



**MATULLIA LANDS
AT ROCK BAY**

REZONING REPORT

NOVEMBER 2025



STATEMENT FROM THE NATIONS

At Matullia, we are deeply committed to a development project that embraces the rich tapestry of our *ləkʷəŋən* heritage, fosters economic empowerment, and establishes Songhees and Esquimalt stewardship of the land. Our journey begins with a recognition of historical injustices and a resolute commitment to the path of reconciliation, guided by meaningful actions proposed in this plan.

In 2018, Matullia acquired the Rock Bay site at a fair market price after the land had seen decades of environmental contamination from coal gasification and other industrial activities that rendered it almost undevelopable. For our two Nations, the site has a profound *ləkʷəŋən* history, serving as a place of gathering and trade with neighbouring Nations facilitated by good canoe access — a deeply important mode of transport for Indigenous peoples. In honouring this heritage, we plan to celebrate it through artistic expression, cultural events, and educational initiatives, preserving the memory of the sea and canoes in our history.

Moreover, this plan represents our commitment to leverage the site for the economic empowerment of Nations, as Indigenous communities deserve equitable access to opportunity. We are determined to achieve these goals through local hiring, training programs, and collaborative business practices, benefiting our community and contributing to the growth of the entire neighbourhood.

Restoring the site's ecology is central to our project. We are dedicated to reclaiming and revitalizing the natural environment, aligning our efforts with our *ləkʷəŋən* values of stewardship and coexistence with the land. In doing so, we aim to not only enhance the site's ecological health but also provide educational opportunities that foster a deeper connection to the land among both our community and the site's visitors.

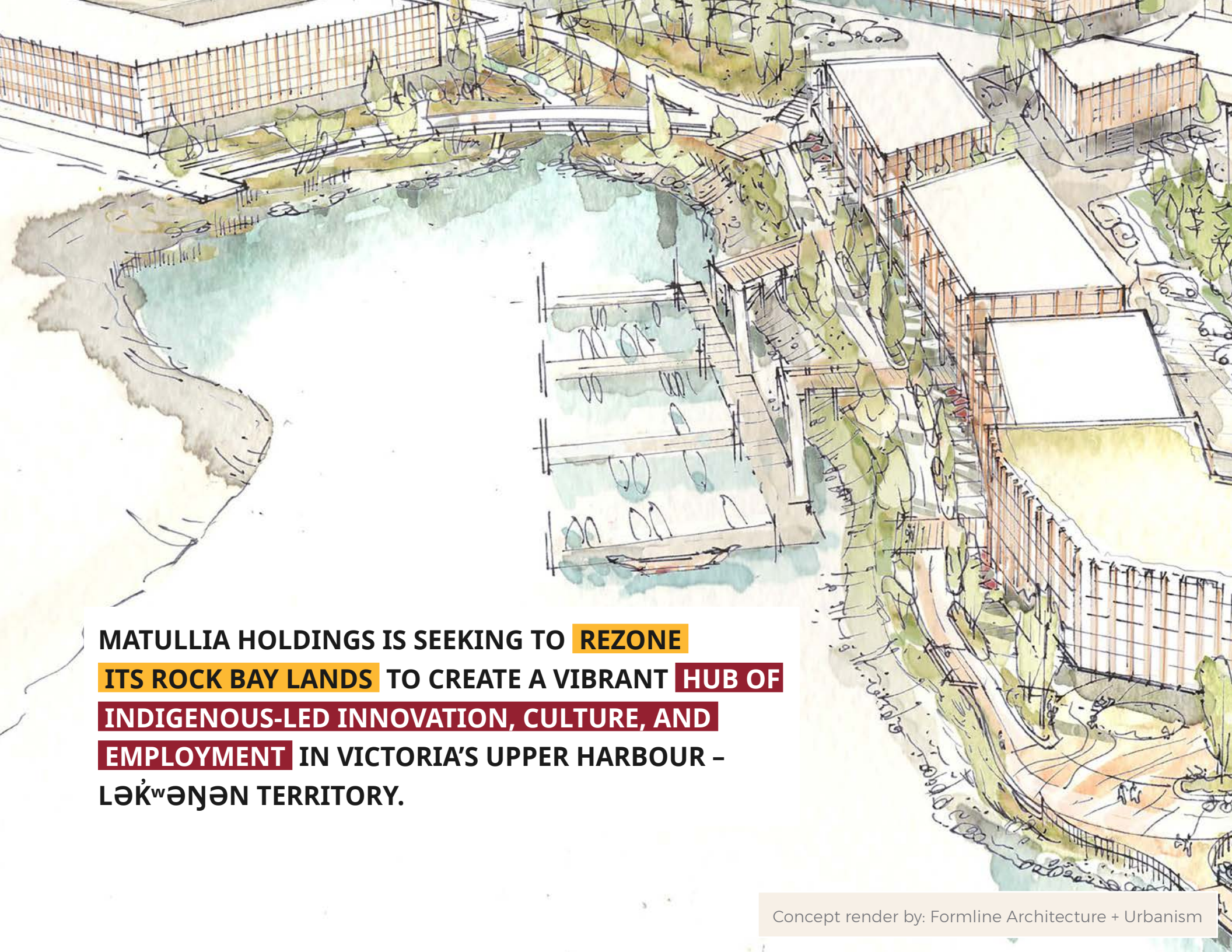
As such, we will embark on our mission to develop Rock Bay as a place for the Songhees and Esquimalt Nations — one that advances reconciliation, celebrates history, supports Indigenous economic prosperity, and restores the land in harmony with the values of the two Nations. Our commitment to these principles is unwavering, and we eagerly anticipate the opportunity to work alongside all who share our vision for a future marked by unity, understanding, and prosperity.



SONGHEES NATION



ESQUIMALT NATION



**MATULLIA HOLDINGS IS SEEKING TO REZONE
ITS ROCK BAY LANDS TO CREATE A VIBRANT HUB OF
INDIGENOUS-LED INNOVATION, CULTURE, AND
EMPLOYMENT IN VICTORIA'S UPPER HARBOUR –
LƏKʷƏŋƏN TERRITORY.**

AS PART OF THIS REZONING, WE ARE PROPOSING
FOUNDATIONS NOW WHILE CONTINUING TO ADVANCE
POSSIBILITIES FOR THE SITE THAT WILL EVOLVE OVER TIME.



WHY A FOUNDATIONS AND POSSIBILITIES APPROACH?

FOUNDATIONS

The Foundations represent the core features and amenities that will be realized through this rezoning. These elements establish the foundation for how people will move through, gather within, and experience the Matullia Lands. They reflect Matullia's commitment to creating a lively, welcoming, and culturally grounded waterfront district.

Foundations include:

- The **Gathering Point Plaza** as the cultural and community heart of the site.
- The **Waterfront Pathway** providing continuous public access along Rock Bay.
- Low-rise form with **Employment Uses** and **Marine Industrial** access, supporting a working waterfront and long-term economic activity.
- **Landscape-based stormwater management** will manage runoff naturally while enhancing the landscape and supporting ecological resilience
- **Connections, People Places, and Gateways** together create a cohesive public realm that links the site, invites gathering and activity, and expresses Indigenous identity and welcome.

POSSIBILITIES

The Possibilities represent future opportunities that Matullia is working toward as the site evolves. These initiatives build on the Foundations and will depend on funding, permitting, partnerships, viability, and feasibility to be fully realized. They reflect the long-term vision to enhance sustainability and green infrastructure, waterfront access and amenities, and land use diversity over time.

Possibilities include:

- **Shoreline Restoration** and green shore principles to improve marine, intertidal, and foreshore habitat and resilience.
- A **Pedestrian Bridge** connecting across the harbour.
- **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.





REZONING APPLICATION

DEVELOPED BY

Barefoot Planning + Design
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Victoria, BC

ON BEHALF OF

Matullia Holdings LP

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Acknowledgment

We thank Formline Architecture + Urbanism for their work in developing the initial Matullia Lands Visioning Document, including many of the illustrations and concepts that inform this rezoning application.

Their thoughtful approach and collaboration helped shape the early vision and design direction for the Matullia Lands, thus supporting the Nations' leadership in reimagining this important waterfront site.

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1.0 INTRODUCTION

This application report provides the context and rationale for the rezoning of the Matullia Lands at Rock Bay from Industrial zoning (MI-1) to a new site-specific Comprehensive Development (CD) zone. The proposed rezoning will enable a phased, mixed-use redevelopment with a focus on industrial and employment-generating uses.

This project represents a landmark opportunity for Indigenous-led development and long-term community building within the ɫəᓴʷəŋən territory of Victoria's Upper Harbour. The 3.1-hectare site is held by Matullia Holdings, an economic partnership between the Songhees and Esquimalt

Nations, and occupies a historically and culturally significant ɫəᓴʷəŋən place. It is now being reimagined as a vibrant, sustainable, and culturally rooted waterfront district and a long-term economic driver for the Nations.

The rezoning proposal reflects a lasting commitment to cultural stewardship, economic empowerment, and ecological restoration. It lays the foundation for a phased redevelopment guided by a 200-year vision and informed by community engagement, technical studies, and the City's evolving policy direction.



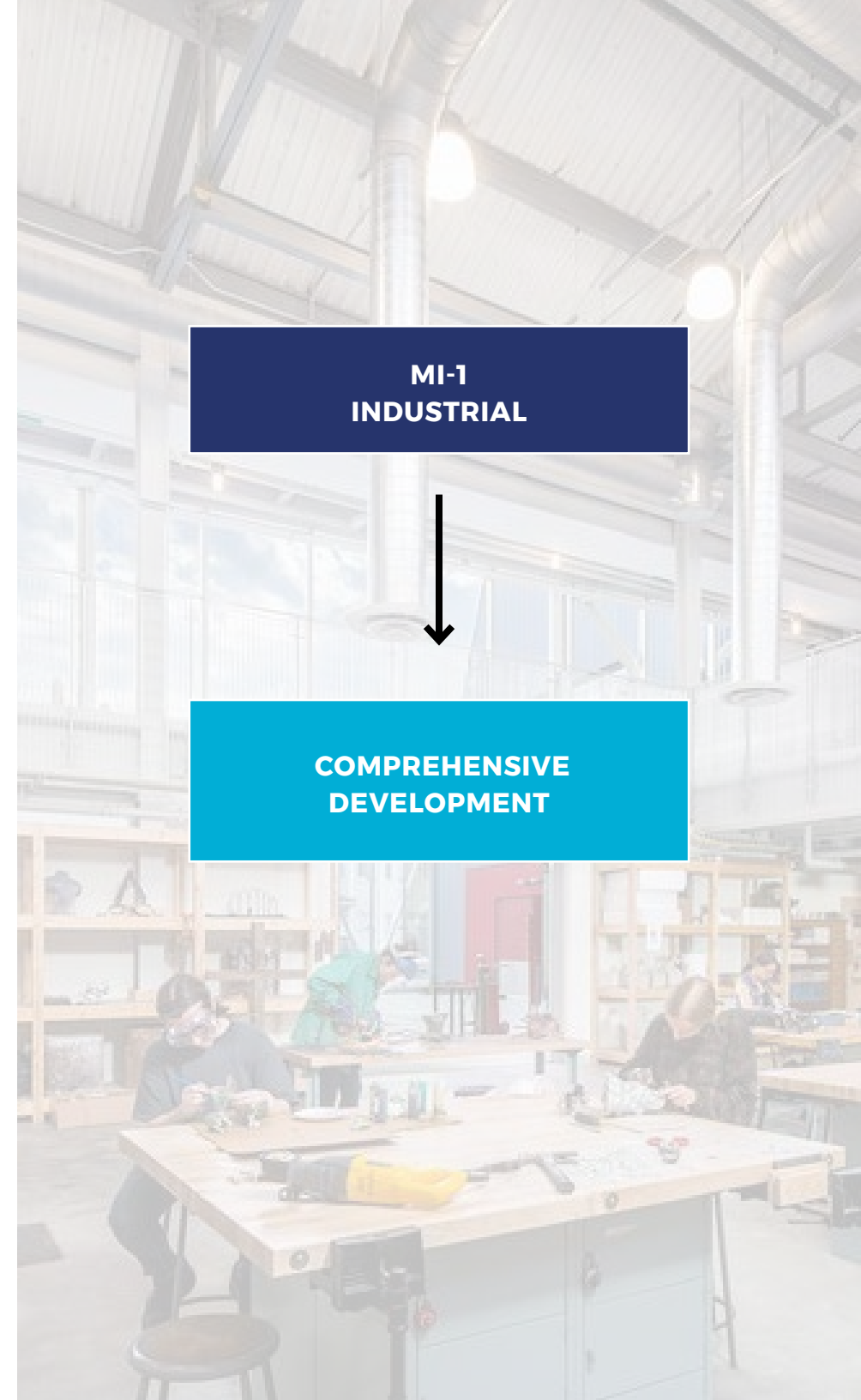
1.1 PURPOSE

The purpose of this application is to amend the zoning of the Matullia Lands at Rock Bay from MI-1 (Industrial) to a new, site-specific Comprehensive Development (CD) zone.

The proposed zoning will support the creation of a flexible mix of industrial, employment, cultural, and complementary retail and residential uses, consistent with the City's emerging vision for the Industry, Arts & Innovation (IAI) District and the Official Community Plan (OCP) update.

Key Proposal Highlights

- Creation of a flexible, site-specific zone focused on industry and innovation – including light and marine industrial, manufacturing, technology, and high-tech uses
- A diverse land use mix to support a vibrant, sustainable, and resilient economic hub and livable neighbourhood
- Indigenous expression embedded through architecture, landscape design, public art, and cultural spaces
- Environmental leadership through shoreline restoration, green infrastructure, and low-impact building practices
- Extension of the Harbour Pathway with continuous public access throughout the site
- Public and cultural gathering spaces, including a feature waterfront plaza at the point – The Gathering Point
- Walkable urban design that integrates active transportation and livability with industry and innovation
- Phased development strategy aligned with long-term vision, site conditions, and infrastructure needs



**MI-1
INDUSTRIAL**



**COMPREHENSIVE
DEVELOPMENT**

1.2 REDEVELOPMENT PROCESS

The proposal is part of a larger redevelopment process to secure the Matullia Lands and revitalize the site under Indigenous leadership, consistent with the community's goals, principles, and vision:

Industrial / Colonial Past

- Rock Bay's shoreline and creek heavily altered in the late 1800s to support industrial uses.
- Various industrial uses of the lands, including a large coal gasification plant, sawmills, shipbuilding, ironworks, and warehouses.
- Portions of the site were later owned and used by BC Hydro and its predecessors for gas and power operations.
- Decades of industrial activity led to significant contamination of soil and harbour sediments. Over many years, hundreds of thousands of tonnes of material were remediated or removed.
- Transport Canada and BC Hydro undertook a major remediation program, completed in 2016.
- Matullia Holdings LP purchased lands from Transport Canada and BC Hydro.

Today

- Secured a 10-year Tax Exemption from the City of Victoria.
- Ongoing community engagement with Songhees and Esquimalt members continues to shape priorities for redevelopment.
- Collaboration with the City of Victoria through broader planning processes (e.g., IAI Plan, OCP update).
- Continued economic development on-site.
- Work to refine the development concept and prepare a Development Application to allow site redevelopment in line with Matullia's vision.

Future

- Rezoning approval and Master Development Agreement with the City of Victoria.
- Detailed design of each phase and required permitting – Development Permits, Building Permits, etc.
- Interim site activation to support economic activity and community use prior to full build-out.
- Phased site redevelopment over the next 20+ years, transforming the lands into a vibrant Indigenous-owned area.

RECENT TIMELINE



1.3 LANDS GOVERNANCE

Fee Simple, Not Reserve Lands

The Matullia Lands at Rock Bay are privately held, fee simple lands acquired by Matullia Holdings in 2018 at fair market value. Located within the City of Victoria's jurisdiction, the site is subject to standard municipal planning and regulatory processes, while offering a rare opportunity for Indigenous-led development and stewardship on lands historically connected to the ləkʷəŋən people. This project reflects the Nations' values, advances reconciliation within the City's planning framework, and delivers shared benefits to the broader community.

Indigenous Leadership

Matullia is owned in partnership by the Songhees and Esquimalt Nations, who together are the ləkʷəŋən peoples. Matullia's Board of Directors is made up of Songhees and Esquimalt representatives, ensuring the Matullia Lands project is guided by Indigenous leadership at every step. This governance structure ensures that decision-making reflects the Nations' values, priorities, and long-term vision, while working collaboratively within the City of Victoria's planning framework.

The Nations' and the Board's stewardship reflects a deep connection to the land and demonstrates how development can advance cultural values, self-determination, and long-term community benefit.



2.0 SITE CONTEXT + BACKGROUND

2.1 SITE INFORMATION

Civic Address

512 Pembroke Street

Property Identification Number (PID)

31-929-036

Legal Description

LOT A, PLAN EPP123084, SECTION 3, VICTORIA LAND DISTRICT,
& SEC 18 & PART OF THE BED OF THE PUBLIC HARBOUR

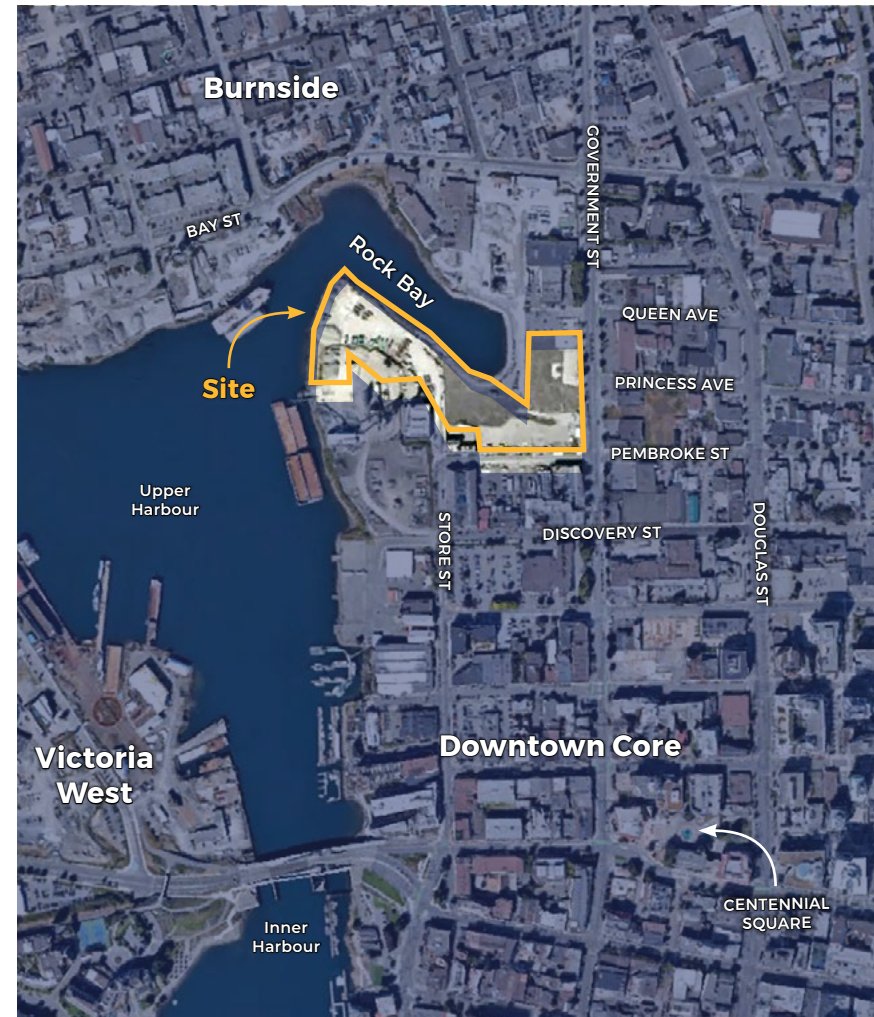
Size & Interface

The fee simple Matullia Lands are app. 3.1 hectares (7.6 acres).

The site is situated in the heart of ɫəkwəŋən territory, within Victoria's Upper Harbour, bounded by Government Street, Pembroke Street, and Store Street. The site lies within the Rock Bay area of the Burnside Gorge neighbourhood, adjacent to downtown and the waterfront, and sits at the confluence of the North Park, Burnside-Gorge, Downtown, and Vic West neighbourhoods.

