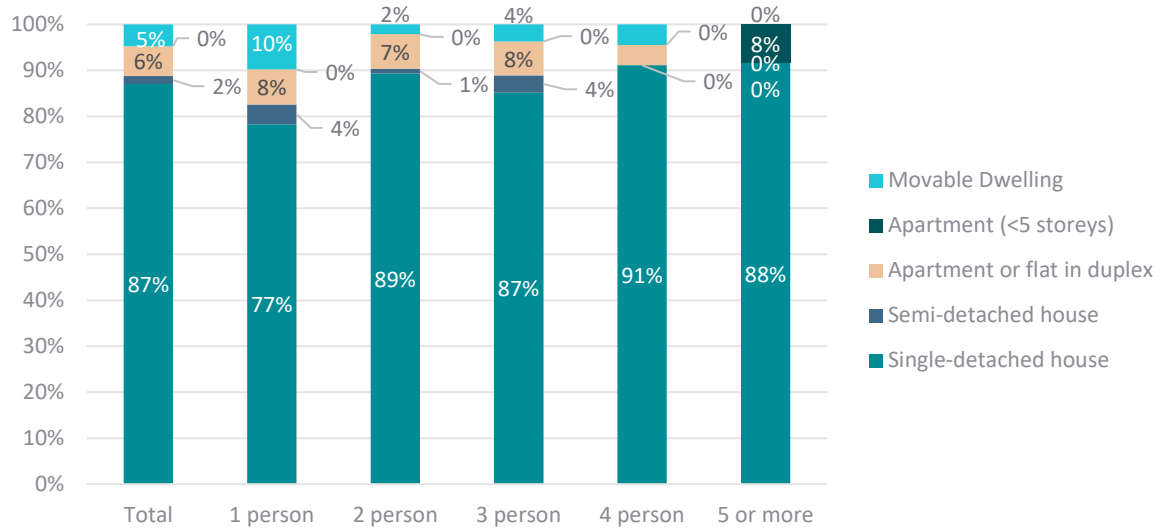
FIGURE 34 HOUSEHOLDS BY STRUCTURE TYPE AND FAMILY TYPE IN JUAN DE FUCA (PART 1), 2016 ⁹



Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016227

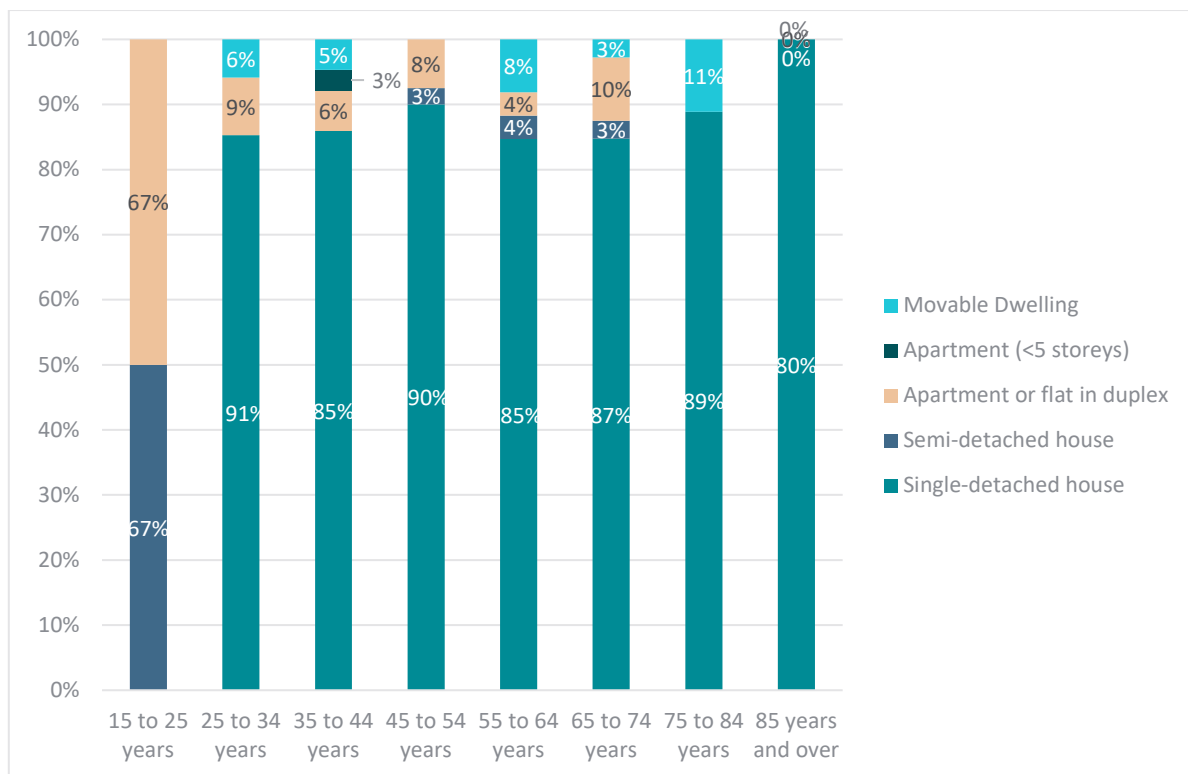
⁹ For the “Other Family” category there are a total of 140 dwellings identified, however only 120 are single-detached and no other data is available regarding the remaining dwelling types.

FIGURE 35 HOUSEHOLDS BY STRUCTURE TYPE AND HOUSEHOLD SIZE IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016220

FIGURE 36 HOUSEHOLDS BY STRUCTURE TYPE AND PRIMARY MAINTAINER AGE IN JUAN DE FUCA (PART 1), 2016 ¹⁰



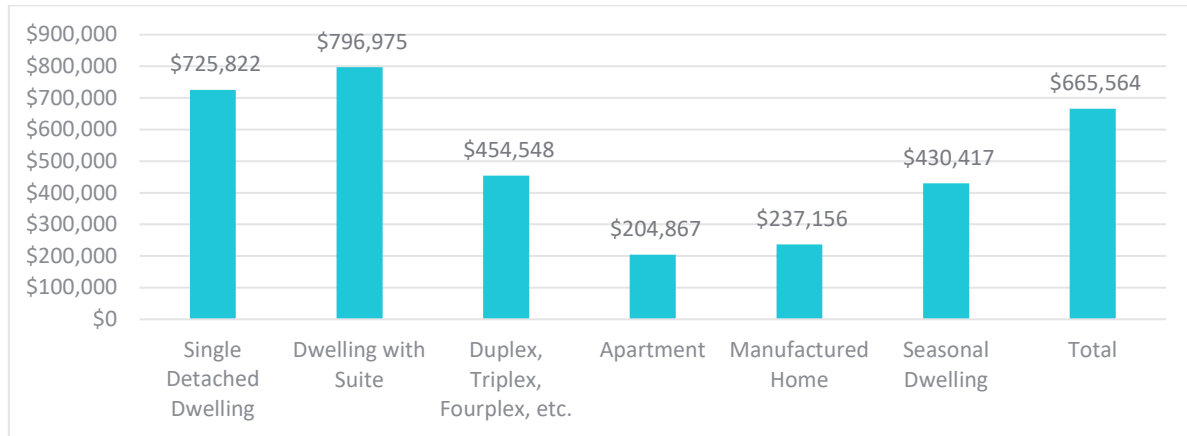
Source: Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016227

¹⁰ In the “85 years and over” category there are a total of 25 dwellings identified, 20 are indicated to be single-detached and information is not available on the remaining dwellings.

3.2 Trends in the Homeownership Market

There is no real estate data available for Juan de Fuca Electoral Area as a whole from the Victoria Real Estate Board. The average residential property values in 2019 for Juan de Fuca from BC Assessment were used to understand the cost of housing in the community. Single-detached dwellings and dwellings with suites are the valued the highest (Figure 37).

FIGURE 37 AVERAGE RESIDENTIAL VALUE, JUAN DE FUCA ELECTORAL AREA, 2019



Sources: BC Assessment, 2019

3.2.1 Homeownership Affordability Gaps Analysis

An affordability gaps analysis was prepared to assess gaps between shelter costs and household incomes. This provides insight into whether households are spending an unaffordable amount of monthly income on shelter costs. Affordability is defined as spending less than 30% of gross household income on shelter costs.

For ownership housing, shelter costs are primarily driven by housing prices via mortgage payments, but also include other monthly expenses like property tax, utilities, home insurance, municipal services charges, and strata fees (see Glossary). The analysis is based on 2019 data from BC Assessment and median total before-tax household incomes from the 2016 census for Juan de Fuca (Part 1). Since these household incomes reflect 2015 incomes and have likely grown since then, for the purposes of comparing with 2019 housing costs, incomes were adjusted to 2019 using the average annual percentage increase between 2006 to 2016. Incomes were also adjusted to reflect the higher median income of owner households relative to renter households based on the difference between owner household median income and overall median income for 2016. There is insufficient data for household incomes in Juan de Fuca (Part 2) to conduct the gaps analysis.

Home sales prices are based on the average 2019 sales prices for each housing type and do not account for any differences in the age of homes, size of homes, and low-end or high-end properties. To calculate total monthly shelter costs, several assumptions were made: mortgage payments are based on a down payment of 10% with 2.54% interest on a 3-year fixed-rate term, and a total of \$656 added for property tax, utilities, home insurance, and municipal or private services charges. There is insufficient data for sales prices of other dwelling types in Juan de Fuca to conduct the gaps analysis.

The values highlighted in green, orange, and red are the difference between what is affordable for each household type and shelter costs per month. Green cells indicate the household is spending less than 30% of

monthly household income on shelter costs; orange indicates they are spending 30 – 49%, and red indicates they are spending 50% or more.¹¹

There are significant gaps for all household types in affording single-detached homes, the most common type of home in Juan de Fuca. Household types classified as “Other census families” often have higher incomes compared to other family types because they can include multi-generational or other family living arrangements with multiple incomes. This type of household would likely be able to afford the average single-detached home if they were making the median income. Those in the “Couples without children “ category making the median income would need to spend approximately 46% of their monthly income on shelter costs, while “Couples without children” would need to spend 37%.

Homeownership is likely out of reach for single-income households like lone-parent and non-census families. Median-earning lone parent families would need to spend 65% of their income on shelter costs for the average single-detached home. Non-census families would need to spend 102% their monthly income to be able to afford housing.

TABLE 2 AFFORDABILITY GAP ANALYSIS FOR OWNERS IN JUAN DE FUCA, 2019

	Median Household Income	Affordable Monthly Shelter Costs	Monthly Shelter Affordability Gap
			Single-detached home (\$725,822)
Couples without children	\$93,192	\$2,330	-\$1,265
Couples with children	\$117,181	\$2,930	-\$665
Lone-parent families	\$66,587	\$1,665	-\$1,930
Non-census families	\$42,307	\$1,058	-\$2,537
Other census families	\$149,070	\$3,727	\$132

Sources: Statistics Canada, 2016 Census and BC Assessment, 2019

*Shelter costs for owner households include, where applicable, mortgage payments, property taxes and condominium fees, along with the costs of electricity, heat, water, and other municipal services.

	Spending less than 30% of household income on shelter costs
	Spending approximately 30-49% of household income on shelter costs
	Spending 50% or more of household income on shelter costs

¹¹ Statistics Canada considers households spending 30% or more of total before-tax household income to be living in unaffordable housing. This may include households in Core Housing Need. Households spending 50% or more of total before-tax household income may be in Extreme Core Housing Need. These indicators are described in more detail in Sections 0 and 0.

3.3 Trends in the Rental Market

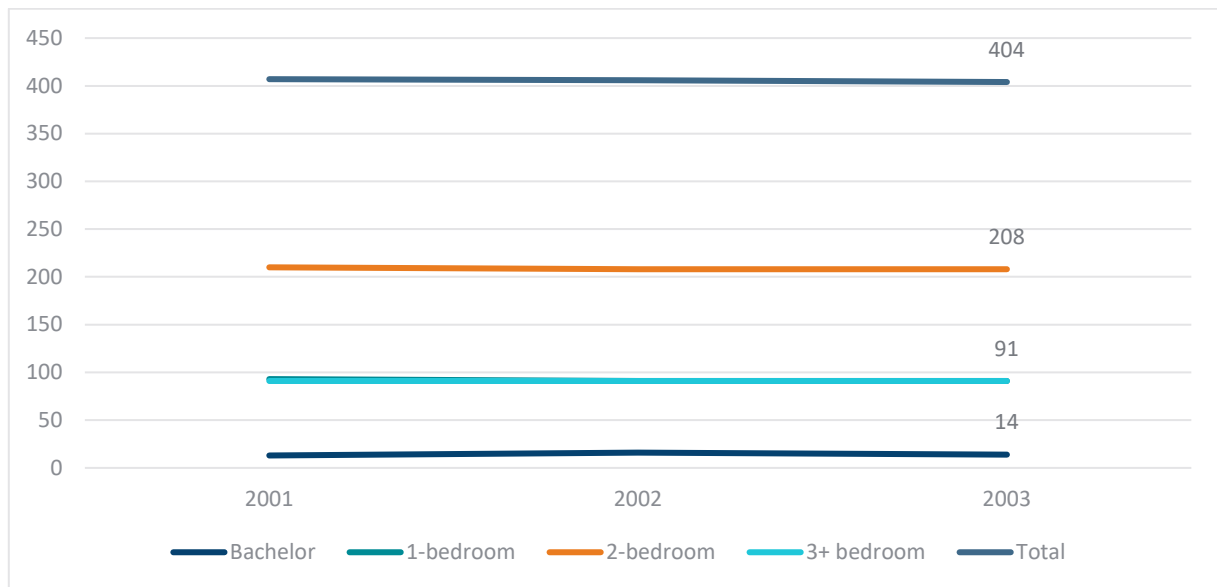
The rental market can be divided into primary rental and secondary rental. The primary rental market consists of purpose-built rental buildings with multiple units while the secondary rental market consists of rented homes, secondary suites, individually rented condominium units, and other dwellings that were not built as exclusively rental properties.

3.3.1 Primary Rental

For Juan de Fuca Electoral Area (Parts 1 and 2), the primary rental market data is only available for 2001 to 2003. This data is considered outdated as it is nearly 20 years old, but it provides a snapshot of what the market looked like historically.

In 2003, there were 404 purpose-built rental units in Juan de Fuca. There is no data available to estimate whether this number has increased or decreased in 2020. In 2003, two bedroom units were the most common unit type (208 units or 51%), followed by 1-bedroom and 3 or more bedrooms (91 units or 23% each) (Figure 38). There are fewer bachelor units (14 units or 3%).

FIGURE 38 PRIMARY RENTAL MARKET UNITS IN JUAN DE FUCA, 2001-2003



Source: CMHC Rental Market Survey

There is no recent data available on rental vacancy rates or median rents in the primary rental market in Juan de Fuca.

3.3.2 Secondary Rental Market Trends

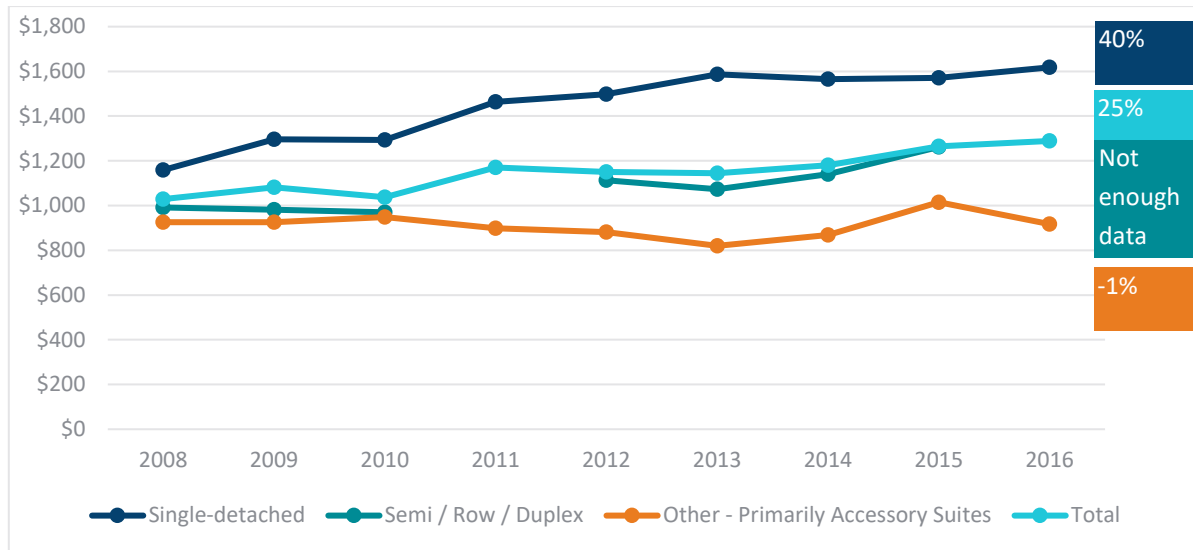
Secondary rental refers to both secondary suites as well as other types of units that are rented by the property owner, including single-family homes, apartment condominiums, and townhomes. There was a total of 335 renter households in the Juan de Fuca Electoral Area (Part 1 and Part 2) in 2016 and 404 primary market rental units in 2003.

According to the Juan de Fuca Electoral Area’s records, there are 90 legal and registered secondary suites in the community. However, unregulated suites are believed to be somewhat common.

CMHC provides data for the secondary rental market for the Victoria Census Metropolitan Area, which includes most CRD communities, except Salt Spring Island and Juan de Fuca (Part 2). This data is of much lower quality than data for the primary rental market.

Between 2008 and 2016 (the years for which data is available), average rents for rented single-detached homes grew by 40% (Figure 49). The available data indicates that, as of 2016, the average rent of an accessory suite did not see major changes since 2008.

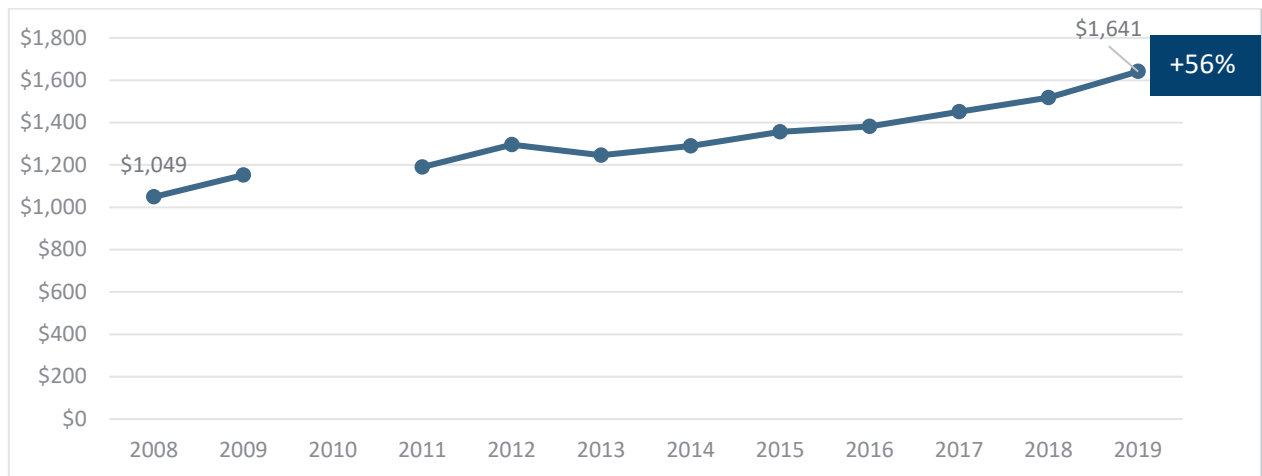
FIGURE 39 AVERAGE RENTS FOR SECONDARY MARKET UNITS IN VICTORIA CMA, EXCLUDING CONDOMINIUMS, 2008 TO 2016



Note that there are some data gaps and that some of the data is of poor quality. 2016 is the latest year for which there is data. Source: CMHC, 2019

While the data for rented condominiums in Victoria CMA shows a slow, steady increase in average rents, there are data gaps and some of the data is of poor quality (Figure 40).

FIGURE 40 AVERAGE RENTS FOR RENTED CONDOMINIUMS IN VICTORIA CMA, 2008 TO 2019



Source: CMHC, 2019

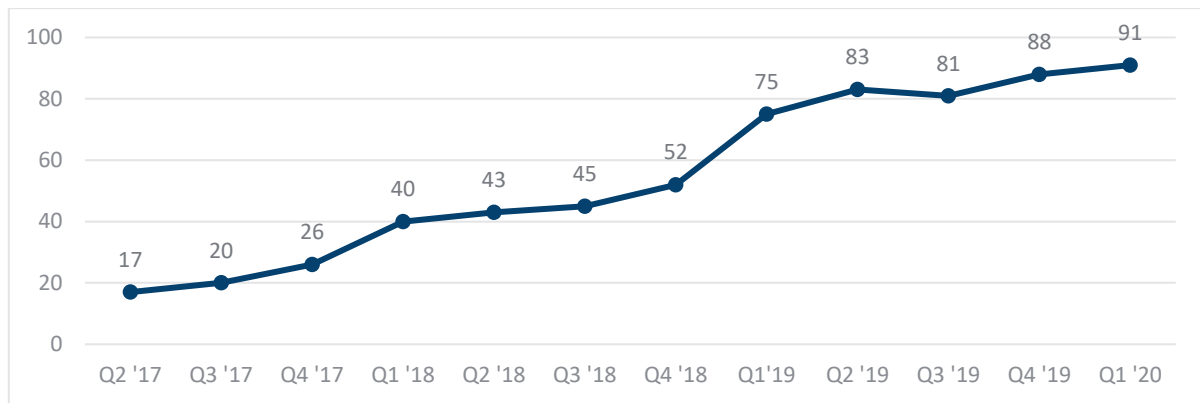
3.3.3 Short-Term Rental Market¹²

There is no data is available for the short-term rental market for the Juan de Fuca Electoral Area through AirDNA except for Port Renfrew.

In Port Renfrew, where the majority of the tourism in Juan de Fuca Electoral Area is centered, a scan of AirDNA data on short-term rentals was completed on July 29, 2020 and it found 56 active rentals listed. Of these rentals, 90% were entire homes for rent and 10% were a private room in a home or a shared room. Some of these dwellings may include cabins on land zoned for tourist accommodation, rather than for residential use.

AirDNA also provides data on previous quarters. The number of short-term rentals in Port Renfrew has grown significantly over the last three years, from 17 units in the second quarter of 2017 to 91 units in the quarter of 2020 (over 400%) (Figure 41). Data from the first quarter of 2020 showed a number of 91 listings compared to 56 listings on July 29, 2020. This suggests that the COVID-19 pandemic and social distancing measures have had some impact on the short-term rental market, at least for the present time.

FIGURE 41 NUMBER OF SHORT-TERM RENTALS PER YEARLY QUARTER, 2017 - 2020

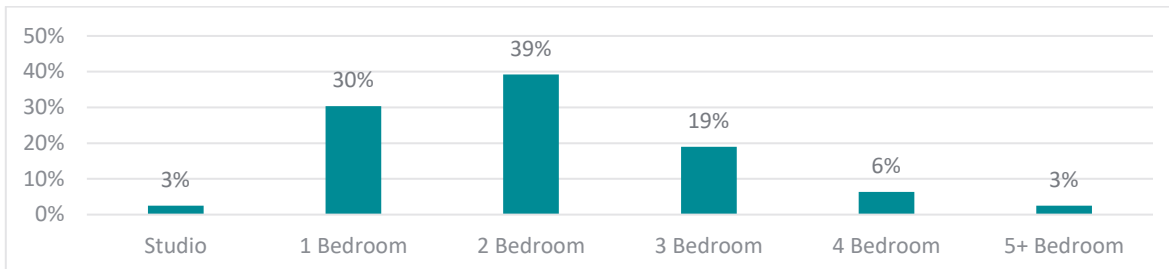


Source: AirDNA

¹² Data for the short-term rental market is accessed through the publicly available information on AirDNA.com. The date of data collection is noted in the text and may be different from other reports completed through the CRD Housing Needs Report project.

When looking at unit size, short-term rentals in Port Renfrew were listed as studio units (3%), one bedrooms (30%), two bedrooms (39%), three bedrooms (19%) and four bedrooms or more (9%) (Figure 42).

FIGURE 42 SHORT-TERM RENTALS IN PORT RENFREW BY NUMBER OF BEDROOMS, MARCH 19, 2020



As of April 2020, AirDNA reported an occupancy rate of 94% in Port Renfrew, compared to 14% in January. The high occupancy rate could be due to some owners listing their units as occupied to restrict visitors, or it could also be due to some individuals are vacationing closer to home due to social distancing measures and travel restrictions.

3.4 Non-Market Housing

As of 2019, there are no non-market units where BC Housing has a financial relationship in Juan de Fuca. There are no co-operative housing units in Juan de Fuca that are registered with the Co-operative Housing Federation of BC as of 2019.

BC Housing Registry waitlist for non-market housing is not available for Juan de Fuca Electoral Area.

3.5 Homelessness

It is estimated there was a minimum of 1,523 individuals who experienced homelessness across the CRD on March 11, 2020. The Point-in-Time (PiT) count identified at least 350 individuals who were emergency sheltered, 743 who were provisionally accommodated in transitional housing and institutions, and 145 individuals who were couch-surfing. There were at least 270 individuals who were unsheltered and a minimum of 15 individuals who stayed in unknown locations.

As the PiT count was taken during the start of the COVID-19 pandemic, some individuals may have made decisions regarding staying outdoors or attending PiT count-related events. Compared to the 2018 PiT count, there was an increase in unsheltered homelessness which may be due to the fear of COVID-19 spreading in confined spaces. Furthermore, since the March 11, 2020 count, recent initiatives to increase the number of shelter beds (e.g. repurposing hotel rooms as shelters) will have shifted the number of individuals who are sheltered or unsheltered. With the exception of an extreme weather emergency shelter that operated out of the Juan de Fuca Local Area Services Building for the 2018 and 2019 winter seasons, there are no existing or planned facilities to provide accommodation for unsheltered individuals in the Juan de Fuca EA.

It is important to note that although these counts provide valuable data and can suggest trends, they face several challenges. PiT counts are widely understood to under-represent actual numbers of individuals experiencing homelessness, as they only capture individuals who are accessing shelters and/or who are out on the street, available for interviews during the count. Individuals who are not interviewed during the day of

the count are not counted. These counts are also recognized to be inadequate at capturing hidden homelessness, such as couch surfing, living in cars or boats, and other forms of housing vulnerability.

3.6 Student Housing

There are no post-secondary institutions located in Juan de Fuca. University of Victoria and Camosun College have locations in the District of Saanich. Royal Roads University is located in Colwood. Data from all three post-secondary institutions is provided below as it is required by legislation (where available), but it is likely less applicable to the Juan de Fuca Area

As of the 2018/2019 school year, there were a total of 24,965 full-time equivalent enrolments at these three post-secondary institutions (Table 3). The University of Victoria is the only post-secondary institutions with student housing, with 2,625 beds. The University has plans to expand student housing on campus in the near future. Students attending Camosun College and Royal Roads University, as well as students who are not able to access housing at the University of Victoria may be looking for housing in the region. Many students look for affordable rental housing, such as studio or one-bedroom units, including secondary suites.

