



**MATULLIA LANDS  
AT ROCK BAY**

**REZONING  
REPORT**

MAY 2026



# 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.

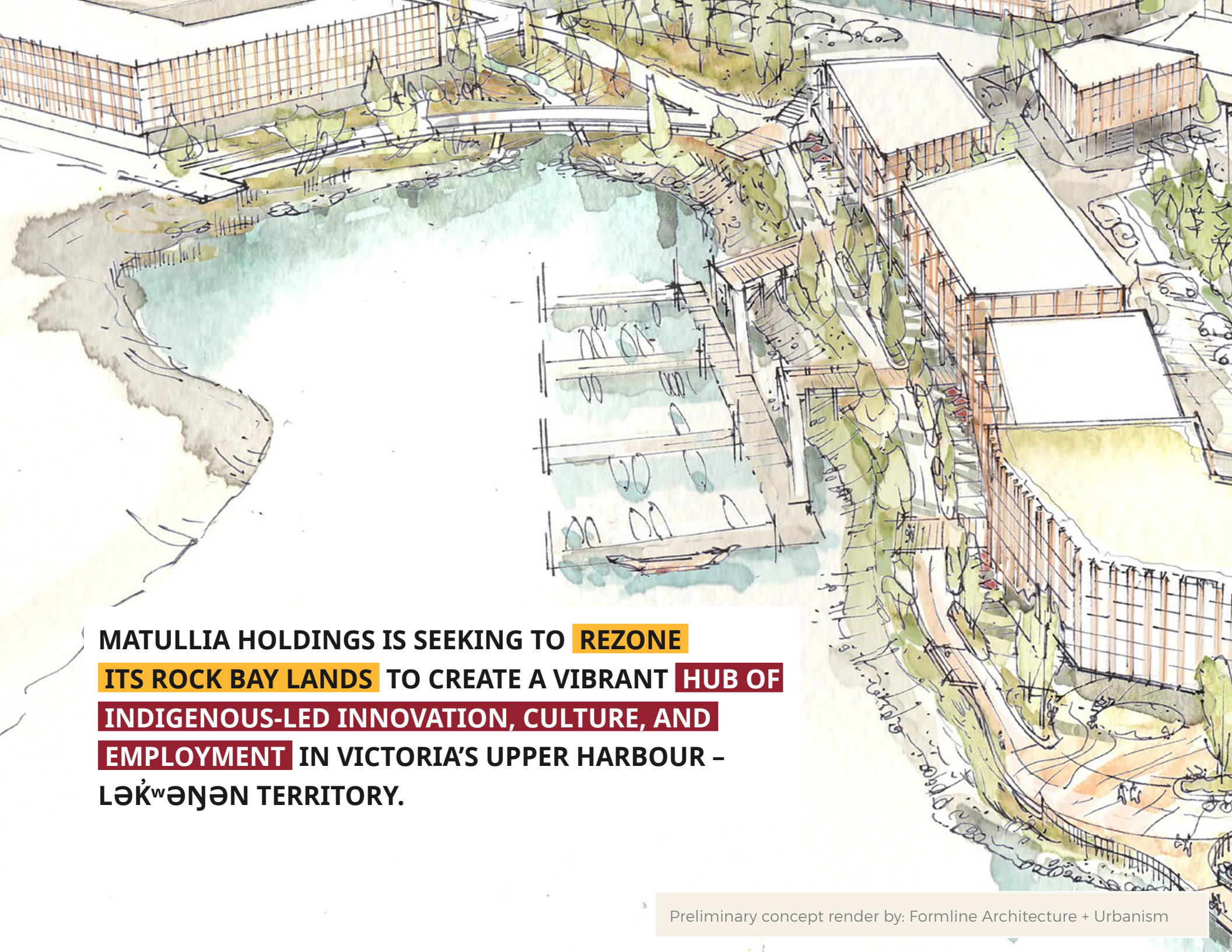
As such, we will embark on our mission to develop Rock Bay as a place for the Songhees and Esquimalt Nations – one that advances reconciliation, celebrates history, supports Indigenous economic prosperity, and restores the land in harmony with the values of the two Nations. Our commitment to these principles 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 -  
LƏK<sup>w</sup>ƏŋƏN TERRITORY.**

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



EMPLOYMENT USES

CONNECTIONS & GATEWAYS

MARINE INDUSTRIAL ACCESS

LANDSCAPE-BASED STORMWATER MANAGEMENT

WATERFRONT PATH

THE GATHERING POINT PLAZA

UPPER STOREY RESIDENTIAL

SHORELINE & INTER TIDAL RESTORATION

DOCKS & MARINE ACCESS

PEDESTRIAN BRIDGE

# WHY AN **EARLY** **ACTIVATION,** **FOUNDATIONS** **AND** **POSSIBILITIES** **APPROACH?**

## EARLY ACTIVATION

Early Activation represents the first phase of redevelopment following rezoning. It focuses on establishing early employment-generating uses, ongoing site activation, and the economic foundation needed to support future phases. This phase also secures key lands and infrastructure required for long-term public realm delivery and full site buildout.

## FOUNDATIONS

The Foundations are the core features and amenities to be delivered through redevelopment, shaping how people move through, gather within, and experience the Matullia Lands.

Foundations include:

- Gathering Point Plaza as a central public space.
- Waterfront Pathway providing public access along Rock Bay.
- Employment and marine industrial uses supporting a working waterfront.
- Landscape-based stormwater systems integrated with the public realm.
- Internal connections, gateways, and gathering spaces that express Indigenous identity and welcome.

## POSSIBILITIES

The Possibilities are future opportunities that may be realized over time, subject to funding, approvals, partnerships, and feasibility.

Possibilities include:

- Shoreline restoration and enhanced marine habitat.
- A future pedestrian bridge connection.
- Docks and additional waterfront access.
- Upper-storey residential and taller buildings.
- Additional partnerships and funding to support long-term goals.