Existing Zoning

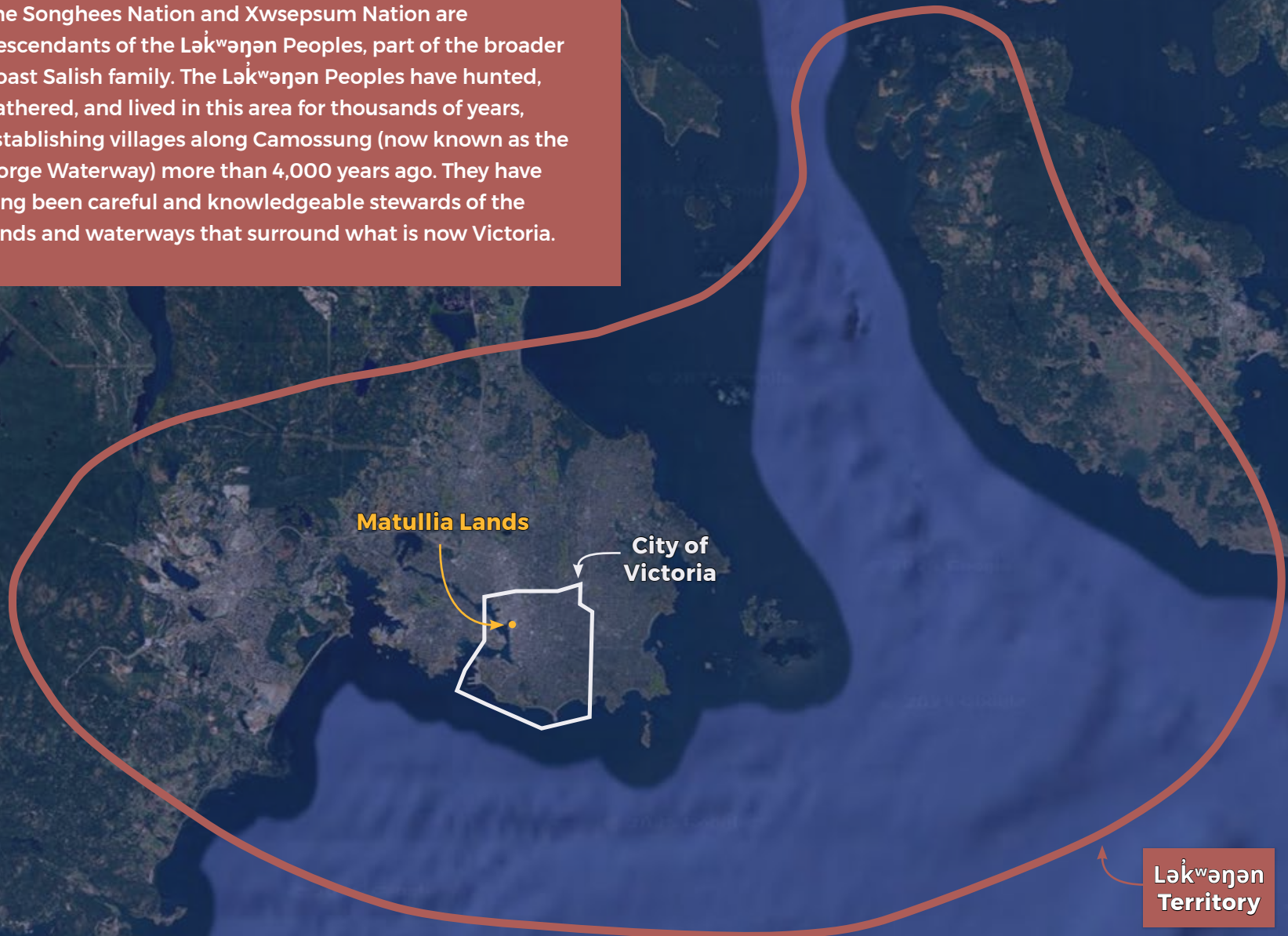
Marine Industrial (MI-1)

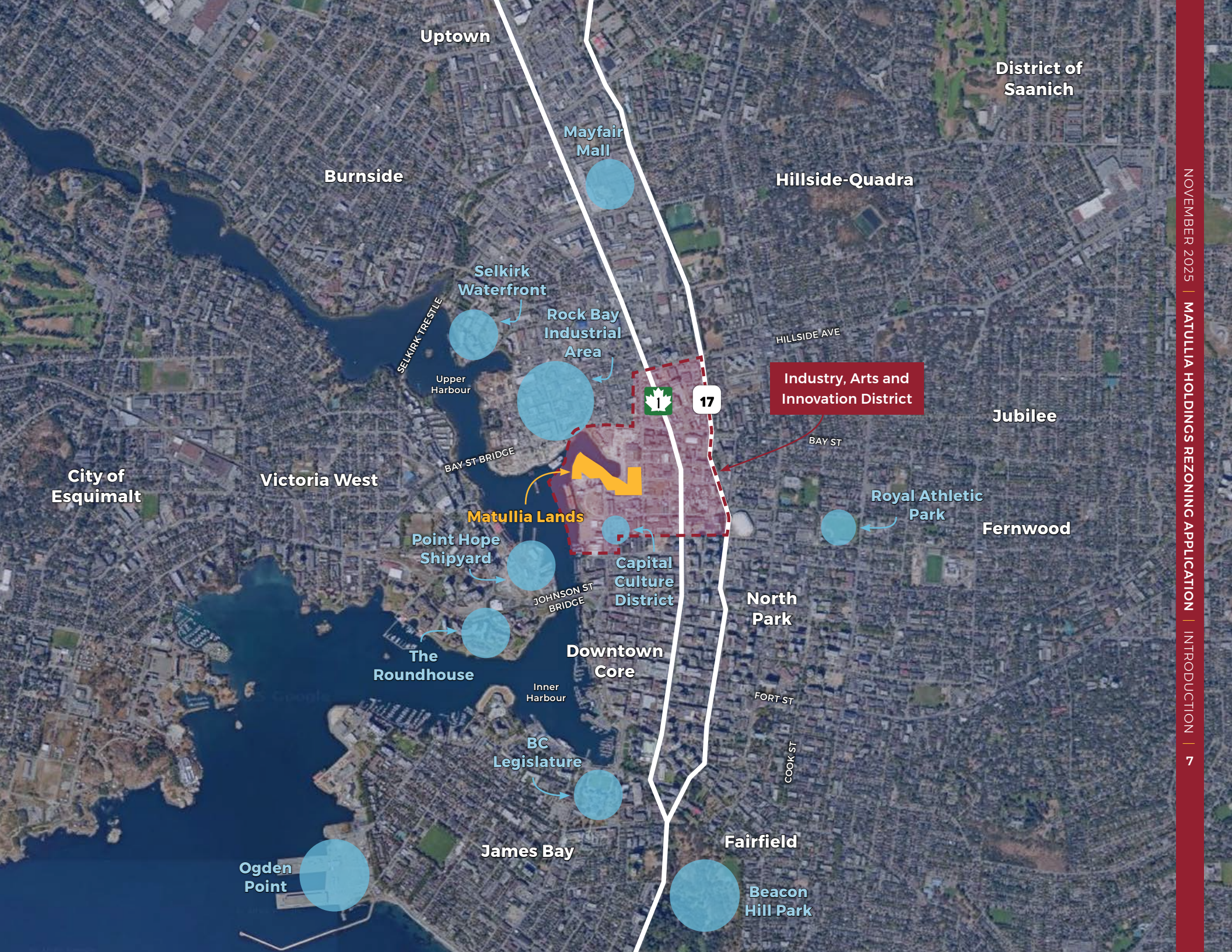


The City of Victoria is located on the homelands of the Songhees Nation and Xwsepsum (Esquimalt) Nation.

The Songhees Nation and Xwsepsum Nation are descendants of the Ləkʷəŋən Peoples, part of the broader Coast Salish family. The Ləkʷəŋən Peoples have hunted, gathered, and lived in this area for thousands of years, establishing villages along Camossung (now known as the Gorge Waterway) more than 4,000 years ago. They have long been careful and knowledgeable stewards of the lands and waterways that surround what is now Victoria.

2.2 LOCATION





Uptown

District of
Saanich

Burnside

Mayfair
Mall

Hillside-Quadra

Selkirk
Waterfront

Rock Bay
Industrial
Area

HILLSIDE AVE

SELKIRK TRESTLE

Upper
Harbour

BAY ST BRIDGE



17

Industry, Arts and
Innovation District

Jubilee

BAY ST

Royal Athletic
Park

Fernwood

City of
Esquimalt

Victoria West

Matullia Lands

Point Hope
Shipyards

Capital
Culture
District

JOHNSON ST
BRIDGE

The
Roundhouse

Downtown
Core

Inner
Harbour

BC
Legislature

North
Park

FORT ST

COOK ST

James Bay

Fairfield

Ogden
Point

Beacon
Hill Park

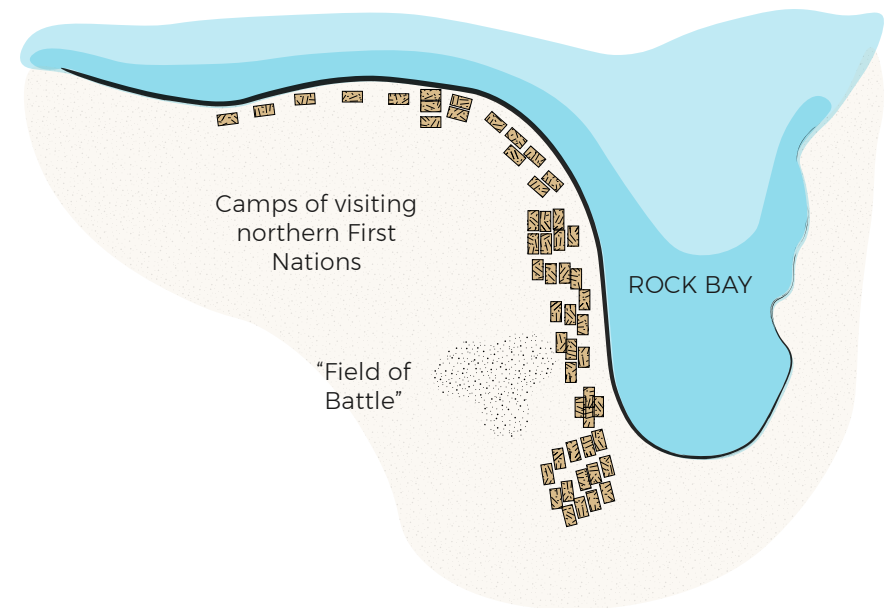
2.3 HISTORICAL CONTEXT

Prior to European contact, Rock Bay Creek functioned as a coho spawning stream, merging with what is now known as Victoria's Upper Harbour. It boasted cold waters, sustained by the shelter of old-growth forests that lined its banks. Its bed consisted of gravel, while its estuary was characterized by the presence of sedges, eelgrass, and an array of berry plants, frequented by mayflies and small birds. Predatory eagles, raptors, and bears targeted coho salmon, easily identified in their striking red breeding colours, as they returned from the ocean to the spawning pools.

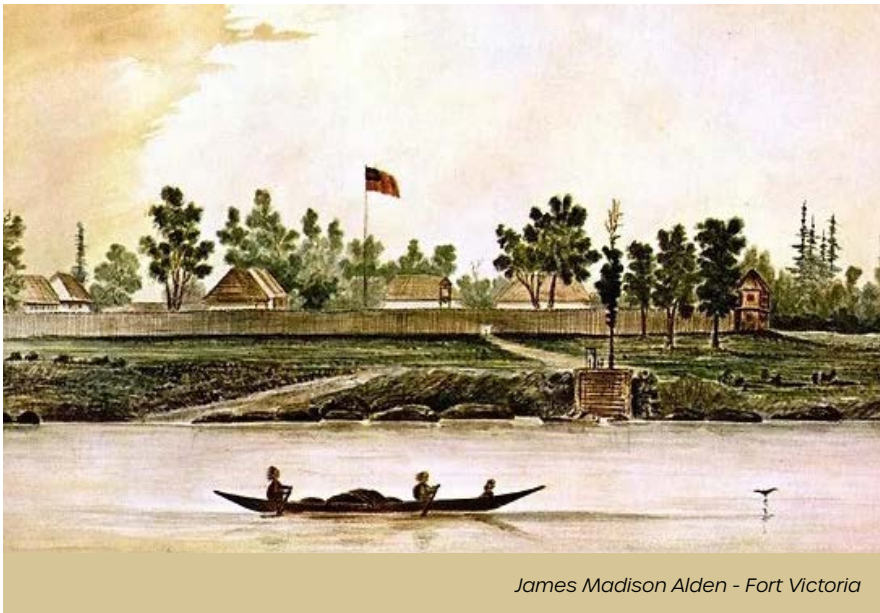
With the establishment of Fort Victoria by early settlers, the ɫəᑭʷəŋəŋ people relocated from their village at Cadboro Bay to establish a camp around the creek's mouth. This site also drew other First Nations from the northern region, who set up temporary camps for trading purposes with the newcomers at the fort. During the autumn season, coho salmon could be observed leaping the falls just above the creek's mouth, eventually named Finlayson Falls. Regrettably, these falls were later destroyed and paved over where Queens Avenue presently terminates.

The Burnside Gorge neighbourhood historically served as an area of early coastal settlement for First Nations peoples. For countless centuries before the arrival of the Hudson's Bay Company, the ɫəᑭʷəŋəŋ people inhabited the shores of the Upper Harbour and the Gorge. Here, they resided in substantial cedar houses, organized within extended, self-governing family units, each of which laid claim to specific areas for residential, hunting, fishing, and plant gathering activities. The Gorge near Rock Bay, recognized as Camossung, represents a site of immense historical and cultural significance to the First Nations.

Camps of Rock Bay



Redrawn diagram from a sketch of John Woolsey



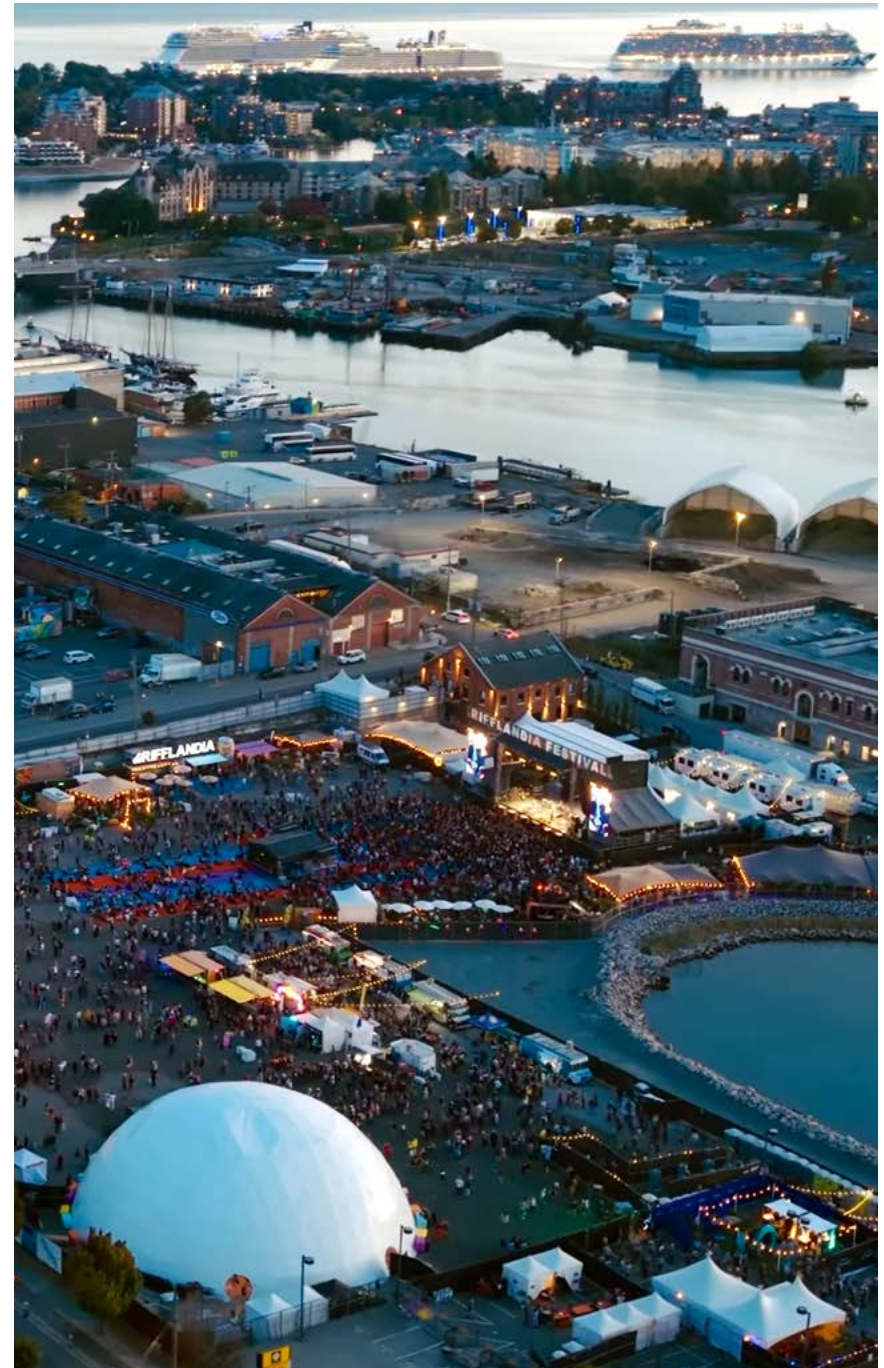
2.4 CURRENT SITE ACTIVATION

2.4.1 TAX EXEMPTION

In 2024, the City of Victoria approved a 10-year tax exemption for the Matullia Lands, recognizing both the significant remediation already completed on the site and the long-term benefits of its redevelopment. This exemption provides financial stability during the early planning and infrastructure phases, supporting the Nation's ability to advance a complex, multi-decade redevelopment vision while maintaining ongoing economic activity on the lands.

2.4.2 RIFFLANDIA (2024/2025)

In recent years, the Matullia Lands have been activated as a cultural venue through the Rifflandia Festival, transforming the Rock Bay waterfront into a space of music, gathering, and celebration. The festival provided valuable experience in managing large public events on the site, while also reinforcing the Nation's vision of Matullia as a place where culture, community, and economic opportunity intersect.

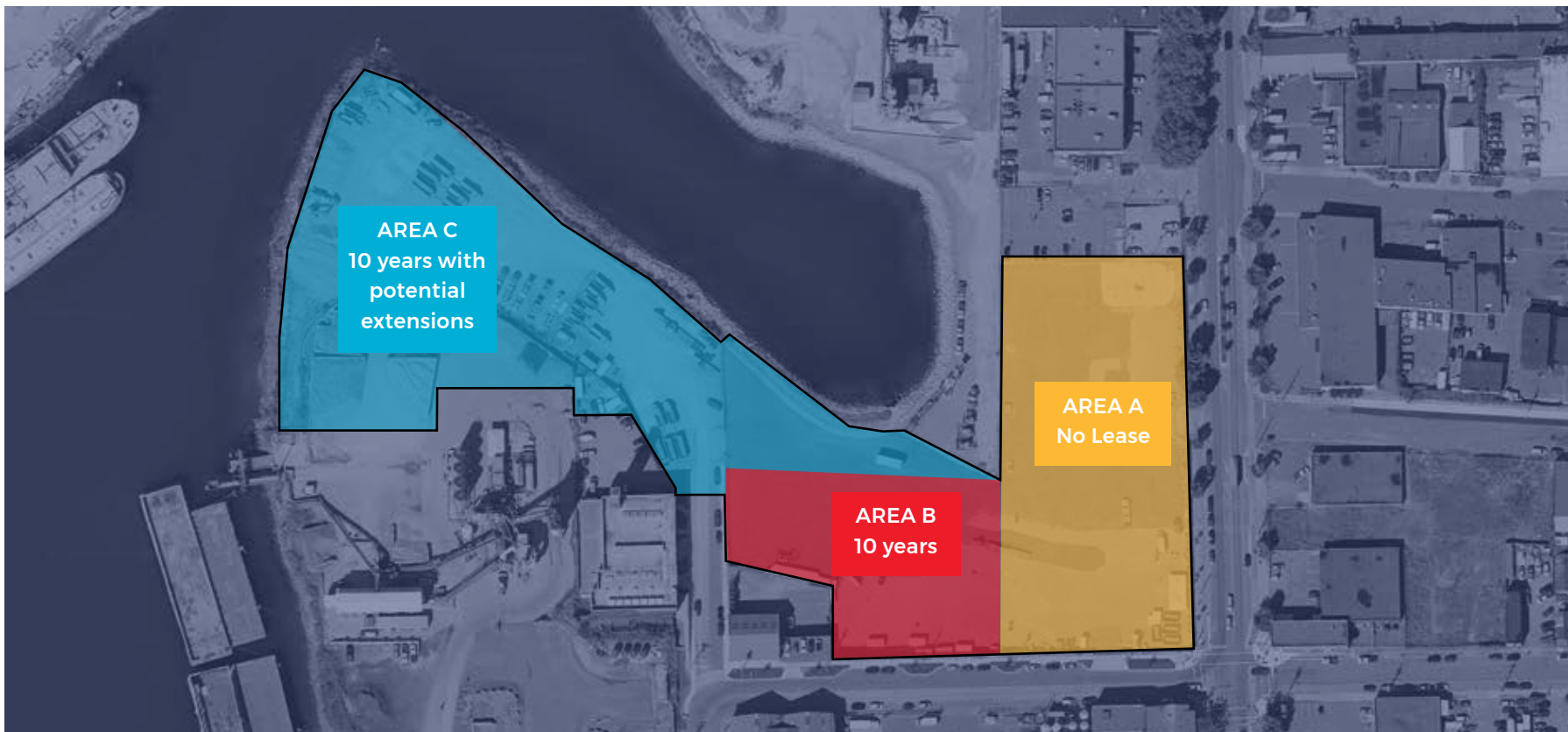


2.4.3 HEIDELBERG LEASE ARRANGEMENTS

Recently, a long-term lease was secured by Heidelberg Materials for industrial use on portions of the site. This long-term lease reflects the City's vision for the area as an employment and industrial hub, while also providing stable revenue that supports Matullia as it advances the broader redevelopment vision. Below is a high-level overview of the lease areas on the site. Note that Area A is not subject to this long-term lease and represents the earliest phases of redevelopment.

2.4.4 POTENTIAL INTERIM DEVELOPMENT

Matullia may explore the redevelopment potential of interim uses within Area A under the existing MI-1 (Industrial) zoning, which permits a range of employment, light manufacturing, and industrial uses. This approach would enable activation of the site in the near term while maintaining flexibility for future comprehensive redevelopment.



2.4.5 INTERIM AND TACTICAL ACTIVATION

Matullia will continue to activate its lands through flexible, short-term initiatives that bring life to the site before and during redevelopment. These tactical efforts will focus on small-scale, low-cost interventions that invite people to gather, test ideas, and strengthen connection to the Nations' vision.

By continuing to introduce interim uses and placemaking projects, Matullia aims to build momentum and awareness of Indigenous leadership in the region, create early opportunities for employment and entrepreneurship, and pilot partnerships and uses that inform long-term investment—all while keeping the site vibrant and active through each phase of redevelopment.



Urban farmers /
food markets

Temporary docks and
floating structures



Specialty retail and
maker spaces



Mobile and
pop-up saunas



Large scale site
activation



Food trucks and
mobile vendors



2.5 POLICY CONTEXT

2.5.1 OCP UPDATE (2025)

The City of Victoria completed an update to its OCP (now titled Victoria 2050) in fall 2025 to address current and future needs around housing, climate action, and developing complete, connected neighbourhoods.

The updates introduced new development permit areas, heritage conservation areas, and updated guidelines to shape land use, support housing and employment needs, and protect the city's heritage and ecological assets. These updates are paired with zoning modernization measures to enable diverse housing forms (e.g., four- to six-storey buildings), simplify planning regulations, and ensure developments contribute street trees, open space, and urban livability.

OCP Policy Support for Matullia Lands

The updated OCP supports the Matullia Lands Rezoning Application in various ways, including:

- 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 mixed-uses.

The Matullia proposal reflects these priorities, offering a unique Indigenous-led development within the urban core that integrates industry and employment, sustainability, and vibrant placemaking.



2.5.2 THE INDUSTRY, ARTS AND INNOVATION DISTRICT ACTION PLAN (2025)

The Industry, Arts and Innovation District Action Plan (IAI) provides a comprehensive vision and framework to guide both short- and long-term actions in support of economic vitality, arts and culture, sustainable development, mobility networks, and public spaces. It is designed to leverage the district's existing strengths while adapting to the community's evolving needs.

