



City of Langford

# Staff Report to Sustainable Development Advisory Committee

**DATE: Monday, August 11, 2025**

**DEPARTMENT: Planning**

**APPLICATION NO.: Z25-0001**

**SUBJECT: Bylaw No. 2234 – Application to Amend the Text of Area B of the MUE1 Zone to allow Place of Worship as a Permitted Use at 2750 Leigh Road**

## EXECUTIVE SUMMARY:

John Evers has applied on behalf of Beedie (Langford Ridge) Holdings Ltd. to amend the text of Area B of the MUE1 (Mixed Use Employment 1 Zone) to allow a Place of Worship at 2750 Leigh Road. The Church of Jesus Christ of Latter-Day Saints intends to construct a new religious facility on a 4.6-acre portion of 2750 Leigh Road that is intended to be subdivided.

## BACKGROUND:

### Previous Applications

In May of 2014, Council adopted Bylaw No. 1507 which created the Mixed-Use Employment 1 (MUE1) Zone and rezoned various properties southwest of the Leigh Road Interchange to this new zone.

In May of 2016, Council adopted Bylaw No. 1661 which created the Schedule AJ map to define Areas A and B of the Zone, made various adjustments to the structure of the Zone, amended the Amenity Contributions, and added permitted uses.

In March of 2017, DP15-0038 was issued with respect to phased land clearing within the designated Potential Habitat and Biodiversity and Woodland Ecosystem DP Areas on the eastern half of the site.

In December of 2018, Council adopted Bylaw No. 1809 which amended the MUE1 zone to allow underground vehicle storage, underground mini-storage, and health services. It also put in a restriction to allow no more than 200 units of Assisted Living within Area A of the zone, allowed for an increase in allowable gross floor area to be constructed before off-site traffic improvements were required, and limited the amount of gross floor area for non-residential uses in Area B to 9,290 m<sup>2</sup>.

In August of 2022, Council adopted Bylaw No. 2028 which adjusted the boundary line of Areas A and B to align with Mantle Heights, introduced a flat rate for parking for light industrial uses in Area A, and removed the cap on non-residential uses in Area B. As part of the approval, Council required that 15% of the property be landscaped as habitat restoration and greenspace areas.

In October of 2022, DP22-0022 was issued to allow for additional lot clearing and grading, beyond what was covered in DP15-0038. Tree clearing has been completed on site and the applicant continues to work on site grading and lot preparation.

The subdivision of various parcels was initiated through SUB16-0055 to create what is now known as 2750 Leigh Road, as it was a land assembly of the many parcels and portions thereof. Currently, the applicant is working on a concurrent subdivision application to further split 2750 Leigh Road into multiple properties, including one that would be utilized for a Place of Worship, should Council proceed with this Text Amendment Rezoning.

**Table 1: Site Data**

<i>Applicant</i>	John Evers, Beedie	
<i>Owner</i>	Beedie (Langford Ridge) Holdings Ltd.	
<i>Civic Address</i>	2750 Leigh Road	
<i>Legal Description</i>	LOT 1 SECTIONS 85, 99, 115 AND 116 ESQUIMALT DISTRICT PLAN EPP67815	
<i>Size of Property</i>	53.6 acres (total of 2750 Leigh Road – parent parcel) 4.6 acres (proposed subdivision lot size for the Place of Worship)	
<i>DP Areas</i>	Woodland, Potential Habitat and Biodiversity Area	
<i>Zoning</i>	Existing: MUE1	Proposed: MUE1
<i>OCP Designation</i>	Existing: Corridor	Proposed: Corridor