## REZONING APPLICATION

### DEVELOPED BY

Barefoot Planning + Design  
www.barefootplanning.com  
Victoria, BC

### ON BEHALF OF

Matullia Holdings LP

### CONSULTANT TEAM

#### Planning & Design

Barefoot Planning + Design

#### Landscape Architects

MDI Landscape Architects

#### Transportation

Watt Consulting Group

#### Geotechnical Engineering

Ryzuk Geotechnical

#### Structural Engineering

RJC Engineers

#### Civil Engineering

Herold Engineering

#### Surveying

Gwail Engineering

#### Environmental

Associated Engineering

### 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.

# CONTENTS

<b>1.0 INTRODUCTION</b>	<b>1</b>		
1.1 PURPOSE	2		
1.2 REVITALIZATION PROCESS	4		
1.3 LANDS GOVERNANCE	6		
<b>2.0 SITE CONTEXT + BACKGROUND</b>	<b>7</b>		
2.1 SITE INFORMATION	7		
2.2 LOCATION	8		
2.3 HISTORICAL CONTEXT	10		
2.4 CURRENT SITE ACTIVATION	12		
2.5 POLICY CONTEXT	15		
2.6 DEVELOPMENT CONTEXT	18		
<b>3.0 DEVELOPMENT FRAMEWORK</b>	<b>24</b>		
3.1 VISION	24		
3.2 GOALS	25		
3.3 PRINCIPLES	26		
3.4 DEVELOPMENT & PHASING STRATEGY	27		
3.5 CONCEPT PLAN & KEY FEATURES - FINAL BUILDOUT	29		
3.6 BIRD'S EYE - FINAL BUILDOUT	30		
3.7 STREET LEVEL PERSPECTIVES - FINAL BUILDOUT	31		
3.8 PLACEMAKING & DESIGN	33		
<b>4.0 DEVELOPMENT PLAN</b>	<b>39</b>		
4.1 DEVELOPMENT AREAS & PHASING	39		
4.2 CONCEPTUAL LOT PLAN	40		
4.3 ZONING	41		
4.4 DESIGN GUIDELINES	44		
4.5 PRECEDENT GALLERY: USES & BUILT FORMS	49		
<b>5.0 BLUE-GREEN STRATEGY</b>	<b>51</b>		
5.1 OVERVIEW	51		
5.2 BLUE-GREEN DESIGN PRINCIPLES	53		
5.3 BLUE-GREEN PLAN	54		
5.4 PRECEDENT GALLERY: BLUE GREEN STRATEGY	58		
5.5 RAINWATER MANAGEMENT STRATEGY	59		
5.6 URBAN FOREST STRATEGY	61		
<b>6.0 COASTAL ADAPTATION STRATEGY</b>	<b>64</b>		
6.1 OVERVIEW	64		
6.2 GEOTECHNICAL AND STRUCTURAL RISK APPROACH	65		
6.3 MARINE INFRASTRUCTURE – ACCESS & DOCKS	65		
6.4 SHORELINE RESTORATION	65		
<b>7.0 MOBILITY STRATEGY</b>	<b>67</b>		
7.1 OVERVIEW	67		
7.2 WATERFRONT PATHWAY CONCEPT	69		
7.3 INTERNAL STREET DESIGN CONCEPT	70		
7.4 FRONTAGE CONSIDERATIONS	71		
7.5 TRAFFIC IMPACT ASSESSMENT	74		
7.6 PARKING & TDM STRATEGY	75		
7.7 PRECEDENT GALLERY: MOBILITY	77		
<b>8.0 SERVICING &amp; INFRASTRUCTURE STRATEGY</b>	<b>79</b>		
8.1 OVERVIEW	79		
8.2 STORMWATER MANAGEMENT	81		
8.3 INFRASTRUCTURE PHASING	81		
<b>9.0 PHASING &amp; IMPLEMENTATION STRATEGY</b>	<b>83</b>		
9.1 OVERVIEW	83		
9.2 PHASING	83		
9.3 IMPLEMENTATION	87		
9.4 POSSIBILITIES	89		
<b>10.0 SUMMARY</b>	<b>91</b>		



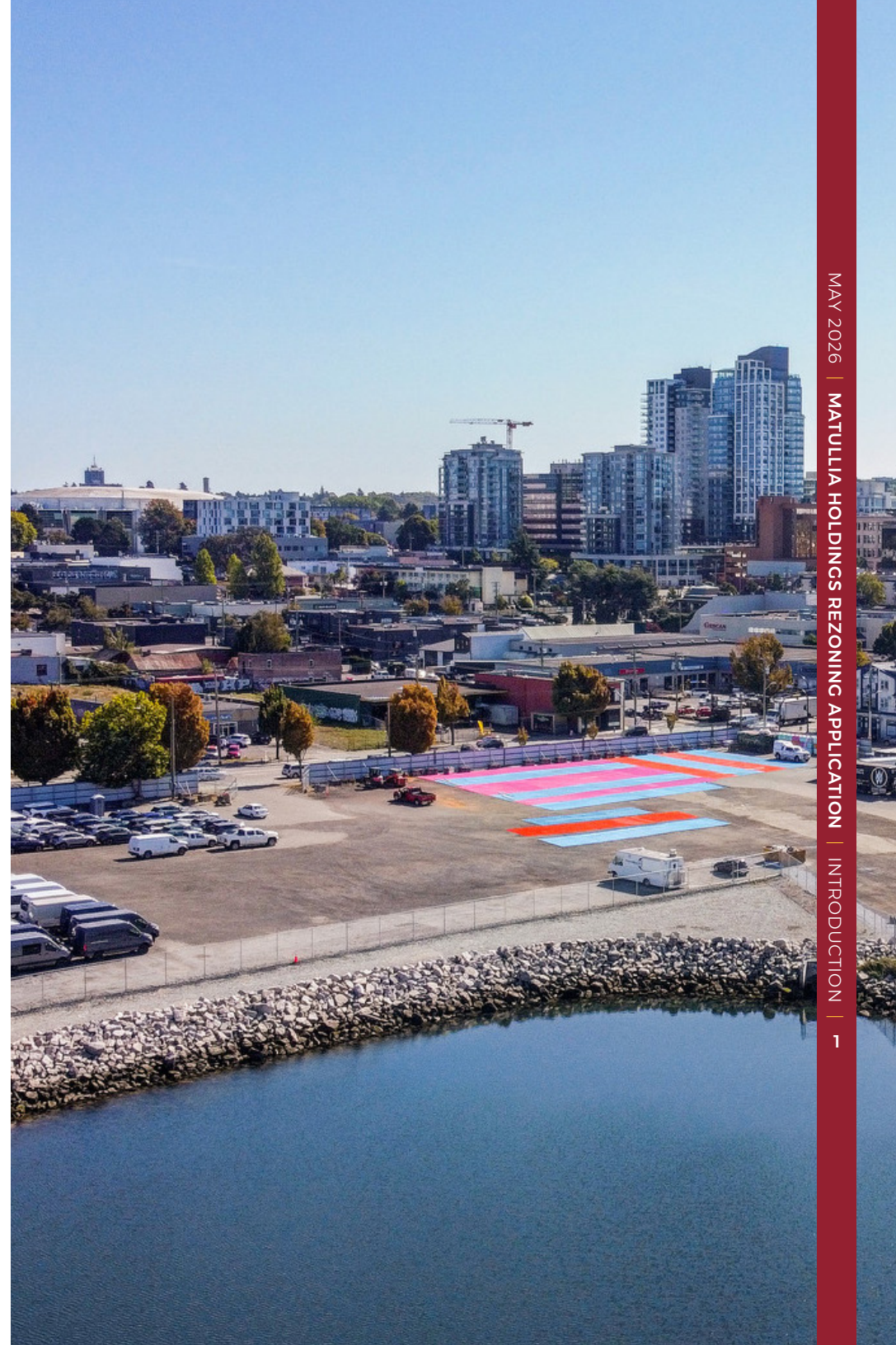
Preliminary concept render by: Formline Architecture + Urbanism

# 1.0 INTRODUCTION

This 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/commercial and employment-generating uses, supporting long-term economic viability and self-determination for the Nations.

This project represents a landmark opportunity for Indigenous-led development and economic reconciliation within the **ləkwəŋən** 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 **ləkwəŋən** place. The Nations were displaced from these lands, which were later industrialized and degraded and ultimately repurchased by the Nations. The site is now being reimagined as a vibrant, sustainable, and culturally rooted waterfront district that will generate lasting economic opportunities, support Nation-building, and strengthen Indigenous presence in the urban economy.

