



Staff Report to Sustainable Development Advisory Committee

DATE: Monday, April 13, 2026

DEPARTMENT: Planning

APPLICATION NO.: Z23-0012

SUBJECT: Bylaw No. 2211 – Application to Rezone 2609 Sooke Road from the ‘One- and Two-Family Residential (R2)’ Zone to the ‘Community Town Centre 9 (C9)’ Zone to allow for a 5-Storey, 16 Unit Residential Building

EXECUTIVE SUMMARY:

KILO Architecture Inc. has applied on behalf of Zila Properties Ltd. to rezone 2609 Sooke Road from the One- and Two-Family Residential (R2) Zone to the Community Town Centre 9 (C9) Zone in order to construct a 5-storey residential building that will contain 16 residential units and one commercial retail unit. The ground floor would contain the commercial retail unit, the lobby, a bicycle room, and the required parking. The remaining four storeys above would be comprised of the 16 residential units.

BACKGROUND:

Previous Applications

The City has not received any previous planning applications on the subject property.

Table 1: Site Data

<i>Applicant</i>	KILO Architecture Inc., Keith Tetlow	
<i>Owner</i>	Zila Properties Ltd.	
<i>Civic Address</i>	2609 Sooke Road	
<i>Legal Description</i>	Lot A, Section 83, Esquimalt District, Plan 21003	
<i>Size of Property</i>	1,045 m ² (0.26 acres)	
<i>DP Areas</i>	Sooke Road Commercial Revitalization Area	
<i>Zoning</i>	Existing: R2	Proposed: C9
<i>OCP Designation</i>	Existing: Corridor	Proposed: Corridor

Site and Surrounding Area

The subject property is located within the Sooke Road Commercial Revitalization Development Permit Area and is approximately 130 metres from the intersection of Sooke Road and Jacklin Road. Currently, there is a two-family dwelling on the property. No trees exist on site, but there is a stand of bushes located in the front of the property, near Sooke Road.

To the east is a 4-storey mixed-use building that is part of a larger strata that includes three 4-storey buildings. That development wraps around this site such that it is located to the south as well. Immediately to the west is a vacant lot that has recently been rezoned to allow for a 6-storey mixed-use building. To the north, across Sooke Road, is a single-story building that contains a church and a daycare.

Overall, this stretch of Sooke Road has started to see many new developments proposed and constructed that range from townhouses to 6-storey buildings. The vision of creating a mixed-use corridor has started to become more noticeable with each new development within this corridor as each development has been including ground-floor oriented commercial units.

School District No. 62 has been made aware of this application such that they can consider the proposed increase in density in this area as part of their long-range facility planning.

Figure 1: Subject Property



Table 2: Surrounding Land Uses

	Zoning	Use
<i>North</i>	P2 (Community Institutional)	Church and Daycare
<i>East</i>	CD7 (Comprehensive Development 7)	Mixed-Use Residential
<i>South</i>	CD7 (Comprehensive Development 7)	Mixed-Use Residential
<i>West</i>	C9 (Community Town Centre Pedestrian)	Vacant (future residential)

COMMENTARY:

Development Proposal

The proposal is to construct a 5-storey, 16-unit residential building with one ground floor commercial retail unit (CRU). A rendering of the proposal is included in Appendix C. The ground level would consist of a CRU, the lobby, a bicycle room, and parking. The four storeys above this level would include all the residential units, comprised of eight 2-bedroom units and eight 2-bedroom units with a den.

Given the size of this property and the fact that it is surrounded by other multi-storey developments, there are limitations to what can be built. The proposed C9 Zone does allow for unrestricted height, but the cost to dig down and construct an underground parkade that fits within the size constraint of this site was deemed not feasible beyond the proposed 5-storeys that includes ground level parking. Council may wish to restrict the potential height on this site to 6-storeys to ensure anything greater than 6-storeys is brought back to Council for consideration.