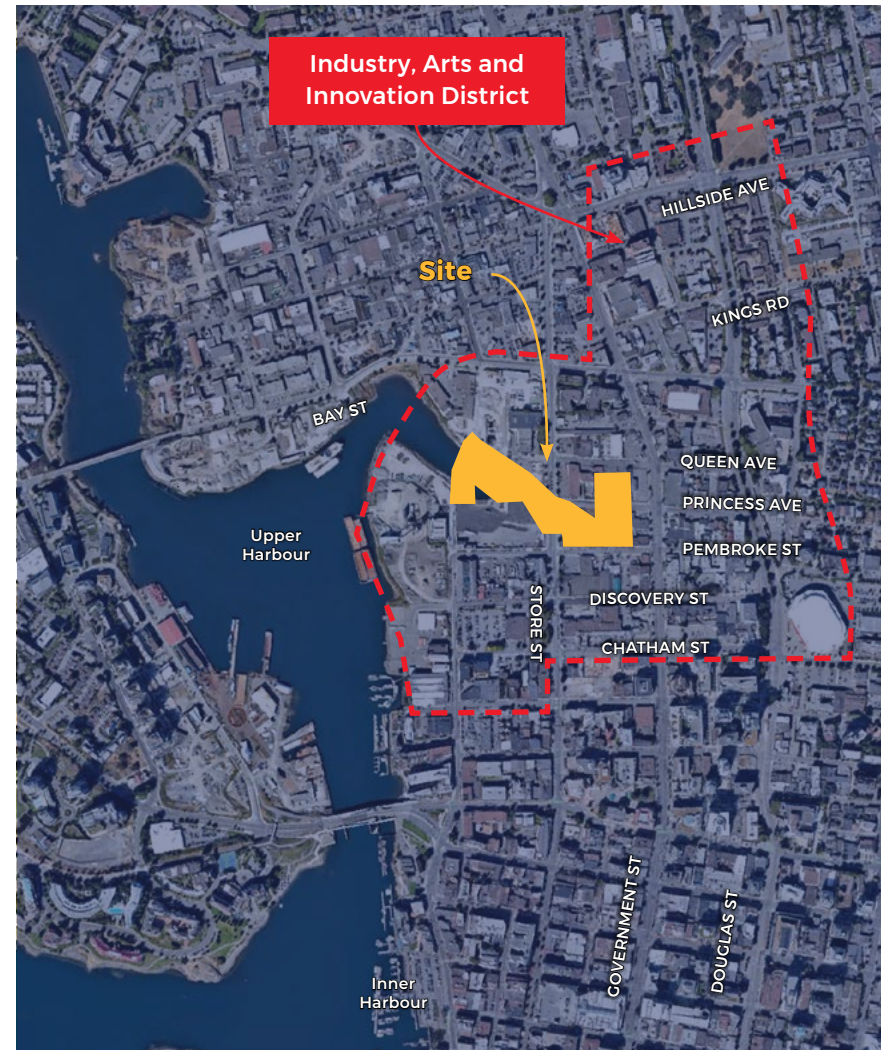
The plan area (of which the Matullia Lands are located within) covers 51 hectares (127 acres) south and east of Rock Bay, extending from Blanshard Street to the waterfront (east-west) and from Market Street to Chatham Street (north-south). It is directly south of the industrial Rock Bay area, positioning it as a critical link between Victoria's downtown and industrial lands.

IAI Policy Support for Matullia Lands

The IAI District Action Plan support the Matullia Lands Rezoning Application in various ways, including:

- Indigenous economic prosperity and land stewardship.
- Light industrial and creative sector growth, with flexible mixed-use zoning.
- Integration of Indigenous culture through public art, placemaking, and design.
- Environmental restoration, including shoreline restoration.

The Matullia proposal advances these goals by blending industry, employment, and complementary land uses, incorporating walkable public realm and mixed-use design, and providing a clear rationale for flexible, site-specific zoning to support a long-term Indigenous-led vision.



2.5.3 REZONING AND DEVELOPMENT POLICY (2025)

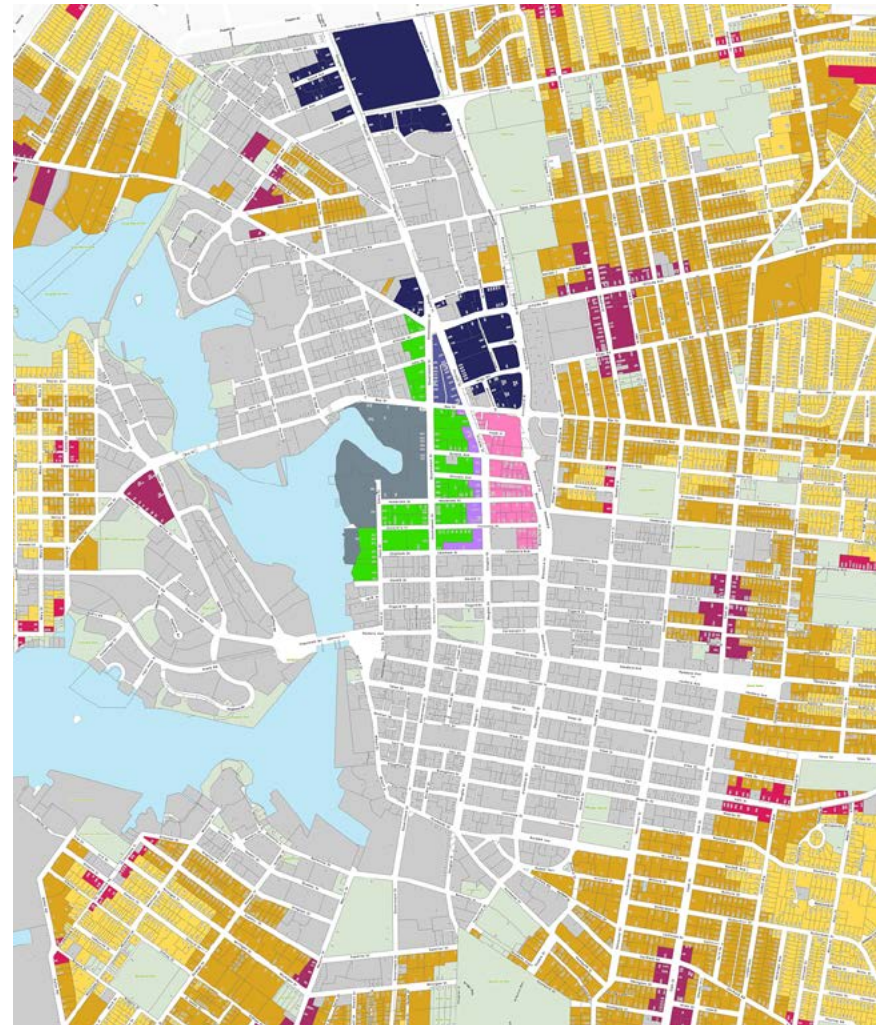
The Rezoning and Development Policy replaces neighbourhood plans and provides detailed redevelopment guidance tailored to unique areas of the city. It builds on the OCP by offering more specific direction for rezonings and variances in Town Centres, Villages, Districts, and other significant sites. The policy also guides how voluntary public benefits, beyond those required through zoning or amenity charges, are considered as part of rezoning applications. The Rezoning and Development Policy specifies further policies for the Urban and Marine Industrial area, including:

- Protect and prioritize productive light industrial uses, preventing displacement by non-industrial activities.
- Require high-quality, flexible industrial spaces with adequate design standards and ground-floor focus.
- Allow mixed-use buildings with a minimum share of industrial space, plus supportive arts, culture, and commercial uses.
- Support marine-oriented industries, upland uses that activate streets, and diverse industrial/port structures.
- Enhance environmental resilience and public connections to the waterfront while balancing harbour operations.

The Matullia concept aligns with these policies by reinforcing industrial and marine-oriented uses while introducing complementary employment, cultural, and commercial spaces that activate the public realm. It emphasizes high-quality, flexible industrial design, integrates sustainability and shoreline resilience, and establishes a people-friendly waterfront interface that honours Indigenous stewardship and vision.

2.5.4 ZONING MODERNIZATION

In the fall of 2025, the City of Victoria initiated a rezoning of the site from M-2 / M-3 to MI-1 (Marine Industrial) as part of a multi-phase city-wide zoning modernization project. The new MI-1 zone allows for various marine industrial-related uses (e.g., dock, wharf, laboratory, retail, office) with heights up to 15m (4 storeys), and a 3:0:1 Floor Space Ratio (FSR).



2.6 DEVELOPMENT CONTEXT

2.6.1 SITE CONDITIONS

ACQUISITION OF ADJACENT LANDS

Matullia Holdings is exploring opportunities to secure additional parcels of land surrounding the Rock Bay site to increase marine access at Rock Bay and ensure a more cohesive and integrated redevelopment.

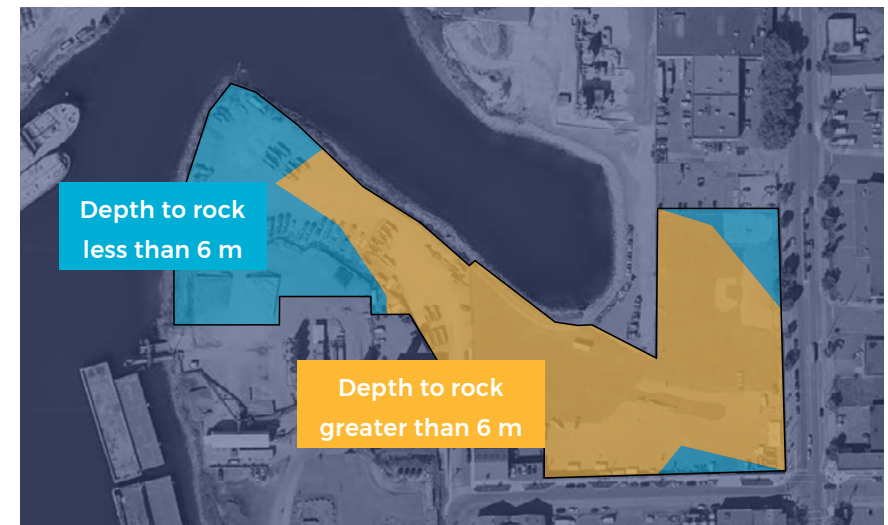


GEOTECHNICAL CONDITIONS

The Matullia Lands present challenging geotechnical conditions, requiring substantial site preparation before construction can occur. The key risks are shoreline stability and the limited bearing capacity of soft soils that overlie bedrock at depths ranging from 0 to 26 meters.

- **Blue Areas** (shallower rock, less than 6m below grade): These portions of the site have more favorable conditions and could support larger buildings more easily.
- **Yellow Areas** (deeper soils, greater than 6m to rock): These portions require significant ground improvement or deep foundation systems to support buildings.

See Section 6.2 for more information.



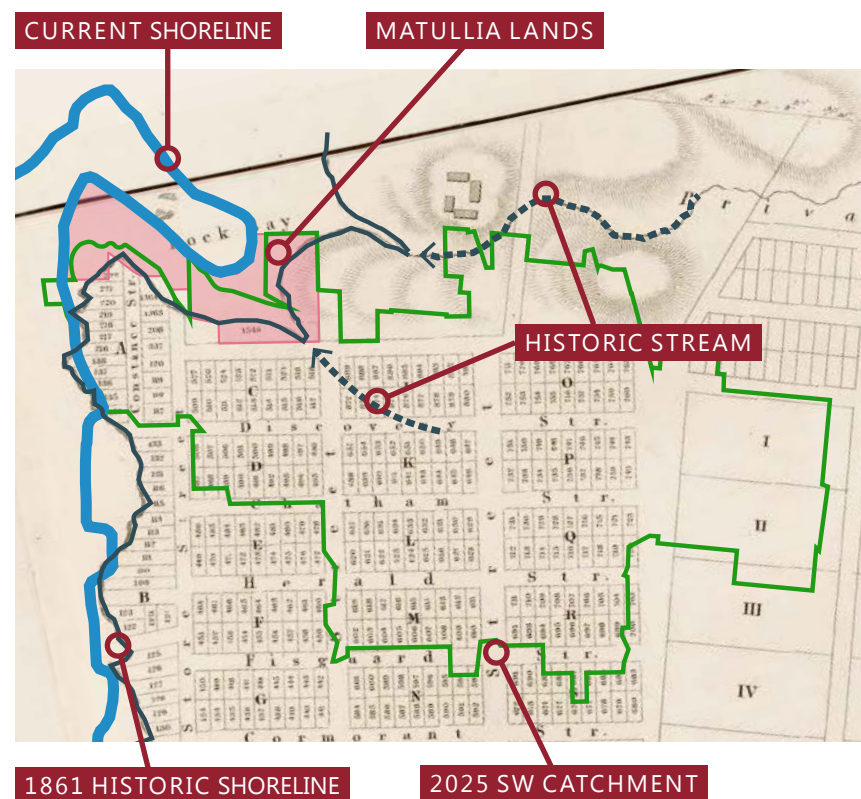
WATERSHED

Rock Bay was a much larger bay prior to settler development. It appears to have been fed by two streams, the larger Rock Bay Creek north of the Matullia site and a smaller stream that would have entered the site near the corner of Government and Pembroke Streets. As the area was developed, the edge of the bay was filled, and the streams were buried in storm drain pipes. The bay and adjacent lands have since been remediated and left in their current condition.



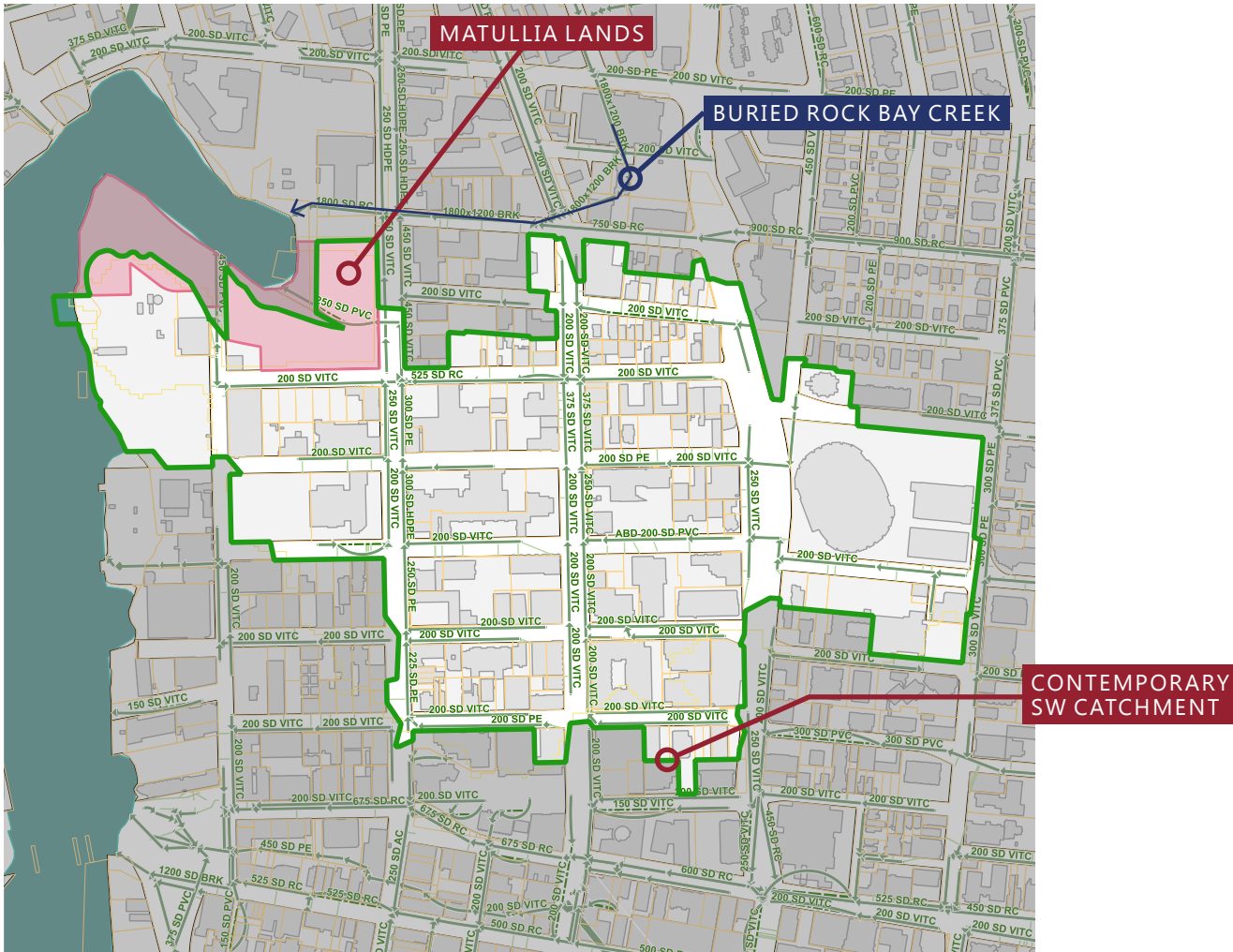
1861 ARROWSMITH HISTORICAL MAP

Early maps of Victoria show that the site was mostly tidal flats with a small stream flowing to the edge of the site before flowing into the marine environment.



ROCK BAY & STREAM

Much of the site has been filled and modified since the 1890's as part of ongoing industrial and urban development. As indicated on the Victoria Current Stormwater System map, the Matullia site is located within the 32.8 ha Storm Sewer Sub-Catchment 626 (bottom of the watershed) and a 1.2 ha Storm Sewer Sub-Catchment 626A which includes Barclay Point and the adjacent foreshore areas. Much of the land would normally drain by gravity to the marine edge with only a small part of the site draining to the existing storm drain.



ENVIRONMENTAL CONDITIONS

The Matullia Lands have undergone significant environmental remediation following decades of industrial contamination. Certificates of Compliance (CoCs) have been issued for the subject properties, confirming that remediation has been completed to standards that allow for commercial use, with some conditions tied to soil depth, slab-on-grade construction, and restrictions on exposure to subsurface soils and groundwater.

While contamination has been addressed to a level that permits redevelopment, residual materials remain below one meter in certain areas, requiring careful management during construction.



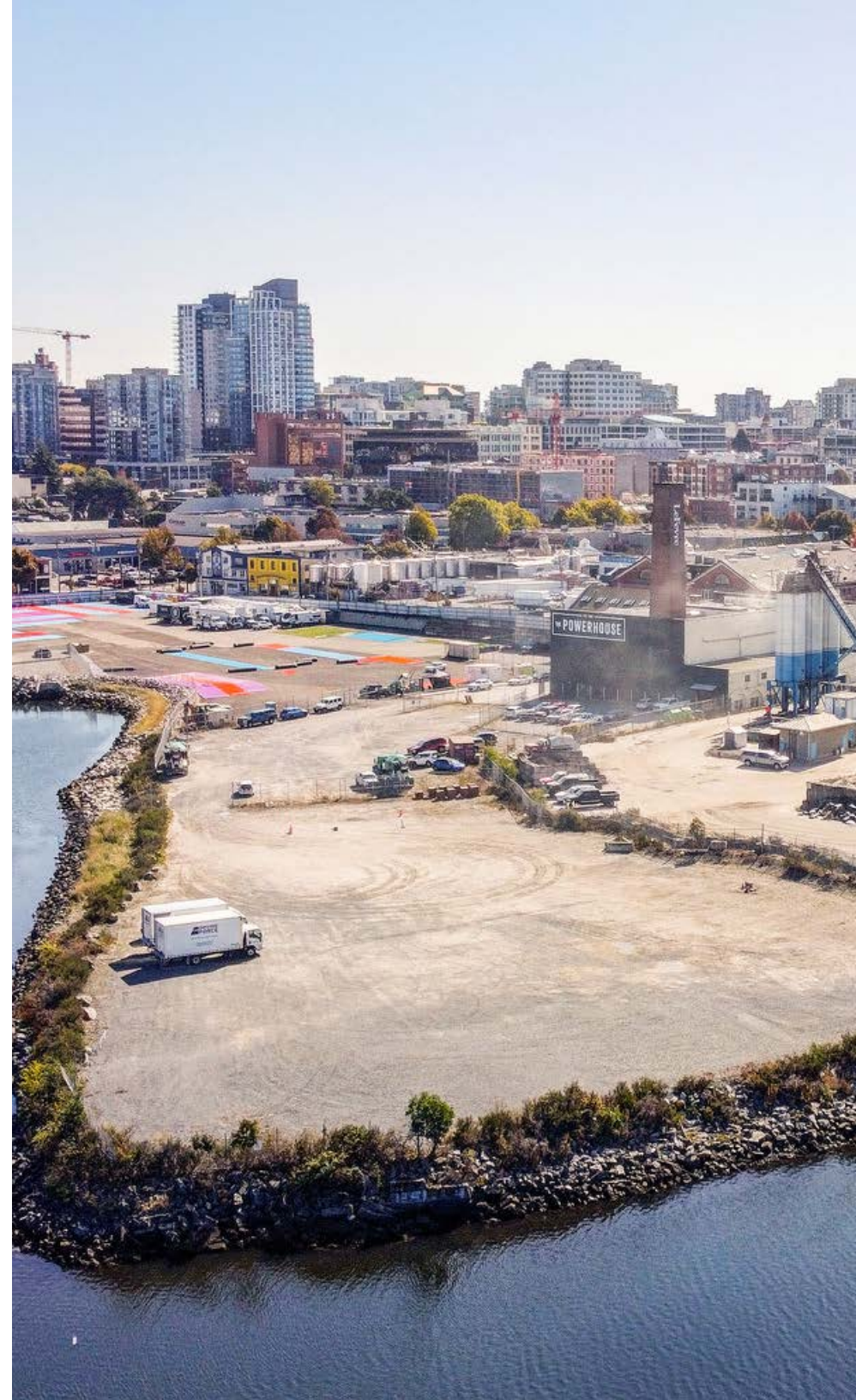
The CoCs generally support future mixed-use development with commercial and employment uses at grade and allow for residential on upper storeys in select locations. Any substantial changes to land use beyond these conditions would require amended CoCs or new CoCs, which may be pursued in the future.

Overview of Certificate of Compliance Limitations by Property

METRIC	RESTRICTIONS
2122 Government Street	- First floor must stay commercial. - Slab-on-grade only (no basements). - Contaminated soil deeper than 1 metre must stay buried.
502/512 Pembroke Street	- Ground floor commercial only. - Slab-on-grade; foundations not deeper than 2016 ground surface. - No worker exposure to soil/groundwater below 1 metre. - No deep-rooted food plants.
2110 Store Street	- Ground floor commercial only. - Slab-on-grade construction.
2140 Store Street	- Ground floor commercial use. - Residential allowed above. - Underground parking permitted. - Must maintain 1 metre of clean soil cover or protective paving/building cover.

CAPITAL CULTURE DISTRICT

The nearby Capital Culture District (Capital Iron lands redevelopment) will play an important role in shaping the future context for the Matullia Lands. Located just south along Store Street, the project introduces a complementary mix of light industrial, creative, residential, and cultural uses that will help establish Rock Bay as one of Victoria's most dynamic emerging districts. For the Matullia Lands, this creates both opportunity and momentum – a growing market for employment space, a stronger cultural and innovation ecosystem, and an expanded customer base for retail, food, and event programming. The proximity of these two major redevelopments will reinforce one another, bringing new life to the upper harbour while creating a more continuous and vibrant waterfront corridor that links work, culture, and community.





3.0 DEVELOPMENT FRAMEWORK

3.1 VISION

The redevelopment of the Matullia Lands represents a commitment by the Songhees and Esquimalt Nations to advance reconciliation in action, self-determination, and community well-being within their territory. Through perpetual ownership and stewardship, the Nations reaffirm their deep connection to the lands and waters of Rock Bay and their long-term vision for economic and cultural prosperity and resilience.

The Matullia Lands will create opportunities for education, training, and economic growth – fostering Indigenous leadership in planning, development, and management.

Building on completed remediation, the site will become a model of environmental restoration and climate resilience, demonstrating how urban redevelopment can coexist with natural systems and recover from decades of industrial degradation.

Honouring Rock Bay's history as a place of gathering and trade in *ləkʷəŋən* territory, the site will once again bring people together through culture, learning, and shared experience. Guided by traditional knowledge and community collaboration, the Matullia Lands will stand as a living example of reconciliation and renewal – a place of stewardship, innovation, and connection for generations to come.



3.2 THE GOALS

The following goals are things we want to achieve through the long-term redevelopment of the lands.



ADVANCE INDIGENOUS SELF-DETERMINATION & LEADERSHIP

Reclaim and steward the Matullia Lands through Indigenous-led governance, design, and investment that demonstrate reconciliation in action and long-term economic independence.



RESTORE AND RECONNECT LAND, WATER, & ECOLOGY

Transform the lands into a resilient landscape by restoring natural systems, integrating green infrastructure, and re-establishing connections between land, water, and community.



