



City of Victoria



August 2026

RE: OCP Amendment, Rezoning and Development Permit Application for a Comprehensive, Intergenerational Development Project at Fort, Broughton, and Quadra Streets (Oasis PARC Project)

Dear Mayor and Council,

PARC Retirement Living, with support from Low Hammond Rowe Architects and Wisser Projects, is pleased to share this updated rezoning and development permit package for a comprehensive, intergenerational mixed-use development at the corners of Fort, Broughton, and Quadra Streets. PARC envisions Oasis as a new green haven for downtown Victoria where movement, calm, connection, and meaningful engagement with nature and community are woven into everyday life. Inspired by Vancouver Island's natural landscapes, the project creates a intergenerational urban village that supports residents at all life stages through a combination of active adult housing, family-oriented homes, public gathering spaces, childcare, and nature-based design.

Project Overview

- **What's proposed:** A comprehensive mixed-use development of 289 new dwelling units and private and public amenities.
- **Residential scale:** 3 residential buildings, 11, 12, and 23 storeys in height, resulting in a 6.0:1 FSR and delivering 289 new housing units. This includes 126 two-bedroom and three-bedroom family-sized units designed to allow year-round living with south facing terraces. The parking plan includes 170 vehicle, 490 long-term and 54 short-term bicycle parking spots.
- **Project phase:** Rezoning and Development Permit package delivered to Development Services in July 2025, comments received in September 2025, package resubmitted on October 31st, 2025, COTW in May 2026, resubmission in August 2026.
- **Staff priorities:** Following discussion of the project at COTW in May 2026 and conversations with Planning staff as well as the Heritage Planner, the following priorities were identified by staff throughout June and July 2026 as requiring attention:
 - Massing (base and tower) considerations
 - Heritage context response



- Overall scale reduction
- Separation space between buildings

In response, the following **changes** have been made:

- Building height of Quadra Tower reduced to 23 storeys
- Total FSR reduced to 6.0:1
- Introduction of a base to Buildings 1 and 2 to respond to the Fort Street Heritage context, provide a more pedestrian scaled frontage, and allow more light to reach public streets.
- Fort Street frontage is divided into smaller, more varied bays that better reflect the existing fine-grain commercial character.
- Integration of facade elements, including tile and brick treatment and cornice on Fort Street to respond to heritage context.
- Increased the number of units suitable for families
- Expanded green infrastructure throughout the site, including green roofs on the Fort and Broughton buildings and Garry Oak ecosystem planting.
- **Density and Massing:** In their response to the original rezoning application, submitted in 2017, staff gave direction to concentrate height and density at the corner of Fort and Quadra (rather than distributing mid-rise form across the site), and to increase architectural variation and building separation. The current proposal directly responds to this guidance through a taller corner building, a more articulated massing strategy, and greater diversity in building forms. The height of the Quadra Tower has been reduced to 23 storeys, and massing comments have been addressed to the extent possible.
- **Building Separation:** While staff identified building separation as a topic for further review, the application does not propose substantive changes to the separation strategy because the existing urban context makes full alignment with DCAP separation guidance impractical. Recent neighbouring buildings, including the Salient building on Fort Street and the Escher building on Broughton Street, do not provide comparable setbacks or separations from future redevelopment. As illustrated in the building separation comparison (A006), even a DCAP-compliant courtyard approach would still result in close overlook conditions given the constrained adjacent setbacks. The proposed three-building configuration is therefore considered an appropriate site-specific response because it improves overall light, air, views, corner-unit opportunities, and semi-public open space while limiting tighter separation conditions to smaller areas of secondary and tertiary elevations.
 - The Quadra tower is generally located in accordance with the DCAP guideline, with only minor deviations from the street wall and courtyard direction.
 - The revised design creates more semi-public open space, active street frontage, and a more open massing pattern that allows light and views to penetrate through the site.
 - Where tighter separations occur, they are limited to smaller areas and are mitigated through unit planning, including locating bedrooms in the tighter separation zone where privacy is typically managed through window coverings.



Project Amenities

The public and private amenity spaces proposed in this application build on PARC's decades of experience developing and operating private seniors' housing and associated services. The proposed project amenities benefit from the lessons learned as an experienced operator as to what increases the perceived and real quality of life for long-term residences.

Private amenities are crucial for resident success as well as neighbourhood success, in that they target the types of residents who will find value in living in this direct neighbourhood and add to the public and commercial value of the Cathedral District.

