



November 4, 2025
Mayor and Council
City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Re: Rezoning Application – 512 Pembroke Street (Matullia Lands at Rock Bay)

Mayor & Council,

On behalf of Matullia Holdings Limited Partnership, an economic development partnership of the Songhees and Esquimalt Nations, we are pleased to submit this application to rezone the Matullia Lands at Rock Bay from Marine Industrial (MI-1) to a site-specific Comprehensive Development (CD) Zone.

The proposal marks the next chapter in a much longer story – from a traditional *ləkʷəŋən* place of gathering, to a century of industrial use and environmental degradation, and now toward a renewed, Indigenous-led revitalization that begins to restore *ləkʷəŋən* culture, stewardship, and placemaking to Victoria's harbour.

Additional details, plans, and illustrations are provided in the accompanying Rezoning Report, which expands on the rationale and design intent summarized in this letter.

Description of Proposal

The Matullia Lands encompass approximately 3.1 hectares on the Upper Harbour along Rock Bay, between Government Street and the shoreline. The proposal envisions a multi-phase redevelopment organized around three Development Areas (DA-1, DA-2, and DA-3), supported by a coordinated zoning and density structure. Together, the Rezoning and Development Plan define land use, building form, and public-realm improvements across all phases of redevelopment.

Key elements include:

- **Zoning Amendment:** from MI-1 to a new Comprehensive Development zone that enables mixed-use, employment-forward development while supporting Indigenous-led stewardship and placemaking.
- **Density:** up to 5.0 FSR across the site, distributed through a flexible Density Framework that allows transfers among Development Areas to respond to site and market conditions.
- **Height:** low rise (6 storeys) with up to 18 storeys in select locations (within DA-1 and DA-3).
- **Uses:** light and marine industrial, flex and maker space, cultural, institutional, and limited retail and upper-storey residential (DA-1 and DA-3 only).
 - Ground and podium floors are to be primarily dedicated to employment, community, or cultural functions.

- **Public realm:** a continuous Waterfront Pathway, The Gathering Point plaza, and green-infrastructure corridors connecting Government, Pembroke, and Store Streets with the shoreline.
- **Phased approach:** three principal phases supported by a Phasing Strategy that aligns infrastructure, open space, and amenities with each stage of redevelopment.

This rezoning establishes the foundation for a phased, mixed-use, Indigenous-led redevelopment that celebrates lək'wəŋən culture, strengthens the City's working harbour, and advances reconciliation in action.

Foundations & Possibilities

The rezoning framework distinguishes between **Foundations** – commitments that will guide all phases – and **Possibilities** – future opportunities that may emerge over time as partnerships, funding, and needs evolve.

Foundations include:

- An **employment-focused land use framework**, maintaining a strong mix of industrial, creative, and cultural uses.
- A **connected public realm network**, including an extension of the Harbour Pathway, The Gathering Point plaza, and other publicly accessible open spaces.
- **Green stormwater management and coastal resilience** measures, including rain gardens, bioswales, and habitat enhancements.
- **Indigenous design and placemaking** embedded throughout the built form and landscape.
- **Phased delivery** of amenities and infrastructure, ensuring each stage contributes to the overall vision and public benefit.

Possibilities include:

- **Shoreline restoration** and green-shore principles to improve marine, intertidal, and foreshore habitat and resilience.
- A **pedestrian bridge** connecting across the harbour to Bridge Street area.
- **Docks and waterfront access points** for public recreational and commercial use, as well as a potential floating pathway.
- **Upper-storey residential and taller buildings** to introduce housing opportunities as conditions allow.
- Continued pursuit of **funding and partnerships** to realize these long-term goals.

Alignment with City Policies

The proposal aligns with the **Victoria 2050** Official Community Plan (OCP) by:

- Supporting reconciliation through Indigenous-led development and cultural expression.

- Enabling strategic departures from the Urban Structure concept for Indigenous-led projects to support self-determination, place-based design, and reconciliation outcomes.
- Retaining and intensifying employment lands to build a diverse, resilient economy.
- Enabling complete communities with walkable design and mix of uses.

The application is also consistent with the Industry, Arts and Innovation (IAI) District Plan (2025) and the Rezoning & Development Policy (2025), advancing creative and light-industrial activity alongside cultural uses and a connected public realm.

Rezoning Rationale

The Marine Industrial (MI-1) zone recently adopted by the City provides a more flexible framework for industrial and creative employment uses for the site. However, it does not provide the adaptability or breadth of uses and forms needed to realize the comprehensive vision for the Matullia Lands.