There would be one driveway access to the proposed development that would be located in the centre of the property. The driveway would be approximately 18 metres (59 feet) in length before it reaches the security gate to the underbuilding parking. This length of driveway allows for vehicles to fully enter the site without impacting the traffic on Sooke Road or pedestrians on the sidewalk. The site plan (Appendix D) illustrates this configuration. The two portions of the building (Lobby and Commercial Retail Unit) that would be located closest to Sooke Road would be set back 4.5 metres from the front property line, which complies with the Ministry of Transportation and Transit’s requirements, and is greater than required setback in the C9 Zone.

To create a visually interesting and active frontage, the lobby area has been designed on an angle and includes additional windows surrounding the lobby door. Windows have also been included up the stairwell, and a larger single window has been proposed as part of the CRU facing Sooke Road. These additional and larger windows provide for ‘eyes on the street’ and an active frontage feel that is more appropriately aligned with City guidelines.

To address future bike stall requirements, the applicant has provided 1.5 bike stalls per unit, including two cargo bikes stalls and charging outlets for e-bikes. A repair station has also been included in the bike room. Two additional stalls near the lobby have been included as short-term parking for the CRU.

With respect to heat pumps, Council may wish to remain consistent with other rezoning applications and require that individual heat pumps, or an equivalent electric central system, be installed with this development.

Parking

The applicant is proposing to provide vehicle parking that aligns with what may be the City’s new parking requirements through a pending bylaw. This will include 0.9 stalls per residential unit, 0.1 stalls per unit for visitors, and 1.0 stall for the CRU. This totals 17 stalls and includes one accessible stall. The development is proposing to provide 18 stalls overall, with the additional stall that could be used for visitors or possibly assigned to a residential unit.

Both vehicle parking and bike parking will be reviewed against the new parking regulations at the time of the Development Permit application.

Table 3: Proposed Date

	Permitted by R2 (Current Zoning)	Permitted by C9 (Proposed Zoning)	Proposed by Rezoning Application
Permitted Uses	One- or Two-Family Townhouse Group Daycare	Apartment Offices Retail	Apartment Retail
Density (Units or FAR)	3-6 Dwellings	6.0 FAR	1.71 FAR
Height	11 m (36 ft)	n/a*	5-storeys
Site Coverage	50%	40% min 90% max	48%
Front Yard Setback	3.0 m (9.8 ft)	2.0 m (6.5 ft)	4.5 m (14.8 ft)
Interior Side Yard Setback	1.5 m (4.9 ft)	2.0 m (6.5 ft)	2.0 m (6.5 ft)
Rear Yard Setback	3.0 m (9.8 ft)	2.0 m (6.5 ft)	6.0 m (19.7 ft)
Vehicle Parking	1 per dwelling	1.5 per unit	0.9 per unit
Bicycle Parking	0-1 per dwelling	1.0 per unit	1.5 per unit

**text amendment proposed to limit height to 6 storeys on the subject property within the zone.*

Trees

As previously noted, there are no trees located on this site and the trees that existed along the property line to the east have been removed by the neighbouring development. The front of the property does have some large bushes, but nothing that would be retained. The landscape plan associated with this development is proposing five onsite trees, two offsite trees, and several hundred shrubs and accent plants. A copy of the proposed landscape plan has been attached. An image of current site conditions is included in Figure 1 below.

Figure 1: Current Site Condition



Multi-Modal Network

FRONTAGE IMPROVEMENTS

Due to the size of the development, a Transportation Impact Study has not been requested by the Ministry of Transportation and Transit or by the Director of Engineering and Public Works. Full frontage improvements along Sooke Road will be required and will need to comply with the Ministry's standards, Bylaw No. 1000 standards, and the Design Guidelines.

The improvements would include, but are not limited to, a separated boulevard with irrigation, street trees, streetlights, and a 2.2 m wide red brick paver sidewalk abutting the front property line.

Additionally, road dedication of approximately 3.0m will be required, which Council may wish to secure prior to bylaw adoption.

PEDESTRIAN, CYCLING, AND MOTORIST NETWORKS

Sidewalks and bike lanes exist along Sooke Road, but are sporadic, as these are primarily installed with each development as they occur. This project would connect the sidewalk that exists to the east with the sidewalk that will occur to the west as part of the neighbouring development. A designated bike lane is not anticipated along the frontage of this site as Sooke Road widens at this location in order to accommodate a bus lane, which doubles as a bike lane.

