



AGENDA - COMMITTEE OF THE WHOLE

Thursday, April 23, 2026, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

The City of Victoria is located on the homelands of the Songhees Nation and Xwsepsum Nation

Meeting will recess for a lunch break between 12:00 p.m. and 1:00 p.m.

Pages

A. TERRITORIAL ACKNOWLEDGEMENT

B. CHAIR'S REMARKS

C. INTRODUCTION OF LATE ITEMS

D. APPROVAL OF AGENDA

E. CONSENT AGENDA

F. STAFF REPORTS

F.1 Bylaw Amendments Pursuant to Bill 25: Housing and Municipal Affairs Statutes Amendment Act, 2025 & Bill 16: Housing Statutes Amendment Act, 2024

1

A report regarding information, analysis and recommendations to comply with provincial legislative requirements relating to Small-Scale Multi-Unit Housing (SSMUH) regulations, that require zoning bylaws to expand the definition of a "restricted zone" to include all lots where a single detached home with a secondary suite and detached accessory dwelling unit are allowed.

G. CLOSED MEETING, IF REQUIRED

H. ADJOURNMENT OF COMMITTEE OF THE WHOLE



Committee of the Whole Report
For the Meeting of April 23, 2026

To: Committee of the Whole **Date:** April 9, 2026

From: Karen Hoese, Director, Planning and Development

Subject: **Bylaw Amendments Pursuant to Bill 25: Housing and Municipal Affairs Statutes Amendment Act, 2025 & Bill 16: Housing Statutes Amendment Act, 2024**

RECOMMENDATIONS

1. That Council instruct the Director of Planning and Development to prepare the necessary Zoning Regulation Bylaw and Zoning Bylaw 2018 amendments in order to:
 - a) Designate zones that only permit single family dwellings with both a secondary suite and a garden suite as a “restricted zone”;
 - b) Transfer three properties from the *Zoning Regulation Bylaw* to the *Zoning Bylaw 2018* to maintain the existing density bonus provisions.
2. That after publication of notification in accordance with section 467 of the *Local Government Act*, first, second, third and final reading of the zoning bylaw amendments be considered by Council.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations to comply with provincial legislative requirements relating to Small-Scale Multi-Unit Housing (SSMUH) regulations, that require zoning bylaws to expand the definition of a “restricted zone” to include all lots where a single detached home with a secondary suite and detached accessory dwelling unit are allowed.

In addition, to comply with recent amendments to the *Local Government Act* pertaining to density benefits contained in *Bill 16: Housing Statutes Amendment Act, 2024*, and *Bill 13: Miscellaneous Statutes Amendment Act, 2025*, any properties regulated by the *Zoning Regulation Bylaw* (ZRB) with density bonusing that the City wants to maintain will need to be moved over to *Zoning Bylaw 2018* (ZB2018). A review of the ZRB has identified three properties to transfer over to ZB2018. Both zoning amendments need to be adopted by Council prior to June 30, 2026.

Should Council advance the proposed recommendation, the bylaws would be prepared for initial readings.

BACKGROUND

Victoria has two zoning bylaws: *Zoning Bylaw 2018* and the older *Zoning Regulation Bylaw*. Work on modernizing these Zoning Bylaws will move Victoria toward a single Zoning Bylaw for the entire city. Phase One of this modernization was completed in the fall of 2025 and was focused on transferring over residential properties, villages and centres, and the Industry, Arts and Innovation District. As this process continues, ZB2018 will expand to regulate more of the City, while the ZRB recedes until it can ultimately be fully rescinded.

Small-Scale Multi-Unit Housing

On November 30, 2023, the Province of British Columbia (the Province) gave Royal Assent to *Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023* (Bill 44), which required the City to allow small-scale multi-unit housing (SSMUH) in “restricted zones”. Restricted zones are defined as:

A zone in respect of which the permitted residential use is restricted to:

- a) single-family dwellings
- b) single-family dwellings with one additional housing unit located within the single-family dwelling building or on the same parcel or parcels of land on which the single-family dwelling is located,
- c) duplexes, or
- d) duplexes with one additional housing unit located within each dwelling comprising the duplex building or no more than two additional housing units on the same parcel or parcels of land on which the duplex is located.