Between the 2008/2009 and 2018/2019 school years, the University of Victoria's full-time equivalent¹³ enrolments grew by 6.5%, while Camosun College and Royal Roads University both saw declines of 8.3% and 1.6%, respectively. Despite declines at Camosun and Royal Roads, growth at the larger University of Victoria and plans to expand student housing, as well as the low rental vacancy rate across the region, suggest that there is a need for more student housing in the region.

TABLE 3 PUBLIC POST-SECONDARY INSTITUTIONS IN CAPITAL REGION DISTRICT, NUMBER OF BEDS AND FULL TIME EQUIVALENT STUDENTS, 2018/2019

School	Beds	Full-Time Equivalent Enrolments
Camosun College	0	6,107
Royal Roads University	0	2,062
University of Victoria	2,625	16,796
Total	2,625	24,965

Source: Ministry of Advanced Education, Skills and Training

3.7 Housing Indicators

Statistics Canada collects data on housing indicators to show when households are not meeting three housing standards: adequacy, affordability, and suitability. These are defined as follows:

- Adequate housing is reported by their residents as not requiring any major repairs.
- Affordable housing has shelter costs that are less than 30% of total before-tax household income.
- Suitable housing has enough bedrooms for the size and makeup of resident households according to National Occupancy Standard (NOS) requirements.¹⁴

¹³ The total student head count (including full-time and part-time students) enrolled in post-secondary institutions is anticipated to be higher than the full-time equivalents.

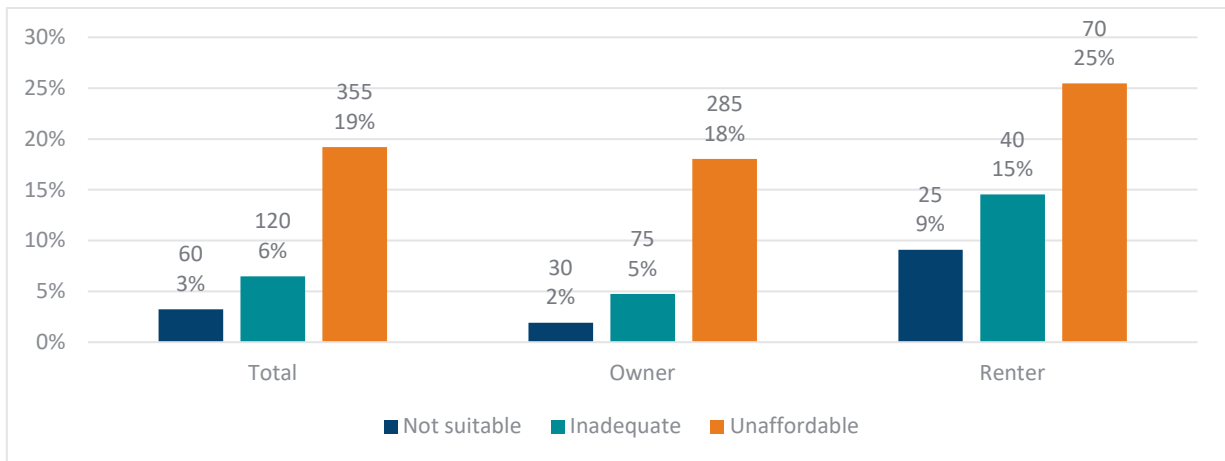
¹⁴ The National Occupancy Standard provides the number of bedrooms required based on household composition (see Glossary).

In Juan de Fuca (Part 1), the proportion of households living in homes below the affordability and adequacy housing standards decreased over the past three census counts, while the proportion below suitability standards has remained consistent. Affordability challenges typically have increased across regional and provincial trends.

In 2016, 19% of all households in Juan de Fuca (Part 1) spent 30% or more of their income on shelter costs, including 25% of renter households and 18% of owner households (Figure 43). There were also higher proportions of renters living in unsuitable or inadequate housing compared to owners. Renter households were more than three times more likely to be living in inadequate housing compared to owner households.

Housing indicator data is not available for Juan de Fuca (Part 2) due to the small population size.

FIGURE 43 PRIVATE HOUSEHOLDS BELOW HOUSING STANDARDS BY TENURE IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

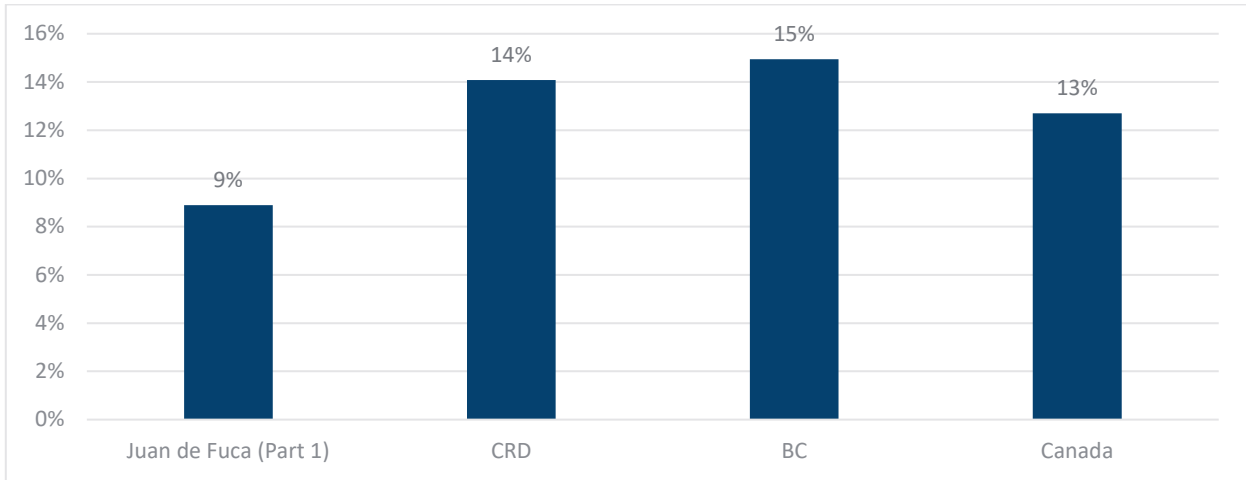
3.7.1 Core Housing Need

Core Housing Need is a two-stage indicator developed by CMHC, which builds on the housing indicators described in the previous section to help identify households with the greatest housing needs. A household in Core Housing Need is living in housing that does not meet one or more of the housing standards *and* would have to spend 30% or more of their total before-tax household income to pay the median rent of alternative local housing that does meet all three housing standards.

Those in Extreme Core Housing Need meet the definition of Core Housing Need and are currently spending more than 50% of their income on shelter costs.

In 2016, Juan de Fuca (Part 1) had a lower proportion of households in Core Housing Need compared to the CRD, British Columbia (BC), and Canada (Figure 44).

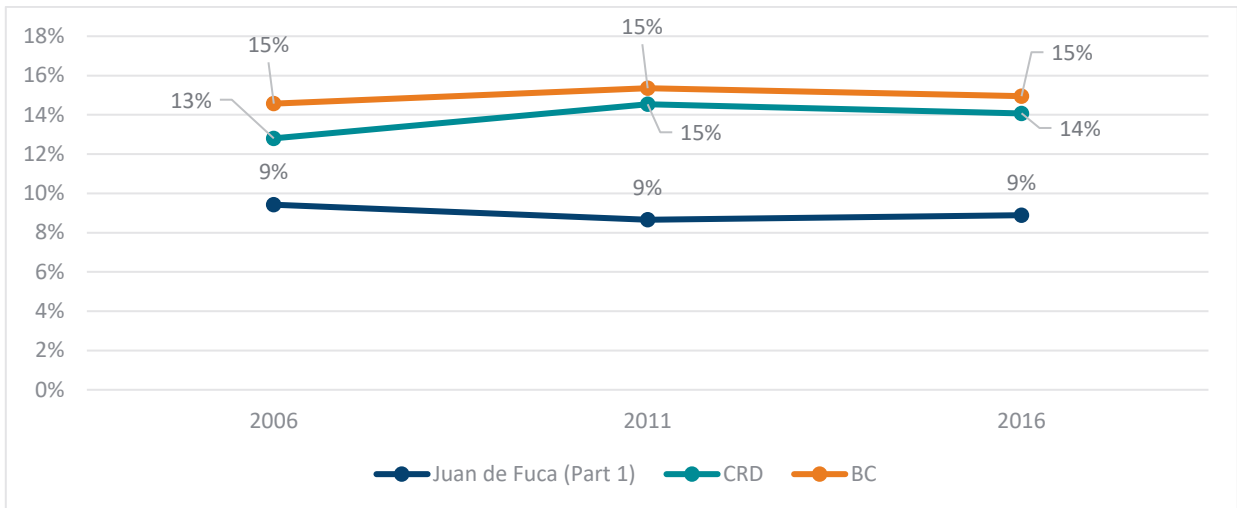
FIGURE 44 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED, COMPARISON OF GEOGRAPHIES, 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing and CMHC (Census-based data), 2016

Figure 45 shows the historical data of households in Core Housing Need in Juan de Fuca (Part 1) compared to the CRD. Juan de Fuca (Part 1) has seen a consistent proportion of households in Core Housing Need from 2006 to 2016 whereas this has slightly increased for the region.

FIGURE 45 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED IN JUAN DE FUCA (PART 1) AND CRD, 2006-2016

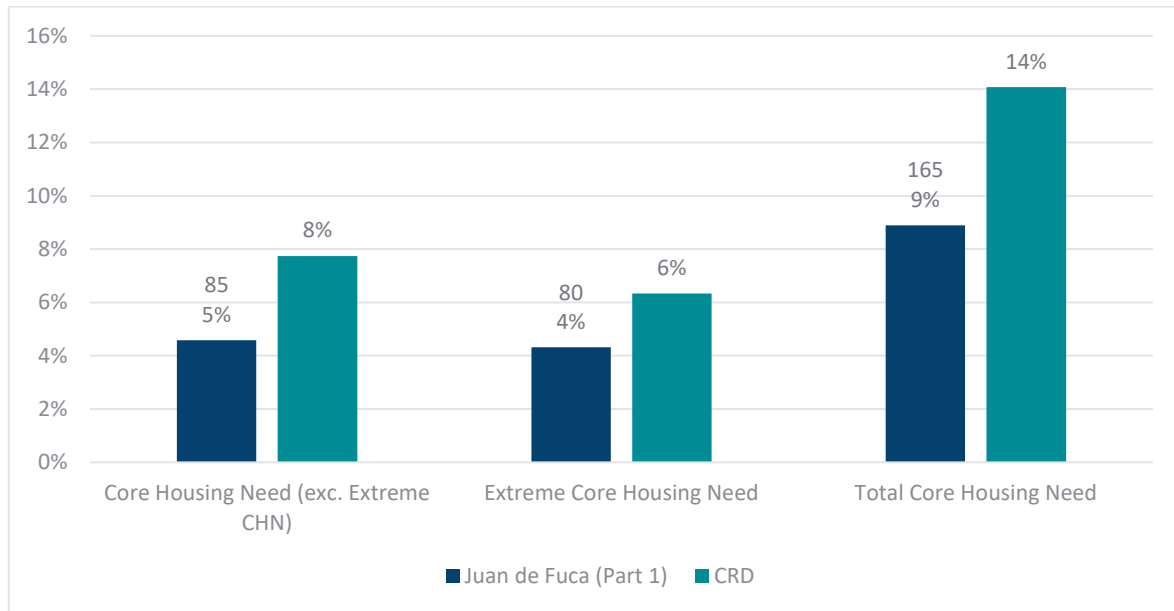


Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

3.7.2 Extreme Core Housing Need

When separating households in Extreme Core Housing Need from the overall Core Housing Need, Juan de Fuca (Part 1) had 4% of households in Extreme Core Housing Need compared to the CRD's 6% (Figure 46).

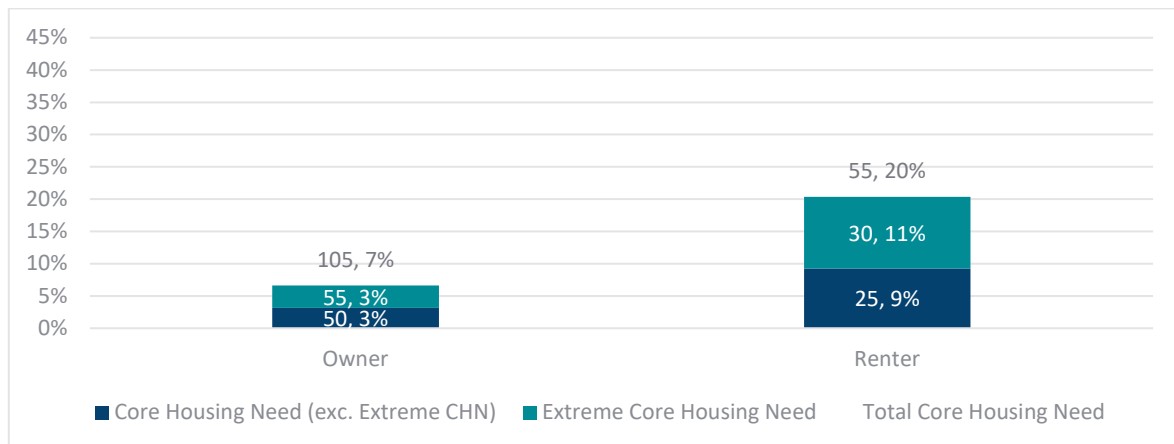
FIGURE 46 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED IN JUAN DE FUCA (PART 1) AND CRD, 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

A higher proportion of renter households (20%) in Juan de Fuca (Part 1) are in Core Housing Need than owner households (7%) (Figure 47). Across the region, renters are far more likely to be in Core Housing Need than owners.

FIGURE 47 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED BY TENURE IN JUAN DE FUCA (PART 1), 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

3.7.3 Household Characteristics by Core Housing Need

Core Housing Need can help identify those in greatest need of housing assistance. In most communities, vulnerable populations such as seniors, young adults, Indigenous people, people with disabilities, people dealing with mental health and addiction issues, recent immigrants, and others are disproportionately likely to be in Core Housing Need. Table 4 provides more a more detailed breakdown of Juan de Fuca Electoral Area households in Core Housing Need by different household characteristics. Each row in the table shows the proportion of households with that household characteristic that is in Core Housing Need. Due to the smaller population size in Juan de Fuca, this data may be prone to rounding errors (e.g. households round up to the closest interval by 5). Despite this limitation, the data provides a general idea of which populations are struggling with Core Housing Need in the electoral area.

In the Juan de Fuca, Table 4 offers the following key takeaways:

Tenure

Across all household characteristics, renter households are more likely to be in Core Housing Need than owner households.

Age of Primary Household Maintainer and Households with Seniors

Seventeen percent of households with a primary household maintainer between 35 and 44 are slightly more likely to be in Core Housing Need. This is higher than other age groups and the need is primarily experienced by renter households. This could be due to working in lower paid jobs, precarious employment, or a lack of affordable rental housing options.

Renter households are less likely to be in Core Housing Need as the primary maintainer ages. Households led by primary household maintainers 55 years of age or older are less likely than other age groups to be in Core Housing Need. Households with one or more seniors living there are also less likely to be in Core Housing Need than households without seniors. This suggests a need to support households under 55, particularly renter households who may be experiencing more housing affordability challenges.

Household Type

Among household types, 18% of lone-parent renter households, 14% one-person renter households, and 27% of other non-family owner households are more likely to be in Core Housing Need than others. Lone parent renter households are more likely to be in Core Housing Need than other household groups. This is to be expected as this household type typically relies on a single income.

TABLE 4 HOUSEHOLD CHARACTERISTICS BY CORE HOUSING NEED AND TENURE, 2016¹⁵

	Total Households in Core Housing Need		Renter Households in Core Housing Need		Owners in Core Housing Need	
	#	%	#	%	#	%
Total	165	9%	60	22%	105	7%
Core Housing Need by Age of Primary Household Maintainer						
15-24	0	0%	0	0%	0	-
25-34	0	0%	0	0%	0	0%
35-44	50	17%	20	29%	35	16%
45-54	45	13%	15	21%	30	11%
55-64	35	7%	15	30%	25	5%
65+	35	7%	10	33%	25	5%
Core Housing Need by Household Type						
Couple with Children	25	5%	10	13%	15	4%
Couple without Children	45	6%	0	0%	40	5%
Lone Parent Household	20	18%	15	60%	10	11%
Multiple-Family	0	0%	0	-	0	0%
One Person Household	55	14%	30	29%	30	11%
Other Non-Family	15	27%	10	100%	10	22%
Core Housing Need based on Immigration Status						
Non-Immigrant	120	8%	50	20%	70	6%
Non-Permanent Resident	0	-	0	-	0	-
Immigrant	45	13%	10	40%	35	10%
Recent Immigrant	0	-	0	-	0	-
Core Housing Need by Households with Seniors (65+)						
Household Has At Least One Senior (65+)	45	7%	10	25%	30	5%
Household Without A Senior (65+)	125	10%	45	19%	80	8%
Core Housing Need by Households with Persons with an Activity Limitation						
Household Has At Least One Person With an Activity Limitation	110	10%	30	17%	80	9%
Household Without A Person With an Activity Limitation	50	7%	25	25%	25	4%
Core Housing Need by Indigenous Households						
Aboriginal Households	10	11%	0	0%	10	15%
Non-Aboriginal Households	155	9%	55	22%	100	7%
Core Housing Need by Households with Children						
Household Has At Least One Child (<18 years)	45	11%	25	33%	20	6%
Household Without a Child (<18 years)	120	8%	40	21%	85	7%

¹⁵ Note that for some census data, errors and / or random rounding can result in numbers that do not add up to their totals and percentages that do not add up to 100%. Random rounding means that each individual value is randomly rounded up or down to a multiple of 5 or 10, and sub-totals are independently rounded. These discrepancies are especially common when looking at aggregations with different variables, such as tenure and condition.

3.8 Summary

Housing Stock

- Compared to the CRD as a whole, the overall housing stock in Juan de Fuca (Part 1) and Juan de Fuca (Part 2) is slightly newer and less diverse. While recent building permits suggest a trend towards more apartments (secondary suites) in the Juan de Fuca Electoral Area, some of these residential developments are created for commercial tourism rather than long-term residency.
- The single-family home is the dominant dwelling type in Juan de Fuca (Part 1) and Juan de Fuca (Part 2), with most houses having three or more bedrooms (62%).
- Most (64%) households in Juan de Fuca (Part 1) contain one or two people. These may be comprised of older individuals or couples whose children have moved away.
- While 90% of Juan de Fuca (Part 1) owners occupy single-family homes, renters occupy a much wider range of structure types with fewer bedrooms.
- There may be a lack of options for older adults looking to downsize out of large single-family homes and for families looking for rental units with enough bedrooms to suit their needs or to enter the homeownership market.

Homeownership Market

- In 2016, 84% of households owned their home and 16% rented.
- The average assessed value for a single-detached house is approximately \$726,000 in 2019 in the Juan de Fuca electoral area.
- The single-detached house is severely unaffordable for lone-parent families and non-census family earning the median household income for their type. It is also moderately unaffordable for couples with or without children making the median household income, despite this being the most common type of home in the electoral area. Assuming a 10% down payment and an interest rate of 2.54% as per Section 3.2.1, couples with children making the median income would need to spend approximately 37% of their monthly income on shelter costs for a single-detached home at the 2019 average assessed value, while couples without children would need to spend 46%.
- Other census families earning the median household income for this housing type are able to afford mortgaging a single-detached dwelling in 2019 in Juan de Fuca.

Rental Market

- For Juan de Fuca Electoral Area, primary rental market data is only available for 2001 to 2003. This data is considered outdated as it is nearly 20 years old, but it provides a snapshot of what the market looked like historically.
- The number of short-term rentals in Port Renfrew has grown significantly over the last three years, from 17 units in the second quarter of 2017 to 91 units in the quarter of 2020 (over 400%).

Non-Market Housing

- As of 2019, Juan de Fuca Electoral Area does not have any existing units that receive non-market supports from BC Housing. There are no co-operative housing units in the Juan de Fuca Electoral Area that are registered with the Co-operative Housing Federation of BC as of 2019.
- In 2016, 20 households, or 6% of renter households in Juan de Fuca (Part 1), reported that they live in subsidized housing.

- It is estimated there was a minimum of 1,523 individuals who experienced homelessness across the CRD on March 11, 2020. On that night, there were at least 350 individuals who were emergency sheltered, 743 who were provisionally accommodated in transitional housing and institutions, and 145 individuals who were couch-surfing. There were at least 270 individuals who were unsheltered and a minimum of 15 individuals stayed in unknown locations.

Housing Indicators and Core Housing Need

- In Juan de Fuca (Part 1), the housing indicators show the proportion of households below the affordability standard has decreased by 6% from 2006 to 2016. This is opposite of provincial and national trends where affordability challenges have been increasing.
- Renter households are far more likely to be in Core Housing Need, with 25 renter households meeting this definition in 2016, compared to 50 owner households. These households are currently living in unacceptable conditions (i.e., overcrowded housing, housing in need of repairs) and cannot afford an acceptable alternative housing unit in their community based on median rents. There are slightly more renter households in Extreme Core Housing Need than in Core Housing Need (30 versus 25 households).
- The rate of Core Housing Need in Juan de Fuca (Part 1) (5%) was slightly lower than the rate seen in the CRD as a whole (8%) in 2016.
- Lone-parent renter households are one of the household types most likely to be in Core Housing Need, as they likely face challenges affording rental units with two or more bedrooms to accommodate their children. Lone-parent households also have some of the lowest median incomes in the District, especially female lone-parents. Women fleeing domestic violence are a vulnerable population and may be disproportionately in Core Housing Need.
- Renters living alone are similarly likely to be in Core Housing Need, with individuals not in census families having the lowest median incomes of all household types in the Area.
- Renter households led by individuals age 35 to 44 have the highest rate of Core Housing Need in the Electoral Area (17%), suggesting there may be a lack of affordable rental options for this age group.

4.0

Projections

This section summarizes population, household, and housing unit projections for the next five years, as required for Housing Needs Reports. Population projections such as these offer a glimpse at a possible future scenario. Real community growth depends on many influencing factors, including the economy, housing market, growth in the region, trends in neighbouring communities, locational desirability, and planning and development decisions. The availability, type, and affordability of housing in the community will influence growth and the demographic make up of the community.

The projections presented here use 2016 as the base year, which was the last year of a full population count through the census. This means that projections are presented for 2016 to 2020, as well as 2020 to 2025. Although the years 2017, 2018, and 2019 have already passed, full population counts were not conducted in these years, which means that data for these years is projected from 2016.

4.1 Methodology

The population projections presented in this report are based on BC Stats population projections developed for the CRD and its communities. These population projections are based on historical fertility, mortality, and migration for the CRD, adjusted where possible to take into account expected changes in the region.

The household projections were developed using headship rates by age of primary household maintainer, household family type, and household tenure. These headship rates describe the proportion of individuals within a given age group who “head” a household of a given type (defined by a combination of maintainer age, household family type, and tenure). In general, for simplicity, and due to the relatively consistent headship rates observed over time, the headship rates in Juan de Fuca (Part 1) are assumed to remain constant (by age group) over time.

The household projections are arrived at by combining the population projections and the headship rates in the following way: if population projections indicated there would be an additional 100 individuals between the ages of 45 and 54, and the headship rates in 2016 suggested that 20% of individuals aged between 45 and 54 led couple households without children, and owned their homes, then we would project that there would be an additional 20 couple households without children where the occupants owned their home, and where the head of the home was between the ages 45 and 54.

Simplistic projections of the number of units by bedroom required to house these households are based on an assumed distribution of bedroom-needs by household family type.

4.2 Limitations

Due to the relatively small size of Juan de Fuca (Part 2), these projections are primarily concerned with, and based on data for, Juan de Fuca (Part 1). While the population projections supplied by BC Stats cover Juan de Fuca generally, the methodology of the projections includes an adjustment to Census 2016 population levels for Juan de Fuca (Part 1). The small size of Juan de Fuca (Part 2) makes the use of Juan de Fuca (Part 2) household data unreliable.

The household projections are also limited by the assumption of constant headship rates over time.

The tenure projections methodology assumes the distribution of new owner and renter households will reflect the 2016 tenure distribution within each age group. It does not account for the fact that, in Juan de Fuca (Part 1), renter households have been growing at a much faster rate than owner households over the past several census counts. Because of this, the tenure projections may overestimate the number of new owner households and underestimate the number of new renter households.

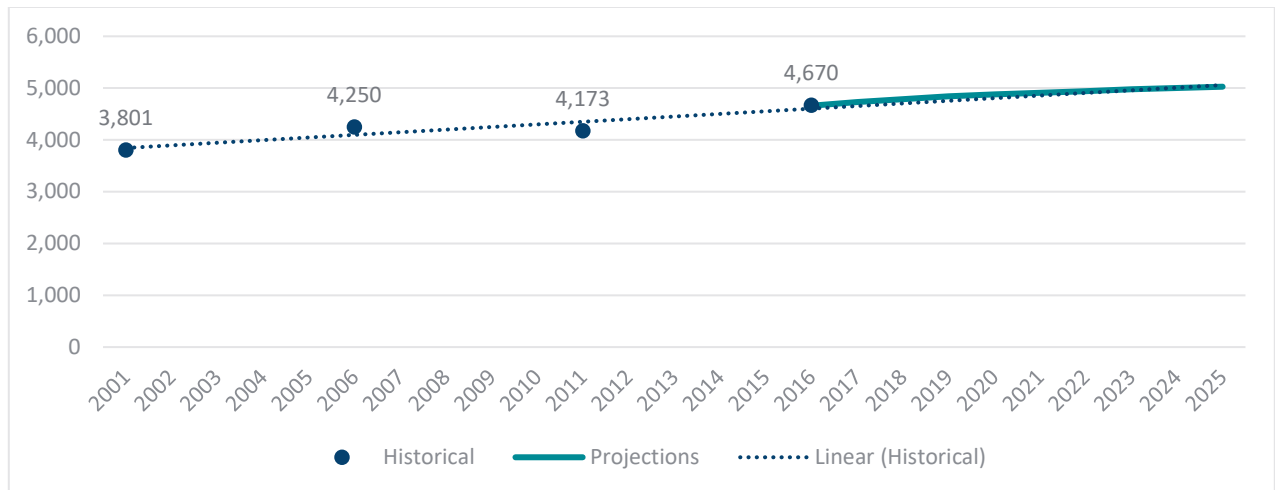
While “population demand” (interest in moving to, or staying in Juan de Fuca (Part 1)) certainly will impact the formation of households and the development of housing in Juan de Fuca (Part 1), in an attractive and growing region, the provision of housing may determine household and population growth.

In summary, these projections present one potential scenario of the future. The actual growth in the community is more complicated and will be determined by numerous factors.

4.3 Population Growth

Over the next five years, the population of Juan de Fuca (Part 1) is projected to grow modestly. Projections suggest that Juan de Fuca (Part 1) grew by 217 residents from 2016 to 2020 and could grow by an additional 150, reaching 5,027 in 2025.

FIGURE 48 ESTIMATED AND PROJECTED POPULATION, 2001-2025



Please note: The historical growth trends in these projections are based on Census data for Juan de Fuca (Part 1), whereas Juan de Fuca (Part 2) represents a smaller proportion of the population in the overall area.