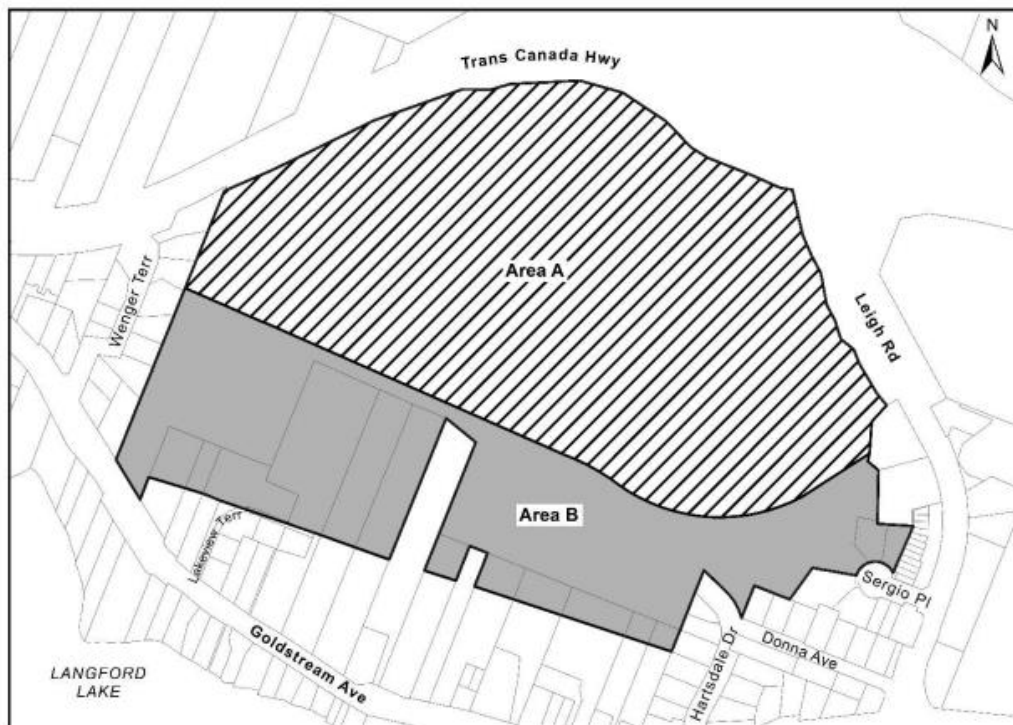
#### Site and Surrounding Area

The subject property is located south of the Trans Canada Highway, north of Goldstream Avenue, and west of Leigh Road. The property is bisected by a new road named Mantle Heights which will be dedicated as a municipal road once the subdivision is complete. The site has been predominantly cleared of trees except for the northwest wetland area and areas protected for eagle nests. The developer has been conducting site blasting, grading, and servicing works which are still underway. The surrounding area is made up of predominantly single-family homes, in addition to some business park type uses and an ambulance station on Leigh Road. While still in lot preparation phase, 2750 Leigh Road is zoned for a large variety of service commercial uses, business/technology uses, and educational/recreational uses within Area A, north of Mantle Heights. South of Mantle Heights, Area B, is zoned for the same uses, plus residential uses including apartments and townhomes. Across Leigh Road, straddling both sides of the Trans Canada Highway, are large sections of MUE3 zoned lands that are currently undeveloped. The Zoning of these sites permits a large variety of commercial uses in addition to significant residential density.

**Figure 1 – Subject Property – 2750 Leigh Road**



**Figure 2 – Areas A and B of the MUE1 zone**



**Table 2: Surrounding Land Uses**

	<b>Zoning</b>	<b>Use</b>
<i>North</i>	MUE1 (Mixed Use Employment 1)	Vacant MUE1 land
<i>East</i>	R2 (One- and Two-Family Residential) MUE1 (Mixed Use Employment 1)	Single Family Homes Vacant MUE1 land
<i>South</i>	R2 (One- and Two-Family Residential)	Single Family Homes
<i>West</i>	R2 (One- and Two-Family Residential) MUE1 (Mixed Use Employment 1)	Single Family Homes Undeveloped MUE1 land

Council Policy

## OFFICIAL COMMUNITY PLAN

The Official Community Plan (OCP) Bylaw No. 2200 designates the subject properties as “Corridor”. Corridors are described in the Plan as the following:

<b>Corridors</b>	<ul style="list-style-type: none"> <li>• Multi-family residential, commercial, institutional, and compatible light industrial uses are permitted.</li> <li>• Maximum height of six storeys,* including choice of residential and/or non-residential uses.</li> </ul>
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Additional components of the Corridors section include:

*Desired Outcome #1: Urban Centres and Corridors will serve as key transit-supported areas with densities and land-use mixes that actively support walking, biking, rolling, and public transit.*

*6.3.4. Corridors support and/or connect Urban Centres and the City Centre along key arterial streets, collector streets, and transit routes. Corridors permit a range of land uses, including multi-family residential, commercial, institutional, and light industrial uses that are compatible with and appropriate to co-locate with residential uses.*