The bylaw for this work was adopted on June 20, 2024.

Subsequently, on November 27, 2025, the Province gave Royal Assent to *Bill 25: Housing and Municipal Affairs Statutes Amendment Act, 2025* (Bill 25). Bill 25 has made clarifying changes to the *Local Government Act* (LGA), which requires an amendment to the definition of “restricted zone” to include a zone that permits up to a single detached dwelling with both a secondary suite and a garden suite.

Through Phase One of Zoning Bylaw modernization, ZB2018 permits more units on residential properties than the provincial SSMUH minimums and therefore has no restricted zones and no updates are needed to this zoning bylaw under this legislation.

However, updates are required to the older ZRB which technically still has restricted zones, primarily through properties that do not have any form of residential existing but utilize a residential base zone (e.g. R1-B) like parks and institutions. Therefore, since most low-density residential properties are now in ZB2018, this required update will have next to no actual impact beside the staff resources used to make the change.

Municipalities are required to pass bylaws by June 30, 2026, to comply with this legislation.

Density Bonus Zoning in the Zoning Regulation Bylaw

On April 25, 2024, the Province gave Royal Assent to *Bill 16: Housing Statutes Amendment Act, 2024*, which made changes to the City’s ability to administer density bonusing through zoning. As part of these changes, and subsequent changes contained in *Bill 13: Miscellaneous Statutes Amendment Act, 2025* and *Density Benefits Zoning Bylaws Amendment Deadline Regulation, BC Reg. 62/2025*, any existing density bonusing provisions that are intended to be moved from the ZRB to ZB2018 must be done so prior to June 30, 2026. Otherwise, when the properties are eventually moved over to ZB2018, the density bonus provisions will need to be removed.

After a review of the remaining ZRB zones, it is recommended that three properties be transferred over to ZB2018. Although there are still properties in the ZRB that will continue to have density bonus zones, these do not need to be carried forward as they have met the conditions of the density bonusing (e.g., having already provided a cash contribution) or are regulated by a Master Development Agreement securing density bonusing.

A high-level overview of the amenities required through density bonusing for the three impacted properties is outlined in the table below and the zones themselves can be found as Attachments A, B and C.

Property	Base Density	Bonus Density	Amenities
1314-1318 Wharf Street (Northern Junk)	1.0 FSR	3.39 FSR	<ul style="list-style-type: none"> a monetary contribution of \$72,000 to the Local Amenities Reserve Fund for the planting of trees. a monetary contribution of \$2,500 to the City’s Downtown Core Area Public Realm Improvement Reserve Fund for the installation of short term bike racks. a monetary contribution of \$16,000 to the City’s Downtown Core Area Public Realm Improvement for the construction of a future vehicle turn-around.
930 Fort Street	2.0 FSR	5.5 FSR	<ul style="list-style-type: none"> \$103,006.80 to the Downtown Core Area Public Realm Improvement Fund \$100,000 to the Victoria Housing Reserve Fund \$67,668.94 to the Downtown Heritage Buildings Seismic Upgrade Fund.
1 Dallas Road (Fisherman’s Wharf)	Total Floor Area for all uses excluding float homes and live-boards: 1000m ²	Total Floor Area for all uses excluding float homes and live-boards may be increased up to 2010m ² with an office floor area of 270m ² and a retail floor area including floating commercial units of 1740m ²	<ul style="list-style-type: none"> A public washroom must be provided and maintained as a community amenity.

As a note, the density number for 930 Fort would increase slightly for transition to ZB2018. This is because the ZRB exempts certain types of floor area, such as elevator shafts, whereas ZB2018 does not. To address this and ensure applicant fairness, the new density would account for the elevator shaft exemption in the property’s site-specific regulations in ZB2018. Although the density regulation will increase, the actual development rights are remaining the same.

This transfer of properties across zoning bylaws is a technical exercise, where no development rights will be given, nor will any be taken away. Site specific regulations will be created to maintain existing regulations such as uses, setbacks and height. The one exception is for 1314-1318 Wharf Street, as the Old Town District Zone it is proposed to be transferred into allows for additional uses, such as the “hotel” use. In this instance, these uses are seen as appropriate due to the property’s location in the City’s Old Town.