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

TABLE 5 PROJECTED POPULATION AND POPULATION GROWTH, 2016-2025

	2016	2020	2025
Population	4,660	4,877	5,027
Change from prior period	N/A	217	150

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.4 Age Projections

Population growth is expected to be mostly in the older age groups (65 to 84), with strong growth also expected in the 35 to 44 age group (Table 6). Moderate growth is also expected for the population of children ages 14 and under. Some age groups are expected to shrink, including ages 15 to 24, 25 to 34, 45 to 54, and 55 to 64. Based on these projections, the number of seniors in Juan de Fuca (Part 1) is expected to increase by 157 individuals while the working age group (25 to 64) is expected to see a net decrease of 10 individuals.

TABLE 6 PROJECTED POPULATION CHANGE BY AGE, 2016-2025

	2016 to 2020	2020 to 2025
0 to 14 years	31	12
15 to 24 years	-3	-13
25 to 34 years	5	-15
35 to 44 years	76	72
45 to 54 years	-50	0
55 to 64 years	-3	-67
65 to 74 years	111	46
75 to 84 years	50	111
85 years and over	0	4
Total	217	150

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

The median age in Juan de Fuca (Part 1) is expected to slightly increase, from 49.5 in 2016 to 49.6 in 2025 (Table 7).

TABLE 7 MEDIAN AND AVERAGE AGE, 2016-2025

	2016 Actual	2016 Estimate	2020	2025
Median	49.5	49.5	49.6	49.6
Average	45.3	45.4	46.0	46.7

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.5 Household Projections

Household projections anticipate an additional 118 households between 2016 and 2020, and 115 households between 2020 and 2025 (Table 8). Household growth is slightly higher relative to population growth which may indicate that new households will be smaller, reflective of an aging population, more individuals living alone, and more couples without children

TABLE 8 PROJECTED HOUSEHOLDS AND HOUSEHOLD GROWTH, 2016-2025

	2016	2020	2025
Households	2,035	2,153	2,268
Change from prior period	N/A	118	115

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.5.1 Projected Households by Tenure

Based on the projection's methodology, owner households are projected to continue to form the majority of new households (Table 9). However, this result should be approached with caution as the projections methodology assume that future tenure distribution will reflect the 2016 tenure distribution in Juan de Fuca (Part 1). It does not account for the different rates of growth in renter and owner households in recent years. Based on recent historical trends, renter households and owner households are expected to growth at rates similar to the past, in the near future.

TABLE 9 PROJECTED HOUSEHOLD CHANGE BY TENURE, 2016-2025

Tenure Type	2016 to 2020	2020 to 2025
Owner	107	104
Renter	11	11
Total	118	115

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.5.2 Projected Households by Household Family Type

Couples without children and non-census-family households are projected to see the largest increase in numbers among household types. This is likely related to the aging population trend, which is typically accompanied by an increase in households comprised of individuals living alone and couples without children, as adult children age and move out. Nevertheless, couples with children households are also anticipated to grow, as well as modest growth in the lone-parent household type.

TABLE 10 PROJECTED HOUSEHOLD CHANGE BY HOUSEHOLD FAMILY TYPE, 2016-2038

Household Types	2016 to 2020	2020 to 2025
Couple without Children	61	51
Couple with Children	19	21
Lone-Parent	6	9
Other-Census-Family	1	-3
Non-Census-Family	31	37
Total	118	115

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.5.3 Projected Households by Age of Primary Household Maintainer

Senior-led households are projected to comprise a high proportion of household growth. It will be important to plan for the needs of seniors such as aging in place, supportive and assisted living, accessible housing units, as this proportion of the population increases at a greater rate compared to younger households.

TABLE 11 PROJECTED HOUSEHOLD CHANGE BY AGE OF PRIMARY HOUSEHOLD MAINTAINER, 2016-2025

Age Group	2016 to 2020	2020 to 2025
15 to 24 years	0	0
25 to 34 years	1	-4
35 to 44 years	41	38
45 to 54 years	-27	0
55 to 64 years	-1	-40
65 to 74 years	64	25
75 to 84 years	40	94
85 years and over	0	2
Total	118	115

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.5.4 Projected Households by Bedroom Type Needs

Table 12 shows estimates of the unit sizes required to house additional households of various types. Note that these are rough estimates. The actual size of units required is dependent on a number of factors, including individual family preference and lifestyle, as well as economic means and affordability. These estimates are used to project the additional units needed by bedroom sizes.

TABLE 12 ASSUMED DISTRIBUTION OF HOUSEHOLD FAMILY TYPES BY BEDROOM NEED

Household Types	Studio / 1 Bedroom	2 Bedroom	3+ Bedroom
Couple without Children	50%	50%	0%
Families with Children and Other Families	0%	33%	67%
Non-Family	60%	30%	10%

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

Table 13 and Table 14 provide estimates of unit sizes required for 2016 to 2020 and 2020 to 2025 based on projected household growth. A large portion of needed units are small units (i.e., studio, one-bedroom, or two-bedroom units). These units will likely be needed to meet the needs of the increasing numbers of households without children and non-census family households, a large proportion of which are likely to be led by seniors.

Based on the CRD building permits data, Juan de Fuca issued 212 permits between 2016 and the end of 2019. This exceeds the projected household growth and anticipated units needed for the period of 2016 to the end of 2020 in Juan de Fuca. However, as noted in Section 3.1.4, some of these units may have been built for commercial tourist accommodation and do not necessarily represent residential accommodation for residents.

TABLE 13 PROJECTED ADDITIONAL HOUSEHOLD NEEDS BY BEDROOM TYPE, 2016-2020

Household Types	Bedroom Type			Total
	Studio / 1 Bedroom	2 Bedroom	3+ Bedroom	
Couple without Children	31	31	0	61
Families with Children and Other Families	0	9	17	26
Non-Family	19	9	3	31
Total	49	48	20	118
% by bedrooms	42%	41%	17%	100%

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

TABLE 14 PROJECTED ADDITIONAL HOUSEHOLD NEEDS BY BEDROOM TYPE, 2020-2025

Household Types	Bedroom Type			Total
	Studio / 1 Bedroom	2 Bedroom	3+ Bedroom	
Couple without Children	26	26	0	51
Families with Children and Other Families	0	9	18	27
Non-Family	22	11	4	37
Total	48	46	22	115
% by bedrooms	41%	40%	19%	100%

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

4.6 Summary

- If past trends continue, Juan de Fuca (Part 1) is projected to experience modest population growth from 2020 to 2025. Over this period, Juan de Fuca (Part 1) could see an increase of 150 individuals and 115 households.
- The projections estimate that most new households are projected to be owner households (104 or 90%).
- Most growth is expected to be driven by growth within senior age groups (i.e., 65 and older), while many of the age groups falling within common working age (i.e., 25 to 64 years old) are expected to decrease.
- Projections for household type, age of primary maintainer, and unit size requirements are all affected by the dominant growth projected for seniors. For household types, most growth is projected for non-census families or couples without children. The number of households led by seniors as primary maintainers are also projected to see the most growth. As a result, most new housing units needed to meet these households' needs are expected to be small units (i.e., studio, one, or two bedroom).

5.0

Community Engagement Findings

This section summarizes the findings of the stakeholder focus groups and interviews that were held through late July and August of 2020. Stakeholders across the housing system were invited to provide insight into housing needs across the region and in the core area communities. Focus groups discussed community strengths, housing needs and gaps, and opportunities to address the communities' housing need. Stakeholders interviews focused on unmet needs and demands, issues and challenges when it came to addressing housing needs, and potential solutions.

Eleven interviews were completed with service providers, housing providers, and First Nation serving organizations from across the CRD. The organizations interviewed included the Community Social Planning Council, CRD Electoral Area Director, Cool Aid Society, Coalition to End Homelessness, BC Housing, Greater Victoria Housing Society, Pacifica Housing, Urban Development Institute, Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M'akola Housing Society. Most interviewees worked across the CRD and provided insight into the housing system on a regional level.

Four focus groups were attended by stakeholders from community serving organizations, housing providers, institutional (education and employers), and development and real estate serving the CRD's west shore communities. Participants included individuals from Sooke Housing, Community Living BC, Colwood Fire, RCMP, and Langford Planning and Zoning Committee.

5.1 Regional Findings

Many interviewees and focus group participants spoke about housing challenges and opportunities that were relevant across CRD communities. This section provides a summary of cross-cutting themes and insights.

5.1.1 Housing Challenges

Housing Affordability

Housing affordability was a concern across stakeholders, with particular mention of the need for affordable housing for low-income households, including lone-parent families, youth, Indigenous peoples, renters, and seniors on fixed incomes. As housing costs increase in the core area communities of the CRD (Saanich, Victoria, Esquimalt), stakeholders are seeing individuals and families move to further communities in the West Shore communities and Sooke for more affordable options. Family-sized housing in the core area is desired, but is increasingly scarce and higher household income is required in order to afford it.

Although the demand for housing is high and there is a need for more housing supply, stakeholders noted that the downtown core of Victoria is already built out. Greater distribution of affordable housing options is needed across the region over the next five to ten years.

Homelessness

There has been an increase in individuals experiencing homelessness in recent years. While there are varying degrees of housing pressures across the CRD communities, homelessness is experienced in every community. Individuals experiencing homelessness tend to gravitate to Victoria to access support services and to the Salt

Spring Island as the climate is milder and where the culture is more accepting. Some individuals experiencing homelessness have been present in the region for a long time.

Options for Renters

There is a need for more housing options for renters and other low-income groups across the CRD, regardless of gender, age or ethnicity. Rental vacancy rates are low across the region without enough supply coming onto the market fast enough to meet demands. The high demand for market rental housing puts renters at a disadvantage as landlords can be selective or demanding when leasing to tenants.

The lack of rental market housing puts pressure on the low-end of market rental housing as more households seek affordable options. Stakeholders emphasized that households who do not qualify for rent-geared-to-income housing programs are left without alternative housing options and can become vulnerable to homelessness. To keep up with demand, a few stakeholders have either recently refocused their service programs or are in the process of expanding their services to new municipalities.

Indigenous Housing

There are rental housing options available for Indigenous families with children across the CRD. The gap that stakeholders see in the region is housing for Indigenous households who require housing supports after their children have moved away. There is also opportunity to provide affordable housing options for non-traditional families, such as children whose guardians are not their legal guardians.

Additional non-market housing options are needed as low-end market housing can often be out of reach for very-low income Indigenous households. There is also a need for more culturally appropriate housing for Indigenous peoples in the CRD as they are disproportionately represented in the homelessness population. Stakeholders report there is a service gap in terms of land-based healing, decolonized harm reduction framework, and more pathways for healing. Elders are particularly in need of culturally appropriate housing and activities.

Supportive Housing

The need for more supportive housing is seen as a significant area of investment by stakeholders. Prior to the COVID-19 pandemic, supportive housing providers across the CRD were operating at capacity. More supportive housing is needed for Indigenous peoples, seniors and women. The lack of supportive housing options pushes people to live in rental housing where they may not be receiving the supports they require (e.g. care for mental health, substance use disorders, or other health needs).

In addition to increasing the supply of supportive housing, there is also a need to increase or improve programs that serve specific groups, such as harm reduction programs, human-centered supports, permanent and flexible housing programs (e.g. Housing First approach), and Indigenous healing programs.

In terms of community and social wellness, housing for those with concurrent disorders is a key service which is currently missing in the CRD. Relative to the general population, the amount of people in the CRD who experience overlapping mental health and substance use disorders is small. However, stakeholders report that supports for individuals experiencing complex needs are important because this is where the most damaging behaviours are from the community's perspective.

Youth Housing

Housing for families is considered an important issue in the CRD, and stakeholders felt that more attention should be given to the housing gap for youth and for youth aging out of care. Youth aging out of care have a much higher risk of experiencing homelessness in their first year.

Student Housing

Student housing was identified as a service gap in the core communities of the CRD. Students represent a large proportion of the regional population influx and they are seeing a deep affordability crunch. On-campus residential development requires higher density, fewer parking requirements, and transportation options to support the successful implementation of new housing.

5.1.2 Barriers and Challenges in Developing and Operating Housing

The overall development process to build new housing can be challenging, particularly for affordable or supportive housing. In the CRD, affordable housing developers need to have the capacity to overcome barriers related to buying property or land, bridging financing, and securing funding to make the development feasible.

Although supportive and affordable housing development applications are fast-tracked in some local governments in the CRD, a few stakeholders reported that the development process can still be challenging. This is due to issues related to prescriptive zoning, not-in-my-backyard attitudes (NIMBYism) in the community, policy directions that encourage development of other types of housing, and parking regulations. In some cases where there is opposition against a proposed development project, it is felt that people become the focus rather than land-use issues.

Many housing providers in the CRD are operating at capacity. Where there is opportunity to provide more non-market units onto the market, organizational capacity becomes an issue on the operations side. It is felt that there is a limited pool of trained staff who are experienced with working alongside vulnerable populations (e.g. individuals with mental health or substance use disorders). The high housing costs in the CRD also makes it difficult for the retention of housing staff as they are more likely to take on two jobs and more prone to experience burnout. It can be an issue to collect rents from tenants who are experiencing mental health crises.

5.1.3 Opportunity Areas

Multi-sectoral Collaboration and Partnerships

It is encouraged to continue fostering collaboration in the region by convening partnerships across the actors, such as Indigenous partners, First Nations, non-profit housing providers, private developers, municipalities, BC Housing, and CMHC. Regional consultation and brainstorming sessions can result in action and new housing being built.

Local Government Leadership to Support Affordable Housing

In the CRD, affordable housing buildings can be designed with local context and local need in mind. It was felt that affordable housing across the region has historically been driven by program requirements by senior government funders such as BC Housing and that local governments can lead the way to new affordable housing initiatives, and play a bigger role in unit design and mix. In addition, participants felt that local governments have a role to increase public awareness about misconceptions about people who live in non-market housing and to be supportive of affordable housing projects.

Continued Support for Culturally Supportive Housing

There have been new initiatives aimed at providing culturally supportive housing for the most vulnerable Indigenous populations in the CRD. Stakeholders who serve Indigenous peoples are developing new frameworks and pilot projects to better meet the needs of this population (e.g. Elders support, using traditional foods, land-based healing, family reunification). Providing space for Indigenous people and organizations and trusting Indigenous ways of knowing and being can lead to new models of care.

Encourage Broader Public Engagement

There is opportunity to broaden the public engagement to engage different voices and groups during the development approvals process. While community associations are an important group to hear, it is equally important to provide space for more individuals and groups to represent the diverse housing needs in the CRD.

Other Opportunities

Stakeholders noted other opportunities to build new housing or to support groups in need:

- Explore the encouragement of mixed-income residential buildings to promote inclusive communities
- Partner with First Nations that have set aside land for revenue through housing development
- Adopt a shelter model that provides wraparound services and assessments to individuals experiencing homelessness throughout the day
- Implement a coordinated access system with a bynames list to guide individuals to services they require
- Ensure all affordable housing developments have housing agreements and consider implementing a universal housing agreement within the CRD
- Explore an organization-specific bus pass program to help tenants get to/from services
- Pilot inclusionary zoning in areas where this policy can be supported and to test and iterate ideas
- Continue to support renewal of purpose-built rentals
- Reduce parking requirements to support new affordable housing
- Informal forums are needed to help find housing for certain groups, such as the LGBTQ+ community

5.2 Findings for West Shore Communities

The housing needs identified in section 5.1.1 reflect what was heard for Juan de Fuca Electoral Area and the CRD and are not repeated here. Focus group participants were asked specifically about housing challenges and opportunities in Juan de Fuca and the other West Shore communities (Langford, Metchosin, Highlands, Colwood). The findings are summarized in this section.

5.2.1 Housing pressures felt across the housing continuum

Market housing pressures

It was heard that while the demand for housing has increased and unaffordability has deepened in the core area communities, the West Shore communities are feeling housing pressures as well. Stakeholders reported that housing costs are rising in the West Shore communities and some households (e.g. renters, younger adults) cannot afford to transition into entry-level homeownership. In addition, employers noted that it can be difficult to recruit and train staff due to the increasing housing costs being experienced in the West Shore communities.

A need for more non-market housing

Stakeholders cited that housing unaffordability pressures impact low-income households, including single person households and individuals with disabilities. Stakeholders reported seeing a growing population of low-income individuals who cannot afford housing and an increasing number of tent communities or instances of hidden homelessness (i.e. couch surfing, individuals living in vehicles etc.). Community serving organizations reported that the clients they serve earn significantly less than the 2016 median household incomes across the West Shore communities. It was noted that some of the most underserved groups in the subregion are not captured under the Census as they are potentially not living in homes, and instead are staying in makeshift shelters such as tents.

5.2.2 Opportunity Areas Specific to West Shore Communities

Provide housing options for households looking for space

The West Shore communities are seen as attractive places for families and households who desire more space to live in. Stakeholders cited higher affordability compared to other areas of the CRD, plentiful community and recreation amenities, as well as growing housing supply to serve these households. It was noted that newer homes may often be preferred by families as they are easier to maintain and smaller lot subdivisions provide affordable housing options without having to sacrifice space.

Explore partnerships and housing innovation

Stakeholders reported that existing efforts to increase non-market housing options in the West Shore communities are on a site by site basis, which can be inefficient when more units are needed. It was heard that BC Housing, local governments, and private developers are important partners for non-profit and community organizations looking to improve housing in their communities. To support housing innovation, stakeholders expressed that bylaws and zoning regulations could be reviewed so that new and alternative housing options can be made available, such as tiny housing and cooperative housing complexes.

5.3 Additional Findings for Juan de Fuca Electoral Area

This section focuses on specific barriers and opportunity areas to addressing housing issues in Juan de Fuca Electoral Area as heard through the focus groups:

- Stakeholders noted that there have been conversations about housing in the Juan de Fuca area, and that action should be taken to improve housing. Housing innovation and ideas can be supported through policies and regulations.
- It was reported that homelessness and poverty have been issues in the Sooke and nearby areas for many years. The barriers to supporting these individuals are a lack of resources and a lack of understanding about wraparound supports needed to house individuals who may have underlying or overlapping mental health and substance use disorders.

6.0

COVID-19 Implications

In March 2020, COVID-19 was declared a global pandemic. Local economies have been, and continue to be, significantly impacted as governments closed international borders, mandated businesses to close, and issued stay-at-home directives for everyone but essential workers.

This section provides an overview of preliminary economic impacts based on the information available during this study process, as well as perspectives on the pandemic heard from stakeholders through the engagement process. While there were immediate economic effects due to precautionary measures, the full impact of the pandemic is still emerging and will continue to need monitoring.

6.1 Preliminary Economic Impacts

The economic impact has been and continues to be greatest in industries such as tourism, accommodations, food services, recreation, transportation and retail. The effect on employment and income are significant and the repercussions of reduced incomes—and reduced savings—will be felt for months and years to come. Several key demographics are expected to face significant challenges:

- Students approaching graduation and recent graduates seeking part-time or full-time work will likely see delays in finding work compared to previous years.
- Bars, restaurants, retail, and similar service jobs are unlikely to return to 100% capacity for some time due to social distancing measures, and in BC are currently operating at 50% capacity.
- Older workers who have lost their jobs and may face difficulties re-entering the workforce.
- Those nearing retirement may be pushed into retiring earlier than planned for or see their savings impacted.
- Those who own their homes are typically in more stable financial positions than renters, particularly long-time homeowners. However, those who recently entered the market will be facing significant pressures if one or more members of their household has lost their job. As of the end of June 2020, 16% of mortgage holders in Canada have enrolled in mortgage deferrals since the pandemic started and the impact of these will likely not be felt until late 2020¹⁶.
- Owners who rent their properties in the secondary market, both long term and short term, may find it more difficult to rent their units or see their revenue decrease as renters face job loss.

In the Greater Victoria Census Metropolitan Area, the impacts of COVID-19 can be felt by residents, workers, businesses, and industries. The hardest hit industries in the CRD are the tourism and accommodation sectors, as hotel occupancy fell to 21%, far below the seasonal normal and resulting in decreased revenues over the

¹⁶ Global News. (August 2020). Mortgage deferrals will end soon for many Canadians. Then what? Retrieved from <https://globalnews.ca/news/7286008/coronavirus-mortgage-deferrals-end-canada/>.

summer months¹⁷. Decreases in tourism have downward impacts on other hospitality related industries in the region, such as restaurants, service, and retail sectors.

Unemployment rates are quite high for the Victoria Census Metropolitan Area – 10.3% in August 2020 which is far higher than the recorded unemployment rate in February of 3.4%. However, since these figures are reported by Statistics Canada on a three-month moving average, the region's unemployment rate is expected to continue to change as new data is collected from Phase 3 of BC's Restart Plan.

The real estate market, on the other hand, has seen more activity in August 2020 than in the previous year's August in terms of sales volume. In addition, the benchmark value for single-detached houses and condominiums have stayed consistent or higher than in August 2019. The Victoria Real Estate Board reports that it remains unclear how the market will react to the socio-economic impacts of the COVID-19 pandemic in the upcoming months¹⁸.

6.2 Stakeholder Perspectives

Stakeholders who participated in the Housing Needs Report engagement process shared information on the impacts of the pandemic on the housing system that they were seeing.

Challenges:

- Renters or individuals receiving temporary financial and housing supports may struggle to find stable and permanent housing in coming months.
- Supportive housing operations have had to reduce capacity to meet social distancing requirements, further compounding many issues related to housing instability. As a result, the number of visible homeless and tent cities has increased.
- COVID-19 has highlighted the difficulties communities face without a coordinated access system for homeless groups.
- Overdose deaths in BC are far higher than COVID-related deaths, highlighting the ongoing health crisis and unsafe drug supply in the province. Social isolation, poor living conditions, unemployment, and the stresses of the pandemic may be contributing to increased overdoses, among other factors.

¹⁷ South Island Prosperity Partnership. (August 2020). Monthly economic recovery dashboard. Retrieved from <https://southislandprosperity.ca/wp-content/uploads/2020/08/Economic-Recovery-Dashboard-Report-August.pdf>.

¹⁸ Victoria Real Estate Board. (September 2020). Victoria real estate market experiences an active summer. Retrieved from <https://www.vreb.org/current-statistics>.

Emerging Opportunities:

- Due to COVID-19, there may be opportunities to acquire available and below-market properties and land for affordable housing (including protecting existing purpose-built rental properties).
- BC Housing in partnership with community service agencies and local governments are taking action to address homeless camps by finding individuals housing or by sheltering people in private hotels. This may free up rental housing stock for other households in need to live in.
- Families may desire more space now that COVID-19 has shown that remote working is a possibility.
 - Since the start of the COVID-19 pandemic, some community serving organizations have noticed that clients have not needed as much support because they have been receiving temporary financial relief from the federal government.

7.0

Summary of Key Areas of Local Need

This section summarizes the projected number of units by number of bedrooms for 2016 to 2020 and then the next five years, 2020 to 2025 (from Section 4). It also presents the statements of key areas of local need which are supported by the data and engagement feedback outlined in Sections 3 and 5 of the report.

7.1 Number of Units Needed by Dwelling Type in Juan de Fuca (Part 1)

Table 15 presents the projected housing units needed in Juan de Fuca (Part 1) based on population growth and the distribution of each household types by the suitable number of bedrooms. Based on the CRD building permits data, Juan de Fuca issued 212 permits between 2016 and the end of 2019. This exceeds the projected household growth and anticipated units needed for the period of 2016 to the end of 2020 in Juan de Fuca. However, as noted in Section 3.1.4, some of these units may have been built for commercial tourist accommodation and do not necessarily represent residential accommodation for residents.

TABLE 15 PROJECTED HOUSING UNITS IN JUAN DE FUCA (PART 1), 2016-2020 AND 2020-2025

Household Types	Studio / 1 Bedroom	2 Bedroom	3+ Bedroom	Total
2016-2020	49	48	20	118
Couple without Children	31	31	0	61
Families with Children and Other Families	0	9	17	26
Non-Family	19	9	3	31
2020-2025	48	46	22	115
Couple without Children	26	26	0	51
Families with Children and Other Families	0	9	18	27
Non-Family	22	11	4	37

7.2 Statements of Key Areas of Local Need in the Capital Regional District

7.2.1 Affordable Housing

Housing costs in 2019 are high in the Juan de Fuca Electoral Area and across the CRD. Stakeholders reported that the costs of living in the core area communities are impacting the ability of individuals and families to stay. Households are increasingly moving to further communities such as the West Shore communities and Sooke for more affordable options, which is placing pressure on the housing stock of these communities.

The cost of owning in Juan de Fuca Electoral Area, while comparatively more affordable than the CRD in general, is still high. The average assessed value for a single-detached house in Juan de Fuca Electoral Area was \$726,000 in 2019. The affordability gap analysis showed that lone-parent families and non-census families (e.g., individuals living alone) are facing the greatest housing challenges.

The median income for these household types is not enough to afford an appropriate unit. Based on the affordability threshold of housing costs being no more than 30% of gross household income, a single-detached home is out of reach for households making the median income, even couples with children who tend to make higher incomes than other household types. The only exception are other census families.

7.2.2 Rental Housing

There is a need for more rental housing options across the CRD. The proportion of renter households grew from 260 households in 2006 (15%) to 325 in 2016 (16%) in Juan de Fuca (Part 1). The stock of purpose-built rental housing was 404 units in 2003 although recent data is not available to understand if this number has changed. The primary rental market vacancy rate was 1.5% in Juan de Fuca Electoral Area in 2003. Rental vacancy rates are low across the region without enough supply coming onto the market fast enough to meet demands. High demand and low vacancy contribute to increasing rental costs and can push renter households out of the community.

7.2.3 Housing for People with Disabilities

It was heard through engagement that individuals with disabilities have reduced incomes and difficulty accessing appropriate housing in Juan de Fuca Electoral Area and across the CRD. For individuals with disabilities who are unable to work, the provincial housing supplement of \$375 (for an individual) limits access to housing options.

7.2.4 Housing for Seniors

Juan de Fuca (Part 1) and Juan de Fuca (Part 2) are experiencing aging trends with the median age growing from 44.3 to 49.5 and 45.8 to 52.0, respectively, from 2006 and 2016. Increasingly communities are looking at aging in place in the community as an approach to addressing changing housing needs and an older demographic: having downsizing and supportive housing options available ensures seniors in the community are able to stay in the community for the long-term. The lack of supportive housing options in the CRD pushes people to live in housing that may not have the accessibility or health supports required.

7.2.5 Housing for Families

Family-sized housing in the core area communities is increasingly out of reach for families with children in terms of affordability. West Shore communities are becoming more attractive options for families and other households requiring more space. The affordability gap analysis showed that the average assessed value of a single-detached home (\$726,000 in 2019) in Juan de Fuca Electoral Area is less expensive than in the core area communities, but it would still result in couples with children that make the median household income spending more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families (5% of all Juan de Fuca (Part 1) households). For those in the rental market, no recent data is available to understand the supply of larger units.

7.2.6 Homelessness

There has been an increase in individuals experiencing homelessness across CRD communities in recent years. The March 11, 2020 Point-in-Time count identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

Glossary

Activity Limitation: “Activity limitations refer to difficulties that people have in carrying out daily activities such as hearing, seeing, communicating, or walking. Difficulties could arise from physical or mental conditions or health problems.”