CELEBRATE CULTURE, ART, & LEARNING

Reflect *lakwəŋən* identity through design, art, and programming that honour Rock Bay's legacy as a place of gathering and foster cultural exchange and learning.



STRENGTHEN COMMUNITY WELL-BEING & PROSPERITY

Create pathways for training, employment, and entrepreneurship that build community capacity, support youth, and generate lasting prosperity for future generations.

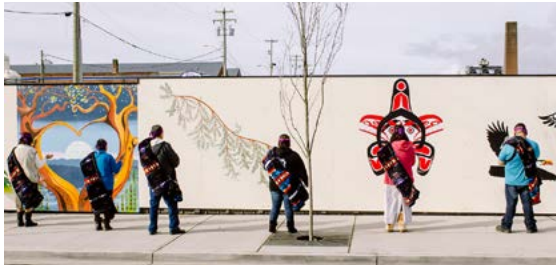


FOSTER COLLABORATION, INNOVATION, & SHARED GROWTH

Establish the Matullia Lands as a hub for sustainable enterprise and creative partnership, linking Indigenous values with Victoria's evolving economy and-resilient future.

3.3 THE PRINCIPLES

Principles are “rules to follow” that guide future planning, design, and development.



COMMIT TO INDIGENOUS LEADERSHIP & STEWARDSHIP

Ensure all planning and development decisions are guided by Songhees and Esquimalt leadership, reflecting long-term care for land, water, and community through values-based stewardship.



PRIORITIZE ENVIRONMENTAL RESTORATION & RESILIENCE

Heal and protect Rock Bay’s ecosystems through restoration, green infrastructure, and nature-based solutions that adapts to a changing climate.



CHAMPION DESIGN EXCELLENCE & INDIGENOUS URBANISM

Express Coast Salish identity and innovation through architecture, landscape, and public realm design that set a new standard for Indigenous-led city building.



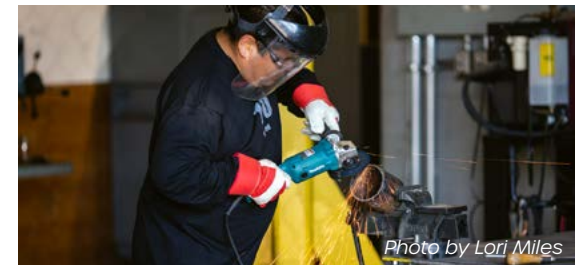
ADVANCE ECONOMIC RECONCILIATION & PROSPERITY

Honour Indigenous heritage through art, design, and community events that reflect the deep cultural roots of Songhees and Esquimalt Nations.



CELEBRATE CULTURE & SHARED LEARNING

Honour the Nations’ cultural heritage and Rock Bay’s history as a place of gathering—creating opportunities for ceremony, storytelling, and connection.

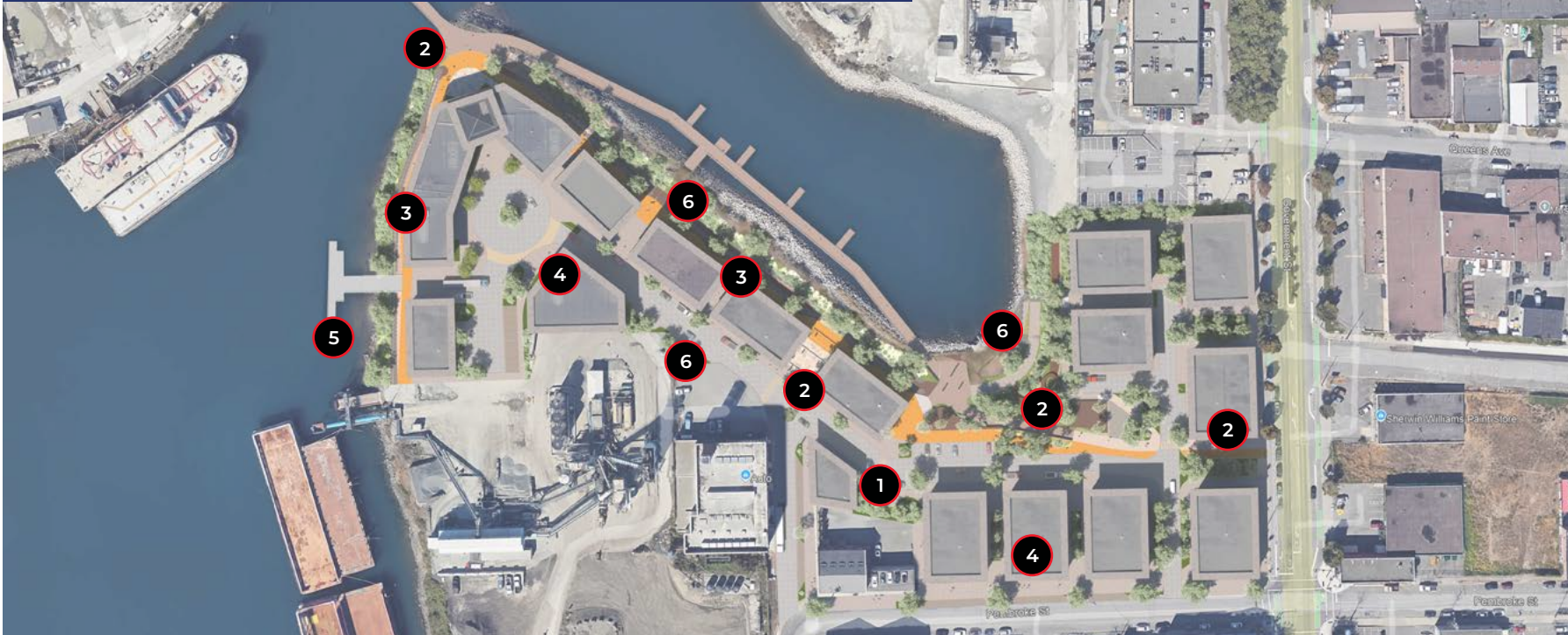


INVEST IN EMPOWERMENT & CAPACITY BUILDING

Strengthen Indigenous capacity through education, training, and partnerships that enable meaningful participation and leadership throughout the project.

Photo by Lori Miles

3.4 CONCEPT PLAN & KEY FEATURES



1

Ləkʷəŋən Cultural Design

Indigenous identity is expressed throughout the site through architecture, landscape, and public spaces that reflect ləkʷəŋən culture, history, and ongoing stewardship of the land and water.

2

Culturally Inspired Gathering Spaces

A series of interconnected plazas and open spaces, including the Point Plaza and the Confluence, designed for ceremony, community events, and everyday gathering while integrating stormwater management, native planting, and cultural expression.

3

Waterfront Path

A continuous public pathway along Rock Bay that connects people to the water and celebrates ləkʷəŋən culture through views, art, and gathering spaces.

4

Employment and Creative Uses

Flexible industrial, commercial, and residential spaces designed to support local employment, workforce housing, and artist studios, fostering innovation, cultural production, and long-term economic opportunity for the Nations.

5

Marine Industrial Access

Dedicated waterfront areas that maintain working harbour functions and enable future marine infrastructure and dock access.

6

Ecological Restoration and Coastal Resilience

Integrated shoreline restoration, native planting, and urban forestry that enhance biodiversity, manage stormwater, and strengthen the site's resilience to climate and sea-level change.

3.5 BIRD'S EYE



3.6 STREET LEVEL PERSPECTIVES



STORE STREET GATEWAY

- Welcome gateway into site from Store Street and connection to waterfront pathway.
- Indigenous art and design elements reflecting the *lākwāŋan* culture, history, and character of the site.
- Decorative paving marking a transition to a distinct district.
- Benches, low walls, interactive art, and movable chairs for rest and socializing.
- Trees, shrubs, planters, and rain gardens integrating natural systems into an industry-focused site.
- Functional and decorative lighting elements for safety, function, and ambiance.



GOVERNMENT STREET GATEWAY

- Pedestrian access-only into the site and onto the waterfront pathway.
- Landscaping and gateway elements (e.g., public art, welcome poles) provide visual appeal and a sense of arrival to enhance the waterfront pathway and streetscapes.
- Wide, accessible multi-functional pathways for easy pedestrian use.
- Large rain gardens and permeable paving connect to a central landscape-based stormwater management system.
- Gateway provide opportunities for outdoor displays, pop-ups, and engaging local businesses.



INTERNAL STREET

- Central (private) multifunctional street for the site.
- Shared space design integrates pedestrians, cyclists, cars, and commercial vehicles.
- A mix of employment and small-scale retail units to encourage vitality on-site.
- Within limited space, trees and plantings provide shade, beauty, and improved air quality.
- Design ensures ample circulation and loading space for loading, deliveries, and movement.
- Rain gardens and permeable paving integrate the streetscape into the wider, integrated green stormwater management system.

3.7 PLACEMAKING & URBAN DESIGN

3.7.1 ARCHITECTURAL

The redevelopment of the Matullia Lands is guided by a design language that reflects both the site's industrial heritage and the cultural identity of the Songhees and Esquimalt Nations. Architecture will draw on *ləkʷəŋən* and Coast Salish traditions, incorporating longhouse-inspired forms, timber and mass timber construction, and the integration of Indigenous art and design throughout building facades and key structures. These elements will be balanced with contemporary industrial materials such as wood, steel, and concrete, ensuring that new development remains authentic to Rock Bay's working waterfront context.

3.7.2 LANDSCAPING & PUBLIC REALM

Landscape design will focus on restoring ecological function while creating welcoming spaces for people. Native plantings, shoreline restoration, stormwater management will strengthen habitat and climate resilience. Plazas, pathways, and gathering areas will be framed by Indigenous-inspired landscaping and public art, offering spaces that celebrate culture, enhance biodiversity, and create a distinctive waterfront experience.

DESIGN DIRECTIONS

- **Celebrate Indigenous Identity** – Express *ləkʷəŋən* culture through forms, materials, and storytelling integrated into architecture, public spaces, and art.
- **Blend Indigeneity, Industry, and Innovation** – Integrate *ləkʷəŋən* culture with the area's working character through robust materials and adaptable building forms suited for production, making, and creative enterprise.
- **Prioritize Natural Materials** – Feature wood, mass timber, and stone complemented by steel and concrete to reflect both Indigenous tradition and the site's working waterfront focus.
- **Connect to the Water** – Orient streets, views, and open spaces toward Rock Bay, reinforcing the historical and cultural relationship between people and the water.
- **Design a Living Landscape** – Incorporate native and culturally significant plant species, rain gardens, and shoreline restoration to enhance ecological and cultural resilience.
- **Embed Art and Storytelling** – Integrate Indigenous art, carving, weaving patterns, and interpretive elements into facades, pavement, lighting, and furnishings.
- **Create Gathering Spaces** – Design plazas and flexible open spaces that support daily living along as well as ceremony, markets, and community events – a modern extension of the site's role as a place of gathering and trade.
- **Human-Scaled Edges** – Ensure active ground floors, ease of wayfinding, and transparent façades that encourage connection and walkability.
- **Reflect Stewardship and Continuity** – Design every element – from planting to structure – to honour long-term stewardship, resilience, and the evolving identity of the Nations.

3.7.3 PRECEDENT GALLERY: PLACEMAKING & URBAN DESIGN

ARCHITECTURE



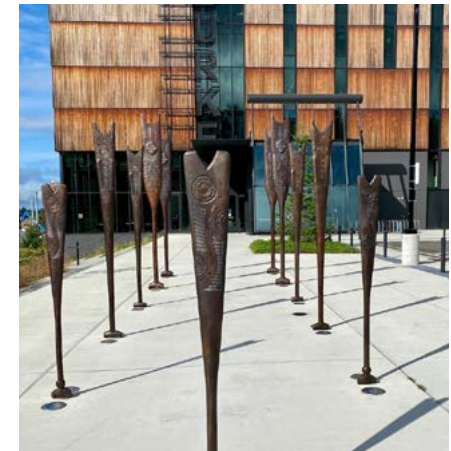
LANDSCAPING



MATERIALS



STORYTELLING



3.7.4 KEY PLACEMAKING & URBAN DESIGN FEATURES



GATEWAYS

- Gateways will mark key arrival points into the Matullia Lands, defining the transition from the surrounding city to Indigenous-led lands.
- Entry features will draw from Coast Salish forms and materials, incorporating wood, stone, and metal in sculptural or architectural expressions.
- Art, carving, and woven patterning will be used to convey welcome and cultural significance.
- Gateways may include integrated lighting or signage that reinforces identity and wayfinding without dominating the landscape.
- Each gateway will be designed as both a threshold and gathering point, offering moments of pause and reflection for visitors arriving to the site.

CONNECTIONS

- A network of pathways will link the Matullia Lands to surrounding neighbourhoods, the Waterfront Pathway, and the broader city.
- Internal routes will prioritize walking and cycling while accommodating service and industrial access where required.
- Connections to the water will be emphasized through view corridors, plazas, and direct access points for canoes and small craft.
- Pathways will be designed with a consistent family of materials, lighting, and furnishings that reflect Indigenous and industrial character.
- Clear, accessible routes will encourage movement through the site while revealing cultural stories and connections to land and water.



PLACES & PLAZAS

- A series of plazas and open spaces will provide focal points for gathering, ceremony, and everyday activity across the site.
- Each space will reflect its context – from the cultural waterfront plaza at the Point to smaller courtyards and internal meeting areas.
- Materials, furnishings, and lighting will draw from Indigenous and industrial themes, creating warmth and authenticity.
- Public art, seating, and shelter elements will be integrated to support comfort and encourage use throughout the year.
- These spaces will host events, markets, and informal gatherings, reinforcing Matullia as a place of connection and community life.

PUBLIC ART

- Public art will be integrated throughout the site to reflect Songhees and Esquimalt culture and identity.
- Works will combine traditional materials such as wood, metal, and stone with contemporary fabrication.
- Art may appear in façades, paving, lighting, and furnishings, creating continuity between buildings and public spaces.
- Collaboration with local artists and Knowledge Keepers will ensure authenticity and cultural depth.



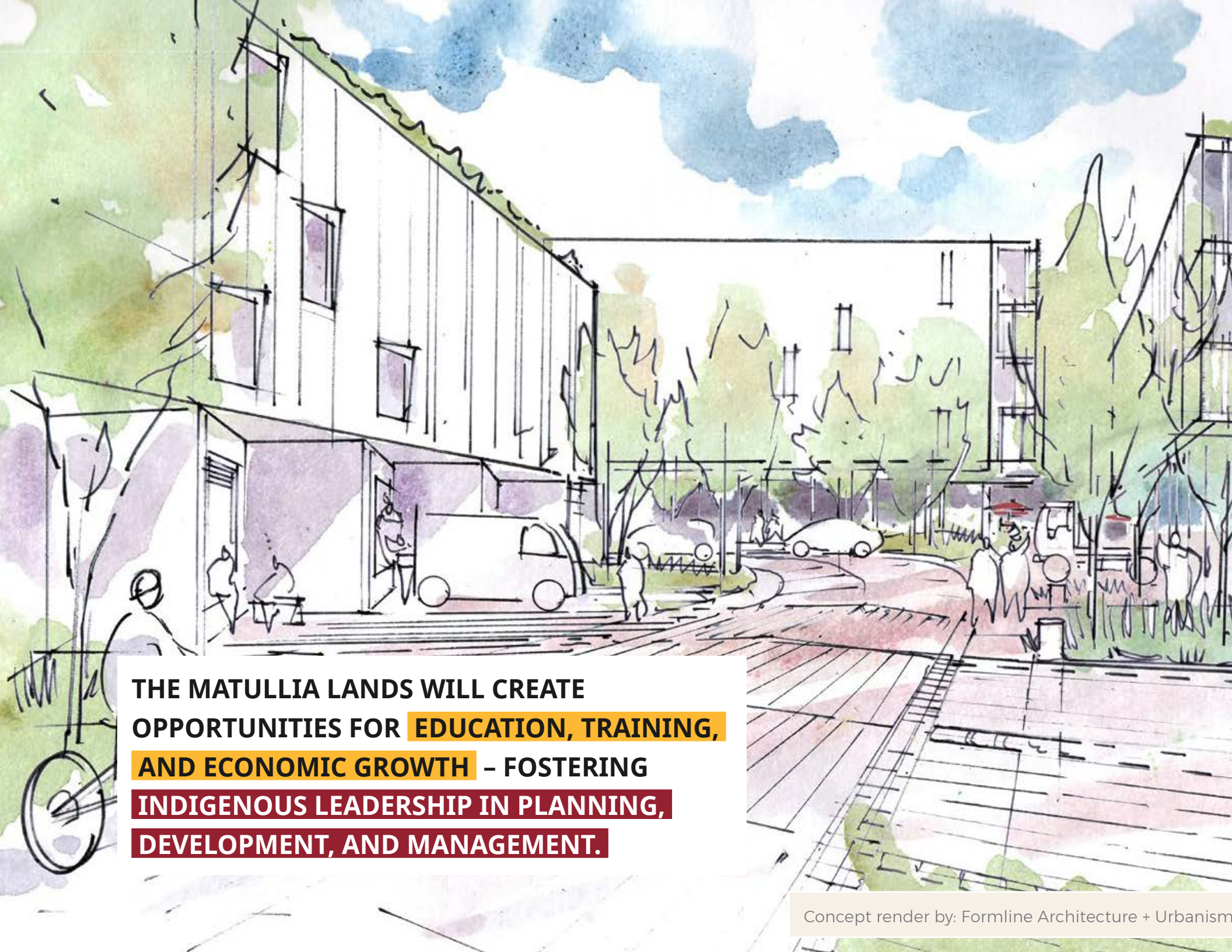
ROOFTOPS

- Where practical, rooftops will serve as active extensions of the buildings below, providing shared spaces for gathering, relaxation, and outdoor activity.
- Amenity areas may include seating, gardens, and flexible open zones that support social interaction, events, or informal workspaces.
- Materials and furnishings will reflect the overall design character of the site, using wood, metal, and stone for a cohesive visual identity.
- Lighting and shading will enhance comfort and safety while preserving views of the harbour and surrounding city.



PEDESTRIAN BRIDGE (POSSIBILITY)

- A future pedestrian and cycling bridge across Rock Bay is envisioned to connect the Matullia Lands with the north shore of the harbour.
- The bridge would extend the Waterfront Pathway and strengthen active transportation links between downtown, Rock Bay, and surrounding neighbourhoods.
- Its design would reflect Indigenous and industrial character.
- Viewing platforms or resting points could be integrated to frame perspectives of the bay and the Matullia shoreline.

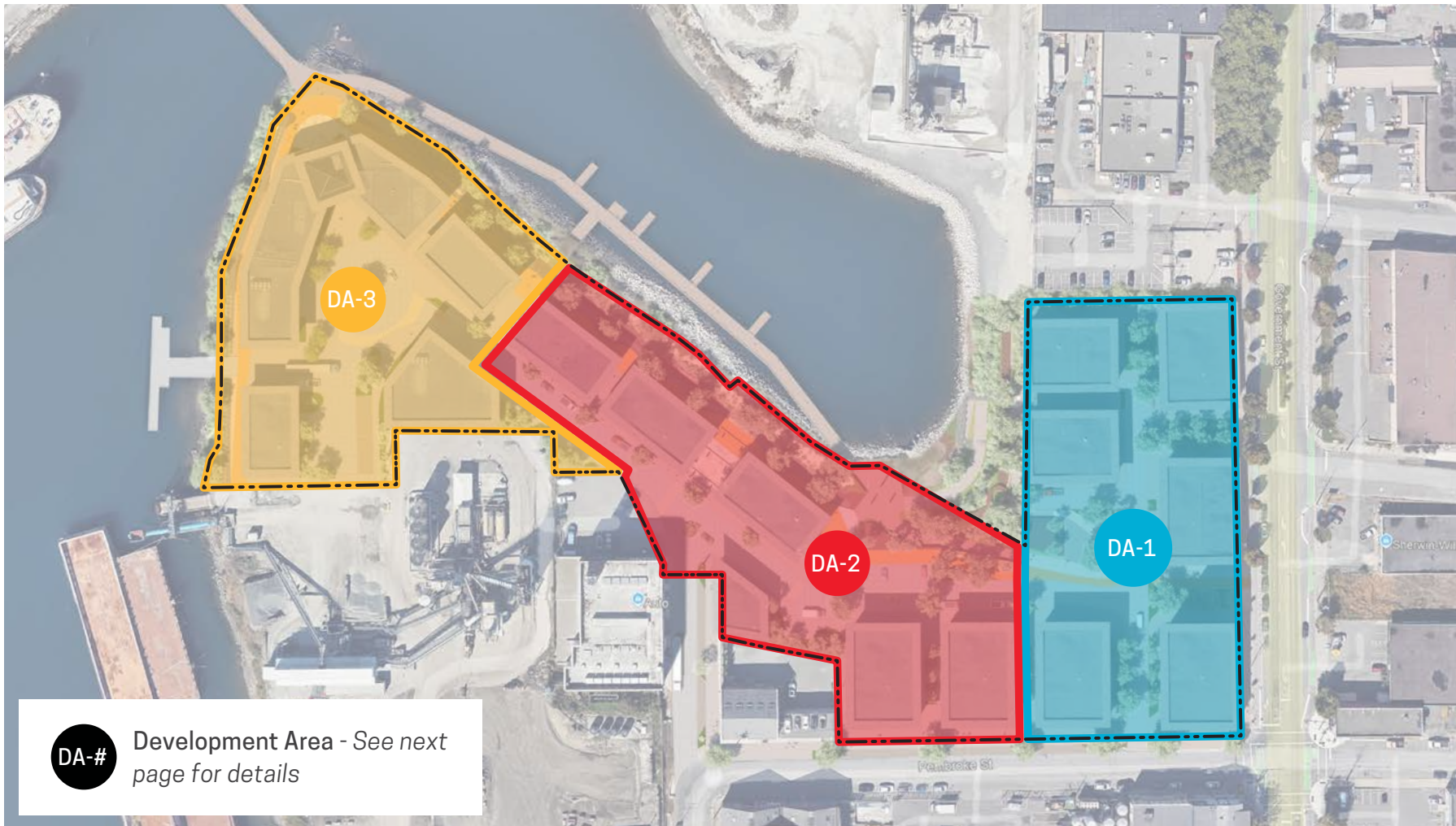


THE MATULLIA LANDS WILL CREATE OPPORTUNITIES FOR EDUCATION, TRAINING, AND ECONOMIC GROWTH – FOSTERING INDIGENOUS LEADERSHIP IN PLANNING, DEVELOPMENT, AND MANAGEMENT.

4.0 DEVELOPMENT PLAN

4.1 DEVELOPMENT AREAS

The Development Areas are presented below.



4.2 PROPOSED ZONING APPROACH

This proposal will lead to the development of a site-specific Comprehensive Development (CD) zone, which will be detailed out through the rezoning process. The proposed density framework provides flexibility to respond to market and technical conditions while ensuring that the Matullia Lands remain employment-led and community-oriented, with a consistently active and accessible ground plane.