Further, the proponent recognizes that a project of this scale must ensure that any impacts are mitigated through quality design and materials, as well as through amenities that benefit the surrounding neighbourhood and broader public. Considering the site program, the neighbourhood context, and City of Victoria's policies, the project team is proposing the following for consideration as amenity contributions. Additional contributions may be defined through a land lift analysis and/or cash in lieu.

Table 1: Proposed Amenities

Amenity	Rationale
Public Plaza	To facilitate pedestrian movement and provide quality public space that can be used for both formal programming and informal gathering, secured through SRW
Childcare space <i>Approx. 4,000 sf (including support spaces) offered at 50% of market rent, secured for a minimum of 10 years</i>	Childcare spaces are in need across the region, and with the population expected to continue to increase with immigration, as well as expected increase in families in the urban core with the City's new Family Housing Policy, this is a prime location for a childcare space. Additionally, the lower cost of rent will increase the likelihood that a childcare business can operate successfully. The applicant is committed to securing this amenity for a minimum of ten years.
Community Multipurpose Space	A rentable multipurpose room is located on the ground floor of the Broughton building that is intended to be available to community organizations needing meeting space.



Community/public art contribution on site with Indigenous artists	Public art is crucial to add interest and draw the public into a space, creating a safer, more thriving public environment. To recognize the historic and ongoing relationship of Indigenous peoples to this land, Carey Newman has been engaged to support an art program for the interior and exterior of the site. The applicant can secure this amenity.
Zero Carbon target	The applicant will secure a commitment to Zero Carbon Step Code Emissions Level 4 and LEED v4 registration, with all-electric building systems. The buildings have already been registered with LEED V4 as new construction with a deadline of June 30, 2032.
Inclusionary housing	• Affordable seniors' rental units: Secured commitment to provide 12% (12) of the 98 units are below market to meet City of Victoria median market rents with an income limit of \$69,999. • 18% of units are 3 bedrooms, 25% are 2BR or 2BR+Den, exceeding the City recommendation by providing in total 43% 2 BR or larger units • Land lift analysis to determine potential additional contributions to inclusionary housing as cash in lieu, as per request of CALUC
TDM Measures	TDM Measures as proposed in the application are able to be secured if needed.
Others amenities being considered	• Undergrounding hydro: from previous submissions, City staff understand the complexities, costs and benefits of underground hydro through this redevelopment; conversations around the benefit of this could be explored. • Seniors Care: Oasis also takes lessons learned from COVID-19 pandemic into account, specifically around seniors living, quality of care, and mechanical systems. Health and safety through respectful, informed design is being applied to the seniors' component of this project.



City of Victoria Policy Alignment

Table 2: Policy Alignment

City of Victoria Policy	Oasis Alignment
Victoria 2050 Official Community Plan	The original application package was submitted before Victoria's new OCP was adopted. However, Oasis considered the emerging policies at the time of application. This proposal responds to the newly adopted OCP through alignment with the 'Five Big Moves': 1. Embracing a New Urban Form a. Contributing to and increasing the existing neighbourhood strengths through a new public plaza that considers public safety, urban forestry, pedestrian connectivity, and green infrastructure. 2. Climate Forward City Building a. Delivering a significant contribution to the urban forest canopy in a hard-scaped environment with little connectivity between existing green assets. Realized through a Garry Oak ecosystem planting plan. b. All buildings anticipate exceeding City of Victoria green building and performance requirements, emissions four, zero carbon performance, demonstrated through the attached energy statement. Additionally, green roofs are identified on the Broughton and Fort residences, as well as passive and natural cooling through soft scaping both at grade, vertically in the public plaza, and for individual residents on terraces and patios throughout the elevations. 3. Functional, Connected Green Spaces a. Neighbouring diverse built and green infrastructure that support multi-generational living including Pioneer Square, Christ Church Cathedral Precinct, social, health, and community services. 4. Strong Community Infrastructure a. The vision for the project is to create a quality precinct for multi-generational living with an active urban plaza that offers a mix of uses for visitors, residents, and the existing community alike. b. A sculptural stage provides seating and performance space



and serves as the focal point for the plaza. The stage allows for a variety of programs to take place in the plaza, providing year-round activation.