The owners of each of these three properties were individually contacted with information about the transition and an offer to meet further to discuss any questions or concerns. There were no major concerns so long as the properties maintained existing development rights.

Community Consultation

Local governments may not hold a public hearing for zoning bylaw updates for the purposes of complying with the SSMUH legislation. Furthermore, for the three density bonus properties, the LGA prohibits a local government from holding a public hearing for a rezoning application that is consistent with the OCP and is intended to permit residential development.

Notice will be provided in accordance with the requirements of the *Local Government Act* and City bylaws.

CONCLUSIONS

Council is required to pass a bylaw to comply with aspects of the provincial legislation contained within *Bill 16: Housing Statutes Amendment Act, 2024*, and *Bill 25: Housing and Municipal Affairs Statutes Amendment Act, 2025* by June 30, 2026. Subject to adoption of the recommendation, staff are prepared to draft zoning bylaw amendments that address these requirements for Council’s consideration.

Respectfully submitted,

Mike Angrove
Senior Planner
Development Services Division

Karen Hoese, Director
Planning and Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A IHH Zone Regulating 1314-1318 Wharf Street
- Attachment B CA-84 Zone Regulating 930 Fort Street
- Attachment C FWM Zone Regulating 1 Dallas Road

PART 8.22 – IHH ZONE – INNER HARBOUR HERITAGE DISTRICT

Permitted Uses

1 The following uses are permitted:

- (a) retail shops
- (b) clubs
- (c) restaurants
- (d) licensed premises;
- (e) artists' studios;
- (f) docks for pleasure boats and fishing boats;
- (g) recreation facilities;
- (h) beauty and barber shops;
- (i) residential use, when the use is located at least one floor above the grade at Wharf street;
- (j) craft and artisan trades, not offensive, dirty or noisy;
- (k) parks.

Density

2

- (a) The floor space ratio may not exceed 1.0 to 1.
- (b) Where all of the following community amenities are provided, additional density may be achieved and the floor space ratio may not exceed 3.39 to 1:
 - (i) a monetary contribution of \$72,000 to be provided to the City's Local Amenities Reserve Fund for the planting of trees.
 - (ii) a monetary contribution of \$2,500 to be provided to the City's Downtown Core Area Public Realm Improvement Reserve Fund for the installation of short term bike racks.
 - (iii) a monetary contribution of \$16,000 to be provided to the City's Downtown Core Area Public Realm Improvement for the construction of a future vehicle turn-around."

- Height 3
- (a) No building may extend more than 8m above Wharf Street.
 - (b) Projections into Height maximum:
 - (i) Rooftop Structures: 5.0m
- Setback 4 The minimum setback from the high water mark shall be 7.5m.
- 5
- (a) No off-street parking or loading spaces are required.
 - (b) Bicycle parking (minimum): Subject to the regulations in Schedule “C”.
- Definitions 6
- (a) In this Zone, “Rooftop Structure” includes antennas, elevator penthouses, elevator landings, stair access and landings, mechanical equipment, chimneys, ventilation systems, solar heating panels, green roof systems and similar structures that project above a roof, are non-habitable and which may be enclosed or unenclosed.
 - (b) In this zone, “Projections into Height maximum” means the maximum Height that Rooftop Structures may project beyond the maximum Height in the zone.”

PART 6.98 – CA-84 ZONE, HARRIS GREEN (930 FORT STREET) DISTRICT**6.98.1 Permitted Uses in this Zone**

The following uses are the only uses permitted in this Zone:

- a. Uses permitted in the CA-42 Zone, Harris Green Commercial District, subject to the regulations in Part 6.55 of the Zoning Regulation Bylaw
- b. Notwithstanding subsection (a), a commercial/residential building is subject to the regulations in Part 6.55, except as otherwise specified in this Part.