4.2.1 DENSITY & USE FRAMEWORK (DRAFT PROPOSAL)

- a. Each Development Area (DA) is assigned a maximum FSR as shown in Table 4.3.
- b. FSR may be transferred between DAs, provided that:
 - » The total combined FSR across the Matullia Lands does not exceed 5.0.
 - » Development within each DA complies with applicable height and use provisions.
- c. Ground and podium floors shall be primarily dedicated to employment, community, or cultural functions, including:
 - » Light industrial, flex, maker, or innovation spaces
 - » Studios or laboratories
 - » Institutional, civic, or cultural facilities
- d. The following uses are allowed and not considered contrary to this intent, provided they remain consistent with the above intent.
 - » Structured parking, loading, mechanical, or service areas.
 - » Circulation, lobbies, and access for residential or mixed-use components.
 - » Small-scale retail, restaurant, or café uses that activate the public realm or support on-site employment and community activity.
 - » Publicly accessible indoor or semi-covered gathering areas, such as atria, galleries, or foyers.
 - » Limited ground-floor office space that supports on-site innovation or cultural activity.
- e. Residential use is not permitted on the ground floor, but may be permitted on podium floors where integrated as artist-residential or studio space within mixed-use cultural or employment buildings.
- f. Additional podium floors are encouraged to accommodate employment, community, or cultural uses to reinforce an active, employment-intensive base.
- g. Development should contribute to a site-wide target of approximately 1.0 FSR of employment, community, and cultural floor area, distributed flexibly among Development Areas.

4.3 PROPOSED ZONING PARAMETERS

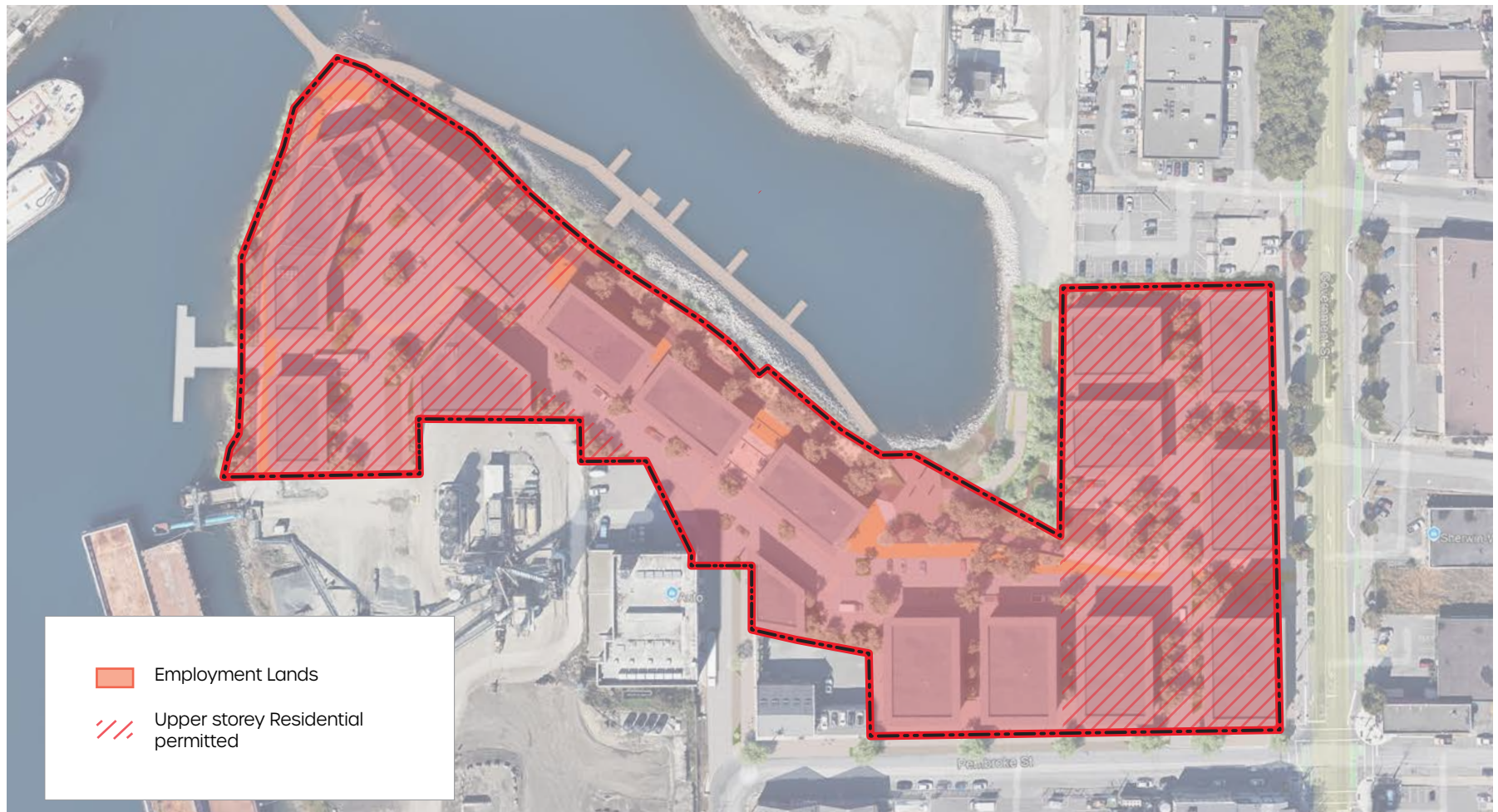
This proposal will lead to the development of a site-specific Comprehensive Development (CD) zone, which will be detailed out through the rezoning process. The following table presents key metrics based on the proposed concept plan. Design details will be worked out at the time of Development Permit.

METRIC	DA-1	DA-2	DA-3	NOTES
Primary Uses	Light industrial, marine industrial, high-tech and creative production, office, employment-generating commercial, cultural spaces, community, parking structure.			Actual uses to be determined based on City's Zoning Bylaw definitions.
Secondary Uses	Retail, cultural, food service, educational, institutional, residential.	Retail, cultural, food service, educational, institutional.	Retail, cultural, food service, educational, institutional, residential.	Actual uses to be determined based on City's Zoning Bylaw definitions.
Residential Conditions	Limited to upper storeys above active employment-generating uses. Not permitted at grade.	Not permitted.	Limited to upper storeys above active employment-generating uses. Not permitted at grade.	Residential use only permitted in DA-1/3 where it is located on upper storeys above active employment uses on lower storeys.
Ground Floor Conditions	Active ground floor required (no residential units). Minimum Ground Floor Height of 4.5, (6.0m if mezzanine).			To be refined with staff.
Maximum Height	18 storeys	6 storeys	18 storeys	To be refined with staff.
Maximum Density	6.5 fSR	3.5 FSR	5.0 FSR	Overall Site FSR 5.0:1
Parking	Vehicular and bicycle parking for the Matullia Lands will be managed at the site-wide level. Future parking allocation will be determined through detailed parking studies and Transportation Demand Management strategies prepared in support of each Development Permit. This coordinated approach will allow the overall parking supply to evolve in response to actual demand, land use mix, and emerging mobility patterns, while optimizing the use of shared facilities and promoting active and sustainable transportation choices.			

4.4 DIAGRAMS OF KEY REGULATIONS

4.4.1 LAND USE

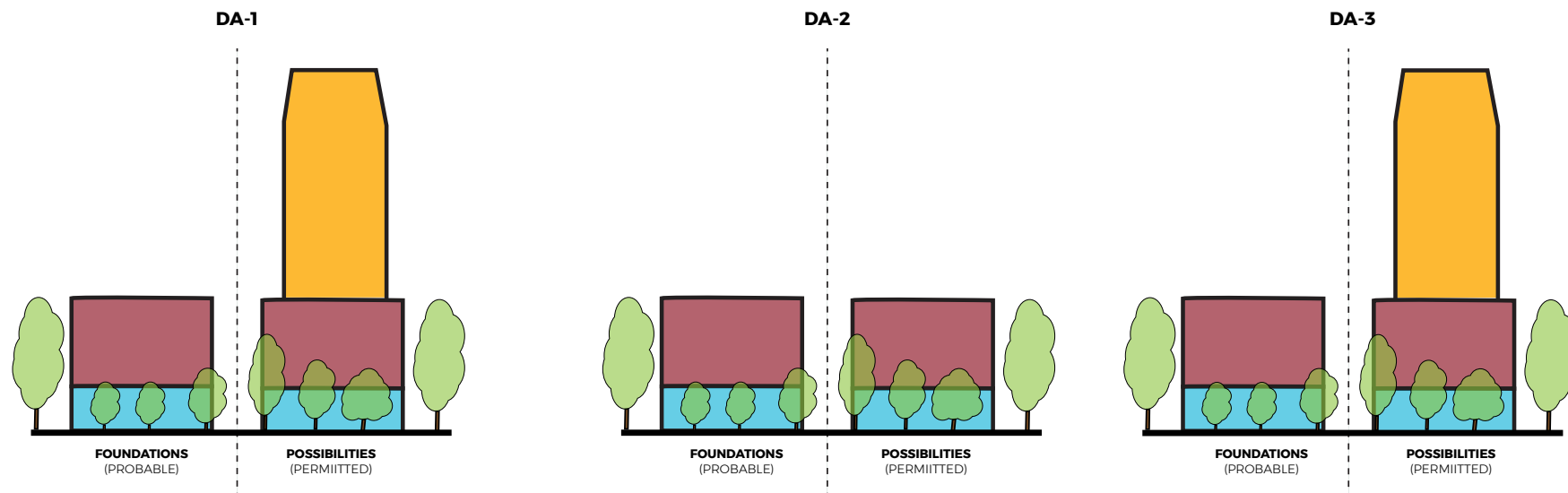
The plan identifies employment lands as the key land use, with upper storey residential permitted in certain locations. Employment Lands include employment-generating uses such as light industrial, creative production, and offices, with supporting retail, cultural, food service, and institutional spaces. Residential is not permitted in certain areas to maintain their commercial and employment focus.



4.4.2 BUILDING HEIGHTS & PRIMARY LAND USES

The proposed building heights and primary land uses are intended to balance flexibility, economic viability, and design sensitivity, while positioning the site in harmony with both its waterfront setting and the evolving urban fabric of Rock Bay.

Based on-site conditions, the “probable” built forms and uses differ from the permitted or “possible”, which are highly dependent on external conditions. Probable typologies are low-rise forms focused on industry, employment, and cultural uses with limited retail. Possible typologies are high-rise forms focused on industry, employment, and cultural uses in the podium and residential above.



Industry / Commercial Uses

Industry / Employment / Retail

Potential Residential

4.5 PRECEDENT GALLERY: BUILDING FORMS

INDUSTRIAL



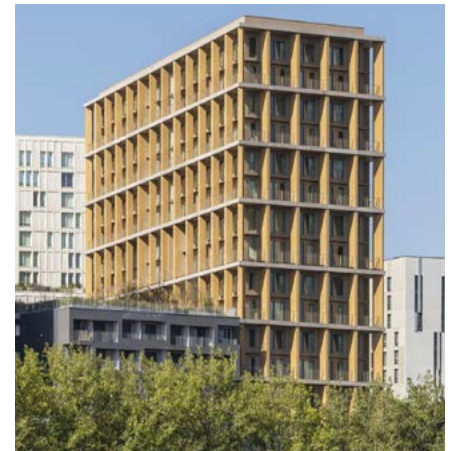
OFFICE



RETAIL



RESIDENTIAL



4.6 DEVELOPMENT PHASING

Redevelopment of the Matullia Lands will progress generally from east to west, beginning with DA-1 along Government Street, advancing through DA-2, and concluding with DA-3 at Barclay Point. The sequence reflects access and servicing locations and the need to maintain active employment uses during transition.

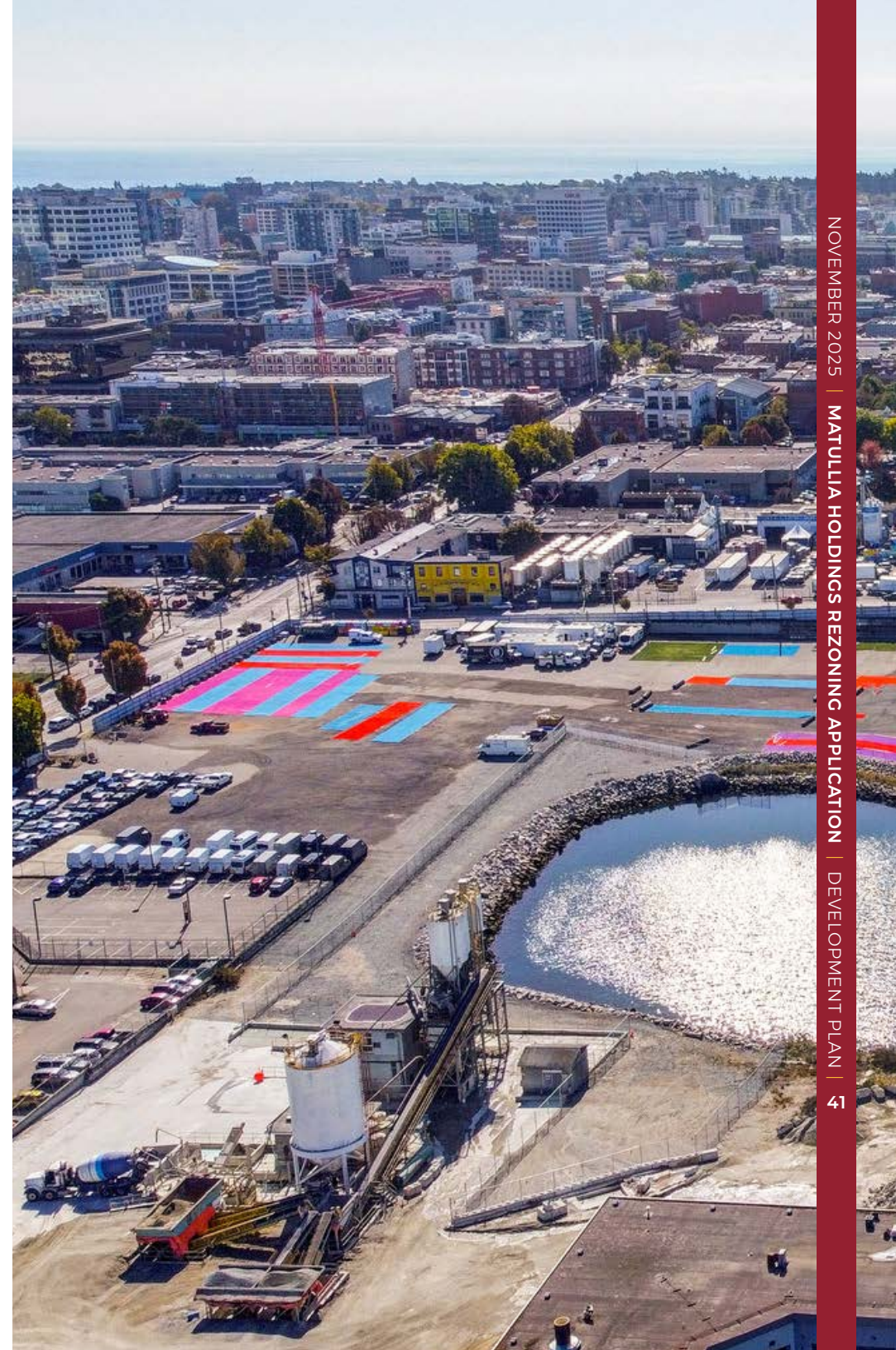
The Heidelberg Materials lease currently located on DA-2 and DA-3, anchors short-term industrial activity and revenue on the site. Its continued operation supports economic stability during early phases while allowing a gradual transition to redevelopment. As the lease approaches expiry, these lands will be integrated into later phases, completing the shift toward a mixed-use, employment-focused innovation district.

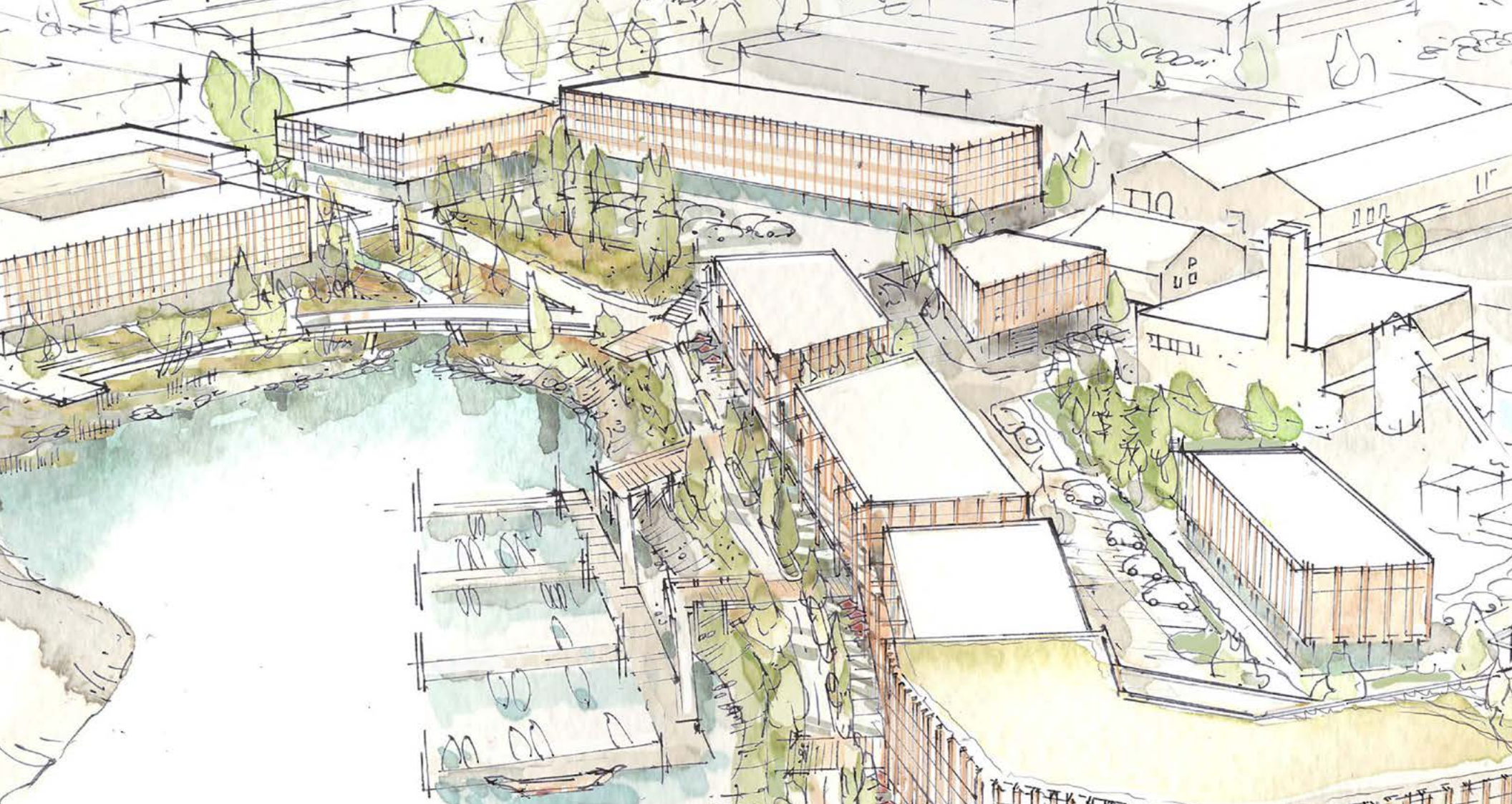
Phasing is intended to remain flexible, enabling portions of the site to proceed out of sequence where:

- Servicing and access are available.
- Commitments to required public realm and amenity improvements are met.

See Section 9 for detailed Phasing Strategy, focused on delivery of community benefits and amenities.

Matullia may explore the redevelopment potential of interim uses and development within DA-1 under the existing MI-1 zoning, which permits a range of employment and industrial uses. This approach would enable activation of the site in the near term while maintaining flexibility for future comprehensive redevelopment.





**HONOURING ROCK BAY'S HISTORY AS A
PLACE OF GATHERING AND TRADE, THE SITE
WILL ONCE AGAIN BRING PEOPLE TOGETHER
THROUGH CULTURE, LEARNING, AND SHARED
EXPERIENCE.**



Concept render by: Formline Architecture + Urbanism

5.0 BLUE-GREEN STRATEGY

5.1 OVERVIEW

The Blue-Green Strategy establishes an integrated framework for managing water, ecology, and open space across the Matullia Lands. It combines stormwater management, shoreline restoration, and landscape design into a connected network that reflects *ləkwəŋən* values of stewardship and respect for the land and water. Nature-based solutions transforms functional infrastructure into living systems that support biodiversity, climate resilience, and community well-being, while expressing the cultural and ecological identity of the Nations.

Key elements of the strategy include:

- **Blue-Green Design Principles** – integrating rainwater management, accessibility, play, and urban forestry to create a resilient and inclusive public realm.
- **Key Public Spaces** – including the Point Plaza, Connections Space, and the Waterfront Pathway, each combining gathering, ecology, and cultural expression.
- **Stormwater Management** – on-site systems that use bioswales, rain gardens, and permeable surfaces to slow, filter, and reuse water naturally.
- **Urban Forest Strategy** – expanding canopy coverage and habitat with native and climate-resilient species.
- **Integrated Risk and Adaptation** – a managed-risk approach to coastal flooding and geotechnical stability that prioritizes life safety and long-term viability.
- **Coastal Interface** – exploring soft-shore treatments, enhanced marine edges, and future dock and pedestrian bridge connections to restore the relationship between land and water.



5.2 BLUE-GREEN DESIGN PRINCIPLES

The landscape will embody key design principles: integrated rainwater management to support ecological resilience; accessible and inclusive spaces for all ages and abilities; playful and sensory experiences that encourage engagement; strengthened urban forest through thoughtful tree planting and naturalized, native vegetation to enhance biodiversity, regional identity, and environmental sustainability. Through these strategies, this project will honor the Songhees and Esquimalt Nations' stewardship and heritage through a high-quality, inclusive, and sustainable public realm.

LƏKʷƏŋƏN CULTURE AND STEWARDSHIP

Celebrate ləkʷəŋən heritage and ongoing stewardship through art, interpretation, and cultural landscapes that share stories of land and water. These spaces will foster education, reflection, and connection between people, place, and the natural environment.

NATURAL SHORELINE AND WATERSHED

Enhance the shoreline and integrate rainwater management through bioswales, native planting, and permeable surfaces. These features will restore ecological function, improve water quality, and support a watershed-based approach to stormwater management.

ACCESSIBILITY, INCLUSION, AND PLAY

Design open spaces and landscape features to be inclusive, engaging, and comfortable for all ages and abilities. Pathways, furnishings, lighting, and playful design elements will invite exploration and interaction throughout the site.

URBAN FOREST AND HABITAT

Expand the urban forest with native and climate-resilient trees planted in areas that provide adequate soil volumes and long-term growing conditions. Tree canopy and understory planting will enhance habitat, shade, and microclimate regulation.