- c. The plaza space is rich with plants, providing a respite from the urban environment. For security purposes, the plaza area can be designed to be locked at night.
- d. Defining spaces using a variety of surfacing materials: A variety of paving types help to define the different uses on the ground floor including sidewalks, building entries and pedestrian plaza spaces and within the street frontages, use New Town Design standards.
- e. Providing rooftop outdoor spaces for residents of all ages:
 - A large outdoor active play area is planned for the childcare facility
 - A common exterior play space and gathering area is included adjacent to the Broughton Building amenity space.
 - Communal and private patios, gardens and planting provide quality outdoor spaces for seniors.
 - Many units in the Broughton Building have extensive terraces, which are designed to be draped with plantings that soften the view from within the units and from the street.

5. Prosperous, Progressive Economy

- a. Fort Street: Form direction is focused on low-rise forms that preserve and highlight heritage assets particularly in the historic core. The Fort Building considers this closely in the massing and repetitive program, appropriate to the length and scale of the street front.
- b. Mid-rise and tall building forms are located to maximize harbour views and support the urban amphitheater concept, tapering up from the harbour and historic core and back down toward the outer shoulders of the core
- c. Height tapers away from downtown and adjacent buildings
- d. Land use focus includes multi-unit residential and mixed uses, embracing a diversity of tenures across the three buildings.



Downtown Core Area Plan (2026 update)	• Increase in density is offset by key public amenities, including streetscape improvements, childcare at below market rates, affordable seniors' units, and a public plaza (Policies 4.12 – 4.16) • The buildings have been designed with a defined base, middle (tower), and top to integrate into urban environment (Policy 6.10, 6.17.3) • Setbacks and step-backs have been incorporated to create human-scale streetscape particularly on Fort Street (Policy 3.106) • Access to sunlight and sky is provided through open spaces, substantive building separations, and a variety of building heights (Policy 6.17) • Shadowing is minimized on adjacent properties and street at key daylight hours (Policy 6.33) • A privately owned public space (POPS) is included to help meet the demand for open space and public realm improvements (Policy 6.25) • Pedestrian-friendly streetscapes are provided that are inviting and active (Policy 6.22, 3.104) • Public outward view (cones) along Quadra Street Corridor (Policies 6.1 – 6.4) ○ Vantage point is Quadra Street at Burdett Street with view orientation south towards the Olympic mountains ○ Considered the location, siting, and design within the specified view corridor to maintain views of character-defining elements as seen from the Quadra St at Burdett St vantage point • Stormwater management and urban forest management considerations have been incorporated into streetscape design (Policy 8.10) • Substantive increase in the overall urban tree canopy cover to help reduce heat island effects (Policy 8.14)
Family Housing Policy	• This project exceeds the adopted Family Housing Policy requirement of a minimum of 30% of the units being two bedrooms or more and a minimum of 10% of units being three bedrooms or more for stratified projects; the proposal includes: 18% of units are 3 BR, 25% are 2BR or 2BR+Den, yielding 43% 2 BR or larger, including consideration of the active aging building. • This project delivers 126 2-bedroom and larger family-sized units with associated amenities such as childcare, year-round living via south facing terraces, and proximity to a K-8 school across the road • Providing a significant housing contribution that will fill a wide variety of resident needs from secured seniors rental to family-oriented units with family amenities such as childcare and a public plaza on site.



	• Creating quality long-term living units while maintaining building separation, livability through natural light and access to greenspace for each resident.
Heritage	While there are no heritage assets on the site, the revised design responds more directly to the Fort Street heritage context and the future policy direction for context-sensitive redevelopment. The Fort Street façade has been substantially refined through the introduction of defined base conditions for Buildings 1 and 2, upper-storey stepbacks, and a more pedestrian-scaled frontage. The ground floor is now broken into smaller, varied commercial bays with recessed entries, canopies, individualized shopfront opportunities, and material treatments such as brick, tile, and cornice detailing that reflect the fine-grain rhythm of Fort Street. Although the site is not adjacent to a registered or designated heritage property according to Map 30 of the DCAP, it shares its block with a heritage-designated building at the west end of Fort Street, and the updated façade strategy is intended to better complement this broader streetscape context.
Parks and Open Spaces Master Plan	Landscaping will be a key component of creating attractive, interesting, and comfortable places for both residents and the public to walk and linger in. Key features of the landscape vision for the street-level public space include: • Promoting urban nature: planted boulevards, trees and a diverse planting palette provide a dose of nature in the heart of the city. • A dense mix of small trees, vines and groundcovers provides an ‘urban wild’ aesthetic for the project. Wildflowers, grasses and ornamental pollinator plants provide insect habitat while creating a dynamic, ever-changing flowering landscape. • Rain planters and boulevard rain gardens treat rainwater before it enters the municipal storm pipe system. Rain gardens are planted with a mix of evergreen and deciduous plantings, providing winter interest. • Planters on upper levels allow for plants to drape down and green the plaza and other street facades. • A sedum roof provides green views from above. • Improving street frontages: Boulevard rain gardens and planting areas, street trees and furnishings, including seating and bike racks in corner bump-outs help to activate and improve the pedestrian experience. • Privately owned public space: The commercial units spill onto a small