<https://www03.cmhc-schl.gc.ca/hmip-pimh/en#TableMapChart/59/2/British%20Columbia> – Core Housing Need, Activity Limitations

Adequate Housing Standard: “[Housing] not requiring any major repairs.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

Affordable Housing Standard: “[Housing with] shelter costs equal to less than 30% of total before-tax household income.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

Census Family: Census families include couples with and without children, and a single parents with children living in the same dwelling. Census families are restricted to these family units and cannot include other members inside or outside the family (including a grandparent, a sibling, etc.). Grandchildren living with grandparents (and without a parent) would also count as a census family.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/fam004-eng.cfm>

Core Housing Need: “A household is said to be in 'core housing need' if its housing falls below at least one of the adequacy, affordability or suitability standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three housing standards).” Some additional restrictions apply.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

Household Income: The sum of incomes for all household members.

Household Maintainer: A person in a household who is responsible for paying the rent, mortgage, taxes, utilities, etc. Where multiple people contribute, there can be more than one maintainer.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage008-eng.cfm>

Headship Rate: The proportion of individuals of a given age group who are primary household maintainers.

Household Type: “The differentiation of households on the basis of whether they are census family households or non-census family households.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage012-eng.cfm>

Income: For the purposes of this report, unless otherwise indicated, income refers to “total income” which is before-tax and includes specific income sources. These specific income sources typically include employment income, income from dividends, interest, GICs, and mutual funds, income from pensions, other regular cash income, and government sources (EI, OAS, CPP, etc.). These income sources typically do not include capital gains, gifts, and inter-household transfers, etc.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop123-eng.cfm>

Labour Force: The labour force includes individuals aged 15 and over who are either employed, or actively looking for work. This means that the labour force is the sum of employed and unemployed individuals. Individuals not in the labour force would include those who are retired.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop056-eng.cfm>

Movable Dwelling: A single dwelling type used as a place of residence and can be moved on short notice that includes mobile homes, as well as a tent, recreational vehicle, travel trailer houseboat or floating home.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/dwelling-logements013-eng.cfm>

Multiple-Census Family Household: A **household** in which two or more **census families** (with or without additional persons) occupy the same private dwelling. **Family households** may also be divided based on the presence of persons not in a **census family**.

<https://www12.statcan.gc.ca/census-recensement/2011/ref/dict/households-menage012-eng.cfm>

National Occupancy Standard: Standard for the number of bedrooms required by a household based on household composition. For example, lone-parents living with their child would require two bedrooms, one for themselves and one for their child.

<https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=100731>

Non-Census-Family Households: Households which do not include a census family. “Non-Census-family households are either one person living alone or a group of two or more persons who live together but do not constitute a Census family.”

<https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=251053>

Other Family or Other Census Family: When comparing households one way to distinguish between households is by “household family types.” These types will include couples with children, couples without children, lone-parent families, and non-family households; they will also include “other families” which refer to households which include at least one family and additional persons. For example, “other family” could refer to a family living with one or more persons who are related to one or more of the members of the family, or a family living with one or more additional persons who are unrelated to the family members.

Participation Rate: The participation rate is the proportion of all individuals aged 15 and over who are in the labour force.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop108-eng.cfm>

Primary Household Maintainer: The first (or only) maintainer of a household listed on the census.

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage020-eng.cfm>

Seniors: Individuals aged 65 and over.

Shelter Cost: Total monthly shelter expenses paid by households that own or rent their dwelling. “Shelter costs for owner households include, where applicable, mortgage payments, property taxes and condominium fees, along with the costs of electricity, heat, water, and other municipal services. For renter households, shelter costs include, where applicable, the rent and the costs of electricity, heat, water and other municipal services.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage033-eng.cfm>

Subsidized Housing: “‘Subsidized housing’ refers to whether a renter household lives in a dwelling that is subsidized. Subsidized housing includes rent geared to income, social housing, public housing, government-assisted housing, non-profit housing, rent supplements and housing allowances.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/dwelling-logements017-eng.cfm>

Suitable Housing Standard: “[Housing that] has enough bedrooms for the size and composition of resident households.”

<https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

Supportive housing: A type of housing that provides on-site supports and services to residents who cannot live independently.

<https://www.bchousing.org/glossary>

Supportive Housing for Seniors: This document defines assisted living and long term or residential care options as supportive housing for seniors.

Transitional Housing: “A type of housing for residents for between 30 days and three years. It aims to transition individuals to long-term, permanent housing.”



APPENDIX A

Provincial Summary Form

Housing Needs Reports – Summary Form

MUNICIPALITY/ELECTORAL AREA/LOCAL TRUST AREA: Juan de Fuca Electoral Area (Part 1)

REGIONAL DISTRICT: Capital Regional District

DATE OF REPORT COMPLETION: October 2020

Note: While Juan de Fuca is a single electoral area, it is categorized into two census subdivisions by Statistics Canada: Juan de Fuca (Part 1) and Juan de Fuca (Part 2). As such, the data in this Housing Needs Report will be

PART 1: KEY INDICATORS & INFORMATION

Instructions: please complete the fields below with the most recent data, as available.

LOCATION	Neighbouring municipalities and electoral areas: Highlands, Langford, Metchosin, Sooke
	Neighbouring First Nations: Esquimalt First Nation, Songhees First Nation

POPULATION	Population: 4670 (2016)		Change since 2006 :	11.9 %
	Projected population in 5 years: 5027		Projected change:	8.0 %
	Number of households: 1995 (2016)		Change since 2006 :	15 %
	Projected number of households in 5 years: 2268		Projected change:	5.3 %
	Average household size: 2.3			
	Projected average household size in 5 years: 2.2			
	Median age (local): 49.5	Median age (RD): 44.8	Median age (BC): 42.5	
	Projected median age in 5 years: 49.6			
	Seniors 65+ (local): 19 %	Seniors 65+ (RD): 17.6 %	Seniors 65+ (BC): 17 %	
	Projected seniors 65+ in 5 years:			24.4 %
	Owner households:	84 %	Renter households:	16 %
	Renter households in subsidized housing:			1 %

INCOME	Median household income	Local	Regional District	BC
	All households	\$ 76,178	\$ 69,642	\$ 69,979
	Renter households	\$ 42,904	\$ 44,363	\$ 45,848
	Owner households	\$ 82,273	\$ 88,704	\$ 84,333

ECONOMY	Participation rate: 60.6 %	Unemployment rate: 5.5 %
	Major local industries: Public administration, construction, health care and social assistance, accommodation and food services, and retail trade.	

HOUSING	Median assessed housing values: \$ 665,564 (average)	Median housing sale price: \$ 640,990 (average)
	Median monthly rent: \$ 775	Rental vacancy rate: 1.5 %
	Housing units - total: 1995	Housing units – subsidized: 20
	Annual registered new homes - total: N/A	Annual registered new homes - rental: N/A
	Households below <i>affordability</i> standards (spending 30%+ of income on shelter): 19 %	
	Households below <i>adequacy</i> standards (in dwellings requiring major repairs): 6 %	
	Households below <i>suitability</i> standards (in overcrowded dwellings): 3 %	

Briefly summarize the following:

1. Housing policies in local official community plans and regional growth strategies (if applicable):

The Official Community Plans for the communities in the Juan de Fuca Electoral Area guide future residential development to be generally low-density. In addition, some communities have provisions for affordable housing policies.

2. Any community consultation undertaken during development of the housing needs report:

Stakeholder focus groups and interviews were held through July and August of 2020. Eleven interviews were completed with service providers, housing providers, and First Nation serving organizations from across the CRD. Four focus groups were attended by stakeholders from community serving organizations, housing providers, institutional (education and employers), and development and real estate serving the CRD’s west shore communities.

3. Any consultation undertaken with persons, organizations and authorities (e.g. local governments, health authorities, and the provincial and federal governments and their agencies).

Interviewed organizations included Community Social Planning Council, CRD Electoral Area Director, Cool Aid Society, Coalition to End Homelessness, BC Housing, Greater Victoria Housing Society, Pacifica Housing, Urban Development Institute, Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M’akola Housing Society. Focus group participants included individuals from Sooke Housing, Community Living BC, Colwood Fire, RCMP, and Langford Planning and Zoning Committee.

4. Any consultation undertaken with First Nations:

Several First Nation serving organizations were included in the public consultation process. These organizations include the Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M’akola Housing Society.

PART 2: KEY FINDINGS

Table 1: Estimated number of units needed, by type (# of bedrooms)

	Currently	Anticipated (5 years)
0 bedrooms (bachelor)	(combined with 1 bedroom)	(combined with 1 bedroom)
1 bedroom	140	48
2 bedrooms	590	46
3+ bedrooms	1285	22
Total	2015	116

Comments:

The projections are combined with Juan de Fuca Part 2.

Table 2: Households in Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
<i>All households in planning area</i>	1645	100	1675	100	1855	100
Of which are in core housing need	155	9.4	145	8.7	165	8.9
Of which are owner households	100	7.1	100	7.0	105	6.6
Of which are renter households	55	23.9	40	16.0	55	20.4

Comments:

In 2016, Juan de Fuca (Part 1) had a lower proportion of households in Core Housing Need compared to the CRD as a whole. Juan de Fuca (Part 1) has seen a consistent proportion of households in Core Housing Need from 2006 to 2016. As with other areas in the region, a higher proportion of renter households are in Core Housing Need than owner households.

Table 3: Households in *Extreme* Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
<i>All households in planning area</i>	1645	100	1675	100	1855	100
Of which are in extreme core housing need	45	2.7	80	4.8	80	4.3
Of which are owner households	40	2.8	55	3.9	55	3.5
Of which are renter households	10	4.3	0	0	30	11.1

Comments:

Briefly summarize current and anticipated needs for each of the following:

1. Affordable housing:

The cost of owning in Juan de Fuca Electoral Area, while comparatively more affordable than the CRD in general, is still high. Lone-parent families and non-census families face the greatest housing challenges in the Juan de Fuca Electoral Area.

2. Rental housing:

Renter households in Juan de Fuca (Part 1) grew from 260 households in 2006 (15%) to 325 in 2016 (16%). The stock of purpose-built rental housing was 404 units in 2003 (recent data is not available to understand if this number has changed). The primary rental market vacancy rate was 1.5% in Juan de Fuca Electoral Area in 2003.

3. Special needs housing:

It was heard through engagement that individuals with disabilities have reduced incomes and difficulty accessing appropriate housing in Juan de Fuca Electoral Area. For individuals with disabilities who are unable to work, the provincial housing supplement of \$375 (for an individual) is extremely low and limits access to housing options.

4. Housing for seniors:

Juan de Fuca is experiencing an aging trend, and aging in place is a priority for many households. Currently, there is a lack of supporting housing options in the CRD, which forces people to live in housing that may not have the accessibility or health supports required.

5. Housing for families:

The average assessed value of a single-detached home (\$726,000 in 2019) is less expensive than in the core area communities, but would still cause couples with children making the median household income to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families.

6. Shelters for people experiencing homelessness and housing for people at risk of homelessness:

Homeless data specific to Juan de Fuca is not available, but there has been an increase in individuals experiencing homelessness across the CRD in recent years. The March 11, 2020 point-in-time count identified 1,523 individuals experiencing homelessness in the CRD; 350 individuals emergency sheltered and 743 provisionally accommodated.

7. Any other population groups with specific housing needs identified in the report:

Single person households and individuals with disabilities experience housing unaffordability pressures significantly more than other groups. Stakeholders reported seeing a growing population of low-income individuals who cannot afford housing and an increasing number of tent communities or instances of hidden homelessness.

Were there any other key issues identified through the process of developing your housing needs report?

Stakeholders noted that there have been conversations about housing in the Juan de Fuca area, and that action should be taken to improve housing. Housing innovation and ideas can be supported through policies and regulations. It was reported that homelessness and poverty have been issues in the Sooke and nearby areas for many years. The barriers to supporting these individuals are a lack of resources and a lack of understanding about wraparound supports needed to house individuals who may have underlying or overlapping mental health and substance use disorders. Due to lack of affordable housing, households are increasingly moving to further communities such as the West Shore communities and Sooke for more affordable options, which is placing pressure on the housing stock of these communities.

Housing Needs Reports – Summary Form

MUNICIPALITY/ELECTORAL AREA/LOCAL TRUST AREA: Juan de Fuca Electoral Area (Part 2)

REGIONAL DISTRICT: Capital Regional District

DATE OF REPORT COMPLETION: October 2020

Note: While Juan de Fuca is a single electoral area, it is categorized into two census subdivisions by Statistics Canada: Juan de Fuca (Part 1) and Juan de Fuca (Part 2). As such, the data in this Housing Needs Report will be presented in two separate

PART 1: KEY INDICATORS & INFORMATION

Instructions: please complete the fields below with the most recent data, as available.

LOCATION	Neighbouring municipalities and electoral areas: Highlands, Langford, Metchosin, Sooke
	Neighbouring First Nations: Esquimalt First Nation, Songhees First Nation

POPULATION	Population: 190 (2016)		Change since 2006	:	6.7 (2016) %	
	Projected population in 5 years: N/A		Projected change:		N/A %	
	Number of households: 90 (2016)		Change since 2006	:	15 %	
	Projected number of households in 5 years: N/A		Projected change:		N/A %	
	Average household size: 2.0					
	Projected average household size in 5 years: N/A					
	Median age (local): 52.0		Median age (RD): 44.8	Median age (BC): 42.5		
	Projected median age in 5 years: N/A					
	Seniors 65+ (local):	21.0 %	Seniors 65+ (RD):	17.6 %	Seniors 65+ (BC):	17 %
	Projected seniors 65+ in 5 years:					N/A %
	Owner households:	87 %	Renter households:	13 %		
	Renter households in subsidized housing:					0 %

INCOME	Median household income	Local	Regional District	BC
	All households	\$ N/A	\$ 69,642	\$ 69,979
	Renter households	\$ N/A	\$ 44,363	\$ 45,848
	Owner households	\$ N/A	\$ 88,704	\$ 84,333

ECONOMY	Participation rate: 48.0 %	Unemployment rate: 0.0 %
	Major local industries: construction, accommodation and food services, health care and social assistance, education services, and transportation and warehouse.	

HOUSING	Median assessed housing values: \$ N/A	Median housing sale price: \$ N/A
	Median monthly rent: \$ N/A	Rental vacancy rate: N/A %
	Housing units - total: 90	Housing units – subsidized: 0
	Annual registered new homes - total: N/A	Annual registered new homes - rental: N/A
	Households below <i>affordability</i> standards (spending 30%+ of income on shelter): N/A %	
	Households below <i>adequacy</i> standards (in dwellings requiring major repairs): N/A %	
	Households below <i>suitability</i> standards (in overcrowded dwellings): N/A %	

Briefly summarize the following:

1. Housing policies in local official community plans and regional growth strategies (if applicable):

The Official Community Plans for the communities in the Juan de Fuca Electoral Area guide future residential development to be generally low-density. In addition, some communities have provisions for affordable housing policies.

2. Any community consultation undertaken during development of the housing needs report:

Stakeholder focus groups and interviews were held through July and August of 2020. Eleven interviews were completed with service providers, housing providers, and First Nation serving organizations from across the CRD. Four focus groups were attended by stakeholders from community serving organizations, housing providers, institutional (education and employers), and development and real estate serving the CRD’s west shore communities.

3. Any consultation undertaken with persons, organizations and authorities (e.g. local governments, health authorities, and the provincial and federal governments and their agencies).

Interviewed organizations included Community Social Planning Council, CRD Electoral Area Director, Cool Aid Society, Coalition to End Homelessness, BC Housing, Greater Victoria Housing Society, Pacifica Housing, Urban Development Institute, Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M’akola Housing Society. Focus group participants included individuals from Sooke Housing, Community Living BC, Colwood Fire, RCMP, and Langford Planning and Zoning Committee.

4. Any consultation undertaken with First Nations:

Several First Nation serving organizations were included in the public consultation process. These organizations include the Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M’akola Housing Society.

PART 2: KEY FINDINGS

Table 1: Estimated number of units needed, by type (# of bedrooms)

	Currently	Anticipated (5 years)
0 bedrooms (bachelor)	(combined with 1 bedroom)	(combined with JdF Part 1)
1 bedroom	10	(combined with JdF Part 1)
2 bedrooms	20	(combined with JdF Part 1)
3+ bedrooms	40	(combined with JdF Part 1)
Total	70	(combined with JdF Part 1)

Comments:

The projections are combined with Juan de Fuca (Part 1). Please see the Juan de Fuca (Part 1) summary form.

Table 2: Households in Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
<i>All households in planning area</i>	N/A	100	85	100	90	100
Of which are in core housing need	N/A	N/A	N/A	N/A	N/A	N/A
Of which are owner households	N/A	N/A	N/A	N/A	N/A	N/A
Of which are renter households	N/A	N/A	N/A	N/A	N/A	N/A

Comments:

Limited data available.

Table 3: Households in *Extreme* Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
<i>All households in planning area</i>	N/A	100	85	100	90	100
Of which are in extreme core housing need	N/A	N/A	N/A	N/A	N/A	N/A
Of which are owner households	N/A	N/A	N/A	N/A	N/A	N/A
Of which are renter households	N/A	N/A	N/A	N/A	N/A	N/A

Comments:

Limited data available.

Briefly summarize current and anticipated needs for each of the following:

1. Affordable housing:

The cost of owning in Juan de Fuca Electoral Area, while comparatively more affordable than the CRD in general, is still high. Lone-parent families and non-census families face the greatest housing challenges in the Juan de Fuca Electoral Area.

2. Rental housing:

There is no rental data available for Juan de Fuca (Part 2), but generally there is a need for more rental housing options across the CRD.

3. Special needs housing:

It was heard through engagement that individuals with disabilities have reduced incomes and difficulty accessing appropriate housing in Juan de Fuca Electoral Area. For individuals with disabilities who are unable to work, the provincial housing supplement of \$375 (for an individual) is extremely low and limits access to housing options.

4. Housing for seniors:

Juan de Fuca is experiencing an aging trend, and aging in place is a priority for many households. Currently, there is a lack of supporting housing options in the CRD, which forces people to live in housing that may not have the accessibility or health supports required.

5. Housing for families:

The average assessed value of a single-detached home (\$726,000 in 2019) is less expensive than in the core area communities, but would still cause couples with children making the median household income to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families.

6. Shelters for people experiencing homelessness and housing for people at risk of homelessness:

Homeless data specific to Juan de Fuca is not available, but there has been an increase in individuals experiencing homelessness across the CRD in recent years. The March 11, 2020 point-in-time count identified 1,523 individuals experiencing homelessness in the CRD; 350 individuals emergency sheltered and 743 provisionally accommodated.

7. Any other population groups with specific housing needs identified in the report:

Single person households and individuals with disabilities experience housing unaffordability pressures significantly more than other groups. Stakeholders reported seeing a growing population of low-income individuals who cannot afford housing and an increasing number of tent communities or instances of hidden homelessness.

Were there any other key issues identified through the process of developing your housing needs report?



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REPORT TO THE JUAN DE FUCA LAND USE COMMITTEE MEETING OF TUESDAY, DECEMBER 10, 2024

- SUBJECT** **Zoning Bylaw Amendment Application for the subject properties between Shirley and Jordan River described as:**
- **Parcel A (DD 104752I) of District Lot 745, Renfrew District; PID: 009-594-159**
 - **Parcel B (DD52657I) of District Lot 745, Renfrew District; PID: 009-594-183**
 - **District Lot 175, Renfrew District; PID: 023-414-308**

ISSUE SUMMARY

The landowner has applied to rezone the subject property from the Forestry (AF) and Resource Land (RL) zones to a new Silviculture Campground (CR5) zone.

BACKGROUND

The application comprises three parcels with a combined area of 106.3 ha. The subject properties are located north of West Coast Road between Shirley and Jordan River (Appendix A) and are zoned Forestry (AF) and Resource Land (RL) in the Juan de Fuca Land Use Bylaw, 1992, Bylaw No. 2040 (Appendix B). The lands are designated Coastal Upland (CU) in the Shirley-Jordan River Official Community Plan (OCP), Bylaw No. 4001. Lands adjacent to the subject property are zoned AF to the east; AF, Intensive Commercial Recreation (CR-3), and Rural A to the west; RL to the north.

The subject properties are accessed from Cedar Coast Drive and West Coast Road, as well as by a driveway access through an adjacent parcel also owned by the applicant. The lands are partially located within the Shirley Fire Protection local service area. Portions of the land are designated as Steep Slope, Sensitive Ecosystem, and Riparian development permit areas.

At its meeting of March 19, 2024, the Juan de Fuca Land Use Committee (the “LUC”) recommended referral of proposed Bylaw No. 4550 to rezone the subject properties from the AF and RL zones to a Wilderness Campground (WC) Zone. The Bylaw was referred to the Shirley-Jordan River Advisory Planning Commission; Juan de Fuca Electoral Area Parks and Recreation Advisory Commission; Pacheedaht First Nation; T’Sou-ke First Nation; BC Hydro; BC Parks; District of Sooke; Island Health; Ministry of Forests – Archaeology Branch, BC Wildfire Service; Ministry of Land, Water and Resource Stewardship – Water Protection Section; Ministry of Transportation and Infrastructure; RCMP; Sooke School District #62; and appropriate CRD departments.

During the referral period, public feedback on the initial application included discourse regarding the name of the Wilderness Campground zone, and concern regarding the inclusion of Strata Lot 13, Plan VIS4766 (Fishboat Bay). In response, the applicant removed the 64.5 ha strata lot from the proposal and that the proposed bylaw rezone the subject properties from AF and RL to a new Silviculture Campground (CR5) zone (Appendix C). The applicant has also reduced the proposed maximum camping space area; added vehicle restrictions, a maximum person capacity and a fire separation buffer; increased the setback requirement for Jacobs Creek, Swallow Creek, and Aleida Creek; and offered to register a no subdivision covenant for the 66.0 ha RL zoned parcel. The applicant has also supplemented the proposal with an environmental report (Appendix D) and an access and servicing route plan (Appendix E). If approved, the applicant intends to service a future campground with commercial water delivery and commercial waste-sewerage removal companies, rather than utilizing local land and resources.

The landowner has expressed opposition to providing a public trail over the subject properties and has not included such an amenity in the proposal. However, the provision of a trail to address the impacts of the development is identified as desirable by the Shirley-Jordan River OCP and the JdF Parks and Recreation Advisory Commission. Staff have revised Bylaw No. 4550 in accordance with the applicant’s proposal (Appendix F) and recommend that prior to adoption of the bylaw, that a community amenity contribution be provided in the form of a public trail in favour of the CRD to connect

existing Juan de Fuca Community Parks trails and backcountry trails in order to address the impact of the development on the community.

ALTERNATIVES

Alternative 1

The Land Use Committee Recommends to the Capital Regional District Board:

1. That the referral of proposed Bylaw No. 4550, "Juan de Fuca Land Use Bylaw, 1992, Amendment No. 160, 2023"; to the Shirley-Jordan River Advisory Planning Commission; Juan de Fuca Electoral Area Parks and Recreation Advisory Commission; Pacheedaht First Nation T'Souke First Nation; BC Hydro; BC Parks; District of Sooke; Island Health; Ministry of Forests Archaeology Branch, BC Wildfire Service, and Water Protection; Ministry of Land, Water and Resource Stewardship; Ministry of Transportation & Infrastructure; RCMP; and Sooke District #62 be approved and comments be received;
2. That proposed Bylaw No. 4599 be read a first and second time; and that in accordance with the provisions of Section 469 of the *Local Government Act*, the Director of the Juan de Fuca Electoral Area, or Alternate Director, be delegated authority to hold a Public Hearing with respect to Bylaw No. 4550;
3. That prior to adoption of proposed Bylaw No. 4550, the landowner registers a covenant in favour of the Capital Regional District prohibiting subdivision on District Lot 175, Renfrew District (PID: 023-414-308); and that staff be directed to ensure that all conditions are satisfied towards completion and registration; and
4. That prior to adoption of proposed Bylaw No. 4550, the landowner registers a statutory right-of-way for a public trail in favour of the Capital Regional District providing connectivity between existing Juan de Fuca Community Parks trails and backcountry trails, and that staff be directed to ensure that all conditions are satisfied towards completion and registration.

Alternative 2

The Land Use Committee Recommends to the Capital Regional District Board:

1. That the referral of proposed Bylaw No. 4550, "Juan de Fuca Land Use Bylaw, 1992, Amendment No. 160, 2023"; to the Shirley-Jordan River Advisory Planning Commission; Juan de Fuca Electoral Area Parks and Recreation Advisory Commission; Pacheedaht First Nation T'Souke First Nation; BC Hydro; BC Parks; District of Sooke; Island Health; Ministry of Forests Archaeology Branch, BC Wildfire Service, and Water Protection; Ministry of Land, Water and Resource Stewardship; Ministry of Transportation & Infrastructure; RCMP; and Sooke District #62 be approved and comments be received;
2. That proposed Bylaw No. 4599 be read a first and second time; and that in accordance with the provisions of Section 469 of the *Local Government Act*, the Director of the Juan de Fuca Electoral Area, or Alternate Director, be delegated authority to hold a Public Hearing with respect to Bylaw No. 4550; and
3. That prior to adoption of proposed Bylaw No. 4550, the landowner registers a covenant in favour of the Capital Regional District prohibiting subdivision on District Lot 175, Renfrew District (PID: 023-414-308); and that that staff be directed to ensure that all conditions are satisfied towards completion and registration.

Alternative 3

That proposed Bylaw No. 4550 not proceed.

IMPLICATIONS

Legislative Implications

The Advisory Planning Commissions (APCs) were established to make recommendations to the LUC on land use planning matters referred to them related to Part 14 of the *Local Government Act (LGA)*. The Shirley-Jordan River APC considered the application at its meeting on April 30, 2024.

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.

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 regional growth strategy (RGS) be consistent with the RGS. In accordance with CRD policy, where a zoning bylaw amendment that applies to land within the Shirley-Jordan River OCP area is consistent with the OCP, it does not proceed to the CRD Board for a determination of consistency with the RGS. Staff are of the opinion that the proposed amendment is consistent with the policies of the Shirley-Jordan River OCP.

First Nations Implications

The CRD places a high value on its relationship with First Nations and the enhancement of reciprocal engagement procedures that advance reconciliation. The subject property is located within the traditional territory of the Pacheedaht and T'Sou-ke First Nations. Each Nation was invited to participate in the land use review and referral process to inform the Nations of proposed development activity within their territory and seek meaningful dialogue and comment with respect to the proposal.

Referral Comments

Referrals were sent to 11 agencies, Pacheedaht and T'Sou-ke First Nations, appropriate CRD departments, the Juan de Fuca Electoral Area Parks and Recreation Advisory Commission, and to the Shirley-Jordan River APC. Comments received are summarized below and included in Appendix G.

Pacheedaht First Nation advised that PFN is currently conducting a water assessment through treaty negotiations and advises the applicant to be mindful of potential impacts to water resources. PFN comments also state that the campground will need to establish a user policy to address potential impacts to the natural environment and neighbouring landowners, and that the applicant should have a qualified professional conduct a cultural assessment to determine if there are areas of cultural and or archaeological significance that require protection.

T'Sou-ke First Nation is supportive of the rezoning application.

BC Hydro has no objection to the proposed rezoning and provided additional information for the applicant.