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, while advancing reconciliation through sustained economic participation and long-term land stewardship.



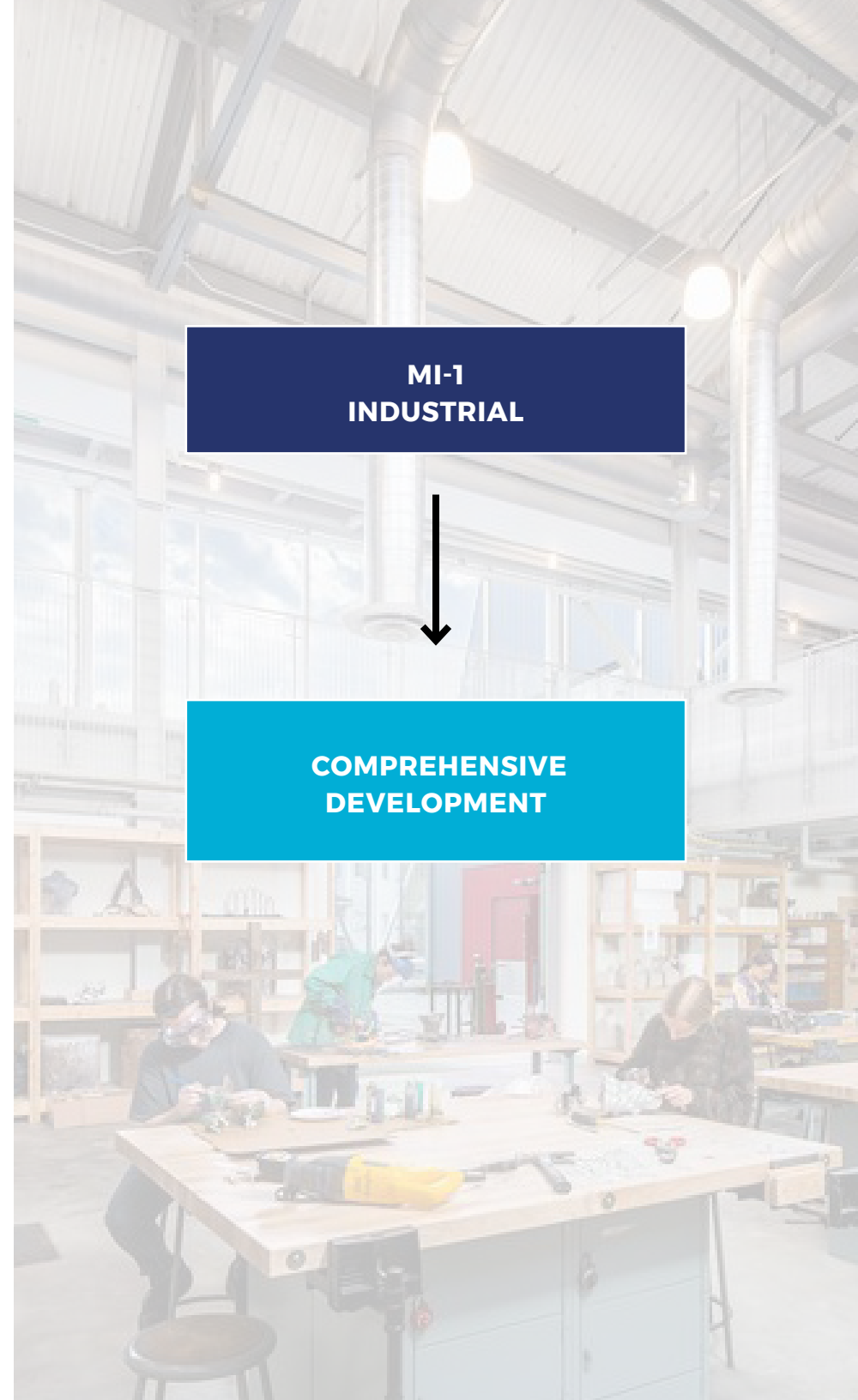
## 1.1 PURPOSE

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 potential 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 phased development strategy that adapts to challenging site conditions, economic realities, and infrastructure needs while progressing toward the ultimate vision
- A diverse land use mix to support a vibrant, sustainable, and resilient economic hub
- Indigenous expression embedded through architecture, landscape design, art, and cultural spaces
- 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 possibility of shoreline restoration, green infrastructure, and low-impact building practices
- Walkable urban design that integrates active transportation and people-oriented design with industry and innovation



**MI-1  
INDUSTRIAL**



**COMPREHENSIVE  
DEVELOPMENT**

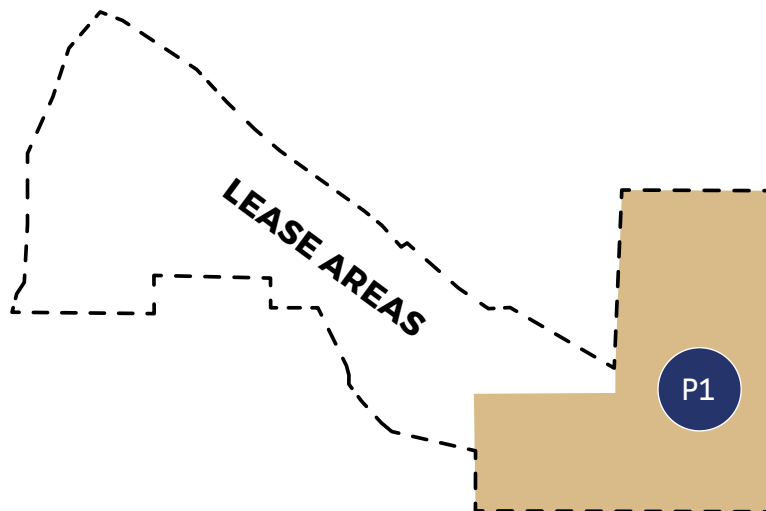
## DEVELOPMENT APPROACH

The redevelopment of the Matullia Lands is structured as a phased and incremental process that balances early economic activity with long-term site transformation. This approach enables near-term activation while establishing the foundation for full buildout over time.

### EARLY ACTIVATION

Following rezoning, Matullia will prioritize the implementation of Phase 1 as an Early Activation phase. This initial phase focuses on delivering early commercial and industrial uses along Government and Pembroke Streets, establishing near-term economic viability and supporting site activation.

At the same time, portions of the site will continue to operate under existing and ongoing lease arrangements, including industrial uses, ensuring continued productivity and revenue generation as the broader site transitions toward full buildout.