	privately owned plaza scaled for intimate public events.
Consultation and Engagement Process	The team has consulted with staff in various departments over several years of application development, including applying lessons learned from the previous submission. The formal pre-application feedback received has been considered and applied to this submission, including from a fall 2024 conversation with the Downtown Residents Association and the CALUC process, direct neighbours, and adjacent land and development owners. Notably, the project team did not receive an official letter from the DRA following the June 10th, 2025, CALUC meeting, despite several follow-ups with staff. The team was therefore unable to directly respond to the letter. The application does, however, respond to survey results received through City staff and comments heard during the meeting. The updated application reflects what the project team has learned through the engagement and consultation process, with the following key design updates: • Privately owned public space: questions were raised about who will manage this area and how it will be secured, highlighting concerns regarding the upkeep and safety of the plaza. • The design team has planned to incorporate security gating from the outset of the project and liaise with City staff and other POPs in the City to apply lessons learned regarding ongoing security and safety measures. • Urban Forest: prioritizing urban forests that reflect Garry Oak ecosystems and mature trees to support cooling and shading were requested, as was retaining existing trees between the current buildings. • The design team has included Garry Oak ecosystem plantings in the proposed plan, including on private but publicly viewable terraces and balconies, and in the boulevards and public plaza. • Access and maintenance areas: concerns regarding the open-air drive-aisle between the Broughton building and current Escher building were raised. • The design team has incorporated a trellis system to screen the vertical and horizontal aspects of the drive aisles that will include year-round greenery.



Design Principles

Considering the policies above, the building form and site plans evolved over many iterations with input from neighbours, City staff, and community needs analyses, including the CALUC engagement. The following principles, derived from this process, connect the vision to the proposed plan and have guided decision-making throughout.

1. Fostering active aging and community building through a multi-generational development (OCP Policy Alignment: 2.2.7., 6.1.3.)

- Provide a wide diversity of unit types, layouts, tenure and costs to attract residents to Downtown in a way that is new to Victoria
- Proactively plan for these users' needs such as social support and accessibility for seniors and childcare and green space for young families, instead of being reactive to those needs
- Provide floor plans that allow for work-from-home or active seniors' needs
- A generous, south-facing patio in the Fort Street Seniors Residence on Level Two provides space for a mix of programs, allowing for activities such as quiet relaxation, dining, gardening and gathering
- Designing for childcare spaces: outdoor play spaces provide air and sunshine for children attending the childcare. A mix of quiet areas and active play spaces are provided, all surrounded by planting and child-friendly gardens

2. Contribute substantively to the public, urban realm (OCP Policy Alignment: 2.2.6., 7.1.5., 9.1.4., 10.1.2.)

- Add green infrastructure to the area
- Provide high quality public spaces with urban art as a priority
- Provide respite in a significantly hard-scaped area
- Create generous street frontages that meet all users' needs while considering future transit plans

3. Building form and material quality realm (OCP Policy Alignment: 1.1.4., Design Guidelines)

- Articulation of the massing as a response to context
- Articulation of massing and façade to break up scale of buildings
- Use of quality, energy performing cladding materials
- Incorporation of extensive on-building planters to bring natural landscape above grade



Architectural Design and Building Descriptions

The project envisions a precinct with three independent buildings that share an underground parkade while expressing their own distinct but related design personality. The program for this new application includes 289 new homes in addition to a second-floor childcare and ground floor commercial space. The homes are divided into approximately one third rental (55+ active aging), and two-thirds family and workforce-oriented strata. Significant open plaza space is proposed between the three buildings, allowing public pedestrian access and circulation between Fort Street and Quadra Street and increasing the permeability of the site. The plaza is located between the tower and the Broughton building – accessible from both Fort Street and Quadra Street. Two major commercial units face each other across this space, making them ideal for restaurant or café tenants.