CONNECTED BLUE-GREEN INFRASTRUCTURE

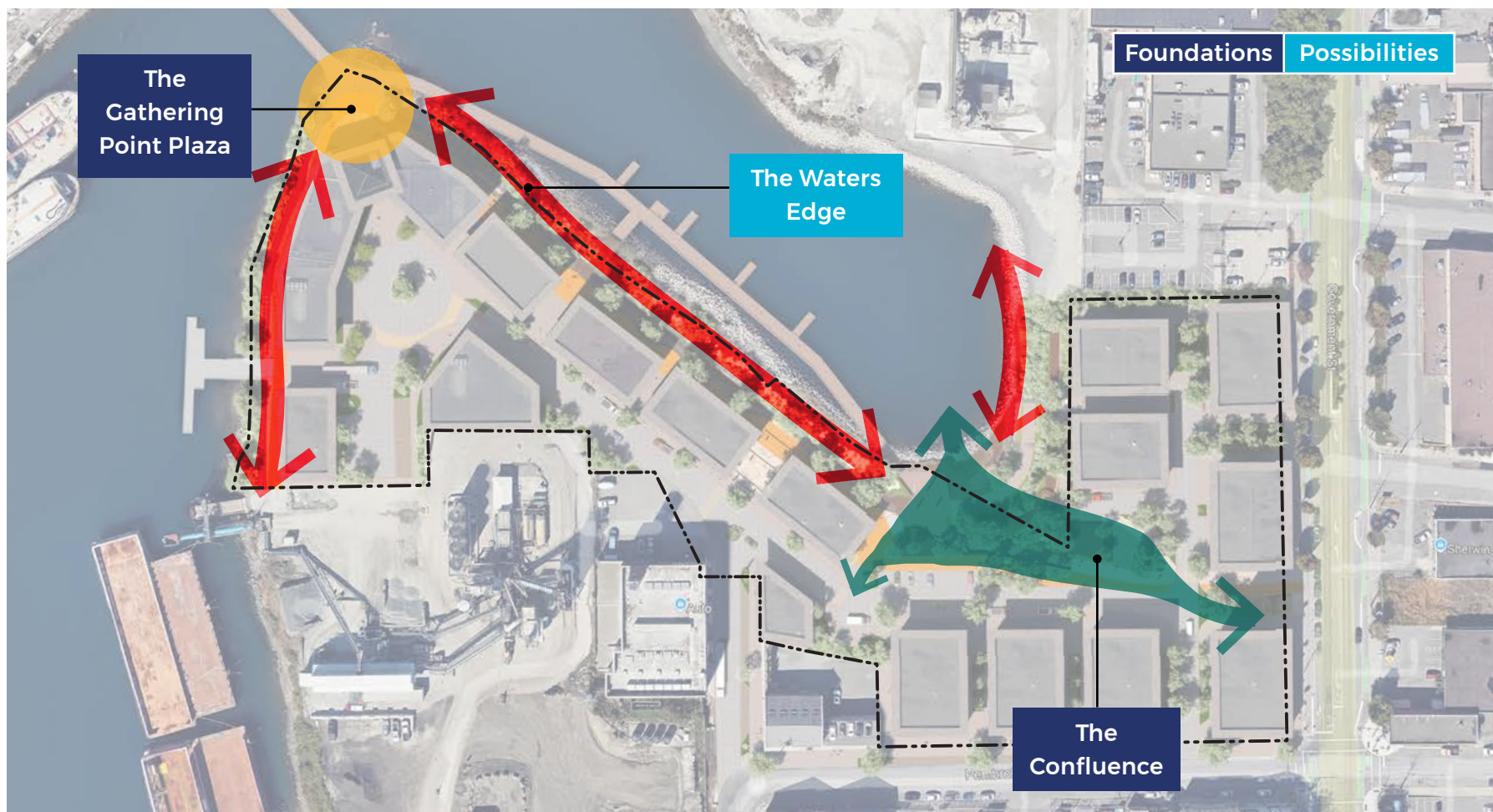
Create a continuous network of green corridors and open spaces that link the shoreline, plazas, and streets. Nature-based solutions will manage water, promote biodiversity, and reinforce a sense of place rooted in ecological function.

MARINE ACCESS & CONNECTIONS

Honour ləkʷəŋən relationships with the ocean and support a thriving working waterfront by providing recreational, educational, and functional access to the marine environment – where industry, culture, and community come together.

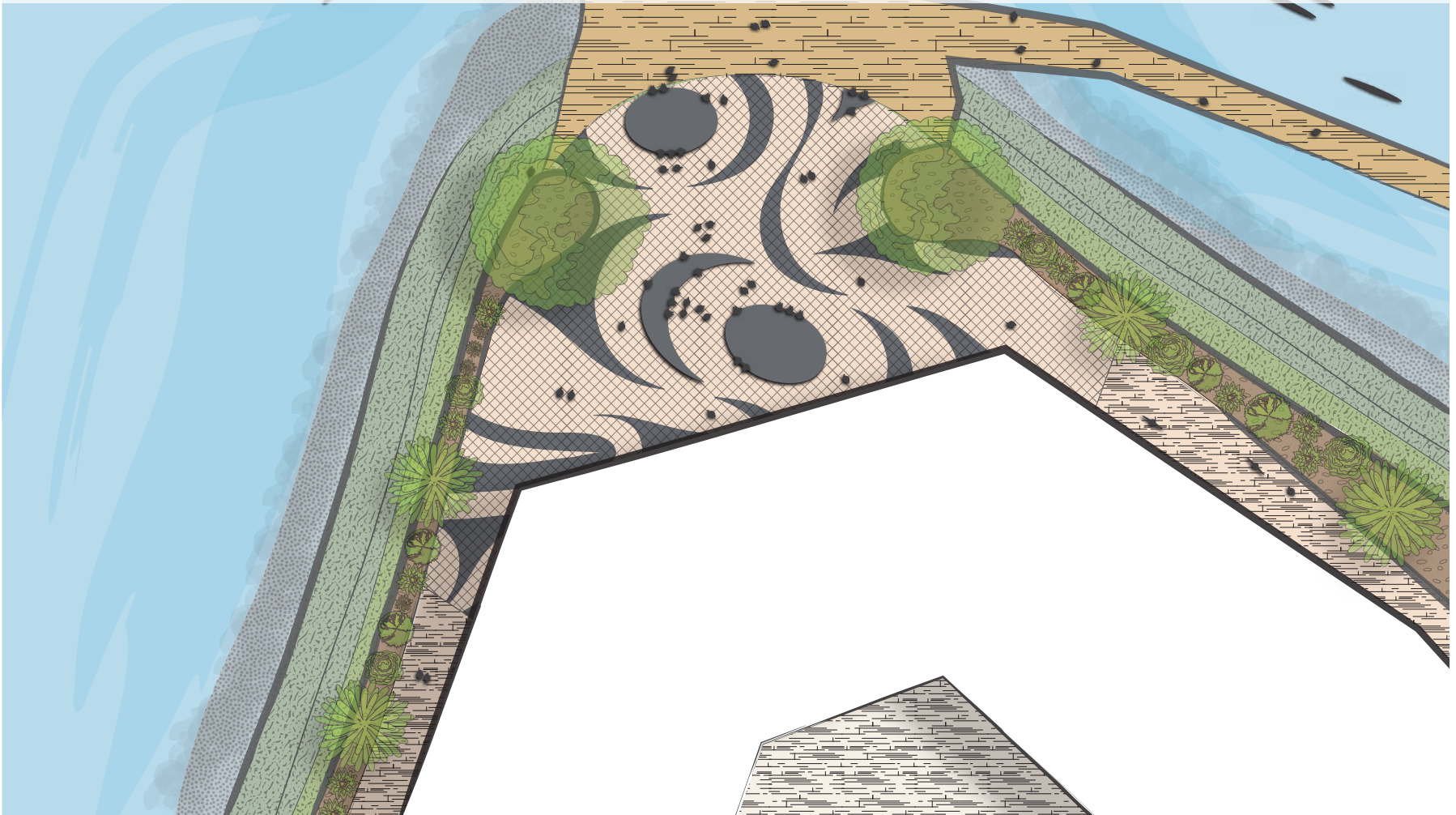
5.3 BLUE-GREEN PLAN

The Blue-Green Plan for the Matullia Lands establishes a framework that balances what is certain today with what will continue to evolve over time. As part of this rezoning, the Nations are proposing **Foundations**, which include the key blue-green elements to be delivered through initial development, while continuing to advance **Possibilities** that represent future opportunities for enhancement as the site grows and conditions change.



5.3.1 THE GATHERING POINT CONCEPT

The Gathering Point at the tip of the Matullia Lands will be a signature waterfront gathering space and cultural landmark along Victoria's Upper Harbour. Inspired by the site's history as a place of meeting and trade, it will express *lək'wəjən* culture through landscape and design, featuring large canopy trees, rain gardens, and soft planting that manage stormwater and create a comfortable, shaded setting. Durable paving, flexible seating, and active building frontages will support daily use, community events, and cultural gatherings, fostering a safe, vibrant connection between the plaza, the waterfront, and the surrounding public realm.



5.3.2 THE CONFLUENCE

The Confluence is a central landscape where land, water, and community meet, integrating ecological restoration with the urban fabric of Victoria's Upper Harbour. While the idea of daylighting a creek has been explored, it is not viable or historically appropriate for the Matullia Lands.

CREEK DAYLIGHTING – NOT APPROPRIATE

No natural creek ever existed on the site, and the area's hydrology was shaped by industrial infill, shoreline modification, and the creation of a piped storm system that now conveys runoff from the upper watershed. Introducing an artificial stream would offer limited ecological benefit, require significant grading and pumping, and conflict with existing infrastructure and soil conditions.

DESIGN DIRECTIONS

Instead, the design focuses on authentic restoration and sustainable water management that reflects the site's real history and environmental context. Buildings will manage rainfall through green infrastructure such as bioswales and rain gardens, while larger storm events will be directed to landscaped areas that provide overflow capacity and seasonal water features. These systems reduce demand on the City's storm network while enhancing biodiversity and public awareness of natural processes. Interpretive elements and native planting will celebrate *ləkʷəŋən* culture and stewardship, transforming the Confluence into a living landscape that unites infrastructure, ecology, and community gathering.

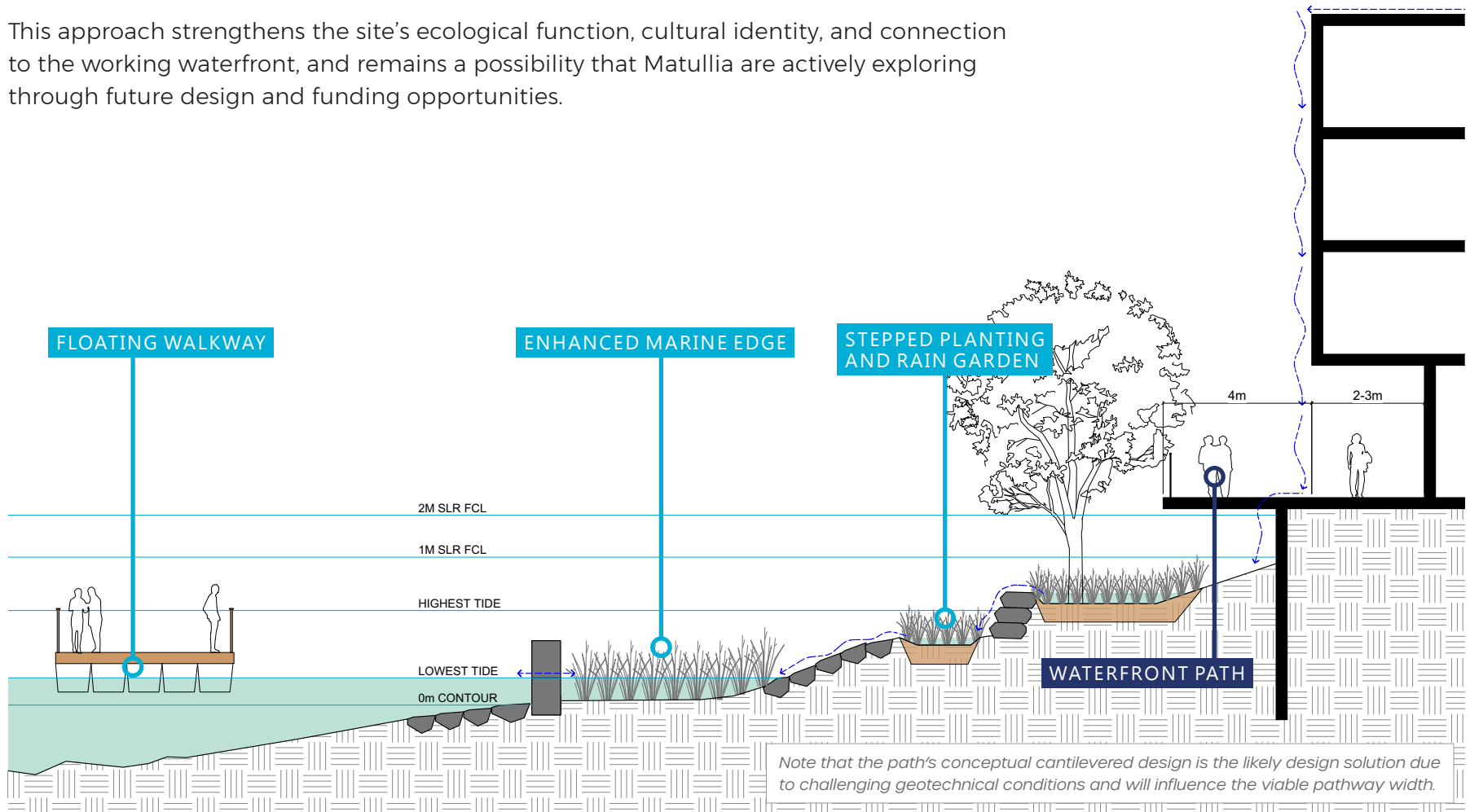


5.3.3 THE WATERS EDGE

The Water's Edge at Matullia will define the transition between land and sea through a layered landscape that blends ecology, culture, and design. Enhanced marine edges, stepped planting terraces, and rain gardens will manage stormwater while softening the boundary between built and natural environments. Timber, stone, and steel elements will reflect both Coast Salish traditions and Rock Bay's industrial character, creating a resilient shoreline that invites people to experience the changing tides and marine ecology up close.

This approach strengthens the site's ecological function, cultural identity, and connection to the working waterfront, and remains a possibility that Matullia are actively exploring through future design and funding opportunities.

Foundations Possibilities



5.4 PRECEDENT GALLERY: BLUE GREEN STRATEGY

GATHERING POINT PLAZA



THE CONFLUENCE



WATERS EDGE



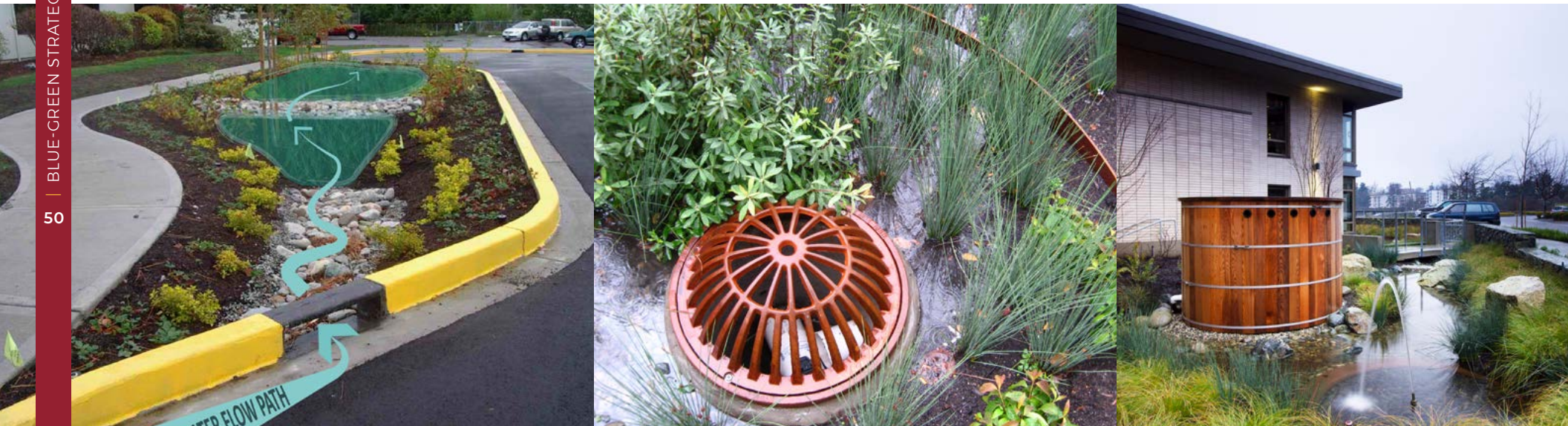
5.5 RAINWATER MANAGEMENT

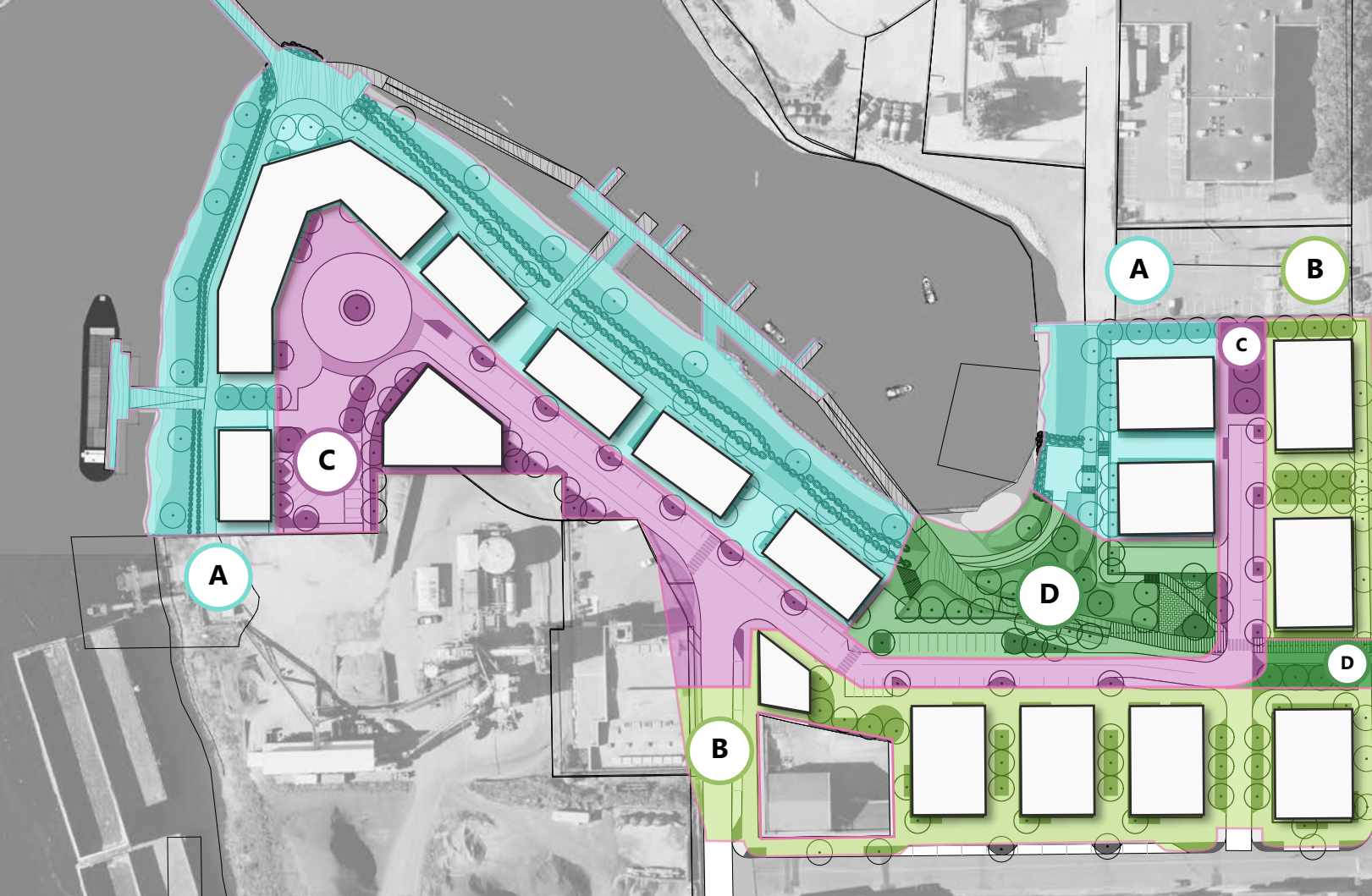
5.5.1 RAINWATER MANAGEMENT AREAS

Green infrastructure (GSI) will be incorporated throughout the site to help protect waterways, increase resiliency to weather events, reduce infrastructure costs associated with traditional stormwater pipes, and support urban biodiversity. These rainwater features will clean and slow stormwater delivery to the municipal storm drain network, while providing a functional and aesthetic feature. Stormwater areas will be calculated based on 5% of impervious areas within the catchment, based on the City of Victoria's water quality treatment standards. Rainwater Management Areas include:

- A. On-Site Shoreline**
- B. On-Site Upland**
- C. Internal Streets**
- D. The Confluence**

See the Rainwater Management Plan on the next page.





RAINWATER MANAGEMENT PLAN

A

On-Site Shoreline

Rainwater management features will handle water runoff from buildings and associated hardscapes, and will integrate with the shoreline context and create a unifying blue green transition from the marine to built environment, including soft shores and intertidal restoration.

B

On-Site Upland

Rainwater management features will handle water runoff from buildings and associated hardscapes, and will integrate the landscape design of each building site. Opportunities will be considered to integrate runoff with the Confluence Open Space rainwater landscape as a bifurcated approach to enhance water management and enhance the functionality of the site.

C

Internal Streets

Cleanse and reduce stormwater runoff from existing streets and associated hardscape features, by integrating rain gardens in boulevard and lane areas.

D

The Confluence

Reduce effective impervious area by integrating permeable surfacing and by directing runoff to rainwater management landscapes. The Connections Open Space will function as a transition from piped discharge to the marine environment and create additional storage for site runoff.

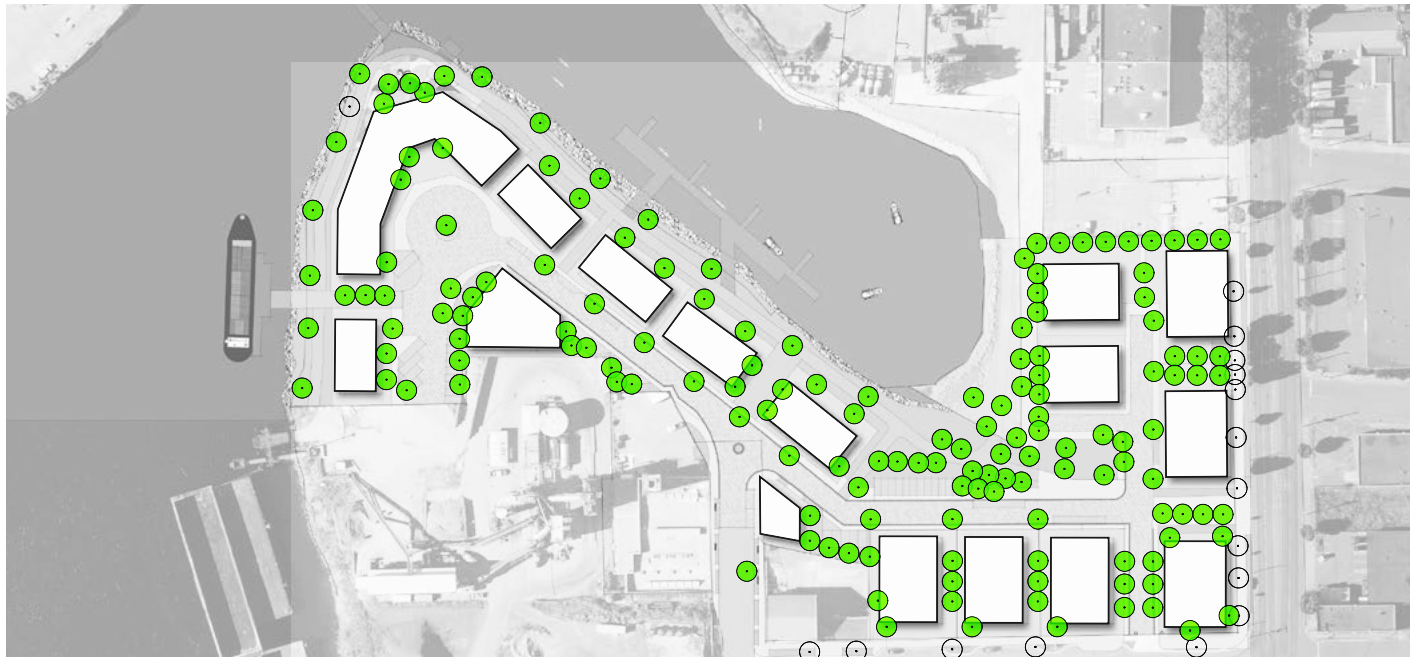
5.6 URBAN FOREST STRATEGY

Currently, the site contains one small arbutus tree within a rock retention area. The City's recent streetscape upgrades include 10 street trees on Government Street and 5 on Pembroke Street, totaling 16 existing trees in and around the site.