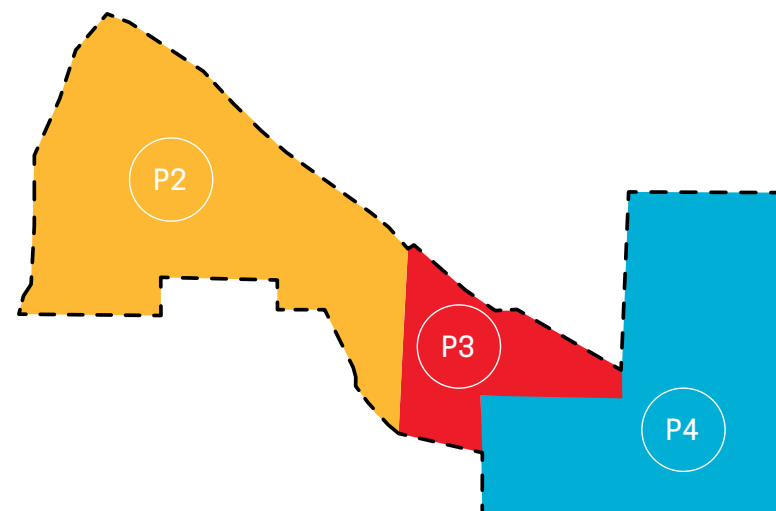


Please see 3.4 for more details on the Phasing Approach.

### FINAL BUILDOUT

Building on this foundation, the full buildout of the site will proceed incrementally through Phases 2, 3, and 4. These latter phases will move generally from west to east, beginning with Barclay Point (P2), followed by the central and eastern areas (P3), and concluding with the redevelopment of Phase 1 (P4).

This phased approach allows the project to respond to site constraints, market conditions, and infrastructure requirements over time, while progressively delivering public realm element as part of a cohesive long-term vision.



## 1.2 REVITALIZATION PROCESS

The proposal is part of a larger land acquisition and renewal process to secure the Matullia Lands and revitalize the site under Indigenous leadership, consistent with the communities' goals, principles, and vision:

### Industrial / Colonial Past

- The ɫəkwəŋən Peoples were displaced from their lands, including Rock Bay.
- Land taken from Rock Bay's shoreline and creek was 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; though, the contamination still challenges redevelopment today.
- Matullia Holdings LP purchased lands from Transport Canada and BC Hydro at market value.

## INDIGENOUS CONTEXT

The Matullia Lands are located within the traditional territory of the ɫəkwəŋən Peoples, who were displaced from these lands, which were subsequently altered and degraded over time to the benefit of its subsequent non-Indigenous owners. In recent years, the lands were purchased back by the Nations, reflecting both a significant step toward self-determination and the ongoing realities of reclaiming lands within a colonial system.

Key realities of this Indigenous development context include:

- The Nations have reacquired lands – at market value – that they were unjustly displaced from.
- The lands are highly constrained and very challenging to viably and feasibly develop.
- The Nations are being asked to provide public amenities as part of redeveloping these lands, which raises important questions about meaningful reconciliation in the context of this application.
- The project must also support economic viability to enable the Nations to sustain ownership, invest in the site over time, and realize long-term community benefit.
- Public benefits should therefore be considered in a way that recognizes this broader context, rather than applying a conventional amenity framework without adjustment.
- Many of the proposed public amenities are already aligned with the Nations' vision and reflect cultural expression, restoration of relationships to land and water, and long-term stewardship.

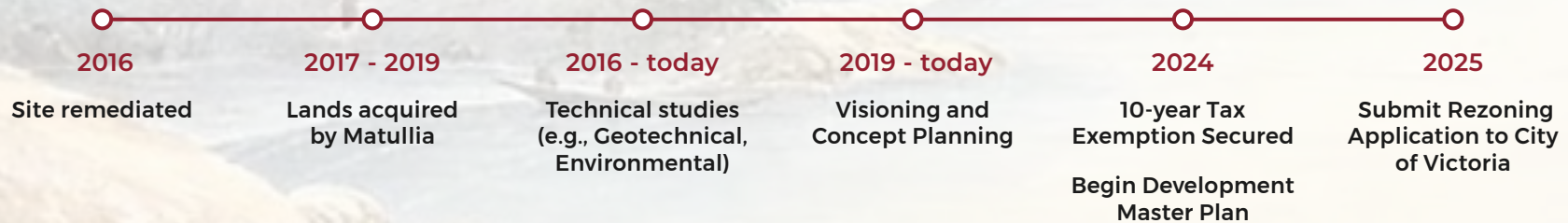
## Today

- Matullia secured a 10-year Tax Exemption from the City of Victoria to support the site's activation and redevelopment.
- 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 and community activation on-site.
- Work to refine the development concept and prepare a Development Application to allow site redevelopment in line with Matullia's vision while also being viable and sustainable.

## 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.
- Initial early activation to ensure economic viability in response to challenging site conditions and market realities.
- 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

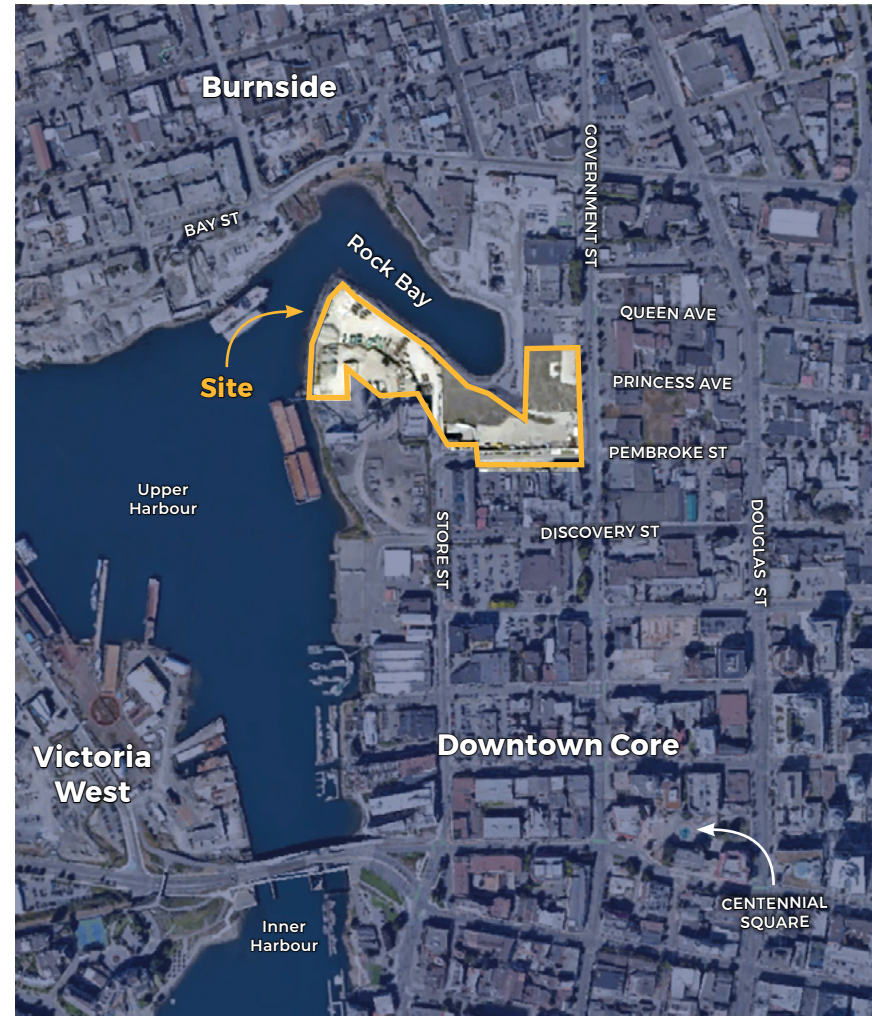
### Size & Interface

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

The site is situated in the heart of **ləkwəŋən** 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