Infrastructure

DRAINAGE AND STORMWATER

The applicant has submitted a stormwater technical memo, which was prepared by a civil engineer and outlines how the onsite storm drainage would be dealt with in order to comply with Bylaw No. 1000 standards. This has been reviewed and approved by the Director of Engineering and Public Works.

SEWER

A sewer main exists within Sooke Road fronting this development site, and a connection from the building will be required. 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.

FIRE ACCESS AND PROTECTION

There are two fire hydrants located within 90 m of the development site. The installation of another hydrant is not anticipated, but the submission of a Fire Underwriters Survey Report prior to a building permit issuance will provide a professional determination of whether another hydrant is necessary and confirm that sufficient water pressure is available.

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 and Public Works prior to any land alteration. This would be secured within a covenant prior to Bylaw Adoption.

CONSTRUCTION STAGING/ENCROACHMENTS

Any construction staging beyond the property limits would require a construction license with the City and/or Ministry, including but not limited to, temporary above or below ground occupancy of any public

lands or rights-of-way. Construction licenses 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 licenses on public lands or rights-of-way are subject to Council approval.

Council Policy

OFFICIAL COMMUNITY PLAN

The newly adopted Official Community Plan (OCP) Bylaw No. 2200 designates this property as ‘Corridor’, which is defined by the following text:

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

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.

The proposed development aligns with the OCP vision for this Corridor designation, in spite of the constraints with the site. The CRU was added midway through the design phase of the project in order to address the active frontage objectives for the Sooke Road corridor and comply with the Policy 6.3.5 of the OCP, as quoted above. This change will benefit the active frontage aspect, and the planting of trees where none currently exist will help mitigate sound and pollution while supporting a healthy environment.

DEVELOPMENT PERMIT AREAS

The subject property is not located within any Environment or Hazard Development Permit Area. However, it is located within the Sooke Road Commercial Revitalization Development Permit Area and since the proposal is for a multi-family development, a Development Permit for Form and Character will be required. This Development Permit will be needed prior to issuance of a Building Permit to ensure the design is consistent with the City's Design Guidelines and specifically ones that stem from the Sooke Road Development Permit Area.

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.

ATTAINABLE HOUSING POLICY

The Attainable Housing Policy sets out criteria for which a development is to enter into an agreement with the City in order to provide attainable housing. The first criteria is simply that it applies to developments that create buildings with five or more residential storeys. As this development is only creating four storeys of residential units, the policy does not apply and therefore, no attainable housing is required to be provided with this development.

FINANCIAL IMPLICATIONS:

Rezoning the subject property to permit higher density of development will increase the assessed value of the land and eventually will increase municipal revenue due to the number of units created. As the developer is responsible to complete all frontage improvements, the direct capital costs to the City associated with this development will be negligible. A summary of Amenity Contributions and Development Cost Charges that the developer will be expected to pay, is outlined in Tables 4 and 5 below.

Council's Amenity Contribution Policy

The amenity contributions that apply as per Council's current Affordable Housing and Amenity Contribution Policy are summarized in Table 4 below, based on the proposed 16 residential units and one commercial retail unit that is 18.5 square metres (199 square feet) in size.

Table 4 – Amenity Contributions per Council Policy

Amenity Item	Per Unit / Area Contribution	Total
<i>General Amenity Reserve Fund</i>	\$2,074 per residential unit (1 st through 4 th storeys)	\$24,888.00
	\$1,037 per residential unit (5 th & 6 th storeys)	\$4,148.00
<i>Affordable Housing Reserve Fund</i>	\$610 per residential unit (1 st through 4 th storeys)	\$7,320.00
	\$305 per residential unit (5 th and 6 th storeys)	\$1,220.00
TOTAL POLICY CONTRIBUTIONS		\$37,576.00