District of Sooke stated that its' interested are unaffected by the rezoning application.

Ministry of Forests – Archaeology Branch stated that while a permit is not required as records indicate that there are no known archaeological sites, lands in close proximity to the shoreline have a high potential for previously unidentified sites.

Ministry of Land, Water, and Resource Stewardship - Water Protection Section stated that are no concerns with respect to the proposal and provided additional information for the applicant.

The Shirley – Jordan River Advisory Planning Commission (the "APC") met on April 30, 2024, to consider the application with 36 members of the public in attendance and made the following motion:

MOVED by Fiona McDannold, **SECONDED** by Emily Anderson that the Shirley-Jordan River Advisory Planning Commission recommends to the Juan de Fuca Land Use Committee that the proposed Wilderness Campground (WC) zone be amended to:

- 1) specify a minimum lot size of 120 ha for subdivision purposes;
- 2) specify the maximum number of persons per campsite shall be 10 and the maximum number of persons over the age of 19 per campsite shall be 4 persons;
- 3) to prohibit recreational vehicles, as defined by Bylaw No. 2040, and specify a trailer weight limit;

- 4) to not include Strata Lot 13 (PID: 024-486-914);
- 5) to increase the campsite setback from a watercourse to 100 m or greater.

The Juan de Fuca Electoral Area Parks and Recreation Advisory Commission (the “Parks Commission”) reviewed the application at its meeting April 23, 2024, and provided the following recommendation by resolution.

MOVED by Commissioner Guenard, **SECONDED** by Commissioner Braunschweig that the Juan de Fuca Electoral Area Parks and Recreation Advisory Commission state to the Juan de Fuca Land Use Committee that the Commission’s interests are affected by the proposal (RZ000282) and that the Commission supports continued safe trail connectivity and recreation in the community including connecting backcountry trails and active transportation routes.

Land Use Implications

The landowner submitted an application to establish a commercial campground with a total of 20 campsites over three parcels with a density of 1 campsite per 5.0 ha, and continued silviculture activity under private managed forest regulations.

The Shirley-Jordan River OCP (the “OCP”) designates the subject property as Coastal Upland (CU), which consists primarily of parcels enrolled in the Private Managed Forest Lands (PMFL) program and supports the continued use of those land for forestry activities. If lands have been removed from the PMFL program, then uses such as low-impact recreation and low-impact tourism are supported. Community parks, single-family residential, and agriculture are also supported in this land use designation.

Development proposals should demonstrate that community interests can be protected and implemented subject to the criteria outlined by the OCP. This includes addressing geotechnical constraints, environmental protection, identification and protection of culturally significant features, emergency planning, and offsetting development impacts on local amenities. Where the OCP provides flexibility on terminology such as low-impact tourism, metrics can be established in proposed zones through the referral process, as well as through public consultation and comment.

Comments received through the referral process conveyed that while the scale of the initial proposal was consistent with low impact tourism, there were concerns that use of Strata Lot 13, which is subject to a “no subdivision” and “no build” covenant, will impact neighboring landowners. Potential subdivision of the 66.0 ha RL zoned lot, campsite capacity, large recreational vehicles, wildfire risks, impacts of development near watercourses were also noted as items of concern. The Juan de Fuca Community Parks and Recreation Advisory Commission recommended that public trails connecting community and backcountry trails should be considered.

During the referral period, public feedback on the initial application included concern regarding the proposed Wilderness Campground zone name. In response, the landowner changed the name of the proposed zone to the Silviculture Campground (CR5) zone. The revised proposal includes regulations for a *campground* and maintains the existing *silviculture* and *one-family dwelling* uses as principal uses. The proposed zone clarifies that *secondary suite*, *detached accessory suite*, and *homebased business* are accessory uses. Also, in response to the referral comments, the application no longer includes Strata Lot 13 and proposes a no subdivision covenant for the RL zoned lot in order to maintain the 4.0 ha minimum parcel size regulation from the AF zone. Therefore, there is now no potential net gain in the number of lots that could be created by subdivision. The revised regulations limit the number of persons per camping space and the size of vehicles, includes *fire buffer* requirements, and prescribes a 100 m setback from watercourses. The applicant was opposed to providing a public trail as was recommended by the Parks Commission. Such a trail would contribute to safe active transportation routes and connectivity between an adjacent community park and trails, and to back country trails.

Future Development Implications

Two of the three subject parcels have a total area of 40.3 ha and are zoned AF, which specifies a minimum parcel size of 4 ha. The largest parcel is 66.0 ha and zoned RL, which has a minimum parcel size of 120 ha. The AF and RL zones allow for similar uses, with the exception of *resource extraction* and *agriculture*, which are specifically consigned to the RL zone. Staff are of the opinion that the permitted uses and densities specified in the proposed CR-5 zone of Bylaw No. 4550 are consistent with the Coastal Uplands Land Use designation. However, the proposal is inconsistent with OCP policies related to community amenity contributions and the recommendation of the Parks and Recreation Advisory Commission.

In general, development applications should consider the provision of an amenity to address impacts of development that result from an increase in density or number of users, increased demand on local services and amenities such as existing roads, parks and parking area, or a reduction of those amenities. Since the application does not include a proposal to address such impacts, staff recommend that the LUC consider advancing Bylaw No. 4550 subject to the provision of a community amenity in the form of a CRD statutory-right-of-way (SROW) suitable for a public trail.

CONCLUSION

The purpose of Bylaw No. 4550 is to amend Bylaw No. 2040 by removing the subject properties from the Forestry (AF) and Resource Land (RL) zones and adding them to a new Silviculture Campground (CR5) zone. Staff have prepared proposed Bylaw No. 4550 and recommend receipt of referral comments, first, second and third readings, and that a public hearing be held with respect to the proposed Bylaw. Staff further recommend that adoption of the Bylaw be withheld pending registration of a statutory right-of-way in favour of the CRD for a public trail connecting existing community and backcountry trails, and registration of a restrictive covenant prohibiting further subdivision of District Lot 175.

RECOMMENDATION

The Land Use Committee Recommends to the Capital Regional District Board:

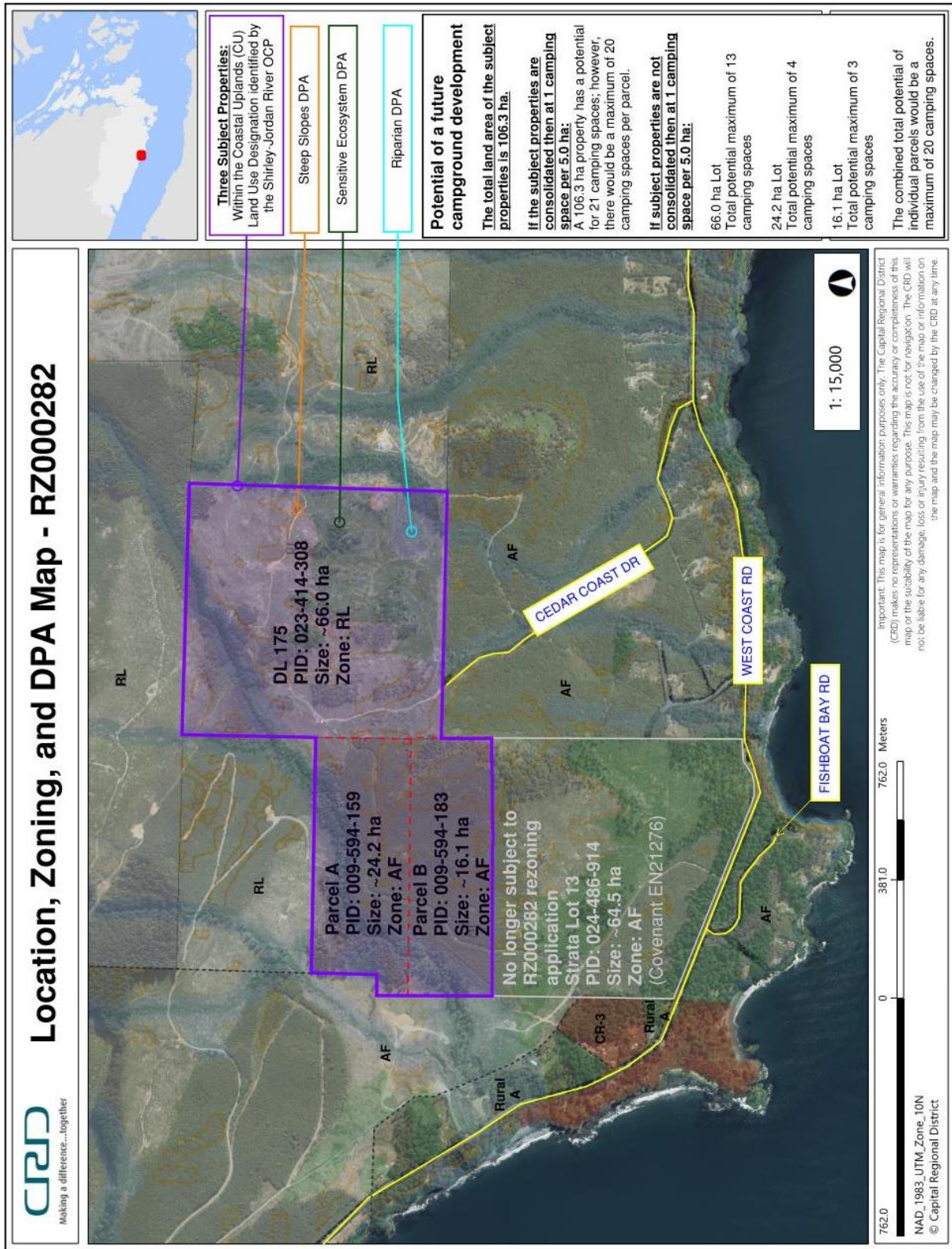
1. That the referral of proposed Bylaw No. Bylaw No. 4550, "Juan de Fuca Land Use Bylaw, 1992, Amendment No. 160, 2023"; to the Shirley-Jordan River Advisory Planning Commission; Juan de Fuca Electoral Area Parks and Recreation Advisory Commission; Pacheedaht First Nation T'Souke First Nation; BC Hydro; BC Parks; District of Sooke; Island Health; Ministry of Forests Archaeology Branch, BC Wildfire Service, and Water Protection; Ministry of Land, Water and Resource Stewardship; Ministry of Transportation & Infrastructure; RCMP; and Sooke District #62 be approved and comments be received;
2. That proposed Bylaw No. 4599 be read a first and second time; and that in accordance with the provisions of Section 469 of the *Local Government Act*, the Director of the Juan de Fuca Electoral Area, or Alternate Director, be delegated authority to hold a Public Hearing with respect to Bylaw No. 4550;
3. That prior to adoption of proposed Bylaw No. 4550, the landowner registers a covenant in favour of the Capital Regional District prohibiting subdivision on District Lot 175, Renfrew District (PID: 023-414-308); and that staff be directed to ensure that all conditions are satisfied towards completion and registration; and
4. That prior to adoption of proposed Bylaw No. 4550, the landowner registers a statutory right-of-way for a public trail in favour of the Capital Regional District providing connectivity between existing Juan de Fuca Community Parks trails and backcountry trails, and that staff be directed to ensure that all conditions are satisfied towards completion and registration.

Submitted by:	Iain Lawrence, RPP, MCIP, Senior Manager, Juan de Fuca Local Area Services
Concurrence:	Kevin Lorette, P.Eng, MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Location, Zoning, and DPA Map
- Appendix B: Current Forestry (AF) and Resource Land (RL) Zones
- Appendix C: Proposed Silviculture Campground (CR-5) Zone
- Appendix D: Environmental Review, prepared by Steve Toth, ASct, R.P. Bio., December 20, 2023
- Appendix E: Visitor Access and Servicing Route Plans
- Appendix F: Proposed Bylaw No. 4550
- Appendix G: Referral Comments

Appendix A: Location, Zoning, and DPA Map



Appendix B: Current Forestry (AF) and Resource Land (RL) Zones

Schedule "A" of Capital Regional District Bylaw No. 2040
Juan de Fuca Land Use Bylaw

3.0 FORESTRY ZONE - AF

3.01 Permitted Uses

In addition to the uses permitted by Section 4.15 of Part 1 of this Bylaw, the following uses and no others shall be permitted in the Forestry AF Zone:

- (a) Silviculture except within 300m of a highway;
- (b) Offices, mechanical shops, fuel storage, and storage buildings accessory to mining or silviculture;
- (c) One-family dwelling;
- (d) Home Based Business Categories One, Two and Three; *Bylaw 3705*
- (e) Two Boarders or lodgers;
- (f) Secondary Suite pursuant to Part 1, Subsection 4.19; *Bylaw 3849*
- (g) Detached Accessory Suite pursuant to Part 1, Subsection 4.20; *Bylaw 3849*
- (h) Portable sawmill accessory to a principal residential use on That Part of Lot 87, Renfrew District, Lying to the East of a Boundary Parallel to the Easterly Boundary of Said Lot and Extending From a Point on the Northerly Boundary of Said Lot Distant 10 Chains from the North East Corner of Said Lot and to the South of the Northerly Boundary of Plan 109 RW, Except Part in Plan 16260, PID: 006-452-230. *Bylaw 4407*

3.02 Minimum Parcel Size for Subdivision Purposes The minimum lot size is 4ha;

3.03 Density

- a) One one-family dwelling per lot;
- b) One secondary suite or one detached accessory suite per lot;
- c) The maximum area devoted to an accessory portable sawmill use shall be 0.5 ha. *Bylaws 3849 4407*

3.04 Height Maximum height shall be 11 m.

3.05 Lot Coverage Maximum lot coverage shall be 10 percent.

3.06 Maximum Size of for Residential Buildings Provided applicants having either met the *Sewerage System Regulation* (e.g., a filing) or acceptance by VIHA via referral. *Bylaw 3705*

- (i) On lots of less than 1ha in area, residential buildings and structures shall not exceed a Floor Area Ratio of 0.45 or a Total Floor Area of 418 m², whichever is less;
- (ii) On lots of 1ha or more in size, residential buildings and structures shall not exceed a Floor Area Ratio of 0.45.

Schedule "A" of Capital Regional District Bylaw No. 2040
Juan de Fuca Land Use Bylaw

3.07 Yard Requirements

- a) The front, side, rear and flanking yards for an accessory portable sawmill use shall be a minimum of 30 m;
- b) For all other buildings and structures, the front, side, rear and flanking yards shall be a minimum of 15 m.

Bylaws 3849, 4407

3.08 Screening

- a) A vegetative screen, consisting of coniferous vegetation native to the region that is not less than 2 m high and 5 m deep and spaced no less than 2 m apart, or a solid fence, at least 2.5 m in height, shall be located and maintained around the perimeter of the portable sawmill operation.

Bylaw 4407

3.09 Portable Sawmill

- a) Persons employed at a portable sawmill operation are limited to persons normally resident in the dwelling unit to which it is incidental plus up to three non-resident employees;
- b) A portable sawmill shall operate between the hours of 9 am and 3 pm, Monday to Friday, excluding statutory holidays;
- c) In addition to the hours specified in paragraph 3.09(b), sales from a portable sawmill shall be permitted on Saturdays between the hours of 9 am and 5 pm, excluding statutory holidays;
- d) Notwithstanding Part 1, Section 4.01(2)(c), the maximum total floor area of buildings and structures devoted to an accessory portable sawmill use shall be 60 m²;
- e) Portable sawmill and related operations shall not create noise that exceeds a level of 55 dB when measured at the property line.

Bylaw 4407

Schedule "A" of Capital Regional District Bylaw No. 2040
Juan de Fuca Land Use Bylaw

1A.0 RESOURCE LAND ZONE - RL

Bylaw 3759

1A.01 Permitted Uses

In addition to the uses permitted by Part 2, Schedule A of this bylaw, the following uses and no others shall be permitted in the Resource Land RL Zone:

Principal Uses:

- (a) Residential;
- (b) Resource Extraction;
- (c) Agriculture.

Bylaw 4413

Accessory Uses:

- (d) Home Based Business Categories One, Two and Three;
- (e) Secondary suite or detached accessory suite; and
- (f) Buildings or structures accessory to the above uses pursuant to Part 1, Subsection 4.01.

Local government land use regulations may not be applicable to private managed forest lands pursuant to Part 3, Section 21 of the *Private Managed Forest Land Act*.

1A.02 Minimum Parcel Size for Subdivision Purposes

- (a) The minimum parcel size for subdivision purposes is 120 ha;
- (b) For Section 946(4) of the *Local Government Act* purposes, the minimum parcel size of the remainder parcel is 120 ha where lands have been removed from Private Managed Forest Land status.

1A.03 Density Provisions

- (a) One single-family dwelling;
- (b) One secondary suite or one detached accessory suite.

1A.04 Height

Maximum height of principal buildings shall be 9 m.

1A.05 Maximum Size of Buildings

- (a) Provided that percolation and septic field requirements are met pursuant to the Sewerage System Regulation, principal buildings and structures shall not exceed a Total Floor Area of 418 m².

1A.06 Yard Requirements

- (a) Front yards shall be a minimum of 7.5 m;
- (b) Interior and exterior side yards shall be a minimum of 15 m;
- (c) Rear yards shall be a minimum of 15 m.

1A.07 Yard Requirements for Agriculture and Agricultural Buildings Adjacent to Non-Farm Parcels

Notwithstanding the above, setbacks for agricultural uses and agricultural buildings are as follows:

- (a) 30 m of a front parcel line;
- (b) 15 m of a side parcel line; and
- (c) 15 m of a rear parcel line.

Appendix C: Proposed Silviculture Campground (CR-5) zone

35.0 SILVICULTURE CAMPGROUND ZONE – CR5

35.1 Principal Uses

In addition to the uses permitted by Section 4.15 of Part 1 of this Bylaw, the following uses and no others shall be permitted in the CR5 zone:

Principle uses:

- (a) One-family dwelling;
- (b) Campground;
- (c) Silviculture.

35.2 Permitted Accessory Uses

In addition to the uses permitted by Section 35.01 of Part 2 of this Bylaw, the following Accessory Uses in conjunction with a permitted Principal Use and no others shall be permitted in the CR5 zone:

- (a) Home Based Business Categories One, Two and Three;
- (b) Secondary Suite pursuant to Part 1, Subsection 4.19;
- (c) Detached Accessory Suite pursuant to Part 1, Subsection 4.20.

35.3 Minimum Parcel Size for Subdivision Purposes

The minimum parcel size for subdivision purposes is no less than 4.0 ha.

35.4 Lot Coverage

The maximum lot coverage is 10%.

35.5 Density

- (a) 1 one-family dwelling per parcel;
- (b) 20 camping spaces per parcel or 1 camping space per 5.0 ha; whichever is less;
- (c) The maximum number of persons per camping space is 10 and the maximum number of persons over the age of 19 per camping space is 4;
- (d) Notwithstanding Section 35.5 (c) of Part 2 of this Bylaw, no more than two camping spaces may have a maximum of 15 people at any given time with no more than 6 of those persons who are over the age of 19.

35.6 Height

The maximum height for principal buildings is 11 m

35.7 Setback Requirements

- (a) All buildings and structures, both principal and accessory, and all camping spaces are required to be a minimum of 15 m from every parcel line;
- (b) All buildings and structures, both principal and accessory, and all camping spaces are required to be a minimum of 100 m from the natural boundary of a stream.

35.8 Separation Distance

- (a) All camping spaces and principal buildings must be separated from each other by a minimum of 20 m;
- (b) All outdoor fire sources including but not limited to open flames such as campfires, firepits or the similar are required to be surrounded by a 30 m fire buffer.

35.9 Special regulation

Vehicles that are owned or are under the care of visitors and patrons of the campground must

not exceed a length of 10 m and trailers used for camping purposes are permitted provided that no dimension exceeds a length of 6.5 m.

35.10 Definitions

For the purpose of the *SILVICULTURE CAMPGROUND ZONE – CR5*, the following definitions apply:

- (a) **Stream** means a stream as defined by the *Water Sustainability Act*.
- (b) **Fire buffer**, means an area intended to enhance fire resistance around outdoor areas, buildings, structures, open flames, fire pits, campfires, or the similar and maintained to:
 - (i) Be composed of non-combustible landscaping materials and non-invasive vegetation. This buffer may include lands designated as a development permit area as defined by the *Local Government Act*, provided that those lands remain undisturbed or a development permit authorizing a fire buffer has been issued;
 - (ii) Ensure a minimum area no less than 3.0m wide composed solely of non-combustible materials is established around any entire outdoor fire source, including but not limited to open flames such as campfires, firepits, or the similar;
 - (iii) Ensure a minimum separation distance of no less than 3.0m between the branches of all trees, shrubs, and woody plant species and from buildings, structures, and camping equipment or materials;
 - (iv) Ensure that the ground remains cleared of large woody debris, branches, and dry grass and leaves;
 - (v) Ensure that branches within 2.0 meters of the ground are removed from trees taller than 4.0m.

Appendix D: Environmental Review, prepared by Steve Toth, ASct, R.P. Bio., December 20, 2023

Environmental Review of PID # 024-486-914, 009-594-183, 009-594-159 & 023-414-308, Shirley, B.C.



Prepared for:
Funky Forest Inc.
10700 W Coast Rd,
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Prepared by:
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December 20, 2023



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1.0 INTRODUCTION

Toth and Associates Environmental Services were retained by Funky Forest Inc. to conduct an environmental review for a proposed rezoning / Official Community Plan (OCP) amendment of 4 parcels (the subject properties) consisting of approximately 171 ha / 422 acres of forest lands in Shirley, BC.

The subject properties are within the Juan de Fuca Electoral Area of the Capital Regional District (CRD) and lie within the Shirley – Jordan River OCP area. The subject properties have development permit areas (DPAs) designated on them for Riparian, Sensitive Ecosystems and Steep Slope DPAs and are within a Development Approval Information Area. The western 3 properties are zoned AF (Forestry), while the northeast property is zoned RL (Rural Resource).

A field survey of the subject properties was conducted on October 26, 2023 by Steve Toth, AScT, R.P.Bio.

1.1 Proposed Development

The proposed development includes a rezoning / OCP Bylaw amendment application to a new Wilderness Campground (WC) zone to allow for low density campsites and two house sites. It is our understanding that the new WC zone would permit one camping space per 8.5 ha with a 20 m separation distance between each site, as well as continued silviculture, residential, and home-based business uses.

2.0 METHODS

Review methods included consideration of the requirements of the Juan de Fuca Development Approval Information Bylaw (No. 3, 2019), the Shirley – Jordan River OCP (Bylaw No. 4001, 2018), methods and guidelines outlined the Environmental Objectives, Best Management Practices and Requirements for Land Developments (MELP 2001), and Develop With Care, 2014 - Environmental Best Management Practices for Urban and Rural Land Development in British Columbia. Forest values were described and defined within the context of the biogeoclimatic ecosystem classification system (BEC) using methodologies for classification to the site series level described in Land Management Handbook No. 28 (MOF 1994). Ecosystem descriptions were based on those outlined in the Field Manual for Describing Terrestrial Ecosystems (MELP, MOF, 1998).

Habitat values were assessed throughout the property. Physiographic feature descriptions included estimates of slope gradient, aspect, slope position, slope shape, micro-topography and exposure.

Species of vascular plants and byrophytes occurring on the property were recorded and cover classes based on visual estimates were assigned to each species. Total cover for each stratum, as described in Land Management Handbook No. 25 (MOF 1998), were recorded (A - Trees; B - Shrubs; C - Herbs; D - Mosses/Seedlings).

Additional features assessed included: wind damage, evidence of fire and historic logging, susceptibility to fire/wind damage, geologic features, surface water features and drainage patterns.

Forest community composition and structure was qualitatively assessed to determine the suitability in providing habitat features of value to known or potential wildlife species.

2.1 Background Information Review

Maps and air photos of the subject properties were obtained from the Capital Regional District's (CRD's) Regional Map (<https://maps.crd.bc.ca/Html5Viewer/?viewer=public>), the Shirley – Jordan River OCP (Bylaw No. 4001, 2018) Google Earth®, the BC IMAP website (<https://maps.gov.bc.ca/ess/hm/imap4m/>) and the LIDAR BC website¹.

The B.C. Conservation Data Centre's (CDC) map site² was reviewed for documented occurrences of rare species in the area of the subject property. The B.C. Species and Ecosystems Explorer database (<https://a100.gov.bc.ca/pub/eswp/search.do>) was searched for red (endangered) and blue listed (special concern) species with potential to occur on the property. The search was restricted to a specified area of interest centered on the subject properties measuring approximately 40 km².

The CRD's website (<https://www.crd.bc.ca/>) was visited to review the Shirley – Jordan River OCP and Juan de Fuca Development Approval Information Bylaw, as well as to determine zoning, DPAs, air photos and topographic mapping. The Community Mapping Network's website (<https://cmnbc.ca/>) was visited to determine if any Sensitive Ecosystems or documented wildlife trees occur within or nearby the subject properties. The BC Habitat Wizard (<https://maps.gov.bc.ca/ess/hm/habwiz/>) site was reviewed for watercourse information.

4.0 RESULTS

DPAs are designated on the property and include Sensitive Ecosystems, Steep Slopes and Riparian Areas (Figure 1). It is our understanding that the Sensitive Ecosystems were identified by the Sensitive Ecosystem Inventory (SEI) for the Shirley/Jordan River Electoral Area in 2014 (Madrone Environmental Services Ltd., September 2014) and included Mature Forests and Riparian Areas.

Existing mapped watercourse locations were refined based on DEM Hillshade mapping and additional watercourses were added where the Hillshade mapping indicated the presence of drainages.

4.1 Background Information Review

4.1.1 Sensitive Ecosystems

Sensitive Ecosystem DPA polygons were digitized from Schedule E of the Shirley-Jordan River OCP and from the CRD's Regional Map onto Google Earth. The Sensitive Ecosystem DPA polygons identified by Madrone are associated with Mature Forests and cover approximately 55.55 ha (32.5%) of the subject properties.

¹ <https://governmentofbc.maps.arcgis.com/apps/MapSeries/index.html?appid=d06b37979b0c4709b7fc2a1ed458e03>

² <https://maps.gov.bc.ca/ess/hm/cdc/>

Mature Forest is defined in Madrone’s SEI report as 80 – 250 years of age. Our comparison of the Mature Forest polygons mapped by Madrone in 2014 and Mature Forest areas shown on more recent air photo imagery indicates that the vast majority of the Mature Forest polygons mapped by Madrone were logged in 2015 (Figure 2).

The Vegetated Land Cover layer on BC IMAP did not provide forest cover age information for the subject properties; therefore we have mapped the approximate forest cover age / logging history for the subject properties based largely on air photo interpretation (Figure 3).

4.1.2 Riparian Areas

Riparian DPA polygons were digitized from Schedule D of the Shirley-Jordan River OCP and from the CRD’s Regional Map onto Google Earth. Riparian DPA polygons are primarily associated with Jacob Creek and the headwaters of Swallow Creek and cover approximately 21.89 ha (12.8%) of the subject properties (Figure 4).

The Riparian DPA includes all lands entirely or partially within a riparian assessment area as defined by the provincial *Riparian Areas Protection Regulation* (RAPR). Therefore it is our interpretation that if a watercourse does not have a riparian assessment area as defined by the RAPR, the Riparian DPA would not apply to it.