According to the City's Tree Protection Bylaw, the 30,900 m² site must include a minimum of 155 trees. In addition, the City's new OCP recommends 15% canopy coverage by 2050. The strategy will seek to meet these requirements through primarily new trees, distributed proportionally across parcels based on area and landscape potential. Flexibility will be maintained to plant trees in the most suitable areas, and any tree removals will influence replacement quantities.

The Preliminary Urban Forest Plan below identifies potential planting locations based on preliminary building layouts. Coastal vegetation and upland tree planting opportunities are incorporated along the marine edge.

This schematic plan will guide future Replacement Tree Plans at the Development Permit (DP) stage, where detailed design will refine locations, soil volumes, and species selection to ensure optimal growing conditions.



PRELIMINARY URBAN FOREST PLAN

 Potential tree
planting location

GUIDED BY **TRADITIONAL KNOWLEDGE** AND
COMMUNITY COLLABORATION, THE MATULLIA
LANDS WILL STAND AS A LIVING EXAMPLE OF
RECONCILIATION AND **RENEWAL**.



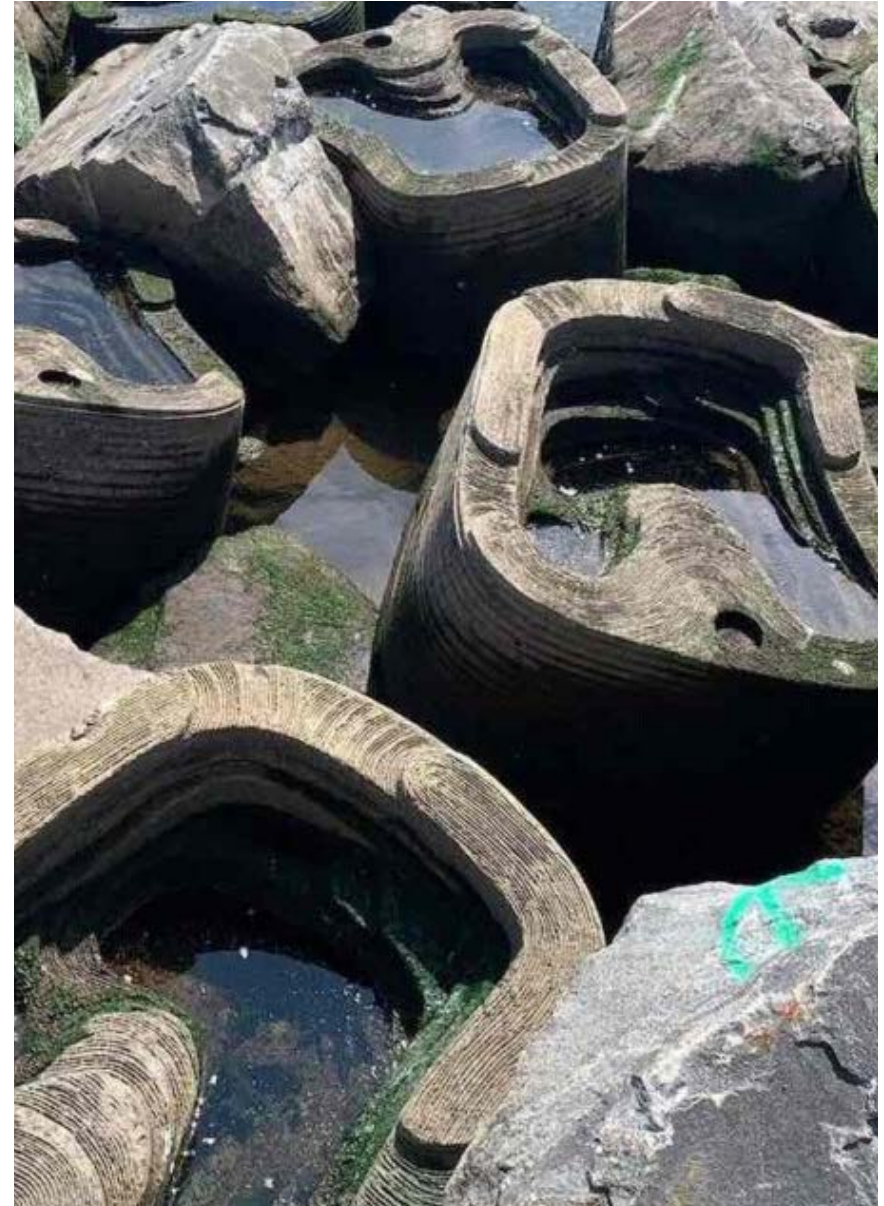
6.0 COASTAL ADAPTATION STRATEGY

6.1 OVERVIEW

Informed by Climate Change and Natural Hazard Resilience planning with Binnie, our overall strategy is to adopt a managed risk approach – recognizing that it is neither possible nor practical to eliminate all hazards, but that risks can be anticipated, designed for, and managed in a way that prioritizes life safety and keeps the project viable.

- **Coastal and stormwater management systems:** Our design will safely direct excess water, use landscaped areas as functional buffers, and stage adaptation measures over time. This mitigates the risks of flooding, reduces pressure on surrounding City infrastructure, and avoids disproportionate upfront costs.
- **Public realm and infrastructure:** Consistent with a managed risk approach, some roads, pathways, and open spaces may experience temporary flooding or disruption in rare events in the future. These areas will be intentionally designed to accommodate such events and recover quickly, ensuring impacts are predictable, low in severity, and do not compromise safety.
- **Long-term resilience:** Risk assessments and design criteria will be revisited as infrastructure is renewed, ensuring the approach evolves with updated climate science, provincial standards, and City policy.

In short, our managed risk approach, accepts controlled risk in less critical spaces, builds in flexibility for recovery, and ensures resilience is embedded by design.



6.2 GEOTECHNICAL AND STRUCTURAL RISK APPROACH

Guided by geotechnical and structural engineering assessments and input by Ryzuk Geotechnical and RJC Engineers, our geotechnical and structural strategy is to address known hazards such as liquefaction and lateral spreading in a way that prioritizes life safety and building performance within a managed risk framework.

Complete elimination of these hazards is neither technically feasible nor economically viable. Instead, foundations and structural systems will be designed to mitigate geotechnical risks to acceptable performance levels under defined design events (e.g., seismic shaking and climate-adjusted flood conditions). The objective is that buildings maintain structural integrity under those design events, and that safe evacuation and recovery remain possible even in more extreme, low-probability scenarios.

For roads, pathways, and landscaped areas, some movement or temporary disruption may occur during extreme events. These elements will be planned as flexible and resilient spaces – designed to accommodate impacts and return to service without compromising public safety or adjacent infrastructure.

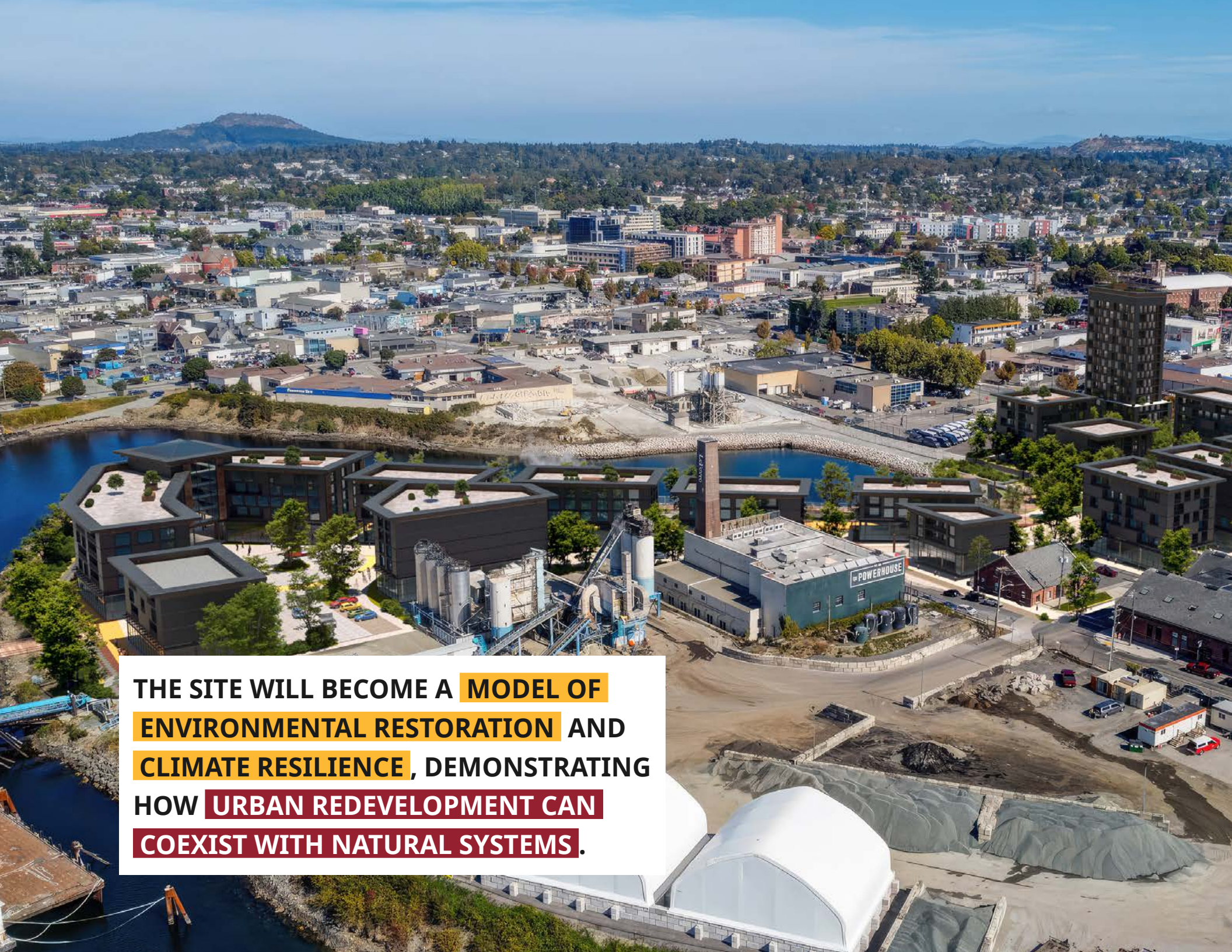
6.3 MARINE INFRASTRUCTURE – ACCESS & DOCKS

The Matullia Lands will maintain and enhance marine industrial access as a key component of the working waterfront, supporting long-term employment and economic activity. The project will also explore opportunities for small-scale recreational and community dock access and floating pathways that align with environmental conditions and cultural values. In the near term, a water lot will be established through existing industrial leases to support ongoing operations while allowing flexibility for future marine infrastructure that balances industrial use, ecological restoration, and public access to the harbour.

6.4 SHORELINE RESTORATION

The Matullia Lands envision a restored shoreline that replaces hard industrial edges with soft shore treatments and intertidal habitat. This approach would reintroduce natural slopes, native vegetation, and salt-tolerant plant communities to improve water quality, support biodiversity, and create a more resilient interface between land and sea. The design emphasizes ecological function and cultural expression, aligning with *ləkʷəŋən* values of stewardship and respect for the marine environment.

Matullia is actively pursuing funding and partnerships to explore the technical feasibility and long-term implementation of a soft shores approach and intertidal restoration along the site's shoreline.



THE SITE WILL BECOME A **MODEL OF ENVIRONMENTAL RESTORATION AND CLIMATE RESILIENCE**, DEMONSTRATING HOW **URBAN REDEVELOPMENT CAN COEXIST WITH NATURAL SYSTEMS.**

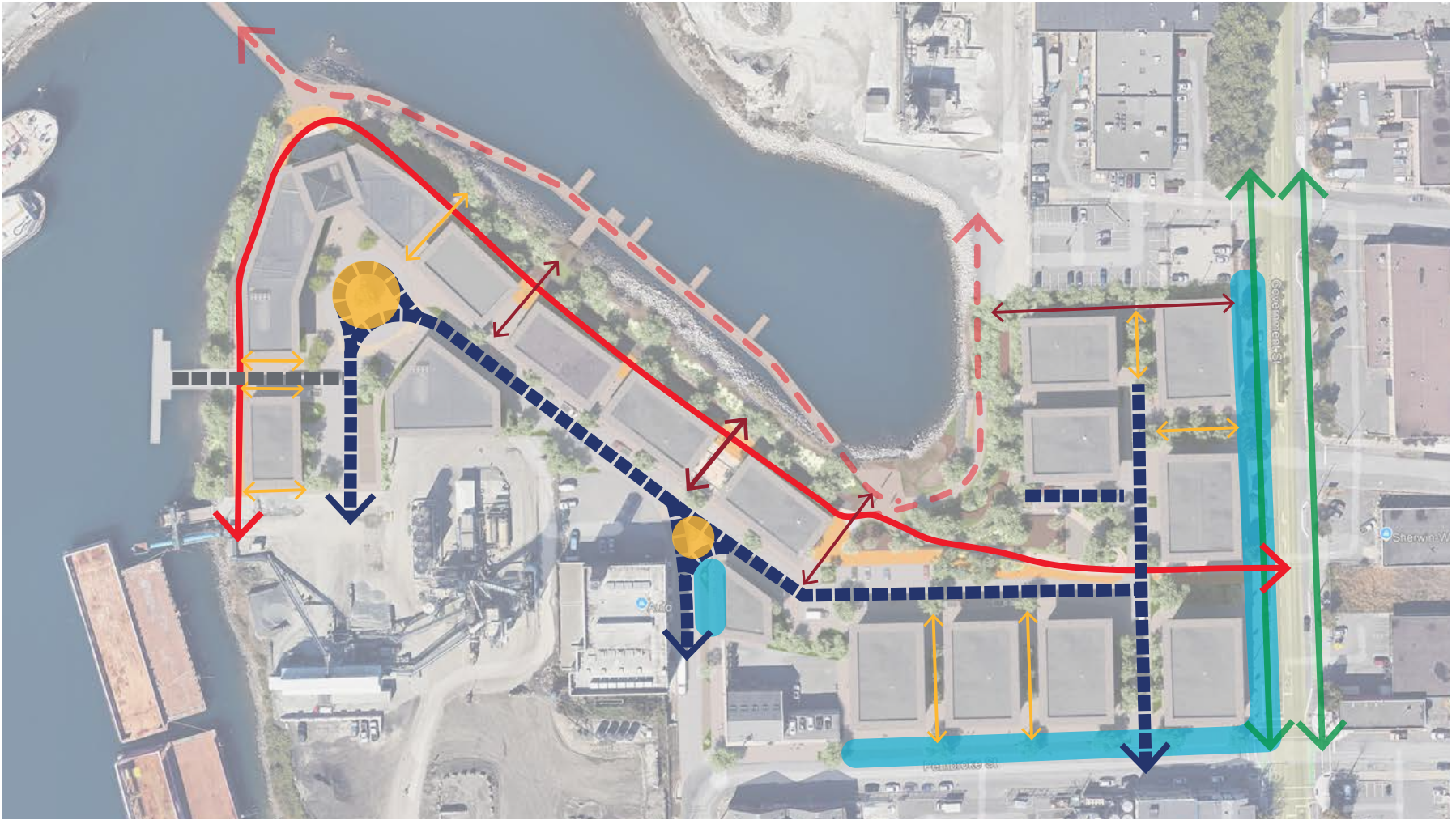
7.0 MOBILITY STRATEGY

7.1 MOBILITY PLAN

The mobility strategy for the Matullia Lands supports a flexible, multimodal, and inclusive approach to movement across the site. Rooted in principles of accessibility, sustainability, and efficiency, the plan balances the needs of industrial operations with a safe and comfortable environment for pedestrians, cyclists, and potential future residents. The network of internal streets, pathways, and water access points will connect seamlessly to the surrounding downtown, waterfront, and neighbourhoods, encouraging active transportation and reducing dependence on private vehicles. Frontage improvements along Government Street and related off-site upgrades will enhance safety, accessibility, and connectivity to the broader transportation network. As the site evolves, mobility infrastructure will adapt to shifting land uses, supporting a vibrant mixed-use area that prioritizes connectivity, safety, and low-carbon travel choices.

An overview of the Mobility Plan is presented on the following page.





- | | | |
|---------------------|-------------------------------------|---|
| Waterfront Path | Potential Waterfront Path Additions | Government Street Bike Lanes |
| Greenway Connection | Loading Ramp | Frontage Improvements (where necessary) |
| Sidewalk Connection | Roadway | Traffic Circle |

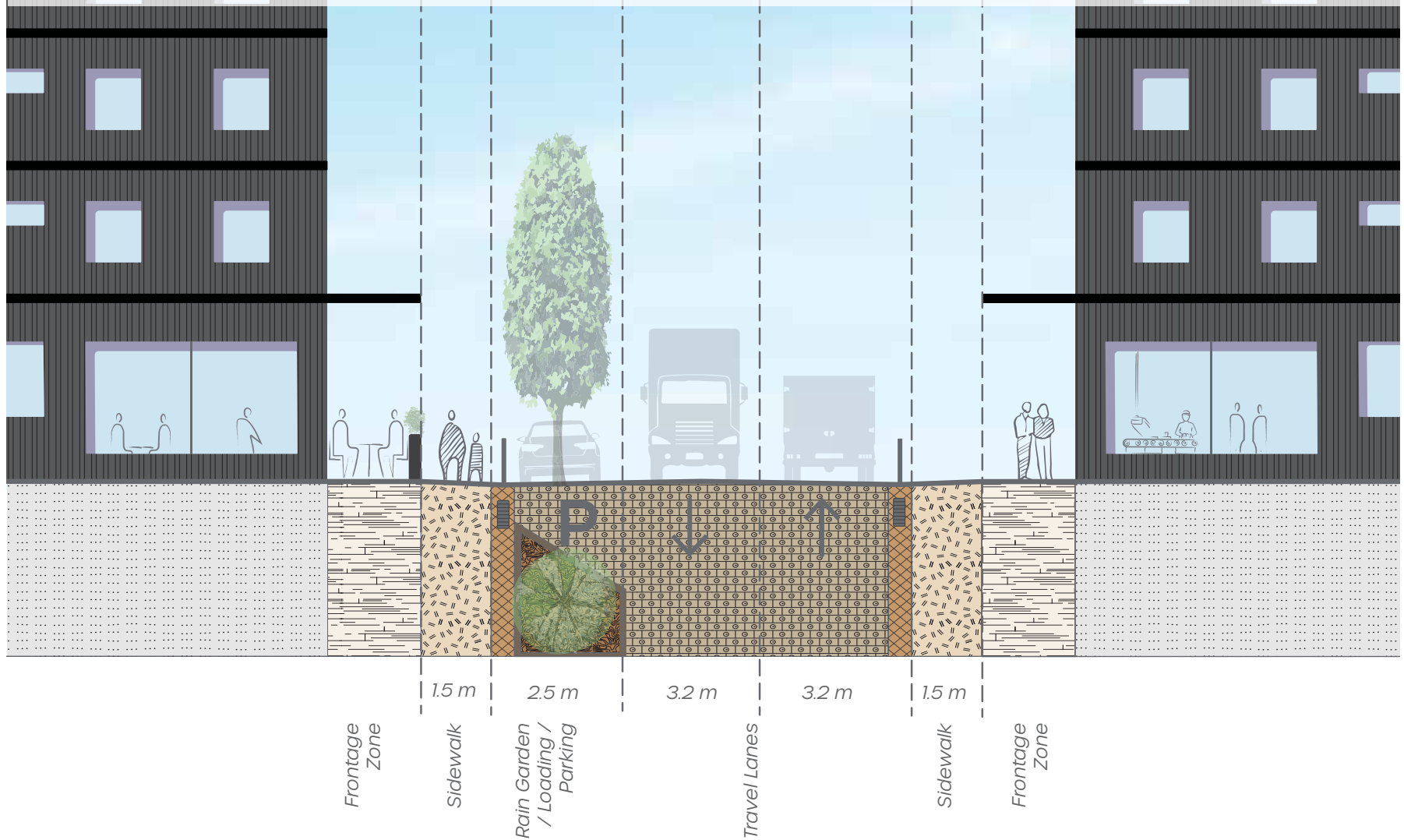
7.2 WATERFRONT PATHWAY CONCEPT

The Waterfront Pathway at Matullia will extend Victoria's Harbour Pathway with a distinctly Indigenous-led design. Framed by timber, stone, and steel, it will reflect both Coast Salish traditions and Rock Bay's industrial heritage. Interpretive features, public art, and gathering spaces will share *ləkwəŋən* stories and offer places to rest and connect with the water, creating an open, walkable edge that links the Nations' vision to the wider waterfront.



7.3 INTERNAL STREET DESIGN CONCEPT

The internal streets of the Matullia Lands are designed as curbless, shared spaces that balance industrial needs with pedestrian comfort. They accommodate vehicles, cyclists, and pedestrians while allowing flexible loading, parking, and staging for larger vehicles. The dimensions are approximate and intended to provide a balance between maneuverability and comfort for all users.



7.4 TRAFFIC IMPACT ASSESSMENT

A Transportation Impact Assessment (WATT Consulting, Oct 2025) confirms that the proposed development can be accommodated within the existing road network with no major traffic or safety impacts.

7.4.1 MINOR IMPACTS IDENTIFIED

Limited impacts are confined to a minor queuing issue for the southbound right-turn movement at Government / Pembroke Street, which slightly exceeds available storage during peak hours. All other intersections and site accesses are expected to operate at acceptable levels of service.

7.4.2 RECOMMENDATIONS

Recommended measures include:

- Extending the right-turn storage at Government / Pembroke Street; and,
- Maintaining clear sightlines at site accesses.

WATT further concluded that the planned multimodal improvements – including enhanced cycling and walking connections and the potential pathway bridge – will further support sustainable travel and reduce vehicle dependence.