Table 5 - Development Cost Charges

Development Cost Charge		Per Unit / Area Contribution	Total
<i>Roads</i>	Residential	\$3,092.39	\$49,478.24
	Commercial	\$54.12	\$1,001.22
<i>Storm Drainage</i>	Residential	\$635.00	\$10,160.00
	Commercial	\$4.58	\$84.73
<i>Park Improvement</i>	Residential	\$1,348.00	\$21,568.00
	Commercial	\$0.00	\$0.00
<i>Park Acquisition</i>	Residential	\$90.00	\$1,440.00
	Commercial	\$0.00	\$0.00
<i>ISIF</i>	Residential	\$331.65	\$5,306.40
	Commercial	\$1.51	\$27.94
Subtotal (DCC's to Langford)			\$89,066.53
<i>CRD Water</i>	Residential	\$1,644.00	\$26,304.00
	Commercial	\$10.48	\$193.88
<i>School Site Acquisition</i>	Residential	\$700.00	\$11,200.00
	Commercial	\$0.00	\$0.00
TOTAL DCC's (estimated)			\$126,764.41

LEGAL IMPLICATIONS:

Should Council choose to proceed with consideration of Bylaw No. 2211, the application will be prohibited from being the subject of a Public Hearing as per the changes made by the Province to the Local Government Act through The Housing Statutes (Residential Development) Amendment Act, 2023.

The amenity contributions specified in Table 4 above are incorporated into Bylaw No. 2211 and will be payable at the time of building permit along with the current Development Cost Charges specified in the various DCC Bylaws.

Council's other conditions of approval would be registered in a Section 219 Covenant 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 Langford Zoning Bylaw, Amendment No. 740 (2609 Sooke Road), Bylaw No. 2211, 2026 for 1st, 2nd, and 3rd readings at a future Council meeting in order to amend the zoning designation of the property located at 2609 Sooke Road from 'One- and Two-Family Residential' (R2) to 'Community Town Centre Pedestrian 9' (C9), subject to the following terms and conditions:
 - a. That the applicant provides, **as a bonus for increased density**, the following contributions per dwelling unit, **prior to the issuance of a building permit**:
 - i. \$610 towards the Affordable Housing Reserve Fund; and
 - ii. \$2,074 towards the General Amenity Reserve Fund;subject to reductions in accordance with the Affordable Housing and Amenity Contribution Policy and the Attainable Housing Policy depending on use and height.
 - b. That the applicant registers, **prior to Bylaw Adoption**, a road dedication plan to the satisfaction of the Director of Engineering and the Ministry of Transportation and Transit;
 - c. 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 the issuance of a building permit:

1. Full frontage improvements, in accordance with Design Guidelines for Sooke Road Commercial Revitalization Development Permit Area and Ministry of Transportation and Transit standards;
 2. A storm water management plan; and
- ii. 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 alterations:
 1. A construction parking and delivery management plan; and
 2. A mitigation plan;
 - iii. That a separate covenant be registered prior to issuance of a building permit for the proposed development that ensures residential parking is allocated to each unit and visitors as required by the zoning bylaw and is not provided in exchange for compensation separate from that of a residential unit;
 - iv. That the building be constructed with electric heat pumps for each unit, or an equivalent electric centralized system that allow each unit to control their own temperature, be installed prior to issuance of an occupancy permit;
 - v. 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 3rd 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;
2. Direct staff to amend section 6.44B.06 of Zoning Bylaw No. 300 to limit the maximum allowable height of a building or structure on the subject property to six (6) storeys.

OR Option 2

THAT the Sustainable Development Advisory Committee recommend that Council take no action with respect to this application to rezone 2609 Sooke Road under Bylaw 2211 until such time as the following items are addressed and reviewed by the Sustainable Development Advisory Committee:

- a. _____;
- b. _____;
- c. _____.