The RAPR applies to any freshwater watercourse that either provides, or flows to freshwater fish habitat. If a watercourse does not sustain fish populations or flow to downstream freshwater fish habitat the RAPR does not apply to the watercourse, and therefore there would not be a “riparian assessment area” associated with the watercourse.

Under the RAPR the riparian assessment area consists of a 30 m strip on each side of a stream, as measured from the stream boundary (high water mark). If a stream is in a ravine, the riparian assessment area for the stream consists of the following areas, as applicable:

- a) if the ravine is less than 60 m wide, a strip on each side of the stream that is measured from the stream boundary to a point that is 30 m beyond the top of the ravine bank;
- b) if the ravine is 60 or more metres wide, a strip on each side of the stream that is measured from the stream boundary to a point that is 10 m beyond the top of the ravine bank.

In the Riparian DPA, no development permit will be required for the following:

- a) Development where a QEP submits a report or provides certification acceptable to the CRD that the proposed development is located outside a riparian assessment area and the Riparian DPA. In the case of a subdivision, the entire plan of subdivision must be outside a riparian assessment area and the Riparian DPA.
- b) External alterations, including adding an additional storey, that are entirely within the existing building footprint, provided that established driveways are used and there is no clearing of land.
- c) Gardening and yard maintenance activities, such as lawn mowing, pruning and minor soil disturbances that do not alter the general contours of the land, within an existing landscaped area.
- d) Removal of trees that threaten the immediate safety of life and buildings, provided that such trees are deemed hazardous by a QEP.
- e) Removal of non-native, invasive species subject to the prior provision and acceptance by the CRD of report by a QEP.

- f) Watercourses that have been determined to be non-fish bearing by a QEP.
- g) Public trails may be developed in the Riparian DPA, but not within a SPEA.
- h) Public trails may only be developed in the Riparian DPA if a QEP has determined that the trail will not have a detrimental impact on the riparian assessment area, including the SPEA.

In addition to these exemptions, we have been instructed by the provincial RAPR Coordinator that submission of a RAPR report for proposed rezoning applications is not required, as rezoning is not considered “development” under the RAPR. Submission of a RAPR report to the province would be required for future campsite development if any of the development activities are located within a “riparian assessment area”.

4.1.3 Steep Slopes

The Steep Slope DPA includes all those areas having slopes exceeding 30% or 16.7 degrees over a minimum 10 metre run. Steep Slope DPA polygons were digitized from Schedule C of the Shirley-Jordan River OCP and from the CRD’s Regional Map onto Google Earth. Steep Slope DPA polygons cover approximately 58.65 ha (34.3%) of the subject properties (Figure 5).

A comparison of steep slope areas indicated by the DEM Hillshade mapping and mapped Steep Slope DPA polygons suggested that this DPA may be over-mapped in some areas of the subject properties and under-mapped in some areas as well.

In the Steep Slope DPA, no development permit will be required for the following:

- a) External alterations, including adding a second storey, that are entirely within the building footprint.
- b) The proposed development is located outside the Steep Slope DPA, as verified by a QP report or other certification demonstrating to the CRD that the proposed development is not located on land with slopes exceeding 30% or having a slope greater than 16.7 degrees over a minimum 10 metre run.
- c) Recognizing that the Building Inspector has the necessary authority to require a geotechnical report to ensure land is safe for the intended use, a development permit is not required for a building constructed under a valid building permit in the Steep Slope DPA provided that no other part of the land in the Steep Slope DPA will be altered for other purposes, such as the construction of driveways or septic systems.
- d) Pruning of trees that does not adversely affect the health of the tree.
- e) Removal of hazardous trees that threaten the immediate safety of life and buildings.
- f) Removal of trees by hand-held tools providing the tree root ball remains intact and in situ with no soil disturbance.

4.1.4 Rare Species and Ecological Communities

The subject properties are within the western variant of the Coastal Western Hemlock very dry maritime (CWHxm2) biogeoclimatic zone.

The BC Conservation Data Centre’s (CDC) mapping site indicated that there are no known rare species or ecological community occurrences on, or adjacent to the subject property. Rare species previously documented in the general area include Wandering salamander (*Aneides vagrans*),

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Vancouver Island ermine (*Mustela richardsonii anguinae*) and Northern red-legged frog (*Rana aurora*) near the mouth of Jordan River, Dwarf maiden-hair fern (*Adiantum aleuticum* var. *subpumilum*) at Fossil Bay, Seaside bone (*Hypogymnia heterophylla*) at Sheringham Point, Keeled jumping slug (*Hemphillia burringtoni*) and Vancouver Island ermine near the mouth of Muir Creek.

There were no raptor or heron nest sites documented on or adjacent to the property by the BC Wildlife Tree Stewardship Atlas³ or Great Blue Heron Management Team Atlas⁴.

The search of the B.C. Ecosystem Explorer site for potential red and blue-listed species within the area identified 167 animal species, 79 plant species, and 48 ecological communities. Although the search area was restricted to a 40 km² centered on the subject properties, the search returned numerous species that are not known from the area or even Vancouver Island.

The list of rare animal species was refined by excluding those species known not to occur on the property based on known limits of distribution or specific habitat requirements that do not exist on the property. Those species not wholly dependent upon some of the characteristics provided by the subject property for critical life functions (e.g. foraging, breeding or shelter) were also excluded. The refined list included 13 species with realistic potential to occur in the general area of the subject properties.

Table 1. List of potential rare animal species

Scientific Name	English Name	BC List	Potential
<i>Accipiter gentilis laingi</i>	Northern Goshawk, <i>laingi</i> subspecies	Red	Low. It prefers to breed in larger, intact patches of mature forest rather than small isolated stands.
<i>Anaxyrus boreas</i>	Western Toad	Yellow	Very Low. There are no suitable wetland breeding habitats on the subject properties.
<i>Aneides vagrans</i>	Wandering Salamander	Blue	High. Wandering salamanders are widespread in low numbers throughout low – mid elevation forests on southern Vancouver Island.
<i>Cervus elaphus roosevelti</i>	Roosevelt Elk	Blue	Documented on the properties.
<i>Chordeiles minor</i>	Common Nighthawk	Blue	Moderate. Utilizes open rock outcrop habitats for nesting.
<i>Glaucidium gnoma swarthi</i>	Northern Pygmy-Owl, <i>swarthi</i> subspecies	Blue	Moderate. We encounter this species fairly frequently in middle elevation forests on southern Vancouver Island.
<i>Hemphillia burringtoni</i>	Keeled Jumping-slug	Red	Moderate. Where suitable moist conditions are present, this slug can occupy young seral stages but is more often found in stands at least 60 years old. Often associated with riparian areas.
<i>Hemphillia dromedarius</i>	Dromedary Jumping-slug	Red	Moderate. Similar conditions as Keeled Jumping-slug.
<i>Lasiurus cinereus</i>	Hoary Bat	Blue	Moderate. Widespread in low numbers. Roosts singly in trees.
<i>Megascops kennicottii kennicottii</i>	Western Screech-Owl, <i>kennicottii</i> subspecies	Blue	Low. Significant decline in population since 2000, primarily due to recent westward spread of Barred-owls.
<i>Mustela richardsonii anguinae</i>	Ermine, <i>anguinae</i> subspecies	Blue	Low. Widespread in low numbers. Often associated with grass / sedge open areas and edges such as fens and meadows.
<i>Myotis lucifugus</i>	Little Brown Myotis	Blue	Moderate. Widespread and still fairly common.
<i>Myotis yumanensis</i>	Yuma Myotis	Blue	Moderate. Widespread and still fairly common.
<i>Oncorhynchus clarkii clarkii</i>	Cutthroat Trout, <i>clarkii</i> subspecies	Blue	May be present in lower Jacob Creek.

³ <https://cmnbc.ca/atlasgallerv/wildlife-tree-stewardship/>

⁴ <https://cmnbc.ca/atlasgallerv/great-blue-heron-gbhe-management-team/>

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Scientific Name	English Name	BC List	Potential
<i>Patagioenas fasciata</i>	Band-tailed Pigeon	Blue	Moderate. This species has drastically declined throughout southwestern BC. It is still present in low numbers during the breeding season and has a high dependence on the annual use of mineral sites. Pigeons are terrible nest builders and we have found only two band-tailed pigeon nests in 30 years. We would postulate that this species is likely an old growth dependent species that was reliant upon large diameter moss covered limbs and / or mistletoe for nesting platforms.
<i>Rana aurora</i>	Northern Red-legged Frog	Blue	High. Despite its listed status, we still frequently encounter red-legged frogs in moist forest habitats and riparian corridors throughout Vancouver Island. Currently the greatest threats to this species include the invasive American bullfrog, land development, emerging diseases such as Chytridiomycosis, logging and climate change (summer droughts; premature drying of ephemeral breeding sites).
<i>Sorex navigator brooksi</i>	Western Water Shrew, <i>brooksi</i> subspecies	Blue	Very Low. Our targeted surveys for this species over the past 30 years have indicated that it requires streams with relatively stable banks and year-round flows.

The list of plant species was refined to exclude those species with known limits of distribution or habitat requirements not found within the study area. The refined list included 3 potential rare plant species.

Table 2. List of potential rare plant species

Scientific Name	English Name	BC List	Potential
<i>Allium amplexans</i>	slimleaf onion	Blue	Very Low. Not generally known from the west coast but has been documented at Otter Point and Sooke River. Occurs on vernal moist rocky bluffs and meadows in the lowland zone.
<i>Githopsis specularioides</i>	common bluecup	Blue	Very Low. Not generally known from the west coast but has been documented at Sooke River and Bluff Mountain.
<i>Prosartes smithii</i>	Smith's fairybells	Blue	Very Low. Not generally known from the area. Nearest occurrence is Loss Creek. Usually associated with stream floodplains.

All of the terrestrial ecological communities within the CWHxm2 are listed by the province as red or blue listed when in Mature (>80 years) or Old-growth states (>250 years). The list of potential ecological communities was refined to include only those communities that would have realistic potential to develop on the property if the property were to remain undisturbed (i.e. climax communities). There are currently no known rare ecological communities on the subject properties.

Table 3. List of potential rare ecological communities

Scientific Name	English Name	Biogeoclimatic Units	BC List	Potential
<i>Pseudotsuga menziesii</i> - <i>Pinus contorta</i> / <i>Cladina</i> spp.	Douglas-fir - lodgepole pine / reindeer lichens	CWHxm2/02	Red	Very Low. Potential restricted to dry rock outcrops. Shore (lodgepole) pine not prevalent on the properties.
<i>Pseudotsuga menziesii</i> / <i>Polystichum munitum</i>	Douglas-fir / sword fern	CWHxm2/04	Red	Very Low. This ecological community occurs on dry nutrient-rich sites with significant slopes (35-70%) that have deep, medium-textured soils.
<i>Pseudotsuga menziesii</i> - <i>Tsuga heterophylla</i> / <i>Gaultheria shallon</i> Dry Maritime	Douglas-fir - western hemlock / salal Dry Maritime	CWHxm2/03	Red	Very Low. This ecological community occurs on dry sites that are often on steep upper slopes with warm aspects. Soils are shallow or coarse over bedrock.

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<i>Thuja plicata / Polystichum munitum</i> Very Dry Maritime	western redcedar / sword fern Very Dry Maritime	CWHxm2/05	Red	Very Low. Generally not known from west coast VI.
<i>Thuja plicata / Rubus spectabilis</i>	western redcedar / salmonberry	CWHxm2/13	Red	Very Low. Generally not known from west coast VI.
<i>Tsuga heterophylla - Thuja plicata / Struthiopteris spicant</i>	western hemlock - western redcedar / deer fern	CWHxm2/06	Red	Low. Potential would be restricted to cool aspects.

4.2 Field Assessment

Habitat values and forest cover were documented throughout the subject properties during the field survey. Features were geo-referenced using a Garmin Map60CSx handheld Global Positioning System (GPS).

4.2.1 Environmentally Sensitive Areas

Environmentally Sensitive Areas (ESAs) include the relatively small areas of remaining Mature Forests (80 – 250 years) on the subject properties as well as riparian areas. While not included in the ESA mapping, moss dominated rock outcrops in our opinion also represent ESAs. The vast majority of rare plant species found on southern Vancouver Island are associated with terrestrial herbaceous rock outcrops and rock outcrops provide important habitat for several bird and bat species. Rock outcrops are largely included within the mapped Mature Forest and Steep Slope DPA polygons.

The Mature Forest ESAs mapped by Madrone on the subject properties in 2014 measured approximately 55.55 ha. Our measurements indicate that the remaining Mature Forest areas on the subject properties measure approximately 26.2 ha, including some areas we have mapped that were not previously mapped as Mature Forest by Madrone.

4.2.2 Rare Species

The late fall timing of the field survey precluded the assessment of use by migratory birds, herptiles and the identification of most annual / perennial flowering herbaceous plants. Evidence of use of a small area on the properties by blue-listed Roosevelt elk indicated the past presence of either a solitary bull or a very small herd of elk.

4.2.3 Forest Cover

Forest cover on the subject properties consists largely of 8 – 19 year old stands with approximately 64.8% of the property logged since 2004. Approximately 19% of the property was harvested in 2005 and 39% of the property was harvested in 2015.

Areas logged in 2015 consist of open, shrub stage regenerating forest with fairly dense shrub and herb layer development (Photographs 1 – 3). Areas logged in 2004 / 2005 consist of dense early Pole-Sapling stage stands with closed canopies and relatively little understorey development (Photograph 4).

Older stands of forest cover on the property are largely limited to steep / inaccessible areas associated with the Jacob Creek ravine / canyon and rock outcrops. Most of these stands have fairly high incidents of tree failure along their borders from windthrow and exposure.

4.3 Wildlife Habitat Values and Wildlife Species

4.3.1 Bird use

Bird numbers and species noted on the subject property were low and largely limited to resident species typical of the area including dark-eyed junco, spotted towhee, chestnut-backed chickadee, American robin, Anna's hummingbird, common raven, Bewick's wren and winter wren. Evidence of use included ruffed grouse scratchings, sooty grouse droppings, red-breasted sapsucker, downy woodpecker and northern flicker foraging holes.

No raptor or heron nest sites were observed on the property. One merlin was observed.

4.3.2 Mammals

Evidence of use of the property by black-tail deer indicated a surprisingly low level of use considering the location, habitat and that this private property is gated. While many people may think that deer numbers are high on Vancouver Island due to the presence of high numbers within urban / sub-urban areas, the deer population is actually at an all time historic low. Deer numbers are down from over 250,000 animals in the 1980's to approximately 55,000 in 2019. The current numbers are likely much lower due to the rapid spread of Adenovirus Hemorrhagic Disease (AHD) over most of southern Vancouver Island and the gulf islands since 2019.

Evidence of use by black bear indicated typical levels of use with no particularly high use areas noted. Red squirrels were observed and eastern cottontail pellets were noted. One probable pine marten scat was found. No evidence of cougar or wolf was found.

The documentation of the use of a small area of the subject properties by Roosevelt elk indicated a single bull or possibly a very small herd of elk had been present in the area during the rutting season over the past two years based on rubs and sign.

4.3.3 Herptiles

No reptiles or amphibians were observed during the field surveys. Pacific tree-frogs were heard.

4.3.4 Habitat Values

The subject properties contain all of the habitat requisites to support most wildlife species expected to occur in the area. Possible limitations to use by some species include a lack of wetlands, the extensive areas of forest cover < 20 years of age and relative lack of large areas of Mature Forest.

Overall, we would rate the habitat suitability values on the subject properties as moderately high for species such as black bear, Roosevelt elk and black tail deer.

Figure 1. DEM Hillshade overlaid on the subject properties with DPA polygons.

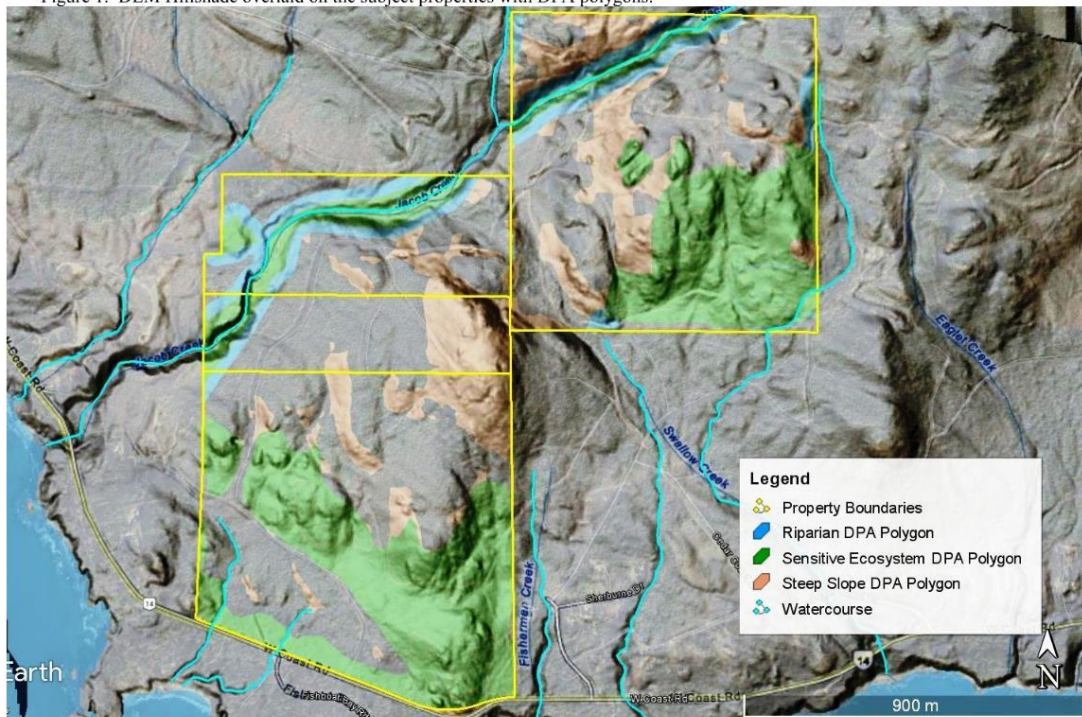


Figure 2. May 2021 air photo with 2014 Mature Forest DPA polygons and remaining Mature Forest polygons

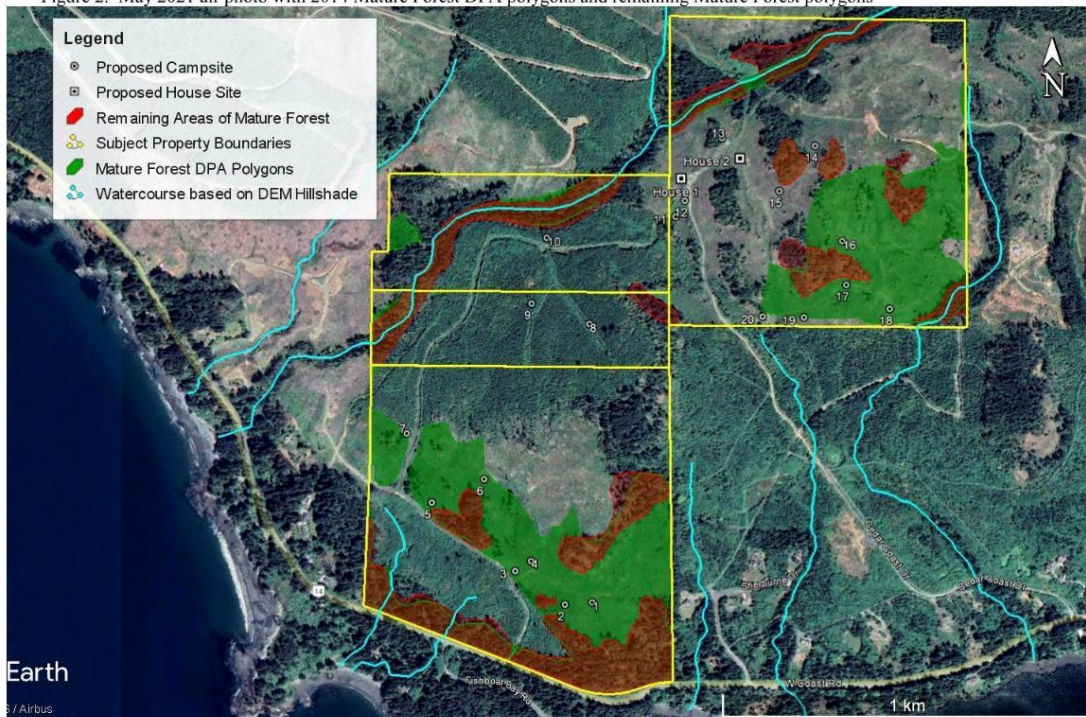


Figure 3. January 2023 air photo with forest cover polygons

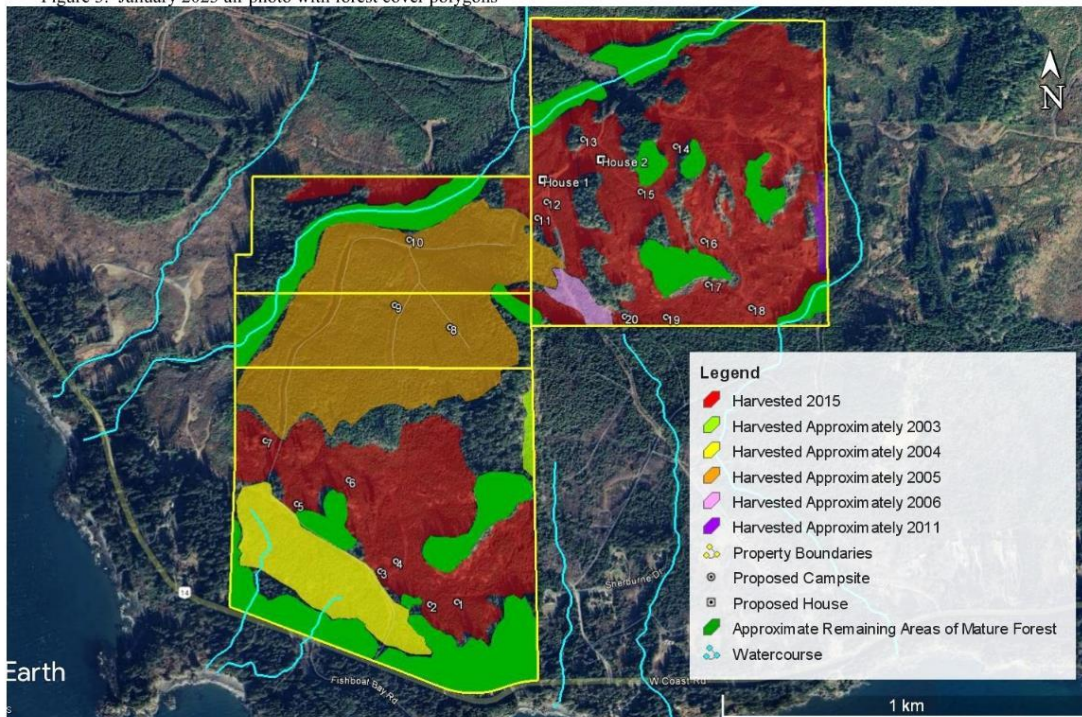


Figure 4. July 2016 air photo showing post-2015 logged areas and Riparian DPA polygons

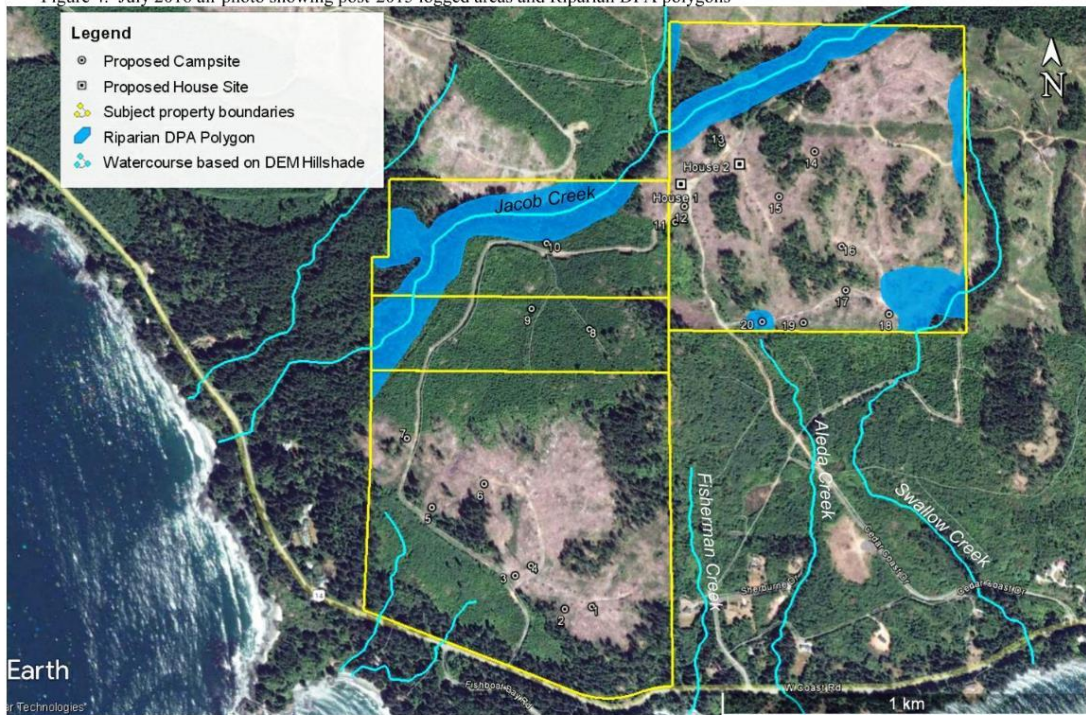
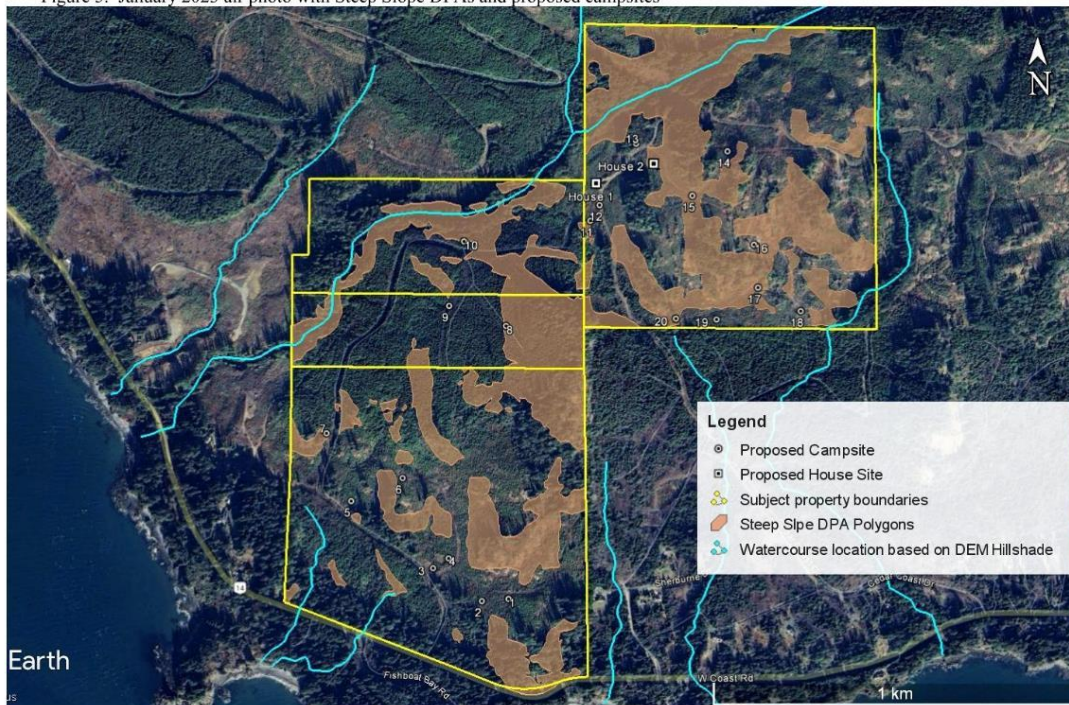


Figure 5. January 2023 air photo with Steep Slope DPAs and proposed campsites



4.4 Watercourses

The main watercourse on the subject property is Jacob Creek (Photographs 5 - 7) which is located in a deep ravine / canyon along the north side of the subject properties. Practically no information was found from our search of provincial websites, other than that it is fish bearing. Jacob Creek through the properties consists an 8 – 15% grade, cascade pool morphology with a channel width of 10 – 13 m.