*6.3.5. Buildings up to 6 storeys are permitted and may include single-use buildings (e.g. multi-family residential only or commercial only) or mixed-use buildings, except that buildings fronting Sooke Road must include mandatory ground floor commercial uses.*

*6.3.9. Incorporate additional vegetation and design approaches that mitigate sound and pollution to enhance livability and support a healthy environment in Urban Centres and Corridors.*

Places of worship are considered institutional uses, which are suitable within the Corridor definition of the City's OCP. The proposal is located near Leigh Road which is a transit route that is anticipated to have more frequent service as the surrounding areas further densify. Mantle Heights also features a sidewalk and bike lanes to further support users arriving by walking, biking, or rolling. Pedestrian and cycling only access is available from Goldstream Avenue by way of an emergency access to Mantle Heights, providing a convenient shortcut to the site for residents in the neighbourhood south of the site. The proposed site plan also demonstrates a significant amount of landscaping and vegetation around the perimeter, buffering the proposal from neighbouring properties and the road.

#### DEVELOPMENT PERMIT AREAS

The subject property falls within Woodland and Potential Habitat and Biodiversity Development Permit Areas. As noted in the Previous Applications section, the site has had two Environmental Development Permits issued to allow the clearing and site grading that has occurred on site. Given this, no further Environmental Development Permit would be required for the church proposal. Council may wish to note that the Local Government Act does not give local governments the authority to require a Form and Character Development Permit for Institutional Uses. As such, if this rezoning is approved, the applicant would be able to apply directly for a Building Permit. Council may wish to note that Planning staff will review the Building Permit submission to confirm compliance with the City's Zoning Bylaw.

#### LOW CARBON CONCRETE

In accordance with Council's Low Carbon Concrete Policy POL-0167-PLAN, Council may wish to require the applicant to utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC Baseline (average) mix data for the construction of the proposed development.

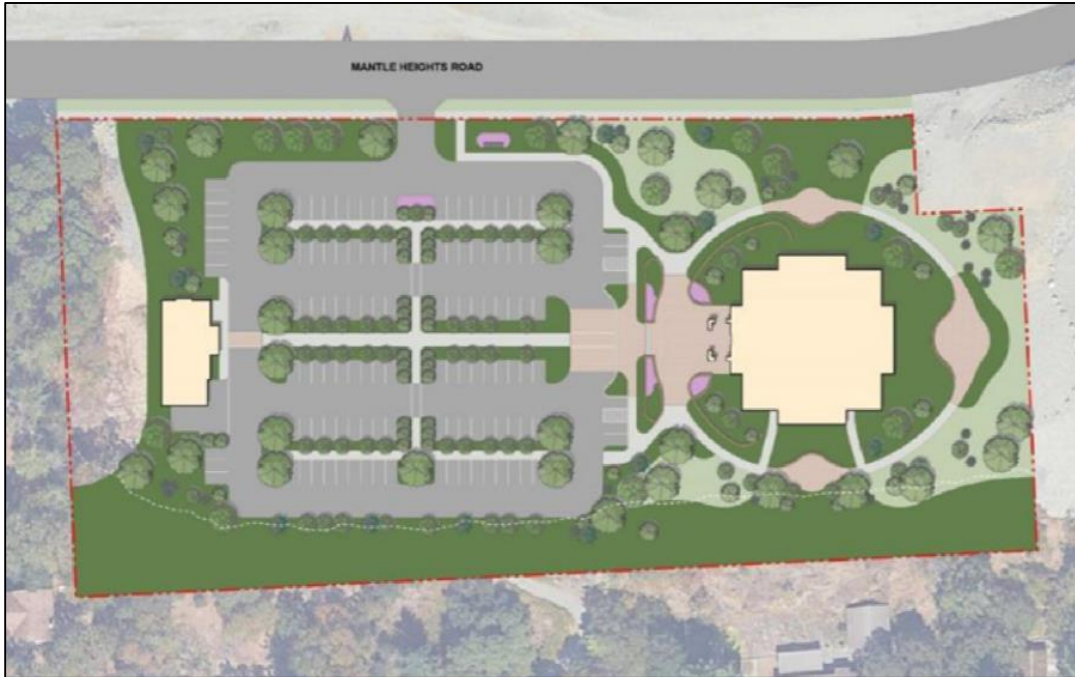
#### COMMENTARY:

##### Development Proposal

John Evers has applied on behalf of Beedie (Langford Ridge) Holdings Ltd. to amend the text of Area B of the MUE1 (Mixed Use Employment 1 Zone) to allow a Place of Worship at 2750 Leigh Road. As noted previously, the Church of Jesus Christ of Latter-day Saints intends to construct a new religious facility on a 4.6-acre portion of 2750 Leigh Road that is scheduled to be subdivided. The applicant has noted that population growth in Langford and the surrounding communities has led to corresponding growth in membership of the Church of Latter-day Saints, resulting in an overwhelming demand for a new facility that can serve the needs of the membership and local community. The applicant has noted that the facility is intended to accommodate an occupancy of approximately 250 people.

The applicant has provided a proposed rendering of the building in addition to a proposed site plan. Both are considered conceptual. As noted, the City is not permitted to require a Form and Character Development Permit due to the use being considered Institutional. The applicant has not identified the need for any variances, but all Zoning Bylaw requirements will be assessed by staff during the review of the Building Permit.

**Figure 3 – Conceptual Site Plan**



**Figure 4 – Conceptual Rendering**



As noted in the previous application section of this report, the rezoning of this site in 2022 resulted in Council requiring that 15% of the property be relandscaped as habitat restoration and greenspace areas. It was intended that these areas be confirmed through the landscape plans of forthcoming Form and Character Development Permits. Given that there will be no Form and Character Development Permit due to the institutional nature of the use, and landscape plans are not a standard submission with a Building Permit application, Council may wish to require that the applicant provide a landscape plan prepared by a Landscape Architect prior to the issuance of a Building Permit. This plan should be signed off by a Registered Professional Biologist to confirm that habitat restoration objectives are met by the plan. This will allow Planning staff to review the plan for compliance with the greenspace requirement which is already secured through an existing Section 219 covenant registered on title. As shown in the conceptual site plan, a significant portion of the site is intended to be landscaped. Council may also wish to require that the applicant submit a cost estimate and corresponding bond for the landscape works prior to the issuance of a Building Permit, to the satisfaction of the Director of Development Services, as is standard practice with landscape plans to ensure the works are completed as demonstrated.

### Multi-Modal Network

#### TRAFFIC

The Director of Engineering did not call for an updated Traffic Impact Assessment (TIA) for this application as the MUE1 Zone already permits several higher traffic uses such as schools or high density residential. Given that the proposal is for a Place of Worship, no increased traffic volumes or congestion are anticipated over and above what was already contemplated in the original TIA. Council may wish to note that a signalized intersection is planned to be constructed at the intersection of Leigh Road and Mantle Heights. The Director of Engineering has noted that the signalized intersection should be operational prior to the issuance of an Occupancy Permit. Council may wish to secure this requirement in a Section 219 covenant.

#### PEDESTRIAN, CYCLING AND MOTORIST NETWORK

Upon completion, Mantle Heights will have bike lanes on both sides of the street, and a sidewalk on the south side, abutting the proposed church site. Bike lanes also exist on both sides of Leigh Road, with a sidewalk on the eastern side. Vehicular access to the site is only available by the Leigh Road and Mantle Heights intersection as Mantle Heights terminates as a dead-end road. An emergency access as well as pedestrian and cycling access is provided at the end of Mantle Heights, connecting down to Goldstream Avenue, but is not open to regular vehicle traffic.

Bus stops are located on Leigh Road, serviced by route 57 (Thetis Heights/ Langford Exchange) with service every 45 minutes on weekdays and hourly on weekends. As the vacant land in the area begins to densify further, transit service is expected to improve.

### Infrastructure

#### DRAINAGE AND STORMWATER

Prior to the issuance of a building permit, the applicant will be required to submit a stormwater management plan in accordance with Bylaw No. 1000, to the satisfaction of the Director of Engineering.

#### SEWERS

The proposed place of worship will be required to connect to the municipal sewer system. Any improvements, extensions, or modifications needed to the sewer main within the municipal road right-of-way will be completed by West Shore Environmental Services at the applicant's expense.

### Construction Impact Mitigation

Council may wish to require a Construction Parking and Delivery Management Plan as a condition of rezoning and require that it be provided to the satisfaction of the Director of Engineering prior to any land alteration. This should be secured within a covenant, prior to Bylaw Adoption.