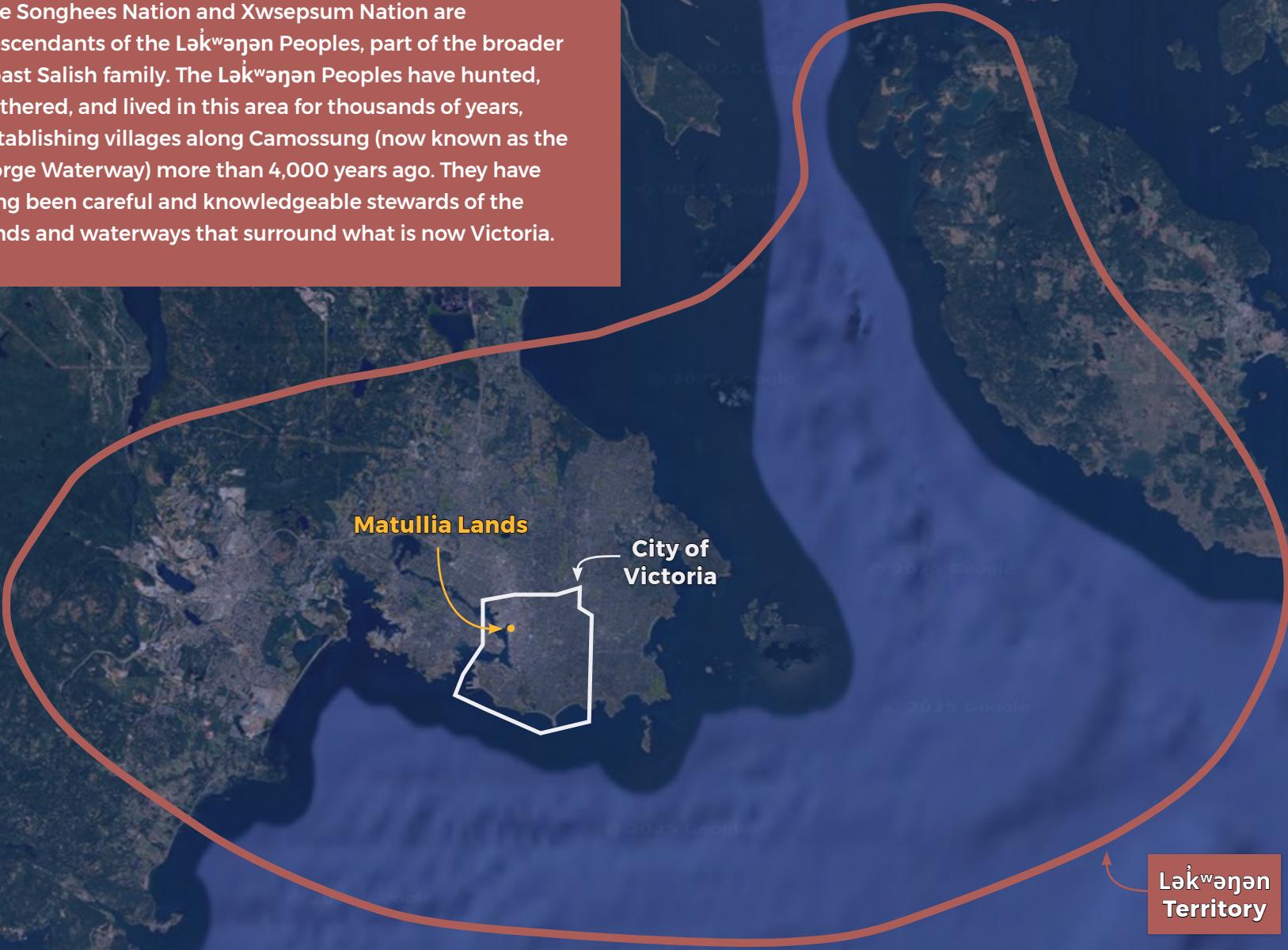
Marine Industrial (MI-1)



## 2.2 LOCATION

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

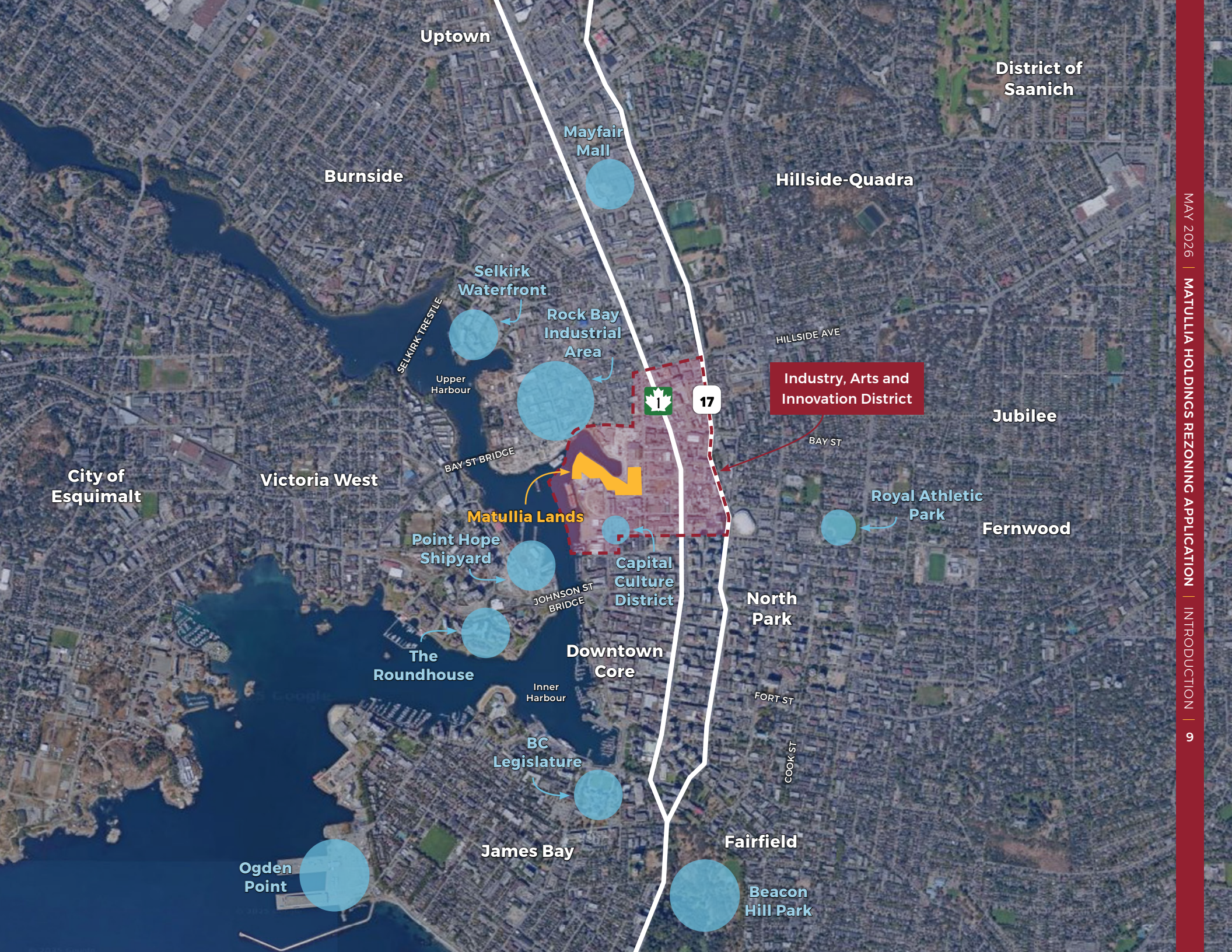
The Songhees Nation and Xwsepsum Nation are descendants of the Ləkʷəŋən Peoples, part of the broader Coast Salish family. The Ləkʷəŋən Peoples have hunted, gathered, and lived in this area for thousands of years, establishing villages along Camossung (now known as the Gorge Waterway) more than 4,000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