There are a number of other small seasonal drainages / watercourses on the properties, none of which are of significant size. These watercourses include the headwaters of Aleda and Swallow Creeks. No information regarding fish populations was available for these watercourses from the BC Habitat Wizard site.

4.5 Watercourse Setbacks

Under the provincial *Riparian Areas Protection Regulation's* Simple Assessment Method Jacob Creek would require Streamside Protection and Enhancement Area (SPEA) setbacks of 10 m from top of ravine bank. The approximate top of ravine bank was mapped based on the DEM Hillshade imagery (Figure 6). All of the other drainages on the subject properties would require 10 m SPEA setbacks from high water mark under the RAPR's Detailed Assessment Method, *if the RAPR applies to these drainages* – which is yet to be determined. For planning purposes we have applied 10 m setbacks to all of the other drainages.

5.0 DISCUSSION & RECOMMENDATIONS

The proponent's intent is to utilize existing disturbed areas such as old rock quarries, spur roads / skidder trails and logging landings wherever possible in order to reduce the new footprint impacts associated with the proposed campsites. In many ways this a very laudable objective; however we feel that this approach must be tempered with providing a reasonable, safe campsite footprint and in most cases this should include some level of tree removal / vegetation modification.

The tree density in most of the areas logged prior to 2015 on the property is excessively high and thinning / spacing of trees in the vicinity of the campsites would actually be beneficial to long term forest development and biodiversity.

The BC FireSmart Manual⁵ recommends that a minimum 1.5 metre non-combustible surface should extend around dwellings and any attachments, such as decks. Examples of non-combustible landscaping include primarily decomposed granite, gravel and rocks, pavers and brick.

The Manual indicates that between 1.5 m and 10 m from a dwelling (i.e. Zone 1) should be a fire-resistant zone, free of all materials that could easily ignite from a wildfire and recommends planting / retaining only low-density, fire-resistant plants and shrubs, as well as avoiding having any woody debris present, including mulch. Coniferous trees with cones and needles are highly flammable and should not be within 10 m of a dwelling.

⁵ <https://firesmartbc.ca/wp-content/uploads/2019/01/FireSmart-Homeowners-Manual.pdf>

For Zone 2 (10 – 30 m from a dwelling) the Manual recommends thinning and pruning evergreen trees to reduce fire hazard in this zone. Regular clean up of accumulations of fallen branches, dry grass and needles from the ground should be conducted to eliminate potential surface fuels. There should be a minimum of 3 m *between the outermost branches of trees* (not 3 m tree spacing). Remove smaller coniferous trees and resinous shrubs that could act as a “ladder” and allow fire to move into the treetops.

Assuming a footprint of 30 m radius for each campsite based on the BC FireSmart Manual’s recommendations for vegetation management provides a total area for 20 campsites and 2 house sites of approximately 6.22 ha, or roughly 3.6% of the entire land base of the subject properties. This is the footprint associated with maintaining a fire safe area at each campsite / house location and the actual development footprint associated with structures would be much lower.

The primary predicted / expected impact of the proposed development of campsites on the subject properties is associated with increased human use. It has been our experience that most wildlife species can become accustomed to persistent, low levels of human disturbance particularly when wildlife is not being harassed or hunted. However, species such as black bear, blacktail deer and Roosevelt elk do not seem to be very tolerant of dogs and therefore we recommend that the campsite rules include a requirement for any dogs to be leashed.

Ancillary use associated with campsites often includes walking / biking trails. While we encourage these activities, trail locations need to be sited carefully to avoid disturbance of sensitive sites such as moss / herb dominated rock outcrop areas and wet seepage sites, steep slopes or watercourses.

5.1 Assessment of Proposed Campsites

We have reviewed the proposed campsite locations in relation to the Steep Slope, Riparian and remaining Mature Forest DPAs and provide the following comments and alternate campsite locations (Figure 6) for discussion purposes.

- Campsites 1 & 2 – no change, not within DPAs;
- Campsites 3 & 4 – minor relocation to existing disturbed areas, not within DPAs;
- Campsites 5 & 6 - no change, not within DPAs;
- Campsite 7 – within Steep Slope DPA, we have provided an alternate location outside DPAs in a relatively flat area harvested in 2015;
- Campsite 8 – no change, although it is shown as within a Steep Slope DPA, the field survey indicated that this area is not steep;
- Campsite 9 – although the proposed location is not within a DPA, the 2006 air photo indicates the proposed location is on a minor non-defined drainage and therefore we have provided an alternate site approximately 36 m south;
- Campsite 10 – although it is not shown within a DPA, our mapping indicates this campsite location is most likely within a Riparian Assessment Area and possibly within a SPEA setback, therefore we have suggested an alternate location approximately 180 m west;
- Campsite 11 – the proposed location is within a mapped Steep Slope DPA located approximately 25 m below a cut and fill section of road, therefore we have suggested an alternate location approximately 65 m west;

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- Campsite 12 – although it is not within a DPA the proposed location appears to be on a cut-through road which may be of use for long loads in the future, therefore we have suggested an alternate location approximately 25 m south;
- Campsites 13 & 14 - no change, not within DPAs;
- Campsites 15 & 16 – no change, although campsite 15 is shown as within a Steep Slope DPA, the field survey indicated that this area is not steep;
- Campsites 17 & 18 – Campsite 17 is within a Steep Slope DPA and therefore we have suggested an alternate location on an old spur road approximately 150 m northeast. We have suggested a slight relocation of Campsite 18 to 20 m north to be on an old spur road.
- Campsite 19 - no change, not within DPAs; and,
- Campsite 20 – the proposed location is within mapped Steep Slope & Riparian DPAs, therefore we have suggested an alternate location approximately 180 m west on an old skidder trail.

6.0 CONCLUSION

The proposed rezoning of the subject properties to a new Wilderness Campground zone is in order to allow for development of two house sites and approximately 20 campsites. This a very low level of proposed development given the large size of the subject properties, and while we have conducted studies in support of several proposed campsites over our 30 years of environmental consulting experience we have not had a development proposal with such low development density. In many ways the low level of intended development made the assessment of potential environmental impacts somewhat difficult to measure, as there does not appear to be any significant potential for environmental impacts as a result of the proposed development, particularly when compared with the historic / currently permitted land uses.

Please contact us if you have any questions or concerns regarding the contents of this report or require any additional information

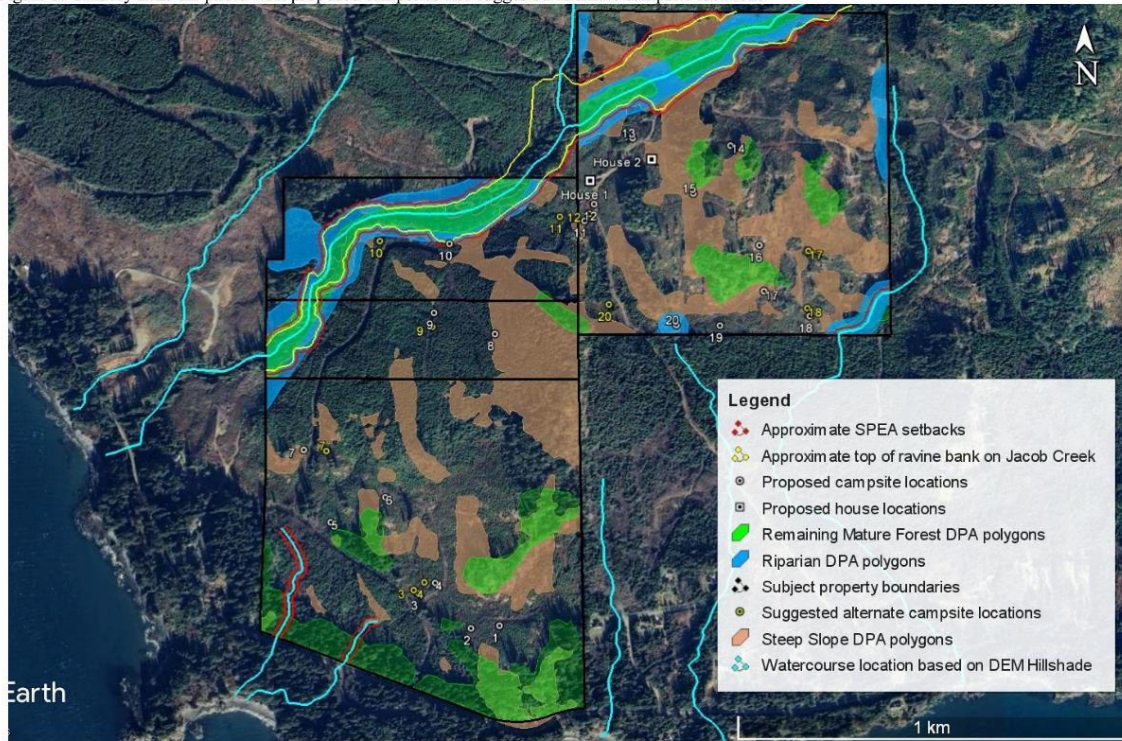
Sincerely,

Steve Toth, ASCT, R.P.Bio.



Toth and Associates Environmental Services

Figure 6. January 2023 air photo with proposed campsites and suggested alternate campsite locations



7.0 REFERENCES

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Environmental Review of the Funky Forest Lands, Shirley, B.C.



Photograph 1. October 26, 2023. View through shrub stage regenerating forest to Mature Forest on south facing rock outcrop.



Photograph 2. View through shrub stage (logged 2015) regenerating forest to Mature Forest.

Environmental Review of the Funky Forest Lands, Shirley, B.C.



Photograph 3. Another view of typical forest cover in areas logged in 2015.



Photograph 4. View of 18 year old closed canopied forest cover typical of areas logged in 2004 / 2005.

Environmental Review of the Funky Forest Lands, Shirley, B.C.



Photograph 5. View of Jacob Creek.

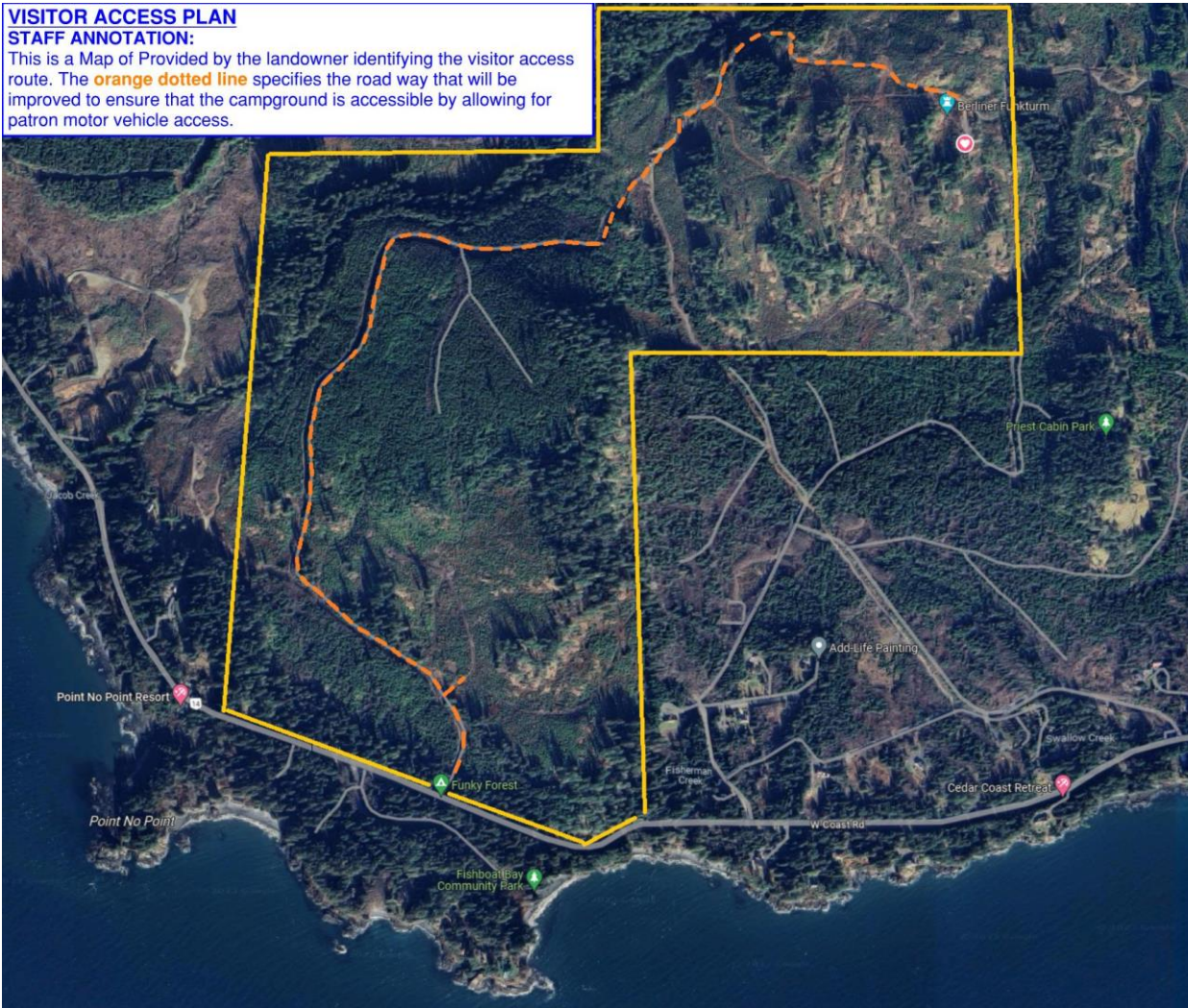


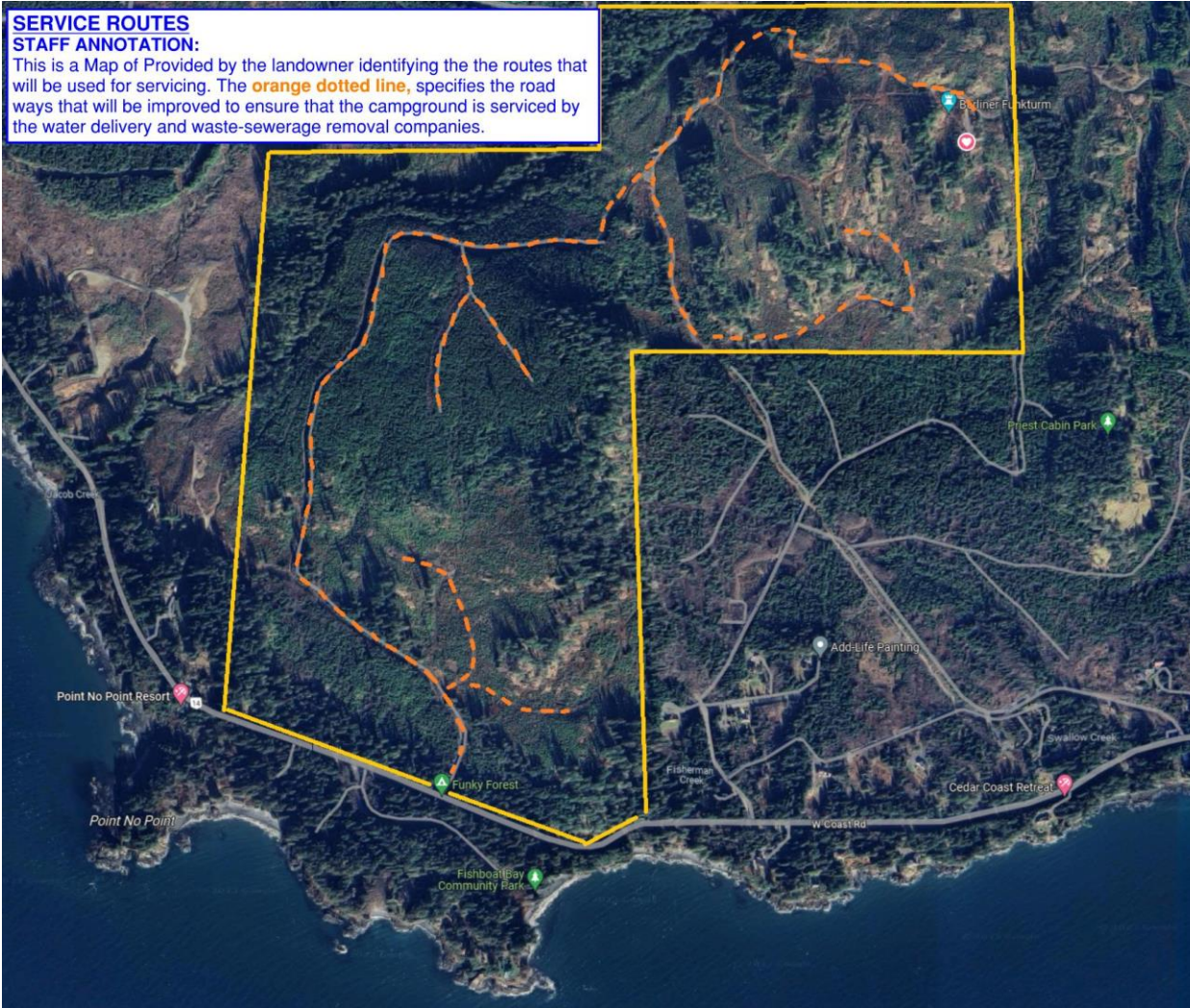
Photograph 6. View of steep ravine side slope above Jacob Creek.



Photograph 7. View from top of ravine to Jacob Creek.

Appendix E: Visitor Access and Servicing Route Plans





**CAPITAL REGIONAL DISTRICT
BYLAW NO. 4550**

A BYLAW TO AMEND BYLAW NO. 2040, THE "JUAN DE FUCA LAND USE BYLAW, 1992"

The Capital Regional District Board, in open meeting assembled, enacts as follows:

1. Bylaw No. 2040 being the "Juan de Fuca Land Use Bylaw, 1992" is hereby amended as follows:

A. SCHEDULE A, PART 1, SECTION 2 – DEFINITIONS

(a) By deleting the definition of COMMERCIAL ZONE and replacing it with a new definition as follows:

"COMMERCIAL ZONE means C-1, C-1A, C-1B, C-2, C-3, C-4, C-5, CM-1, CR-1, CR-1A, CR-2, CR-3, CR-4, CR-4OW, CR5, DRMV, WT-TC;"

B. SCHEDULE A, PART 1, SECTION 3.07

(a) By adding the words "Silviculture Campground" after the words "Country Inn Ocean Wilderness"

C. SCHEDULE A, PART 2 - ZONING DISTRICTS

(a) By adding the new 35.0 Silviculture Campground Zone – CR5 as follows:

35.0 SILVICULTURE CAMPGROUND ZONE – CR5

35.1 Principal Uses

In addition to the uses permitted by Section 4.15 of Part 1 of this Bylaw, the following uses and no others shall be permitted in the CR5 zone:

Principle uses:

- (a) One-family dwelling;
- (b) Campground;
- (c) Silviculture.

35.2 Permitted Accessory Uses

In addition to the uses permitted by Section 35.01 of Part 2 of this Bylaw, the following Accessory Uses in conjunction with a permitted Principal Use and no others shall be permitted in the CR5 zone:

- (a) Home Based Business Categories One, Two and Three;
- (b) Secondary Suite pursuant to Part 1, Subsection 4.19;
- (c) Detached Accessory Suite pursuant to Part 1, Subsection 4.20.

35.3 Minimum Parcel Size for Subdivision Purposes

The minimum parcel size for subdivision purposes is no less than 4.0ha.

35.4 Lot Coverage

The maximum lot coverage is 10.0%.

35.5 Density

- (a) 1 one-family dwelling per parcel;

CRD Bylaw No. 4550

2

- (b) 20 camping spaces per parcel or 1 camping space per 5.0ha; whichever is less;
- (c) The maximum number of persons per camping space is 10 and the maximum number of persons over the age of 19 per camping space is 4;
- (d) Notwithstanding Section 35.5 (c) of Part 2 of this Bylaw, no more than two camping spaces may have a maximum of 15 people at any given time with no more than 6 of those persons who are over the age of 19.

35.6 Height

The maximum height for principal buildings is 11.0m

35.7 Setback Requirements

- (a) All buildings and structures, both principal and accessory, and all camping spaces are required to be a minimum of 15.0m from every parcel line;
- (b) All buildings and structures, both principal and accessory, and all camping spaces are required to be a minimum of 100.0m from the natural boundary of a stream.

35.8 Separation Distance

- (a) All camping spaces and principal buildings must be separated from each other by a minimum of 20.0m;
- (b) All outdoor fire sources including but not limited to open flames such as campfires, firepits or the similar are required to be surrounded by a 30.0m fire buffer.

35.9 Special regulation

Vehicles that are owned or are under the care of visitors and patrons of the campground must not exceed a length of 10.0m and trailers used for camping purposes are permitted provided that no dimension exceeds a length of 6.5m.

35.10 Definitions

For the purpose of the *SILVICULTURE CAMPGROUND ZONE – CR5*, the following definitions apply:

- (a) **Stream** means a stream as defined by the *Water Sustainability Act*.
- (b) **Fire buffer**, means an area intended to enhance fire resistance around outdoor areas, buildings, structures, open flames, fire pits, campfires, or the similar and maintained to:
 - (i) Be composed of non-combustible landscaping materials and non-invasive vegetation. This buffer may include lands designated as a development permit area as defined by the *Local Government Act*, provided that those lands remain undisturbed or a development permit authorizing a fire buffer has been issued;
 - (ii) Ensure a minimum area no less than 3.0m wide composed solely of non-combustible materials is established around any entire outdoor fire source, including but not limited to open flames such as campfires, firepits, or the similar;
 - (iii) Ensure a minimum separation distance of no less than 3.0m between the branches of all trees, shrubs, and woody plant species and from buildings, structures, and camping equipment or materials;
 - (iv) Ensure that the ground remains cleared of large woody debris, branches, and dry grass and leaves;
 - (v) Ensure that branches within 2.0 meters of the ground are removed from trees taller than 4.0m.

CRD Bylaw No. 4550

3

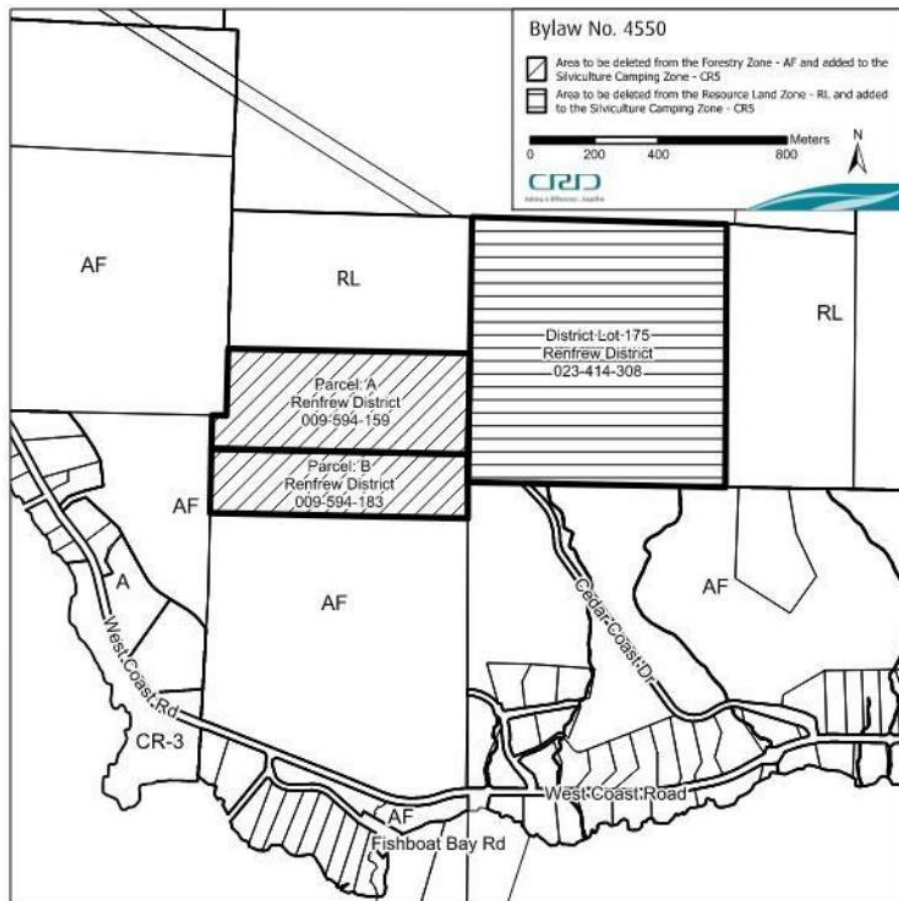
B. SCHEDULE B, ZONING MAPS

- a. By deleting Parcel A (DD 10475211) of District Lot 745, Renfrew District, from the Forestry Zone - AF, and adding to the Silviculture Campground Zone – CR5, as shown in Plan No. 1.
- b. By deleting Parcel B (DD 526571) of District Lot 745, Renfrew District, from the Forestry Zone - AF, and adding to the Silviculture Campground Zone – CR5, as shown in Plan No. 1.
- c. By deleting District Lot 175, Renfrew District, from the Resource Land Zone - RL, and adding to the Silviculture Campground Zone – CR5, as shown in Plan No. 1.

CRD Bylaw No. 4550

4

Plan No. 1 of Bylaw No. 4550, an amendment to Bylaw No. 2040



2. This Bylaw may be cited as "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 160, 2023".

READ A FIRST TIME THIS	day of	2024
READ A SECOND TIME THIS	day of	2024
READ A THIRD TIME THIS	day of	2024
ADOPTED THIS	day of	2024

 CHAIR

 CORPORATE OFFICER

Appendix G: Referral Comments

Darren Lucas

From: Kristine Pearson <referrals@pacheedaht.ca>
Sent: Wednesday, May 15, 2024 9:07 AM
To: Darren Lucas; Kelsey McDermott
Cc: Iain Lawrence
Subject: Re: Rezoning Application RZ000282

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Thanks Darren - yes the comments below are accurate.