#### CONSTRUCTION STAGING/ENCROACHMENTS

Any construction staging beyond the property limits requires a construction licence with the City, including but not limited to temporary above or below ground occupancy of any public lands or rights-of-way. Construction licences must be executed prior to any land alteration and are subject to non-negotiable terms, conditions, and one-time and/or daily fees. All permanent encroachments and above ground temporary construction licences on public lands or rights-of-way are subject to Council approval.

### Neighbourhood Consultation

The applicant has notified surrounding direct neighbours on the northside of Goldstream Avenue, as well as the homes on Hartsdale Drive and Donna Avenue. The applicant provided a letter explaining the proposed rezoning and provided their contact information.

### **FINANCIAL IMPLICATIONS:**

As the developer is responsible to complete all frontage improvements and site servicing, the direct capital costs to the City associated with this development will be negligible. A summary of Development Cost Charges that the developer will be expected to pay, is outlined in Table 4 below.

**Table 4 - Development Cost Charges**

<b>Development Cost Charge</b>	<b>Per m<sup>2</sup> of gfa Contribution</b>
<i>Roads</i>	\$69.58
<i>ISIF</i>	\$280/1000 ft <sup>2</sup> of gfa
<i>CRD Water</i>	\$23.74

**LEGAL IMPLICATIONS:**

As the application aligns with the City's Official Community Plan, the Public Hearing is waived in accordance with the Local Government Act and the City's Public Notification Procedures Bylaw.

Development Cost Charges will be payable at the time of building permit as specified in the various DCC Bylaws.

Council's other conditions of approval would be secured in a Section 219 Covenant registered in priority of all other charges on title prior to consideration of Bylaw Adoption.

**OPTIONS:****Option 1**

THAT the Sustainable Development Advisory Committee recommend that Council:

1. Consider bringing forward Bylaw No. 2234 for 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> readings at a future Council meeting in order to amend the text of Area B of the MUE1 Zone subject to the following terms and conditions:
  - a. That the applicant, **prior to Bylaw Adoption**, registers a Section 219 covenant in priority of all other charges on title, that agrees to the following:
    - i. That the following will be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to any land alteration:
      1. A Mitigation Plan; and
      2. A Construction Parking and Delivery Management Plan.
    - ii. That the following will be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to the issuance of a building permit:
      1. A Stormwater Management Plan.
    - iii. That prior to the issuance of a building permit, the applicant provides a Landscape Plan prepared by a Landscape Architect and signed off by a Registered Professional Biologist, to the satisfaction of the Director of Development Services. At the time of Building Permit, the applicant must provide a landscape bond in accordance with an approved cost estimate prepared by the Landscape Architect, to be returned to the applicant upon completion of the works.
    - iv. That all concrete used on-site will utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC

Baseline (average) mix data, and that prior to the issuance of a Building Permit the applicant shall provide a Type III Environmental Product Declaration that is 3<sup>rd</sup> party verified specifying the total Global Warming Potential value and confirming that the proposed development meets the requirements of Low Carbon Concrete Policy POL-0167-PLAN;

- v. That prior to the issuance of an Occupancy Permit, the signalized intersection at Leigh Road and Mantle Heights must be completed, to the satisfaction of the Director of Engineering;

**OR Option 2**

THAT the Sustainable Development Advisory Committee recommend that Council take no action with respect to this application to amend the text of Area B of the MUE1 Zone under Bylaw No. 2234 until such time as the following items are addressed and reviewed by the Sustainable Development Advisory Committee:

- a. \_\_\_\_\_;
- b. \_\_\_\_\_;
- c. \_\_\_\_\_.