8.4.3 PRINCESS AVE CROSSING

The City requested that a pedestrian crossing at Government Street / Princess Avenue be considered as part of this development.

WATT's assessment found there is limited need for a new crossing at that location at this time, because:

- There are no existing crossings further east at Douglas Street / Princess Avenue;
- Pedestrians can already cross safely at Government Street / Pembroke Street (one block south); and,
- There are few destinations east of the site along Princess Avenue (limited commercial, institutional, or recreational uses).

The TIA concludes that the site is adequately served by the existing pedestrian network and that a new crossing at Government / Princess Avenue is not warranted at this stage.

7.5 PARKING & TDM STRATEGY

7.5.1 PARKING & LOADING

Parking and loading for the Matullia Lands include a combination of internal street design, off-street parking (e.g., underground), interim parking areas, and a possible centralized parking structure.

No minimum parking requirements will apply within the Matullia Lands. Instead, parking supply and management will be determined through parking studies at each Development Permit (DP) stage, informed by evolving land use mix, modal split, and TDM performance.

Parking will be managed at the site level, allowing for:

- On- and off-street parking supply,
- Shared and centralized parking structures.
- Temporary use of undeveloped lands for interim parking.
- Integration of TDM measures (see below).

This flexible approach enables efficient land use, encourages active and shared modes, and aligns with the Nations' goals of sustainability, innovation, and stewardship.

7.5.2 TRANSPORTATION DEMAND MANAGEMENT

A comprehensive parking and Transportation Demand Management (TDM) strategy will be established for the Matullia Lands to reduce reliance on single-occupant vehicles and promote low-carbon, multimodal travel. The site's central location, proximity to downtown, proximity to transit, and integration with the Waterfront Pathway and Government Street bike network position it well to support walking, cycling, and transit use.

Key measures may include:

- Active transportation infrastructure such as secure end-of-trip facilities, showers, and lockers for cyclists.
- Potential shared mobility options including bike-share and e-scooter stations within the site.
- Pedestrian connectivity through accessible routes linking the site to surrounding neighbourhoods and transit stops.
- Parking management that emphasizes shared use, centralized parking, and integration of car-share vehicles.
- Dedicated loading and pick-up zones for ride-hailing, deliveries, and goods movement to reduce conflicts with active modes.

As redevelopment proceeds, these measures will evolve to respond to the site's mixed-use composition and phased growth. Collectively, the TDM strategy will help balance mobility needs, support modal shift, and reflect the Nations' commitment to environmental stewardship and long-term sustainability.

7.5.3 RECOMMENDED TDM MEASURES

At the DP stage, detailed TDM commitments will be refined in collaboration with the City, Nations, and development partners. The following table outlines preliminary measures and targets to be finalized in the future: Each DP will include a TDM plan confirming applicable measures and, where appropriate, performance metrics. Over time, the TDM strategy will evolve with site build-out, ensuring parking and mobility remain balanced, adaptable, and consistent with long-term sustainability objectives.

TDM MEASURE	DESCRIPTION / RATE	APPLICABLE LAND USE
BC Transit EcoPASS Contributions	Contribute \$1,500 per dwelling unit for at least three years, prioritizing market rental and below-market rental units.	Residential
End-of-Trip Facilities (Residential)	Provide secure end-of-trip facilities including bike repair and wash stations in all residential buildings.	Residential
Carshare (Memberships + Vehicles)	Provide carshare memberships to all residential units and work with service providers (e.g., Modo, Evo) to supply vehicles and stalls as follows: 50–149 units = 1 vehicle; 150–299 = 2 vehicles; 300+ = 3 vehicles.	Residential
Enhanced Long-Term Bicycle Parking	Provide 20% more long-term bicycle parking than required, with 50% of stalls having 110V outlets and 10% sized for oversized bicycles.	Residential
End-of-Trip Facilities (Employment Uses)	Provide end-of-trip amenities (WC, shower, lockers, repair station) consistent with City of Victoria guidelines.	Employment / Office / High-Tech / Creative Production
Carshare (Employment Uses)	Provide dedicated carshare stalls near employment uses at a rate of: 500–1,999 m ² = 1 stall; 2,000–4,999 m ² = 2 stalls; 5,000 m ² + = 3 stalls.	Employment / Office / Commercial
Oversized Bicycle Parking	Ensure at least 15% of long-term bicycle stalls accommodate oversized bicycles.	Employment / Office / Creative Production

7.6 PRECEDENT GALLERY: MOBILITY

STREETSCAPE



PATHWAYS AND CONNECTIONS



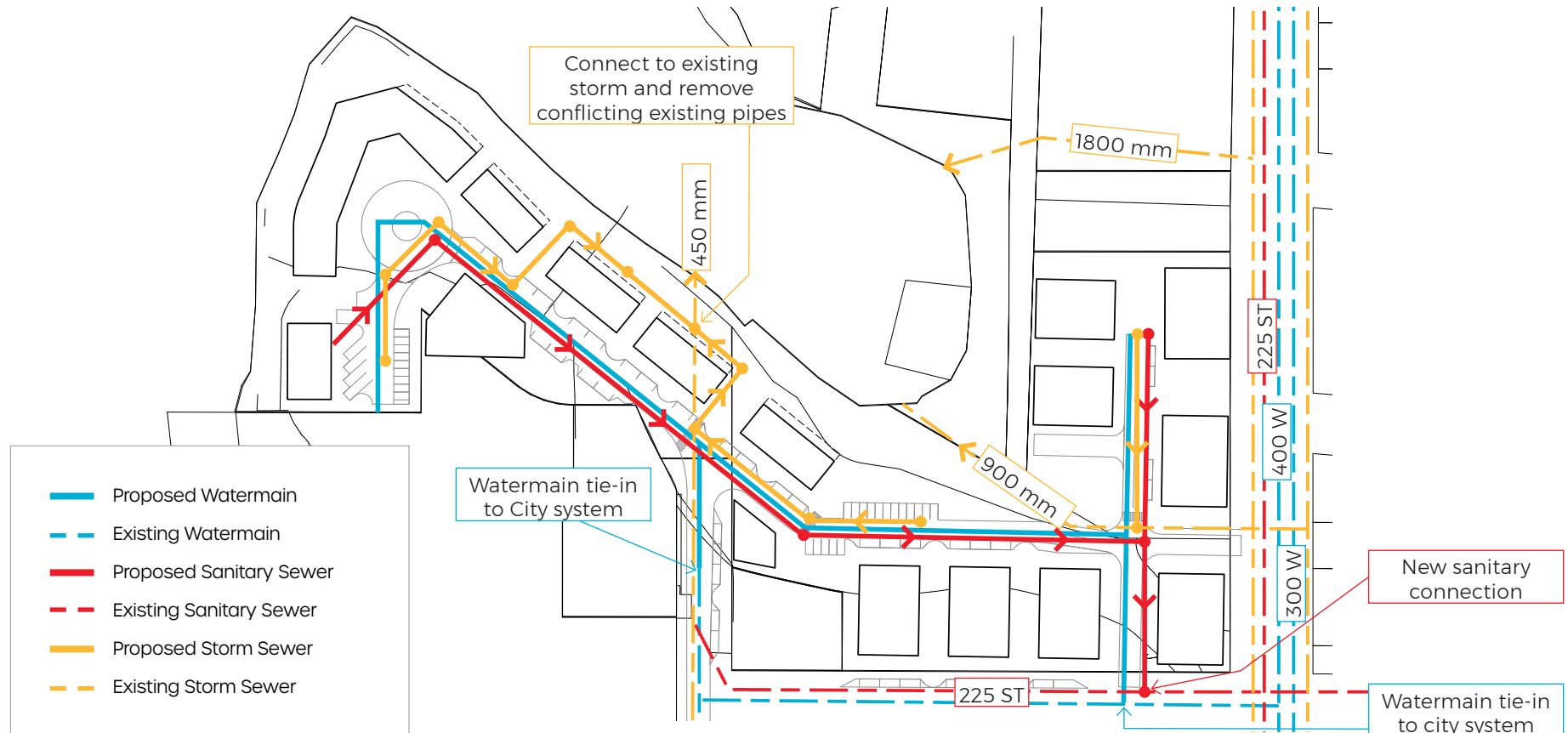


THE REDEVELOPMENT OF THE MATULLIA LANDS
REPRESENTS A PLACE OF STEWARDSHIP, INNOVATION,
AND CONNECTION FOR GENERATIONS TO COME.

8.0 SERVICING & INFRASTRUCTURE

8.1 SERVICING & INFRASTRUCTURE PLAN

The Matullia Lands are well positioned for redevelopment, surrounded by existing municipal infrastructure for sanitary sewer, stormwater, and water servicing. These services are located along Government, Pembroke, and Store Streets, providing multiple points of connection to the City's established utility network. Future servicing upgrades will be coordinated with the City of Victoria to ensure adequate capacity for the site's mix of industrial, commercial, cultural, and potential residential uses.



8.2 STORMWATER MANAGEMENT

The stormwater strategy for the Matullia Lands is based on integrated, on-site management rather than connection to the City's existing storm system. Due to the site's low elevation, tying into the municipal network would require pumping stormwater uphill, only for it to eventually discharge to the ocean. Instead, where practical the project proposes to use Nature-based Solutions and GSI to manage water naturally, visibly, and sustainably within the site.

See Section 5.5 for an overview of stormwater management.

8.3 INFRASTRUCTURE PHASING

Infrastructure upgrades will be delivered in coordination with each phase of development, ensuring that servicing, access, and stormwater systems are constructed as new buildings and public spaces come online.

See Section 9 for more details.





THE NATIONS REAFFIRM THEIR **DEEP CONNECTION**
TO THE **LANDS AND WATERS OF ROCK BAY** AND
THEIR LONG-TERM VISION FOR **ECONOMIC AND**
CULTURAL PROSPERITY AND **RESILIENCE**.

9.0 PHASING STRATEGY

The Phasing Strategy outlines how redevelopment of the Matullia Lands will unfold over time, establishing a clear framework for delivering infrastructure, benefits, and amenities across three primary phases. It allows Matullia to adapt to evolving partnerships, market conditions, and technical opportunities.

Guided by a “Foundations and Possibilities” approach, the strategy secures key public realm and servicing commitments while maintaining flexibility for future enhancements and expansion. Together, these provisions provide a roadmap for transforming the site into a resilient, Indigenous-led, employment-focused waterfront district.

9.1 PHASING OVERVIEW

Redevelopment will proceed in coordinated phases that balance project feasibility, development viability, and community benefit. The sequence will generally advance east to west—beginning with DA-1 (Government Street), followed by DA-2, and concluding with DA-3 (Barclay Point)—reflecting servicing and access conditions while sustaining active industrial uses during the transition.

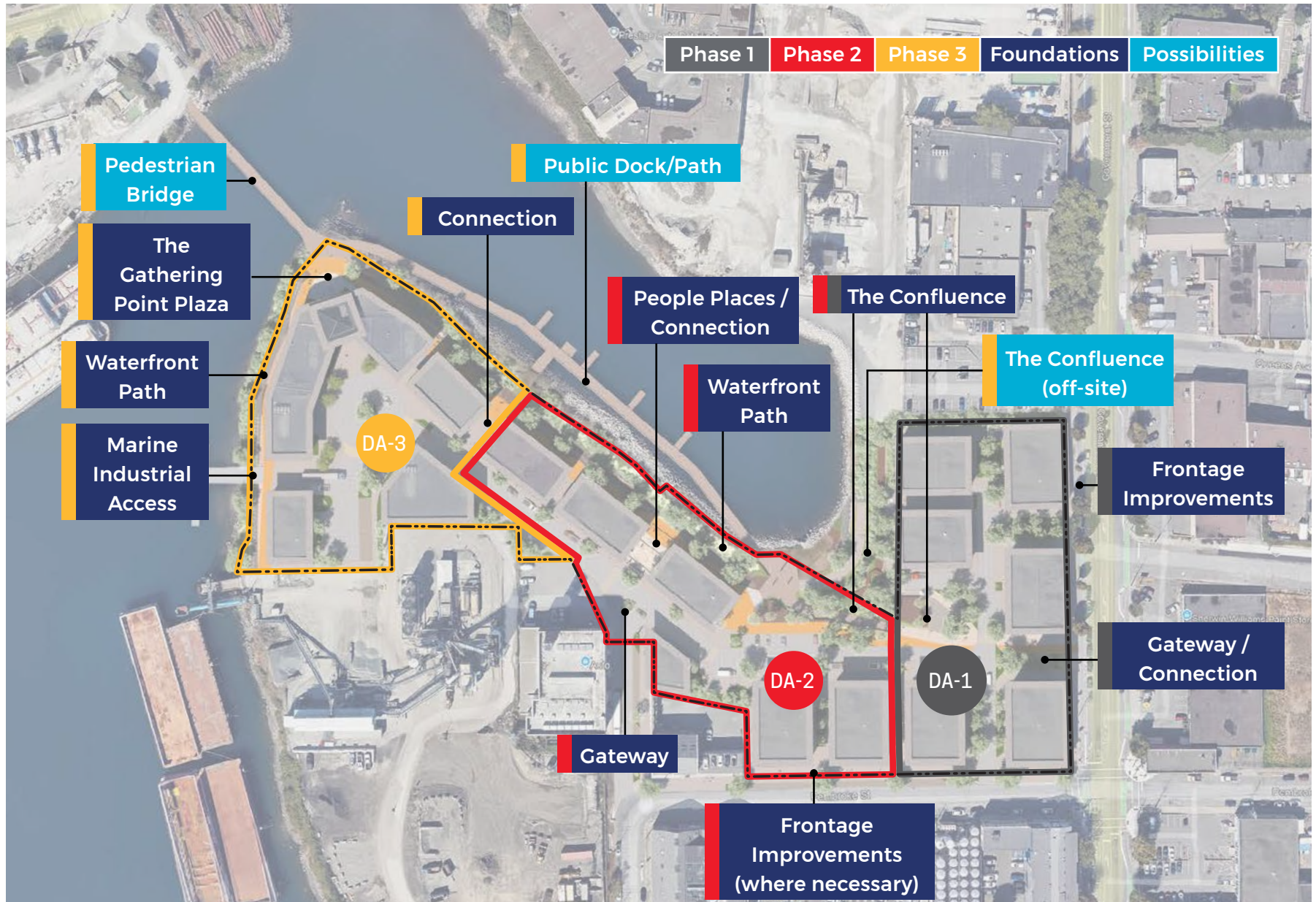
The Heidelberg Materials lease on DA-2 and DA-3 provides stable economic activation through the early phases. As the lease approaches completion, these lands will transition into later phases, completing the shift toward a mixed-use innovation district.

Phasing will remain flexible, enabling portions of the site to advance out of sequence where: [a] required servicing and access are available; and [b] public realm and amenity commitments for that phase are met.

The Phasing Plan on the following page (Section 9.2) illustrates the anticipated order of development, key infrastructure, and the distribution of community benefits and amenities to be delivered as the project progresses.



9.2 PHASING PLAN



9.3 INFRASTRUCTURE PHASING

Infrastructure and servicing will be delivered in step with each phase of development, ensuring efficient, coordinated, and sustainable build-out.

- **Phase 1 (DA-1)** — Establishes primary water, sanitary, storm, and access corridors, along with early green-infrastructure systems to support initial employment and mixed-use development. Buffers are provided where needed between interim industrial activity (Heidelberg lease) and potential residential uses.
- **Phase 2 (DA-2)** — Extends utilities, internal streets, and stormwater networks, maintaining flexibility for industrial use during the transition period.
- **Phase 3 (DA-3)** — Completes waterfront and plaza infrastructure, integrates marine and public realm improvements, and connects the full blue-green network.

Future servicing upgrades will be coordinated with the City of Victoria to align with long-term capacity needs and off-site infrastructure improvements.



9.4 PHASING OF COMMUNITY BENEFITS & AMENITIES

Redevelopment of the Matullia Lands will deliver a coordinated package of community benefits and public amenities over time.

Benefits represent the direct and indirect social, cultural, environmental, and economic outcomes achieved through the project's implementation.

See 9.4.1 for a description of key Community Benefits.

Amenities represent the physical public spaces and features provided through the rezoning, creating lasting value for the Nations, the City, and the broader community.

See 9.4.2 for a description of key Community Amenities.

Together, these provisions form the Foundations of the project – tangible commitments that ensure that the project delivers meaningful public and community outcomes.

They will be complemented over time by additional **Possibilities** (see Section 9.5), which identify future opportunities such as shoreline restoration, expanded marine infrastructure, and cultural facilities that can be pursued as funding, partnerships, and feasibility allow.

This approach ensures that each phase contributes to a complete and connected district while leaving room for the site's vision to evolve over time.

9.4.1 COMMUNITY BENEFITS



RECONCILIATION IN ACTION

Demonstrates Indigenous leadership in city building through Songhees and Esquimalt stewardship, governance, and design.

FRONTAGE AND OFF-SITE IMPROVEMENTS

Upgrades along Government, Pembroke, and Store Streets will enhance safety, accessibility, and connections to surrounding neighbourhoods.

ECONOMIC DEVELOPMENT, INNOVATION, AND EMPLOYMENT

Creates long-term opportunities for training, entrepreneurship, and local jobs through a diverse mix of industrial, cultural, and creative uses, while contributing to the City's broader economy through new employment space, investment, and tax revenue.

INDUSTRIAL WATER ACCESS

Maintains marine industrial access to support ongoing employment and a working waterfront consistent with the Nations' economic vision.

RESTORATION, REMEDIATION, AND CLIMATE RESILIENCE

Transforms a remediated industrial site into a model of sustainable, climate-resilient urban redevelopment.

GROUND-FLOOR ACTIVATION AND FLEXIBLE SPACES

Encourages lively, adaptable spaces that support retail, food, maker, and cultural uses at the street level.

PUBLIC ACCESS

Ensures the waterfront and internal network of streets and plazas remain open, welcoming, and connected to the broader Harbour Pathway.

HOUSING

Potential to provide limited upper-storey residential opportunities to complement employment uses and support a complete mixed-use community.

9.4.2 COMMUNITY AMENITIES



PUBLIC ACCESS, OWNERSHIP, AND MAINTENANCE

The waterfront pathway, plazas, and other publicly accessible amenities will remain under Matullia ownership, with public access secured through a Statutory Right-of-Way (SRW) or similar easement. The City will assume responsibility for maintaining the waterfront path and core public spaces, ensuring safe and continuous access while respecting the Nations' ownership and stewardship of the lands.

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, ceremony, and daily gathering, 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.

9.4.3 PHASING PLAN DELIVERY TIMING

The following table summarizes the anticipated delivery of infrastructure, benefits, and amenities across the Matullia Lands. It reflects the Foundations established through this rezoning – core commitments that ensure each phase contributes to the overall vision of a connected, employment-focused waterfront district.

The detailed design and delivery of the project’s components, including the Foundations, public realm elements, and future Possibilities, will be refined in close collaboration with City staff through the rezoning, development permit, and implementation phases.

Additional Possibilities – including soft-shore restoration, a pedestrian bridge, waterfront docks, and expanded cultural or community facilities – may be advanced in later phases as funding, partnerships, and technical feasibility allow. These initiatives are not required for zoning approval but represent the long-term evolution of the Matullia vision.

CATEGORY	ITEM	DEVELOPMENT AREA / PHASE			NOTES
		P1	P2	P3	
Infrastructure	Site Servicing & Access				Delivered with each DA; coordinated with City infrastructure upgrades
	Frontage Improvements				Government, Pembroke, and Store Street where applicable
Benefits	Reconciliation in Action				Ongoing through Indigenous leadership and governance
	Economic Development & Employment				Creates local jobs and contributes to City tax base and economic vitality
	Industrial Water Access				Maintained and expanded in later phases as operations evolve
	Restoration, Remediation & Climate Resilience				
	Ground-Floor Activation & Flexible Spaces				Implemented through each DP to support active frontages
	Public Access				Continuous connections through all phases
	Potential Housing				May be introduced in to complement employment uses
	Waterfront Path				Continuous connections through all phases
Amenities	The Gathering Point Plaza				Delivered at Barclay Point (DA-3)
	The Confluence SWM Area & Public Space				Implemented incrementally with each phase
	Gateways, Connection, & People Places				Implemented incrementally with each phase

9.5 PHASING OF POSSIBILITIES

Over time, additional opportunities may emerge to enhance the site's connectivity, ecology, and cultural expression. These Possibilities build on the Foundations established through this rezoning and represent longer-term initiatives that can be pursued as partnerships, funding, and feasibility allow.

While not required to enable the proposed zoning, these projects illustrate Matullia's ongoing commitment to innovation, reconciliation, and stewardship. Each would further strengthen the site's relationship with the harbour, expand cultural and

community opportunities, and extend the legacy of Indigenous leadership in city building.

Implementation of these initiatives is anticipated to follow the completion of core infrastructure and amenity works, generally occurring in later phases of redevelopment (DA-3 and beyond). This allows early phases to focus on servicing, employment space, and key public realm elements, while reserving flexibility for future enhancements once site conditions, partnerships, and funding align.



SOFT SHORES

Implements green-shore treatments and habitat enhancement along select portions of the waterfront to restore ecological function, improve marine and intertidal habitat, and create a more natural transition between land and water.



PEDESTRIAN BRIDGE

Explores a future crossing over Rock Bay that would extend the Harbour Pathway and link Matullia to the north side of Rock Bay, improving connectivity for walking and cycling.



MARINE DOCKS & WATER ACCESS POINTS

Provides new opportunities for small-craft, cultural, and community access to the water, including potential floating docks or platforms that accommodate marine activity, pathways, education, and public gathering, subject to further study, funding, and permitting.



EXPANDED CULTURAL AND COMMUNITY FACILITIES

Allows for the development of future cultural, educational, or community-serving spaces in partnership with the Nations, public agencies, or private sector partners, advancing reconciliation and cultural programming opportunities over time.



10.0 SUMMARY

The Matullia Lands rezoning represents a landmark opportunity for Indigenous-led city building on Victoria's Upper Harbour. The proposal seeks to rezone the 3.1-hectare site from Industrial (MI-1) to a new Comprehensive Development (CD) zone, enabling a phased, mixed-use redevelopment that combines employment, industrial, cultural, and limited residential uses within a resilient and inclusive waterfront district.

Rooted in the values of the Songhees and Esquimalt peoples, the project advances reconciliation in action by returning stewardship, decision-making, and long-term economic opportunity to the Songhees and Esquimalt Nations. The redevelopment builds on decades of environmental remediation and is guided by principles of sustainability, cultural expression, and economic reconciliation. The design approach reflects both Coast Salish traditions and Rock Bay's industrial heritage, creating a place that honours history while embracing innovation.

Through this rezoning, Matullia Holdings commits to delivering a series of Foundations, including the waterfront pathway, the Point plaza, landscaped stormwater areas, internal connections, and key open spaces, while continuing to pursue future Possibilities such as soft shore treatments, docks and waterfront access, a potential pedestrian bridge, and upper-storey residential opportunities.

The proposal aligns with the City's goals for employment intensification, sustainable waterfront redevelopment, and reconciliation with Indigenous Nations. It will transform an underutilized industrial site into a vibrant, multi-use innovation district that supports working waterfront activity, fosters new economic and cultural opportunities, and restores the ɬəkwəŋən presence to a historically significant place on Victoria's harbour.





MATULLIA HOLDINGS REZONING APPLICATION

NOVEMBER 2025