Get [Outlook for iOS](#)

From: Darren Lucas <DLucas@crd.bc.ca>
Sent: Monday, May 13, 2024 1:32:27 PM
To: Kristine Pearson <referrals@pacheedaht.ca>; Kelsey McDermott <kelsey@mandellpinder.com>
Cc: Iain Lawrence <iLawrence@crd.bc.ca>
Subject: RE: Rezoning Application RZ000282

Thank you Kristine,

I just need written confirmation (a response to this email) that the full comments are the final version from Pacheedaht. (Please note that these comments will be available to the public in the staff report)

Please confirm if the comments listed below are the official comments provided by Pacheedaht First Nation on the proposal in RZ000282 – the Funky Forest Campground.

Official Comments from Pacheedaht First Nation regarding proposed Bylaw No. 4550 - RZ000282 – The Funky Forest Campground:

- The applicant is directed to be mindful of the water in and on the land subject to this application (the “Land”) and the impacts that the proposed campground will have on the water:
 - PFN is currently conducting a water assessment to ensure appropriate quantity and quality are available under the water reservation through the treaty negotiations.
 - To ensure that best water stewardship practices are adhered to, the applicant is directed to provide a water assessment to mitigate future impacts, and or establish a campground user conduct policy (the “user policy”) satisfactory to Pacheedaht First Nation demonstrating how water will be used mindfully, protected, and monitored during the commercial campground activity.
- While the campground does not propose a commercial venue for assembly or events, the user policy needs to address rules around gatherings of campground users to mitigate:
 - Potential impacts to the natural environment; and
 - Potential disruption of the residences and other uses and people on adjacent lands.
- Prior to consideration of adoption, Pacheedaht First Nation directs the applicant to have a qualified professional conduct a cultural assessment of the Land, to determine if there are areas of cultural and or archaeological significance, and to provide and implement a plan to protect anything of cultural and or archaeological value.

Thank you for your time.

Darren

Darren Lucas, BA, MCP



PO Box 307, Sooke B.C., V9Z 1G1
Ph.: 250 642-3957 Fax: 250 642-7808

29 August 2024

RE: Rezoning Application RZ000282 - CRD Referral (Commercial Wilderness Campground - Shirley)

File: RZ000282

Dear Iain Lawrence,

Thank you for providing the opportunity to review the application. T'Sou-ke Nation has reviewed the application and supports the rezoning for the Commercial Wilderness Campground – Shirley.

Should you have any comments or questions following this review please correspond with the Lands Manager at landsmanager@tsoukenation.com or at 250-642-3957 ext. 227.

Sincerely,

Bonnie Hill

Bonnie Hill
Lands Governance Director, T'Sou-ke First Nation
250-642-3957; landsmanager@tsoukenation.com

Cc:
Michelle Thut, Administrator, T'Sou-ke First Nation

From: [Mann, Elaine](#)
To: [Wendy Miller](#)
Cc: [Design, SVI](#); [Cameron, Michael \(Properties\)](#)
Subject: FW: [External] Rezoning Application RZ000282 - CRD Referral (Commercial Wilderness Campground - Shirley)
Date: Wednesday, March 20, 2024 3:44:13 PM
Attachments: [REFERRAL-FORM-AGENCIES-RZ000282.pdf](#)
[PPS-JDF-2024-03-19-RZ000282-Referral-LUC-Report.pdf](#)
[F40103.pdf](#)

Hi Wendy

Thank you for your email. BC Hydro has no objection in principle to the proposed zoning. The following comments are for the property owner's information:

1. As you know, BC Hydro has a registered Transmission Line Right of Way #F40103 on property PID 023-414-308. Please be guided by the terms of the Right of Way Agreement.
2. Right of Way width as per Plan 2335RW is approximately 170 feet in width.
3. Obtain separate written approval from this office for any intended use or development on the Right of Way before construction takes place. Submit applications to this office via properties.helpdesk@bchydro.com.
4. No building encroachments (foundation, stairs, roof overhang etc.), parking, storage, etc. are permitted within the Right of Way. Please be guided by BC Hydro's Right of Way Guidelines for potential uses that may be approved within the Right of Way: [Potential compatible uses of rights of way \(bchydro.com\)](#)
5. For new construction, BC Hydro wishes to ensure that building permits do not get issued that allow for encroachment of buildings into the safety clearance zones required around existing bare utility conductors, including those utility works installed within road allowance adjacent to the property.
6. It is the responsibility of the Architect and Electrical Engineer of Record (EEOR) to ensure compliance with the Canadian Electrical Code (CEC), Canadian Safety Association (CSA) and WorkSafeBC (WSBC). The CEC, CSA and WSBC stipulate minimum clearances of powerlines and equipment from buildings for safety and safe working clearances (Limits of Approach).
7. For any new electrical connections please call BC Hydro's Electric Service Coordination Centre at 1-877-520-1355. (reference Pole ID # 2752704 for approx location).

Please let me know if you have any questions or concerns.

Regards,

Elaine Mann | Property Coordinator, Property Rights Services

BC Hydro

From: [Tara Johnson](#)
To: [Wendy Miller](#)
Subject: Rezoning Application RZ000282 - CRD Referral (Commercial Wilderness Campground - Shirley)
Date: Thursday, April 04, 2024 10:06:19 AM

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Hi Wendy,

Proposed Bylaw No. 4550 for rezoning application RZ000282 does not affect the District's interests.

Regards,

Tara

Tara Johnson, RPP, MCIP
Senior Planner
District of Sooke 250-642-1627
2205 Otter Point Road

[Sooke – Where The Rainforest Meets The Sea](#)

The District of Sooke is within the Coast Salish territory, on the lands of the T'Sou-ke Nation. I am grateful for the T'Sou-ke Nation's generosity and hospitality while we live, learn and work in their territory.

STAY INFORMED: subscribe to District [electronic mailing lists](#) and receive [meeting notifications and agendas](#). For the latest on District of Sooke activities, visit [sooke.ca](#) or follow us on [Twitter!](#)

From: Wendy Miller <[wmiller@crd.bc.ca](mailto:wmill@crd.bc.ca)>
Sent: Wednesday, March 20, 2024 2:10 PM
To: Planning <planning@sooke.ca>
Subject: Rezoning Application RZ000282 - CRD Referral (Commercial Wilderness Campground - Shirley)

Good afternoon,

Please find attached a referral form and staff report with proposed Bylaw No. 4550 for rezoning application RZ000282.

Proposed Bylaw No. 4550 would rezone the subject properties from the Forestry (AF) and Resource Land (RL) zones to a new Wilderness Campground (WC) zone to permit a commercial wilderness campground with a total of 20 campsites over four parcels with a total area of 170.8 ha (1 campsite per 8.5 ha) with a 20 m separation distance between each site, as well as continued silviculture, residential, and home-based business uses.

Comment is requested by April 19, 2024.

From: [Towstego, Lucas FOR:EX](#)
To: [Wendy Miller](#)
Subject: RE: Rezoning Application RZ000282 - CRD Referral (Commercial Wilderness Campground - Shirley)
Date: Friday, April 12, 2024 7:40:35 AM
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)
[image005.png](#)

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Dear Wendy,

Thank you for your archaeological information request regarding the following properties:

- Parcel A (DD 1047521) of District Lot 745, Renfrew District; PID: 009-594-159
- Parcel B (DD526571) of District Lot 745, Renfrew District; PID: 009-594-183
- District Lot 175, Renfrew District; PID: 023-414-308
- Strata Lot 13 of Section 76 and District Lot 745, Renfrew District, Strata Plan VIS4766 together with an interest in the common property in proportion to the unit entitlement of the Strata Lot as shown on Form 1; PID: 024-486-914.

Please review the screenshot of the properties below (outlined in yellow) and notify me immediately if it does not represent the properties listed in your information request.

Results of Provincial Archaeological Inventory Search For PID 024-486-914

According to Provincial records, there are no known archaeological sites recorded on the subject property.

However, given the property's waterfront proximity, there is high potential for previously unidentified archaeological sites to exist.

Archaeology Branch Advice

If land-altering activities (e.g., home renovations, property redevelopment, landscaping, service installation) are planned on the subject property, a Provincial heritage permit is not required prior to commencement of those activities.

However, a Provincial heritage permit will be required if archaeological materials are exposed and/or impacted during land-altering activities. Unpermitted damage or alteration of a protected archaeological site is a contravention of the *Heritage Conservation Act* and requires that land-altering activities be halted until the contravention has been investigated and permit requirements have been established. This can result in significant project delays.

Therefore, the Archaeology Branch strongly recommends engaging an eligible consulting

archaeologist prior to any land-altering activities. The archaeologist will review the proposed activities, verify archaeological records, and possibly conduct a walk-over and/or an archaeological impact assessment (AIA) of the project area to determine whether the proposed activities are likely to damage or alter any previously unidentified archaeological sites.

Please notify all individuals involved in land-altering activities (e.g., owners, developers, equipment operators) that if archaeological material is encountered during development, they **must stop all activities immediately** and contact the Archaeology Branch for direction at 250-953-3334.

If there are no plans for land altering activities on the property, no action needs to be taken at this time.

Rationale and Supplemental Information

- There is high to moderate potential for previously unidentified archaeological deposits to exist on the property.
- Archaeological sites are protected under the *Heritage Conservation Act* and must not be damaged or altered without a Provincial heritage permit issued by the Archaeology Branch. This protection applies even when archaeological sites are previously unidentified or disturbed.
- If a permit is required, be advised that the permit application and issuance process takes approximately 15 to 35 weeks; the permit application process includes referral to First Nations and subsequent engagement.
- The Archaeology Branch must consider numerous factors (e.g., proposed activities and potential impacts to the archaeological site[s]) when determining whether to issue a permit and under what terms and conditions.
- The Archaeology Branch has the authority to require a person to obtain an archaeological impact assessment, at the person's expense, in certain circumstances, as set out in the *Heritage Conservation Act*.
- Occupying an existing dwelling or building without any land alteration does not require a Provincial heritage permit.

How to Find an Eligible Consulting Archaeologist

An eligible consulting archaeologist is one who can hold a Provincial heritage permit to conduct archaeological studies. To verify an archaeologist's eligibility, ask an archaeologist if he or she can hold a permit in your area, or contact the Archaeology Branch (250-953-3334) to verify an archaeologist's eligibility. Consulting archaeologists are listed on the BC Association of Professional Archaeologists website (www.bcapa.ca) and in local directories. Please note, the Archaeology Branch cannot provide specific recommendations for consultants or cost estimates for archaeological assessments. Please contact an eligible consulting archaeologist to obtain a quote.

Results of Provincial Archaeological Inventory Search for PIDs 009-594-159, 009-594-183, & 023-414-308

According to Provincial records, there are no known archaeological sites recorded on the subject properties.

Archaeological potential modelling is not currently available to the Province that describes the potential for previously unidentified archaeological sites to occur in the area.

Archaeology Branch Advice

The Archaeology Branch does not identify a need for archaeological study or Provincial heritage permit(s) at the time of this information request.

Please notify all individuals (e.g., owners, developers, equipment operators) involved in land-altering activities (e.g., home renovations, property redevelopment, landscaping, service installation) that if archaeological material is encountered during development, they **must stop all activities immediately** and contact the Archaeology Branch for direction at 250-953-3334.

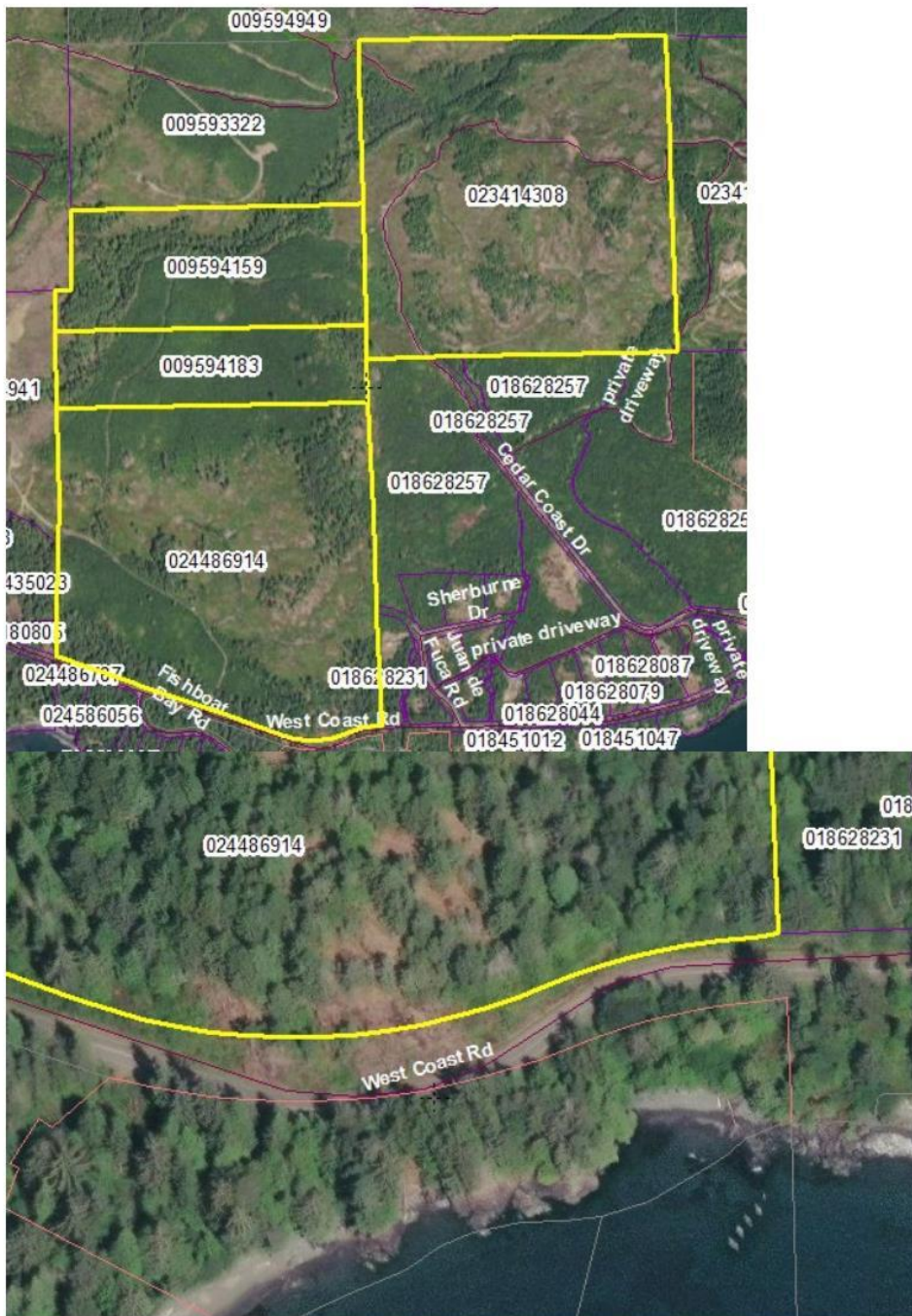
Rationale and Supplemental Information

- Archaeological study and Provincial heritage permit(s) are not required in the absence of an archaeological site.
- There is always a possibility for previously unidentified archaeological sites to exist on the property.
- Archaeological sites are protected under the *Heritage Conservation Act* and must not be damaged or altered without a Provincial heritage permit issued by the Archaeology Branch. This protection applies even when archaeological sites are previously unidentified or disturbed.

Questions?

For questions about the archaeological permitting and assessment process, please contact the Archaeology Branch at 250-953-3334 or archaeology@gov.bc.ca.

For more general information, visit the Archaeology Branch website at www.gov.bc.ca/archaeology.



Please note that subject lot boundaries (yellow), archaeological site boundaries (red), and areas



Juan de Fuca Community Planning
 3 – 7450 Butler Road
 Sooke, BC V9Z 1N1
 T: 250.642.1500 | F: 250.642.5274 | Web: www.crd.bc.ca

March 20, 2024

File: RZ000282

Referral Form – Rezoning Application

Your agency is requested to comment on a rezoning application to amend Bylaw No. 2040 to rezone the below subject properties from the Forestry (AF) and Resource Land (RL) zones to a new Wilderness Campground (WC) zone to permit a commercial wilderness campground with a total of 20 campsites over four parcels with a total area of 170.8 ha (1 campsite per 8.5 ha) with a 20 m separation distance between each site, as well as continued silviculture, residential, and home-based business uses.

- Parcel A (DD 1047521) of District Lot 745, Renfrew District; PID: 009-594-159
- Parcel B (DD526571) of District Lot 745, Renfrew District; PID: 009-594-183
- **District Lot 175, Renfrew District; PID: 023-414-308**
- **Strata Lot 13 of Section 76 and District Lot 745, Renfrew District, Strata Plan VIS4766 together with an interest in the common property in proportion to the unit entitlement of the Strata Lot as shown on Form 1; PID: 024-486-914**

Please refer to the attached staff report and proposed bylaw. Complete the Response Summary on the back of this letter indicating any potential impacts this proposal may have on your agency's interests and advise us if any legislation or official government policy would affect our consideration of this bylaw. Please note that referral comments may be summarized in staff reports; however, the actual comments received are inserted verbatim into an appendix.

Please submit your response before **4:00 pm on April 19, 2024**. If no response is received within that time, it will be assumed that this proposal does not affect your agency's interests.

Yours truly,

Iain Lawrence, Manager
 Community Planning

Attachment (1)

This referral has also been sent to the following agencies

BC Hydro	Ministry of Forests – Archeology Branch	Ministry of Transportation & Infrastructure
BC Parks	Ministry of Forests – BC Wildfire	RCMP
District of Sooke	Ministry of Water, Land and Resource Stewardship - Water Protection Section	Sooke School District #62
Island Health		

PLEASE TURN OVER



RESPONSE SUMMARY – REZONING APPLICATION RZ000282

Interest Affected by Proposal for Reasons Outlined Below

Interest Unaffected by Proposal

Comments:

The Ministry of Water, Land and Resource Stewardship, Water Protection, has received a referral with respect to proposed land-use change of the subject area:

- Parcel A (DD 104752I) of District Lot 745, Renfrew District; PID: 009-594-159
- Parcel B (DD52657I) of District Lot 745, Renfrew District; PID: 009-594-183
- District Lot 175, Renfrew District; PID: 023-414-308
- Strata Lot 13 of Section 76 and District Lot 745, Renfrew District, Strata Plan VIS4766 together with an interest in the common property in proportion to the unit entitlement of the Strata Lot as shown on Form 1; PID: 024-486-914

As the applicant has clarified that the proposed campground will be serviced by commercial water delivery and waste-sewerage removal companies, rather than utilizing local land and resources, there is currently not expected to be impact to groundwater resources. There are no water well records associated with these parcels.

If, in the future, the applicant decides to develop a groundwater source supply on the subject area and as this area does not appear to have a local water service provider, the applicant should be advised that a water licence for surface water or for non-domestic groundwater use is required under the *Water Sustainability Act* (<https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/14015>). Information about water application requirements and process can be found here: <https://portal.nrs.gov.bc.ca/web/client/-/water-licence-application>. Increased development in the area and low aquifer yield may result in groundwater availability issues and impacts to other water supply wells in the area. If a water service is planned a licence for diversion of groundwater is required which also requires approval from Vancouver Island Health Authority under the *Drinking Water Protection Act* and the *Drinking Water Protection Regulation* which regulate protection of drinking water. A groundwater license for domestic use on a single lot is not required for domestic parcels serviced by individual wells.

The area is underlain by bedrock Aquifer 606 (AQ 606; Fact Sheet: <https://apps.nrs.gov.bc.ca/gwells/aquifers/606>), which consists of fractured crystalline rock, known to have low productivity and high vulnerability. Aquifer 606 is classified as having an overall high vulnerability to contaminants introduced at the land surface because of the thin layer of unconsolidated material overlying the aquifer. Intrinsic vulnerability mapping (<https://catalogue.data.gov.bc.ca/dataset/drastring-aquifer-intrinsic-vulnerability>) indicates that aquifer vulnerability to contamination in the area of the subject parcel may be low. Animal grazing areas, paddocks and locations of manure storage can be a source of nutrient and bacterial contamination of surface and groundwater sources, therefore adequate (minimum 30 m) setbacks of these contaminant source from wells and surface water sources is required (in accordance with *Public Health Act*, Health Hazard Regulation https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/216_2011), and agricultural best practices (Code of Practice for Agricultural Environmental Management) https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/8_2019) to reduce runoff of contaminants are recommended to be employed.

No additional concerns are noted with respect to the proposed bylaw.

David van Everdingen, Ph.D., P.Geo.
Signed

Regional Hydrogeologist
Title

March 26, 2024
Date

Ministry of Water, Land and Resource Stewardship
Agency



Making a difference...together

**Minutes of a Meeting of the Shirley-Jordan River Advisory Planning Commission
Held April 30, 2024, at the Shirley Community Hall, 2795 Sheringham Point Road,
Shirley, BC**

PRESENT: Fiona McDannold (Chair), Emily Anderson, Vivi Curutchet
Staff: Iain Lawrence, Senior Manager, JdF Local Area Services;
Darren Lucas, Planner; Wendy Miller, Recorder

ABSENT: Melody Kimmel

PUBLIC: Approximately 36

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

1. Approval of the Agenda

MOVED by Vivi Curutchet, **SECONDED** by Emily Anderson that the agenda be approved.
CARRIED

2. Planner's Report

No report.

3. Zoning Amendment Application

- a) **RZ000282 – Parcel A (DD 104752I) of District Lot 745, Renfrew District; Parcel B (DD52657I) of District Lot 745, Renfrew District; District Lot 175, Renfrew District; and Strata Lot 13 of Section 76 and District Lot 745, Renfrew District, Strata Plan VIS4766 together with an interest in the common property in proportion to the unit entitlement of the Strata Lot as shown on Form 1 (10700 Block of West Coast Road)**
Darren Lucas spoke to the request to rezone the subject property from the Forestry (AF) and Resource Land (RL) zones to a new Wilderness Campground (WC) zone to permit a commercial wilderness campground with a total of 20 campsites over four parcels with a total area of 170.8 ha (1 campsite per 8.5 ha) with a 20 m separation distance between each site, as well as continued silviculture, residential, and home-based business uses.

The application was previously considered by the Juan de Fuca Land Use Committee (LUC) at its May 16, 2023, meeting. At that time, the LUC passed a motion that the application not proceed for referral until the applicant provided additional information. The application with additional information was considered by the LUC at its meeting of March 19, 2024. At that meeting, the LUC recommended that the application be referred to the Shirley-Jordan River APC for comment.

It was advised that Bylaw No. 2040 previously defined outdoor recreation, which included low-impact wilderness camping. Bylaw No. 2040 was amended to strike the definition of outdoor recreation to allow outdoor recreation uses, including camping, to be regulated through zoning.

Correspondence received in response to the notice of meeting was circulated to the APC in advance of the meeting.

PPSS-35010459-3270

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The Chair confirmed that the applicant was present.

Public comments included:

- concern regarding campground use impact on surface water licences on Jacob and Aleda Creeks, including the proposed campsite locations in relation to potential stream disturbance/contamination
- the extent of Aleda Creek has not been reflected in the environmental report provided by the applicant
- concern regarding the campground use increasing wildfire risk
- comment that the application would decrease illegal camping and wildfire risk in the community by providing monitored campground use
- concern that the proposed zone increases the current residential density of the property by specifying 8 ha as the minimum lot size
- rezoning should provide benefit to the community and to the environment, such as donation of a park
- the proposed zone does not specify that the campsites are to be serviced by trucked water, should the property be sold
- proposal would provide good use of the land, as property has been logged several times in the past
- comment that the restrictive covenant on strata Lot 13 not be amended to allow subdivision or for the camping use
- similar large AF zoned properties are permitted a base level of development/subdivision potential of 4 ha per parcel and one dwelling and one suite per parcel.

The applicant responded to questions from the public and the APC advising that:

- proposed campsite locations are based on existing cleared areas established by previous logging and associated road building activity
- campsites would be serviced by commercial water delivery and waste-sewerage removal companies rather than septic and commercial water licences
- a surface water licence is being pursued for the residential dwelling
- campsite would be patrolled frequently by staff
- proposal does not include staff housing
- the intent of the proposal is to rezone to permit a campground, not to increase residential density

APC discussion ensued regarding the comments received from the applicant and from the public.

At the request of the APC, staff read aloud the camping space density and number of persons at a campsite permitted by the Agricultural 2 zone.

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MOVED by Fiona McDannold, **SECONDED** by Emily Anderson that the Shirley-Jordan River Advisory Planning Commission recommends to the Juan de Fuca Land Use Committee that the proposed Wilderness Campground (WC) zone be amended to:

- 1) specify a minimum lot size of 120 ha for subdivision purposes;
- 2) specify the maximum number of persons per campsite shall be 10 and the maximum number of persons over the age of 19 per campsite shall be 4 persons;
- 3) to prohibit recreational vehicles, as defined by Bylaw No. 2040, and specify a trailer weight limit;
- 4) to not include Strata Lot 13 (PID: 024-486-914);
- 5) to increase the campsite setback from a watercourse to 100 m or greater.

CARRIED

4. Adjournment

The meeting adjourned at 9:21 pm.

Chair

Juan de Fuca Electoral Area Parks and Recreation Advisory Commission
April 23, 2024

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Don Closson reported that he has requested a quote for the proposed improvements and that improvement costs will be reported at a future meeting.

Director Wickheim thanked Commissioner Braunschweig and the Friends of Copper Mine Park Society for years of support.

7. Delegation - Juan de Fuca Community Planning

a) **Zoning Amendment Application RZ000282 – Parcel A (DD 104752I) of District Lot 745, Renfrew District; Parcel B (DD52657I) of District Lot 745, Renfrew District; District Lot 175, Renfrew District; and Strata Lot 13 of Section 76 and District Lot 745, Renfrew District, Strata Plan VIS4766 together with an interest in the common property in proportion to the unit entitlement of the Strata Lot as shown on Form 1 (10700 Block of West Coast Road)**

Darren Lucas spoke to the staff report for the application to rezone the subject properties from the Forestry (AF) and Resource Land (RL) zones to a new Wilderness Campground (WC) zone.

The Juan de Fuca Land Use Committee (LUC) considered the staff report at its meeting of March 19, 2024. At that meeting, the LUC recommended that the application be referred for comment.

The Commission is requested to comment on if its interests are affected by the application. Comments received will be returned to the LUC for consideration.

The subject property was highlighted.

Policies from the Shirley – Jordan River Official Community Plan and the Community Parks and Recreation Strategic Plan which support the establishment of a network of trails for recreation and increased opportunity for safe walking routes and greater community connectivity were outlined.

The Commission acknowledged that the subject property:

- fronts West Coast Road
- is in the vicinity of Priest Cabin Community Park and Fishboat Bay Community Park
- proposal includes a parking lot across from Fishboat Bay
- is adjacent to a property which is under subdivision application for which the Commission has recommended park dedication in the form of land

MOVED by Commissioner Guenard, **SECONDED** by Commissioner Braunschweig that the Juan de Fuca Electoral Area Parks and Recreation Advisory Commission state to the Juan de Fuca Land Use Committee that the Commission's interests are affected by the proposal (RZ000282) and that the Commission supports continued safe trail connectivity and recreation in the community including connecting backcountry trails and active transportation routes.

CARRIED