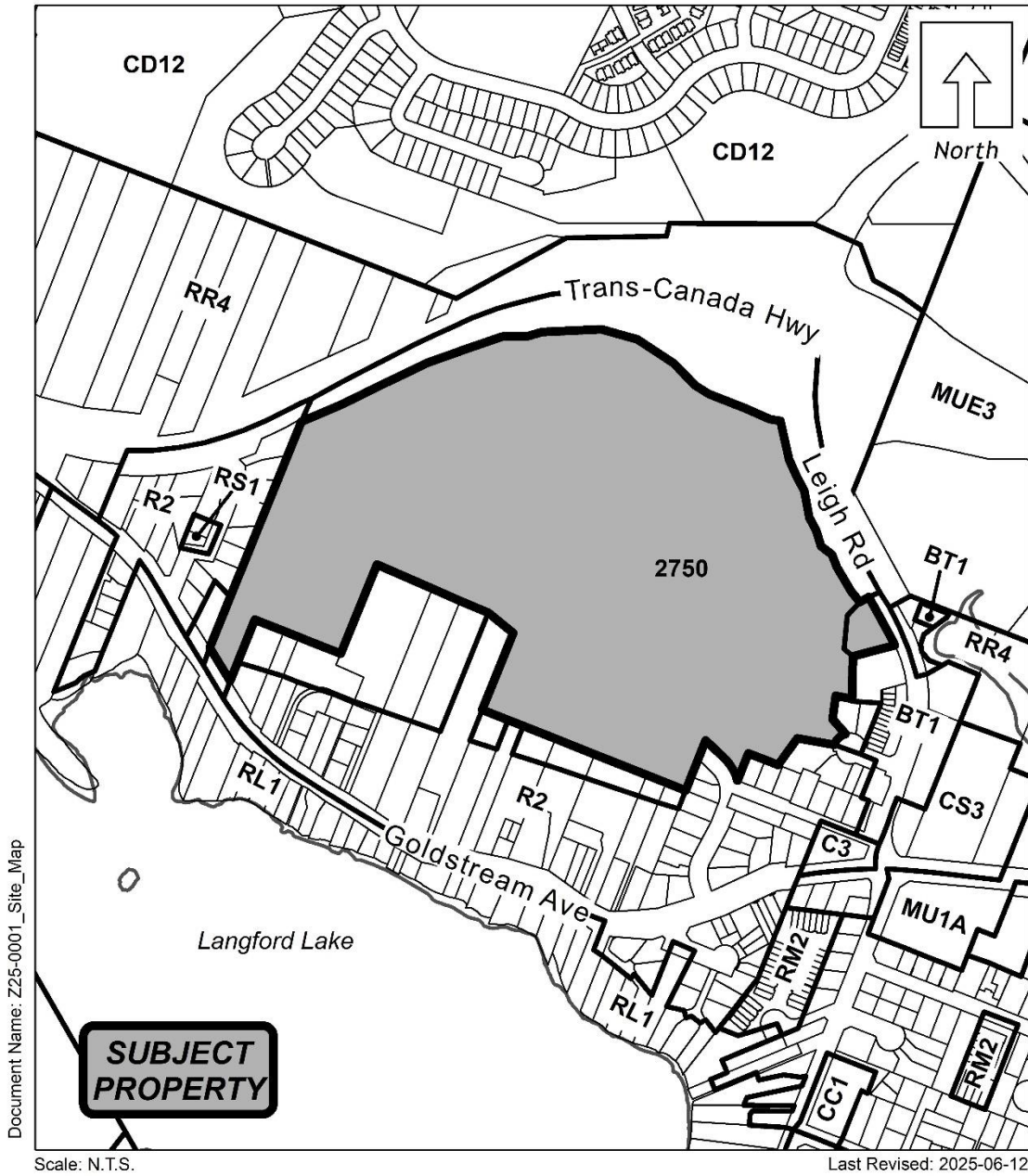
**SUBMITTED BY: Julia Buckingham, Planner II**

- Concurrence:** Matthew Baldwin, RPP, MCIP, Director of Development Services
- Concurrence:** Leah Stohmann, RPP, MCIP, Director of Community Planning and Climate Change
- Concurrence:** Melisa Miles, Manager of Legislative Services
- Concurrence:** Donna Petrie, Senior Manager of Communications & Economic Development
- Concurrence:** Yari Nielsen, Director of Parks, Recreation and Facilities
- Concurrence:** Katelyn Balzer, P.Eng., Director of Engineering and Public Works
- Concurrence:** Michael Dillabaugh, CPA, CA, Director of Finance
- Concurrence:** Marie Watmough, Director of Legislative & Protective Services
- Concurrence:** Braden Hutchins, Deputy Chief Administrative Officer
- Concurrence:** Darren Kiedyk, Chief Administrative Officer