6.98.2 Community Amenities

- a. As a condition of additional density pursuant to Part 6.98.2 the following monetary contributions, as adjusted pursuant to Part 6.98.2 b., must be provided as a community amenity:
 - \$103,006.80 to the Downtown Core Area Public Realm Improvement Fund
 - \$100,000.00 to the Victoria Housing Reserve Fund
 - \$67,668.94 to the Downtown Heritage Buildings Seismic Upgrade Fund.
- b. The amenity contributions identified in Part 6.98.2 a. shall be adjusted annually on January 1 commencing the second calendar year following the year Bylaw #18-071 is adopted and each year thereafter, by adding to the base contribution an amount calculated by multiplying the base contribution as of the previous January 1 by the annual percentage increase in the CPI for the most recently published 12 month period.
- c. For the purposes of this Part 6.98.2 b. “CPI” means the all-items Consumer Price Index for Victoria published by Statistics Canada or its successor in function.

6.98.3 Floor Space Ratio

- a. Floor space ratio (maximum) where the community amenity has not been provided pursuant to Part 6.98.2 2:1
- b. Floor space ratio (maximum) where the community amenity has been provided pursuant to Part 6.98.2 5.5:1
- c. For the purposes of calculating the floor space ratio under subsections (a) and (b), the total floor area shall exclude any area used or intended to be used for bicycle parking, up to a maximum of 344 square metres.

6.98.4 Height, Storeys

- a. Principal building height (maximum) 45m
- b. Storeys (maximum) 13

PART 6.98 – CA-84 ZONE, HARRIS GREEN (930 FORT STREET) DISTRICT

6.98.5 Setbacks

- a. The setback (minimum) from a street 0.5m

6.98.6 Vehicle and Bicycle Parking

- a. Vehicle and bicycle parking (minimum) Subject to the regulations in Schedule “C”, except as otherwise specified by the regulations in this Part.
- b. Surface parking spaces on a lot must be located:
- i. in the rear yard; and
 - ii. at least 12m from the front lot line.

PART 7.54 – FWM ZONE, FISHERMAN’S WHARF MARINE DISTRICT

7.54.1 Definitions

In this Part 7.54:

- a. “Float home” means a structure incorporating a flotation system or a converted vessel that is used as a self-contained dwelling unit but is not intended for navigational purposes
- b. “Float home - home occupation” means a home occupation within a float home
- c. “Live-aboard” means a vessel that is primarily used as a dwelling unit and is designed or intended to be used for navigational purposes
- d. “Floating Commercial Unit” means a structure, incorporating a flotation system or a converted vessel that can accommodate any commercial use permitted under paragraph 7.54.2 other than float home - home occupation and one dwelling unit is permitted above the first floor

7.54.2 Permitted Uses in this Zone

The following uses are the only uses permitted in this zone:

- a. Docks, wharves and piers
- b. Marine construction and repairs, including vessels and engine repairs
- c. Marine commercial uses including rental and commercial tour boats
- d. Fish packing, processing and chandleries
- e. Radio/radar sales and service
- f. Storage/repair and supply of fishing equipment
- g. Restaurants
- h. Bulk storage of oil, gasoline and propane provided volume does not to exceed 200,000 litres
- i. Parking and loading facilities
- j. Float home
- k. Float home - home occupation, subject to the regulations contained in Schedule “D”, as if it were a home occupation, except that up to two bedrooms may be used for the purpose of providing bed and breakfast accommodation notwithstanding that it is not a single family dwelling
- l. Floating commercial unit
- m. Live-aboard
- n. Offices
- o. Retail
- p. Commercial exhibit
- q. Uses incidental to any of the above uses

PART 7.54 – FWM ZONE, FISHERMAN’S WHARF MARINE DISTRICT

7.54.3 Floor Area, Number of Float Homes, Number of Live-aboards and Number of Buildings on a Lot

- a. Total floor area for all uses excluding float homes and live-aboards: (maximum) 1000m²
- b. Total floor area, if the community amenity has been provided pursuant to section 7.54.4, for all uses excluding float homes and live-aboards may be increased up to 2010m² with an office floor area of 270m² (maximum) and a retail floor area including floating commercial units of 1740m² (maximum)
- c. Number of float homes (maximum) 33
- d. Number of live-aboards (maximum) 31
- e. A lot may contain more than one building
- f. A building may straddle a lot boundary between two lots that are both within this Zone

7.54.4 Community Amenity

- a. As a condition of additional density pursuant to 7.54.3 (b), a public washroom must be provided and maintained as a community amenity