SUBMITTED BY: Robert Dykstra, RPP, MCIP, Manager of Development Services

Concurrence: Leah Stohmann, RPP, MCIP, Director of Community Planning and Development

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

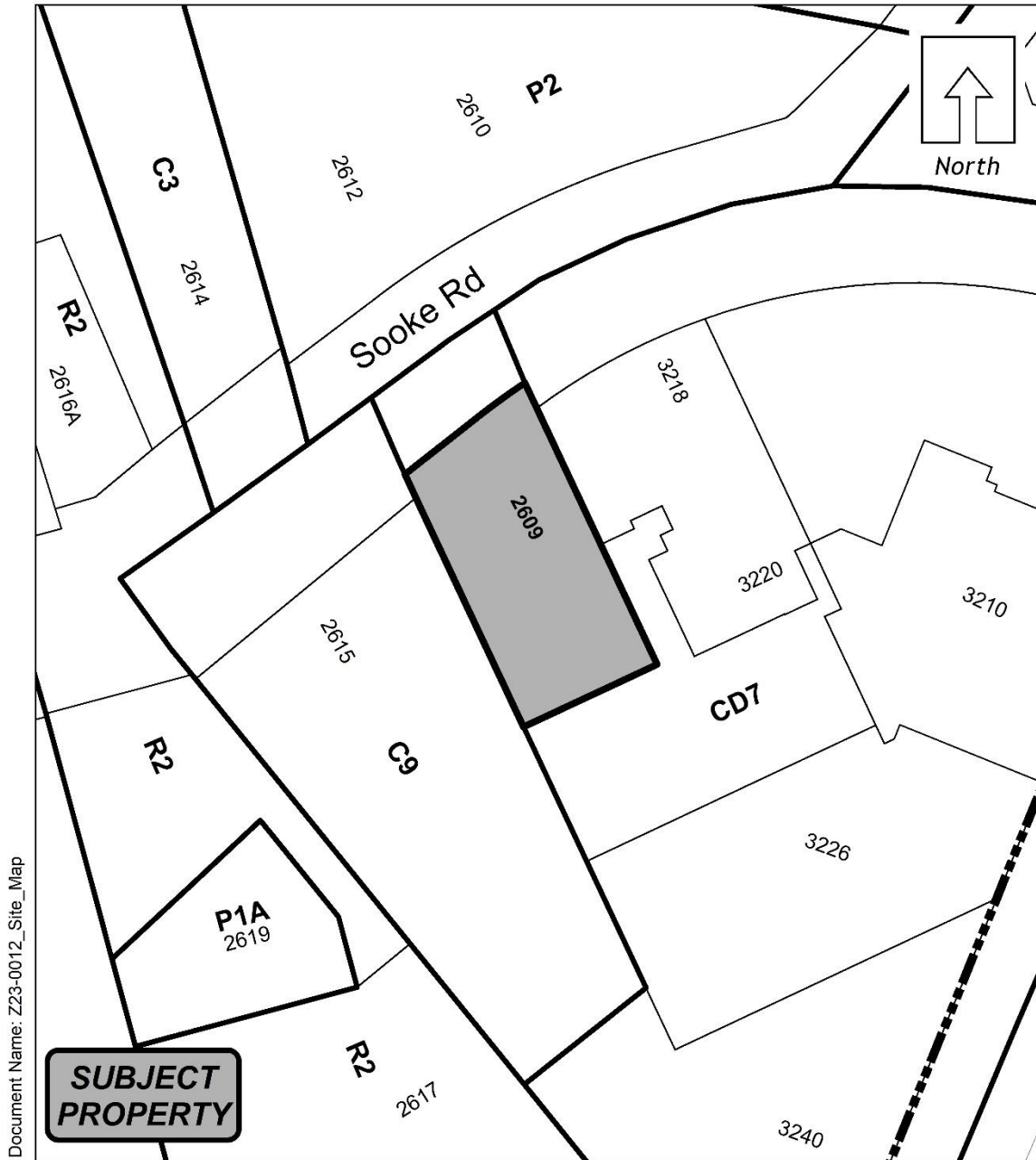
Attachments:

Attachment 1: Landscape Plan

Attachment 2: Bylaw No. 2211

Appendix A – Site Map

**REZONING BYLAW AMENDMENT
(Z23-0012)
2609 Sooke Rd**

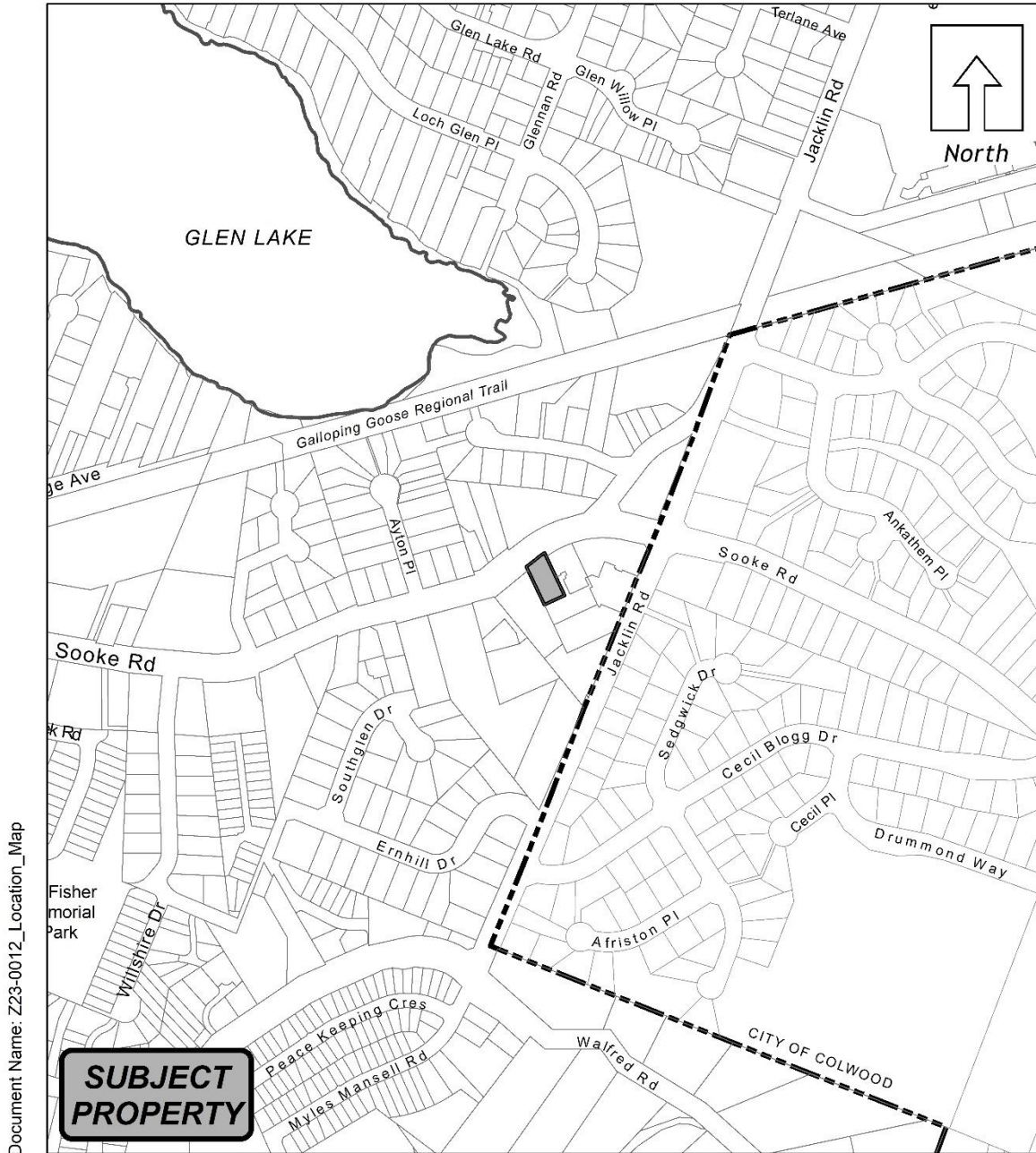


Scale: N.T.S.

Last Revised: 2023-08-29

Appendix B – Location Map

**REZONING BYLAW AMENDMENT
(Z23-0012)
2609 Sooke Rd**



Scale: N.T.S.

Last Revised: 2023-08-29

Appendix C – Rendering



Sooke Road

Appendix D – Site Plan