Attachments: Bylaw No. 2234

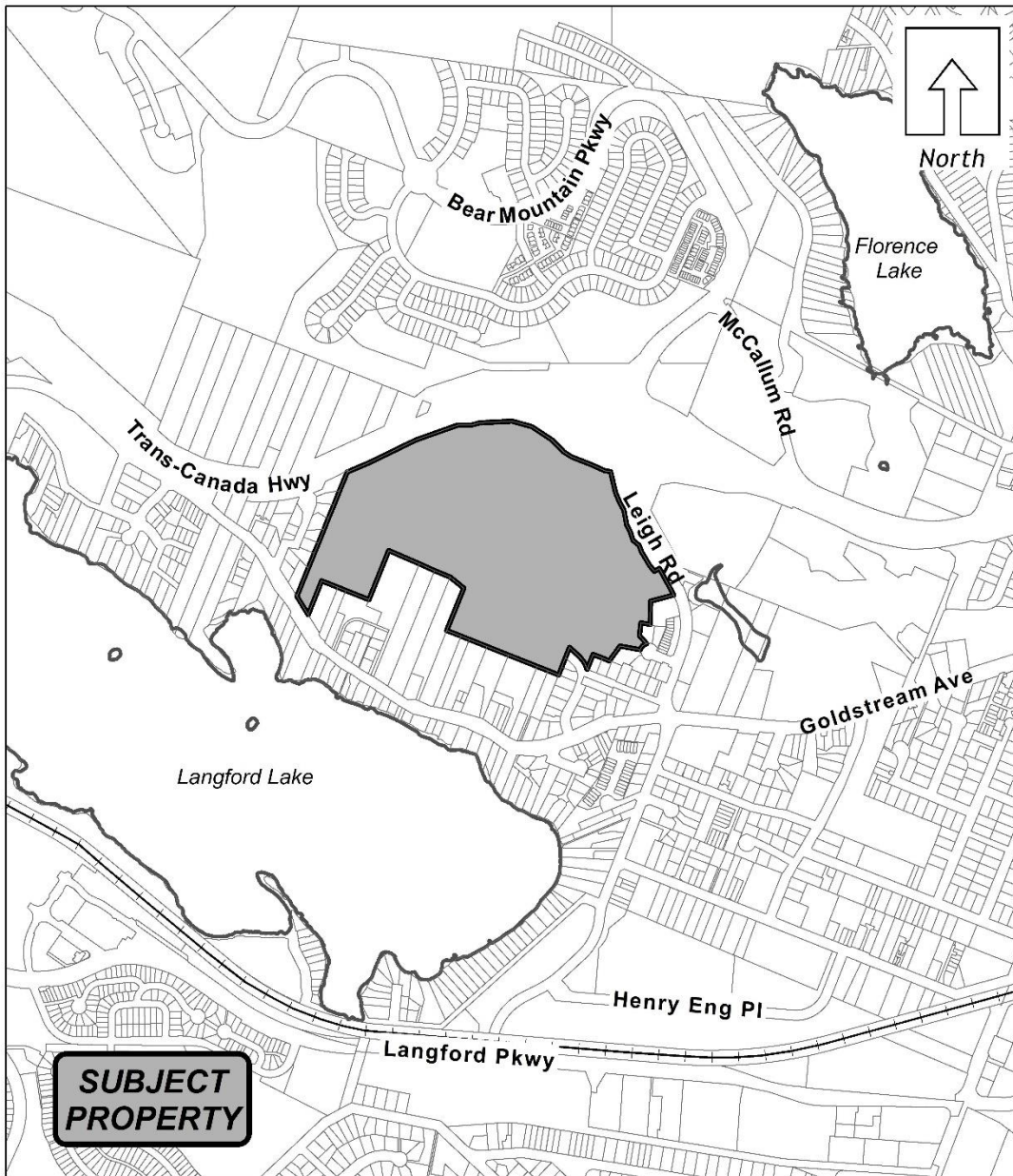
Appendix A – Site Map

**REZONING BYLAW AMENDMENT  
( Z25-0001 )  
2750 Leigh Rd**



Appendix B – Location Map

**REZONING BYLAW AMENDMENT  
( Z25-0001 )  
2750 Leigh Rd**



Document Name: Z25-0001\_Location\_Map

Scale: N.T.S.

Last Revised: 2025-06-12