7.54.5 Siting for Float Homes and Floating Commercial Units

- a. Float homes and floating commercial units must be located only within the water areas shown on the map attached as Schedule 1

7.54.6 Height and Roof Decks

- a. Float home (maximum) 7.5m from main floor level
- b. Floating commercial unit (maximum) 6.0m from main floor level
- c. Building on a pier (maximum) 7.5m from pier level
- d. Building on a wharf or dock (maximum) 6.0m from dock level
- e. Building height on the upland (maximum) 6.0m
- f. Roof deck Permitted

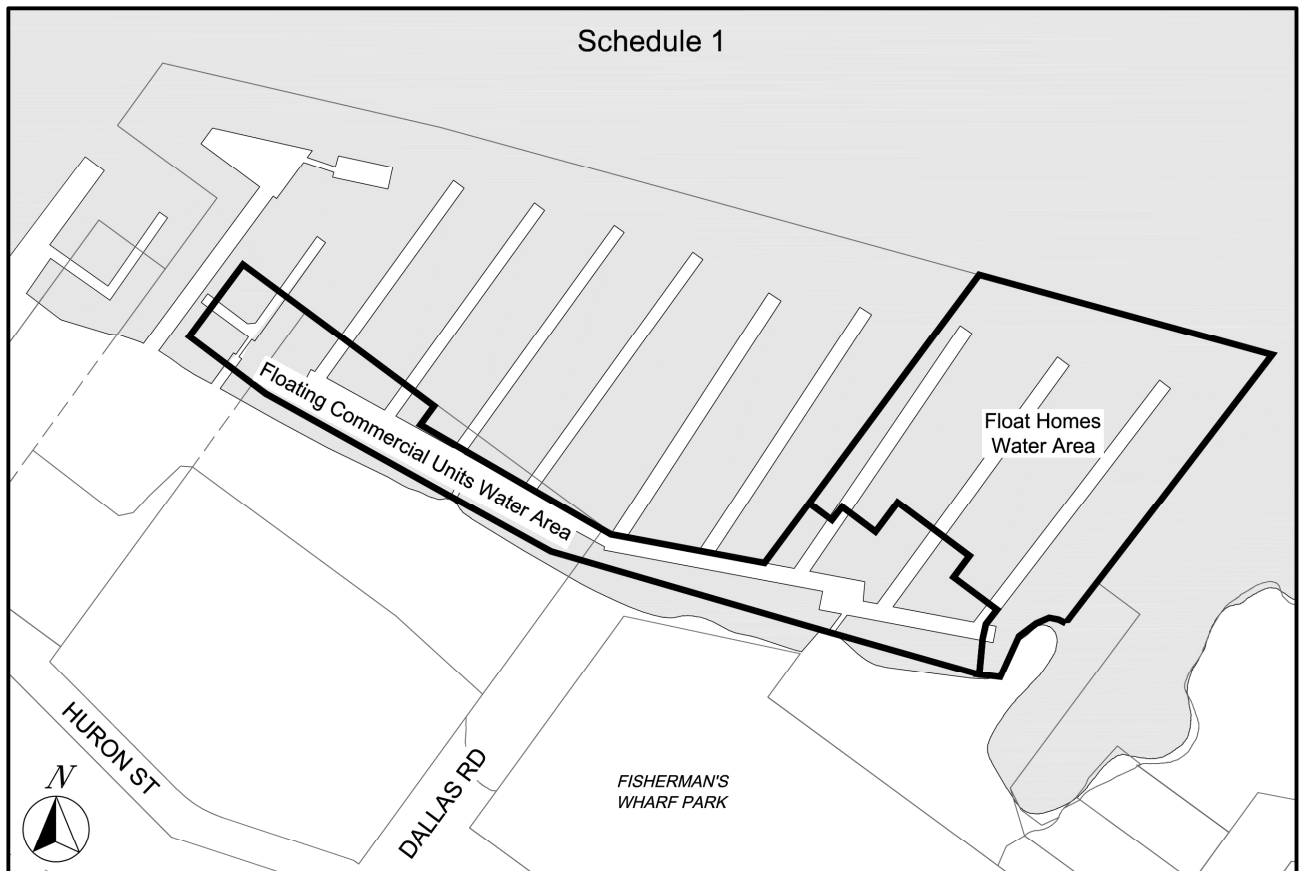
PART 7.54 – FWM ZONE, FISHERMAN’S WHARF MARINE DISTRICT