Matullia Lands

City of Victoria

Ləkʷəŋən Territory



Uptown

District of Saanich

Burnside

Mayfair Mall

Hillside-Quadra

Selkirk Waterfront

Rock Bay Industrial Area

HILLSIDE AVE

SELKIRK TRESTLE

Upper Harbour

Industry, Arts and Innovation District

17

Jubilee

BAY ST BRIDGE

Matullia Lands

BAY ST

City of Esquimalt

Victoria West

Royal Athletic Park

Fernwood

Point Hope Shipyard

Capital Culture District

JOHNSON ST BRIDGE

North Park

The Roundhouse

Downtown Core

Inner Harbour

FORT ST

BC Legislature

COOK ST

James Bay

Fairfield

Ogden Point

Beacon Hill Park

## 2.3 HISTORICAL CONTEXT

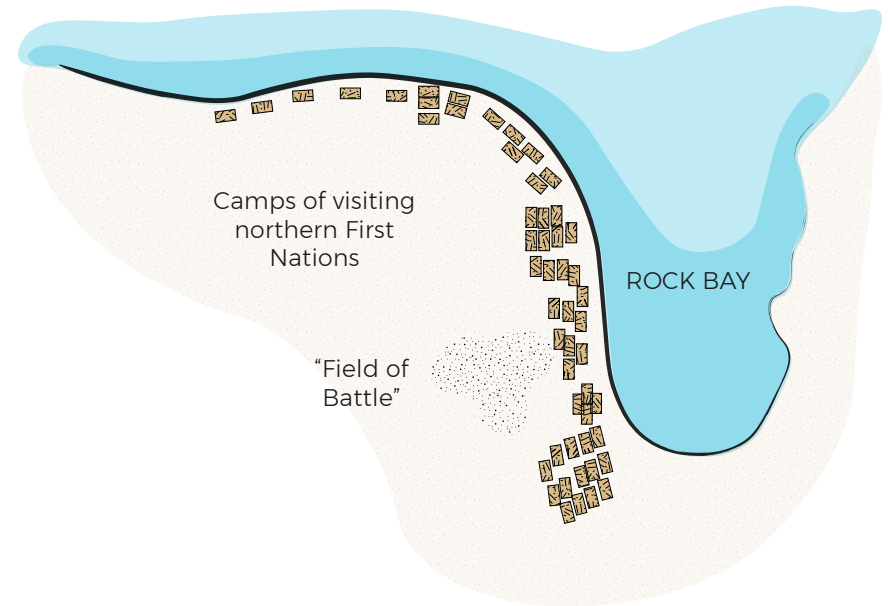
The **ləkwəŋən** Peoples were displaced from these lands, which were later industrialized and degraded, and ultimately repurchased by the Nations.

With the establishment of Fort Victoria in the mid-19th century, patterns of use within **ləkwəŋən** territory began to shift as Indigenous communities engaged with the emerging colonial economy. The Upper Harbour, including Rock Bay, functioned as an important interface for trade, where **ləkwəŋən** peoples maintained an ongoing presence and other First Nations established temporary camps as part of longstanding regional networks adapted to include exchange with settlers.

The Burnside Gorge area, including Rock Bay and the Gorge (Camossung), forms part of a broader cultural landscape occupied and stewarded by the **ləkwəŋən** people since time immemorial. The shoreline supported both permanent and seasonal use, including cedar longhouse villages organized by extended family groups with defined areas for fishing, hunting, and plant harvesting. Salmon-bearing waterways, including the creek at Rock Bay, were central to this system; features such as Finlayson Falls were later altered and removed through colonial urban and industrial development.

Over time, settler expansion and industrialization led to the displacement of Indigenous Peoples throughout the Upper Harbour, including Rock Bay. This occurred incrementally following the Douglas Treaties and the subsequent reduction and relocation of reserve lands, rather than through a single defined transfer. Despite these changes, Camossung and the surrounding lands remain sites of enduring cultural and historical significance for the **ləkwəŋən** Peoples.