Rezoning to a new Comprehensive Development Zone will:

- Enable the **creation of a mixed-use district** that retains industrial and employment functions while introducing compatible cultural, educational, and limited retail and residential uses.
- Support Indigenous-led city building and provide a framework for **long-term Nation stewardship and governance**.
- Deliver **significant public benefits and amenities**, including shoreline restoration, an extension of the Harbour Pathway, continued marine industrial access, and The Gathering Point plaza.
- Implement the goals of the **Victoria 2050** (OCP) and **Zoning Modernization**, which encourage adaptable land use frameworks and reconciliation in action.
- Align zoning regulations with existing infrastructure, phasing, and future flexibility for employment intensification.

Benefits & Community Amenities

The rezoning will deliver the following **benefits**:

- **Reconciliation in Action** – Demonstrates Indigenous leadership in city building through Songhees and Esquimalt stewardship, governance, and design.
- **Restoration, Remediation, and Climate Resilience** – Transforms a remediated industrial site into a model of sustainable, climate-resilient urban redevelopment.
- **Frontage and Off-Site Improvements** – Upgrades along Government, Pembroke, and Store Streets will enhance safety, accessibility, and connections to surrounding neighbourhoods.
- **Ground-Floor Activation and Flexible Spaces** – Encourages lively, adaptable spaces that support retail, food, maker, and cultural uses at the street level.

- **Economic Development, Innovation, and Employment** – Creates long-term opportunities for training, entrepreneurship, and jobs through a mix of industrial, cultural, and creative uses, while contributing to the broader economy through employment space, investment, and tax revenue.
- **Public Access** – Ensures the waterfront and internal network of streets and plazas remain open, welcoming, and connected to the broader Harbour Pathway.
- **Industrial Water Access** – Maintains marine industrial access to support ongoing employment and a working waterfront consistent with the Nations' economic vision.
- **Housing** – Provides potential for limited upper-storey residential opportunities to complement employment uses and support a complete mixed-use community.

The rezoning secures the following **amenities**:

- **Waterfront Pathway** – Extends the Harbour Pathway through the site, providing continuous public access, views, and cultural interpretation along the water's edge.
- **The Gathering Point Plaza** – Creates a signature cultural and gathering space at Barclay Point for events, ceremonies, and daily gatherings, anchored in Indigenous art and storytelling.
- **Connections, Places, and Gateways** – Delivers a connected network of pedestrian routes and plazas linking the site to the city, marked by distinct Indigenous-inspired entry points.
- **The Confluence – Stormwater Management Area & Public Space** – Integrates bioswales and native planting to manage runoff naturally while creating an inviting open space for learning and recreation.

Impacts and Mitigation

The proposal complements adjacent industrial activities and planned redevelopment in the area.

- **Industrial Continuity:** Early phases retain active industrial operations, including the Heidelberg Materials lease, maintaining employment and ensuring a gradual transition.
- **Transportation:** The Transportation Impact Assessment confirms no major impacts, with localized intersection improvements recommended.
- **Public Interface:** New public access and amenities will be introduced in a phased manner, ensuring compatibility and thoughtful design integration with ongoing industrial activities.
- **Environmental Performance:** Shoreline restoration, stormwater management, and green infrastructure will mitigate impacts and improve overall site ecology.

Minimal off-site or neighbourhood impacts are anticipated.

Sustainability & Resilience

The Matullia Lands will demonstrate leadership in sustainable urban redevelopment and Indigenous stewardship through:

- **Exploration of mass-timber and low-carbon construction systems** that reduce embodied emissions.
- **Integration of green-blue infrastructure**, including rain gardens, bioswales, and visible stormwater features that treat and infiltrate runoff on site.
- **Pursuit of Soft-shore and habitat restoration** along Rock Bay, improving ecological health while enhancing natural flood absorption capacity.
- **Flood mitigation and risk management measures**, including adaptive building designs, resilient shoreline features, and future-proofing for sea-level rise and storm surge.
- **Integrated internal street network** that prioritizes walking, cycling, and service efficiency, with landscape and stormwater features incorporated into street design.
- **Urban forestry initiatives** seeking 15 percent canopy cover and a net tree gain through native, climate-adapted species.
- **Energy efficiency** consistent with the BC Energy Step Code and the City's climate objectives.

Closing

The Matullia Lands represent a generational opportunity to return Indigenous stewardship to Victoria's working harbour. This proposal balances economic revitalization, cultural expression, and environmental restoration, creating a new model of urban redevelopment rooted in reconciliation and long-term partnership.

We respectfully request Council's consideration and support for this rezoning application, enabling the Nations to advance their shared vision for reconciliation, prosperity, and connection at Rock Bay.

Sincerely,



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On behalf of Matullia Holdings Limited Partnership (Songhees & Esquimalt Nations)