7.54.7 Vehicle and Bicycle Parking

- | | |
|--|--|
| a. Vehicle and bicycle parking (minimum) | Subject to the regulations in Schedule “C” except as otherwise specified by the regulations in this Part |
| b. <u>Float home</u> (minimum) | 1 parking stall per <u>float home</u> |
| c. <u>Float home - home occupation</u> (minimum) | 1 space per bedroom used for <u>transient accommodation</u> |
| d. <u>Docks, wharves</u> and <u>piers</u> | 1 space per four berths |
| e. <u>Live-aboard</u> | 1 space per four berths |

Required parking may be on a different lot provided the lot is within this zone

PART 7.54 – FWM ZONE, FISHERMAN’S WHARF MARINE DISTRICT



“Floating Commercial Units”

Beginning at Monument 7-1, thence on an azimuth of 317° 12' for a distance of 172.63 metres to the south-western corner of Lot A, Plan VIP73551, thence 36° 12' 10" for a distance of 44.75 metres, thence 126° 00' for a distance of 8.00 metres, thence 36° 00' for a distance of 11.00 metres, thence 126° 00' for a distance of 10.00 metres to the **POINT OF COMMENCEMENT** :

thence 36° 00' for a distance of 25.50 metres
 thence 126° 00' for a distance of 10.00 metres
 thence 36° 00' for a distance of 11.00 metres
 thence 123° 00' for a distance of 70.00 metres
 thence 216° 00' for a distance of 12.50 metres
 thence 119° 30' for a distance of 65.50 metres
 thence 100° 00' for a distance of 43.68 metres
 thence 36° 00' for a distance of 22.58 metres
 thence 126° 00' for a distance of 11.18 metres
 thence 36° 00' for a distance of 5.50 metres
 thence 126° 00' for a distance of 12.50 metres
 thence 36° 00' for a distance of 11.00 metres
 thence 126° 00' for a distance of 29.00 metres
 thence 216° 00' for a distance of 6.00 metres
 thence 126° 00' for a distance of 15.00 metres
 thence 216° 00' for a distance of 8.25 metres
 thence 193° 30' for a distance of 14.50 metres
 thence 193° 30' for a distance of 14.50 metres
 thence 286° 10' for a distance of 123.50 metres
 thence 300° 23' 50" for a distance of 132.406 metres, more or less, to the **POINT OF COMMENCEMENT** :

“FLOAT HOME Units”

Beginning at Monument 7-1, thence on an azimuth of 88° 57' 22" for a distance of 169.22 metres to the most southerly south-eastern corner of Lot A, Plan VIP73551, thence 353° 17' 30" for a distance of 57.16 metres to a point in the Natural Boundary of the un-surveyed islet shown on Plan VIP73551, the **POINT OF COMMENCEMENT** :

thence 13° 30' for a distance of 14.50 metres
 thence 36° 00' for a distance of 8.25 metres
 thence 306° 00' for a distance of 15.00 metres
 thence 36° 00' for a distance of 6.00 metres
 thence 306° 00' for a distance of 29.00 metres
 thence 216° 00' for a distance of 11.00 metres
 thence 306° 00' for a distance of 12.50 metres
 thence 216° 00' for a distance of 5.50 metres
 thence 306° 00' for a distance of 11.18 metres
 thence 36° 00' for a distance of 83.89 metres, more or less to an intersection with the northern boundary of Plan VIP73551,
 thence following in the said northern boundary 105° 20' 45" for a distance of 95.00 metres to the most northerly north-eastern corner of Lot A of said Plan VIP73551,
 thence 217° 43' 35" for a distance 85.00 metres,
 thence 216° 00' for a distance of 16.75 metres, more or less, to an intersection with the Natural Boundary of the said of the un-surveyed islet,
 thence generally westerly then south south-westerly following along the natural Boundary a distance of 27.5 metres, more or less, to the **POINT OF COMMENCEMENT** .