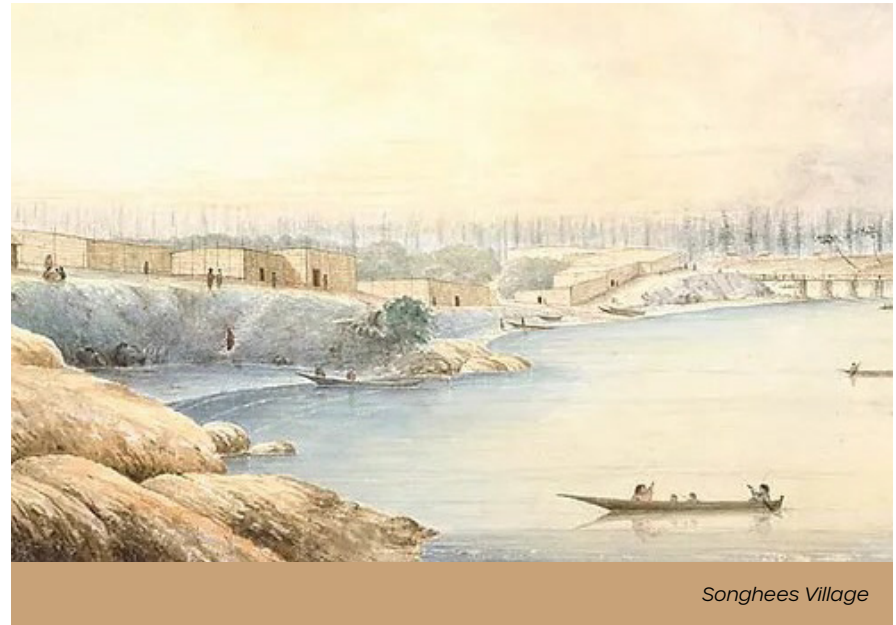
**Camps of Rock Bay**



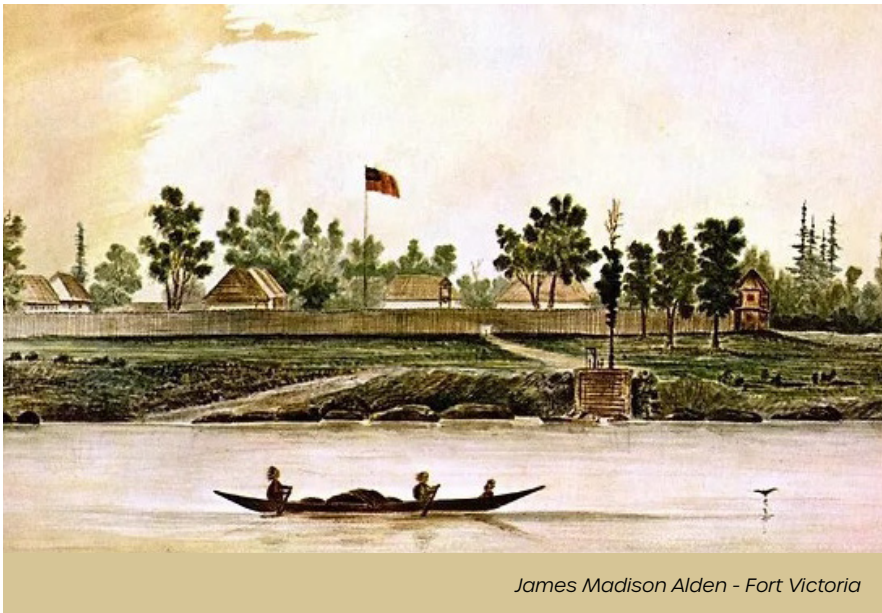
*Redrawn diagram from a sketch of John Woolsey*