Additional terraces along the Quadra and Broughton frontages can support similar uses, as well as providing generous landscape opportunities, reflecting the park-like character across the street. The building forms consider current and anticipated future development in the area, but also the historical context of Fort Street and the transitory area between Downtown and Fairfield.

The three buildings will share an underground parkade, with access currently proposed from Broughton Street. The three proposed buildings and programs include:

1. Fort Active Aging Building

- **Building data:**
 - 12 storeys
 - 73 one-bedroom units; 25 two-bedroom units = 98 secured rental units
 - 7,067m² net area
- **Program Overview:** Seniors-oriented, active aging rental building for active seniors, with an average age of late 60s through mid-70s who are seeking an urban, downsizing opportunity with few health care supports needed regularly. Fully independent units with in-suite laundry, full kitchens and sizes that allow for downsizing singles or couples.
- **Housing Tenure:** Secured rental for life of building.
- **Activities:** Wide array of activities organized by residents or by management to build a sense of community.

- **Services:** Unbundled or à la carte services will be available, not specifically health care related. This includes catering or restaurant opportunities on-site.
- **Amenities:** Fitness spaces and open and private areas for social functions. A childcare facility is located on the second floor with its own entrance from Fort St and vertical circulation separate from the rental building. Its outdoor play area is located on the second-floor deck overlooking the central plaza.
- **Costs:** More affordable for consumers as lower building costs due to fewer amenities and on-site staff. Length of stay much longer than in Independent Living communities or even multifamily properties.
- **Target residents:** Active 55+ seniors. This population between the age of 55 and 74 will increase by 23% in the period between 2021 and 2046. There is little housing directly targeting these residents, especially those who are willing to downsize but no market product exists to enable them to leave their single-family home and sell to future generations. 12%, or 12 units, in this building will be offered at below-market rates (9 one-bedrooms and 3 two-bedrooms).

2. Fort/Quadra Building

- **Building data:**
 - 23 storeys
 - 46 one-bedroom; 25 one-bedroom plus den, 17 two-bedroom; 18 two-bedroom plus den; and 29 three-bedroom or larger units; totaling 135 units
 - 11,676m² net area
- **Program overview:** The introduction of a taller building at the north-east corner of the site, Fort and Quadra Streets, allows for a rebalancing of floor area and the division of the program into three separate buildings. This breaks down what would otherwise be a continuous street wall with superficial scale-giving form. The multi-building strategy has the benefit of additional exterior- and interior-facing surface frontage for the homes and allows for a significant active semi-public space in the centre of the site.
- **Housing Tenure:** Strata/Condo
- **Amenities:** Resident amenities are still being determined. These will be located on the second floor, with a generous south-facing covered outdoor deck overlooking the central plaza. Commercial spaces will be provided on the ground floor, both facing the public street and the interior plaza.



3. Broughton Residence

- **Building data:**
 - 11 storeys
 - Unit mix: 10 one-bedroom; 9 one-bedroom plus den; 11 two-bedroom; 2 two-bedroom plus den; 24 three-bedroom; totaling 56 units
 - 5,802m² net area
- **Program Overview:** South of the Fort/Quadra Building, another 11-storey residence is envisioned. Its lower height and significant setbacks respond to Pioneer Square, the cemetery, and the Cathedral, allowing for the view cone to open south on Quadra Street.
- **Housing Tenure:** Strata/Condo
- **Amenities:**
 - Residential amenity patio supporting family-oriented living and increasing setbacks and separation from existing Escher residents
 - Substantive residential terraces and balconies along the entire south face, creating year-round living and gardening opportunities
 - Residential amenity space and multipurpose, rentable community space facing the interior plaza, activating the space

Landscape Design

Inspired by Vancouver Island ecosystems, the landscape strategy creates a series of interconnected outdoor rooms that function as a living urban landscape. Garry Oak meadow plantings, pollinator gardens, rain gardens, boulevard trees, rooftop greening, and a proposed rooftop Miyawaki Forest collectively support biodiversity while creating restorative spaces for residents, visitors, childcare users, and active adults. The landscape experience is intended to help soften the downtown environment and create opportunities for everyday interaction with nature.

Conclusion

PARC Oasis is intentionally designed as a intergenerational community, bringing together active adults, families, children, local businesses, and visitors within a shared network of public and private open spaces. Childcare, neighbourhood-serving commercial spaces, landscaped courtyards, and pedestrian connections create opportunities for social interaction and support daily life for residents of all ages.