*Songhees reserve*



*Songhees Village*



*James Madison Alden - Fort Victoria*



*Rock Bay Bridge*

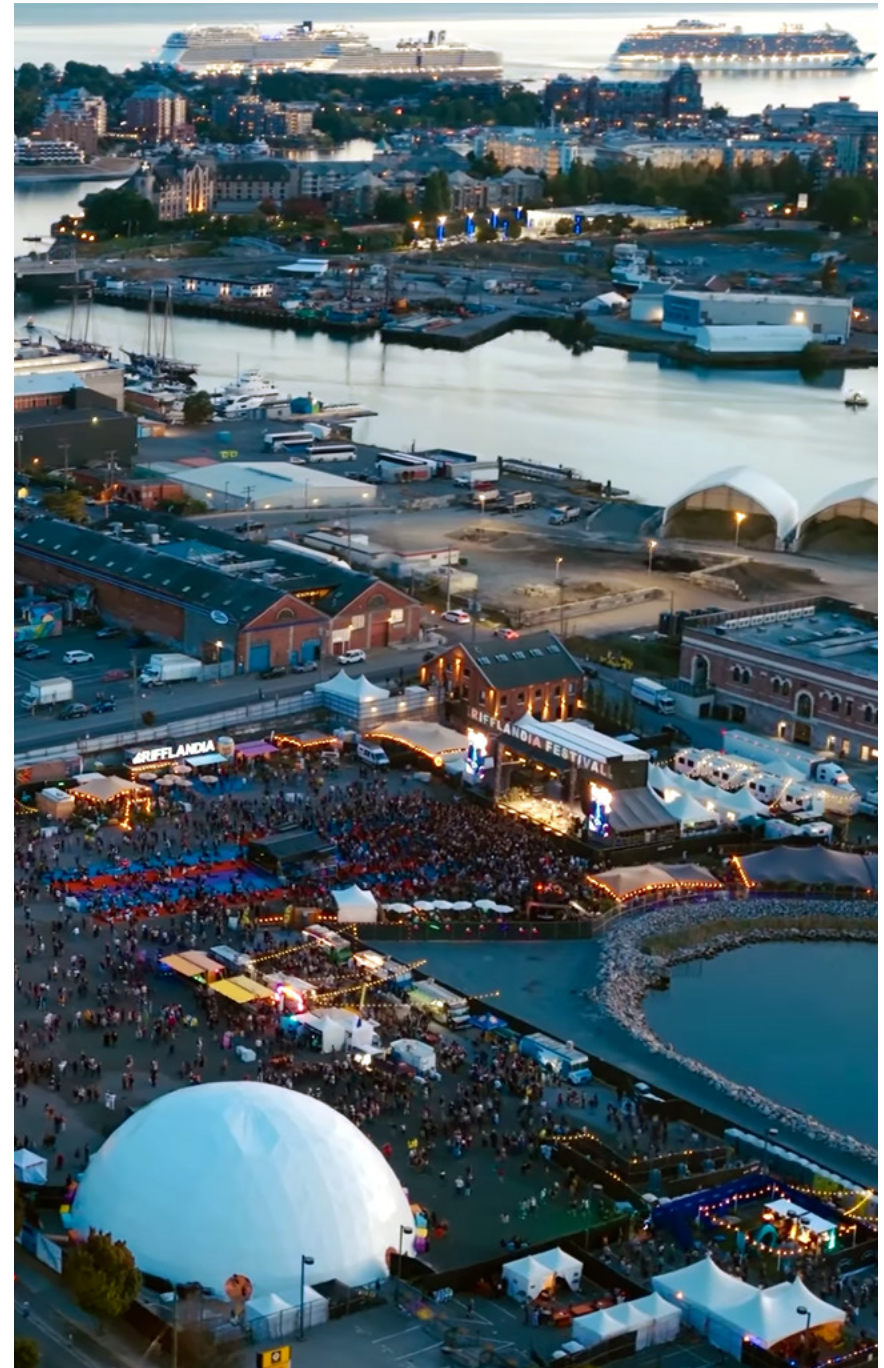
## 2.4 CURRENT SITE ACTIVATION

### 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.

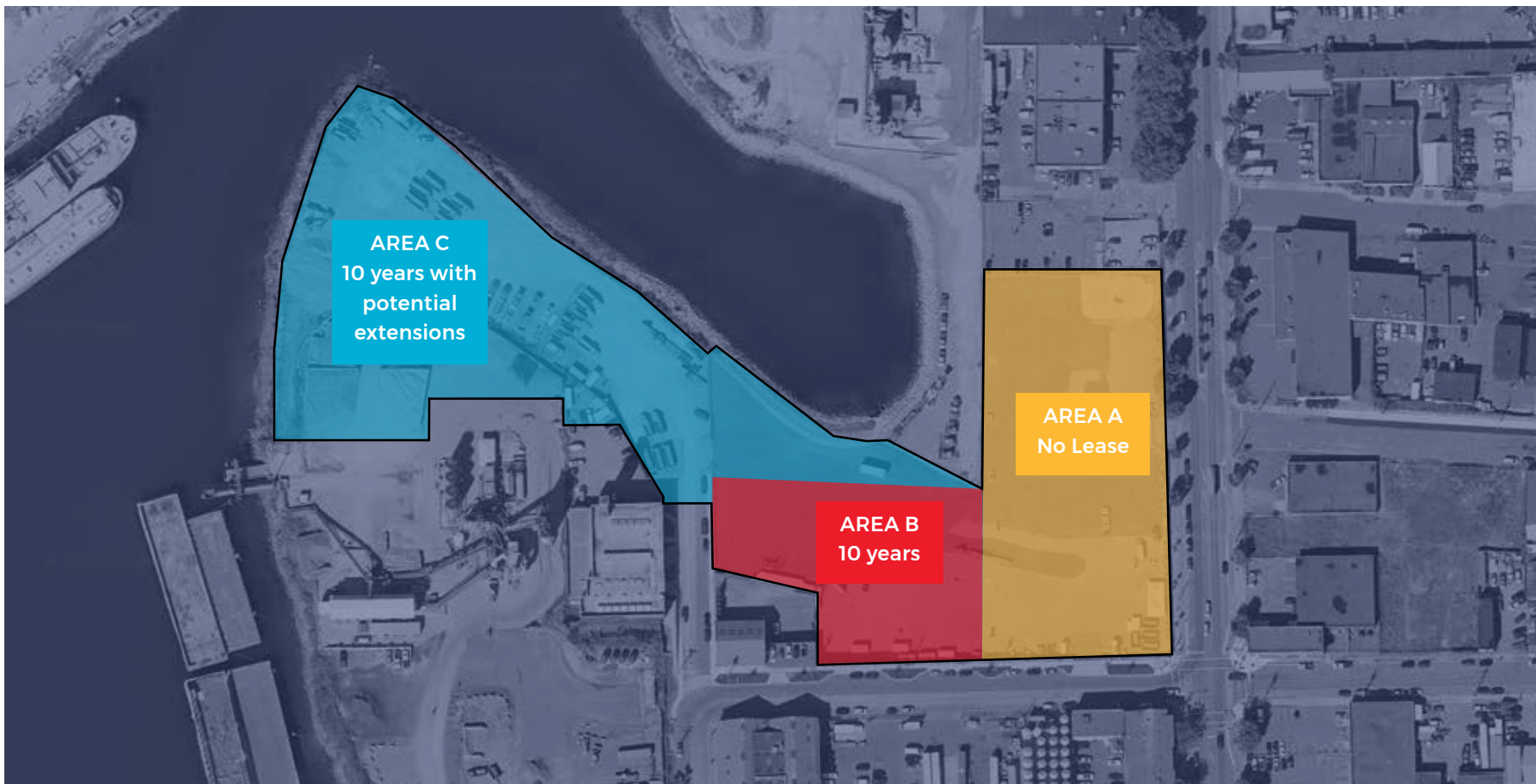


### 2.4.3 HEIDELBERG LEASE ARRANGEMENTS

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.



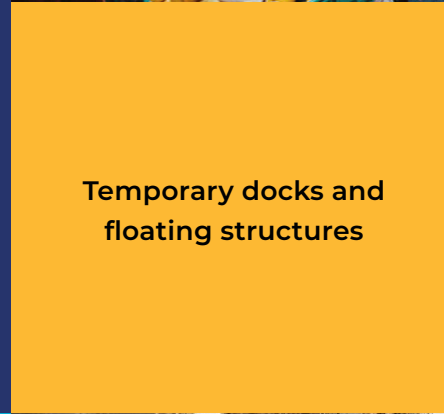
### 2.4.5 INTERIM AND TACTICAL ACTIVATION

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



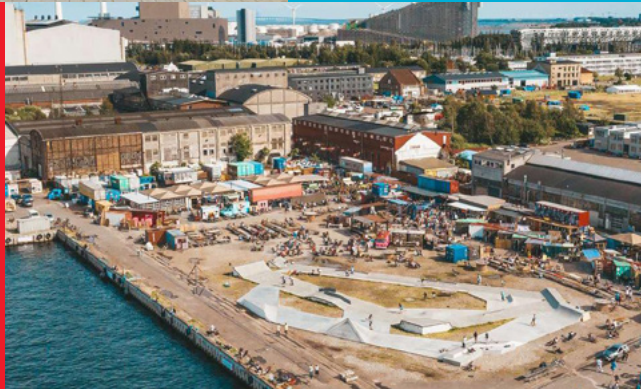
Specialty retail and maker spaces



Industrial / Commercial



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.

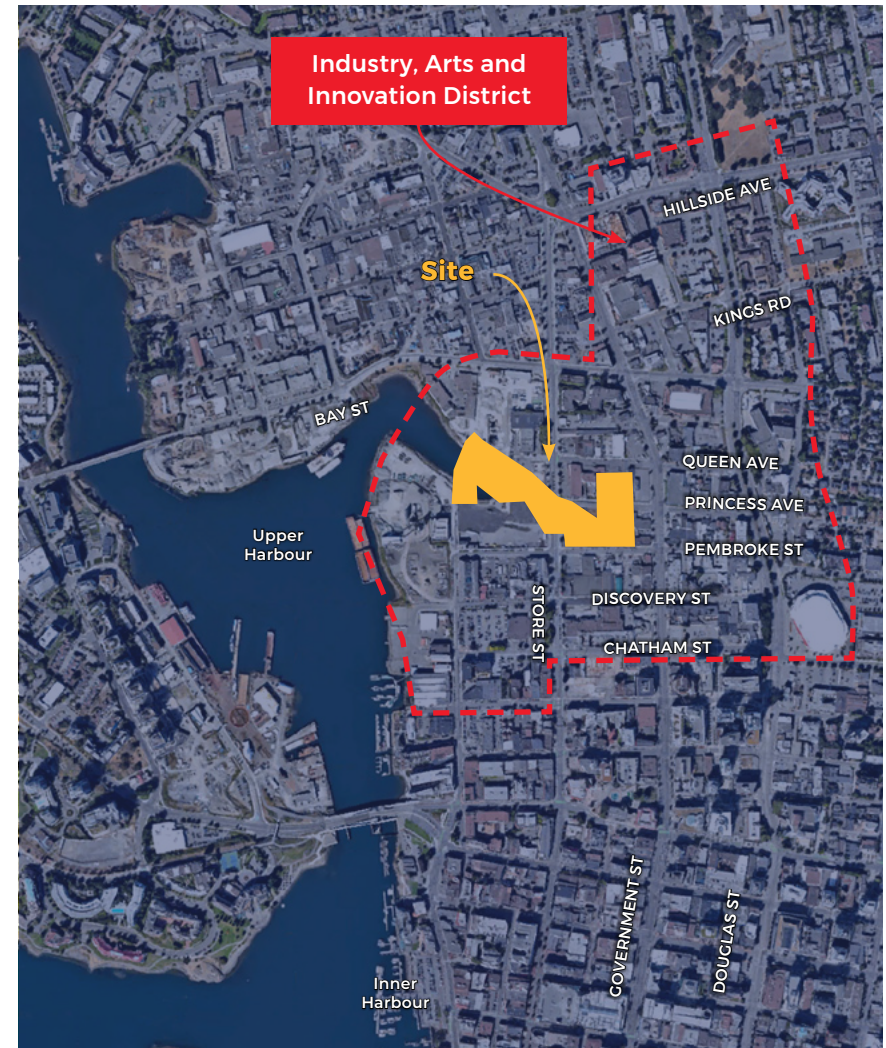
The plan area (of which the Matullia Lands are located within) covers 51 hectares (127 acres) south and east of Rock Bay, extending from Blanshard Street to the waterfront (east-west) and from Market Street to Chatham Street (north-south). It is directly south of the industrial Rock Bay area, positioning 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)

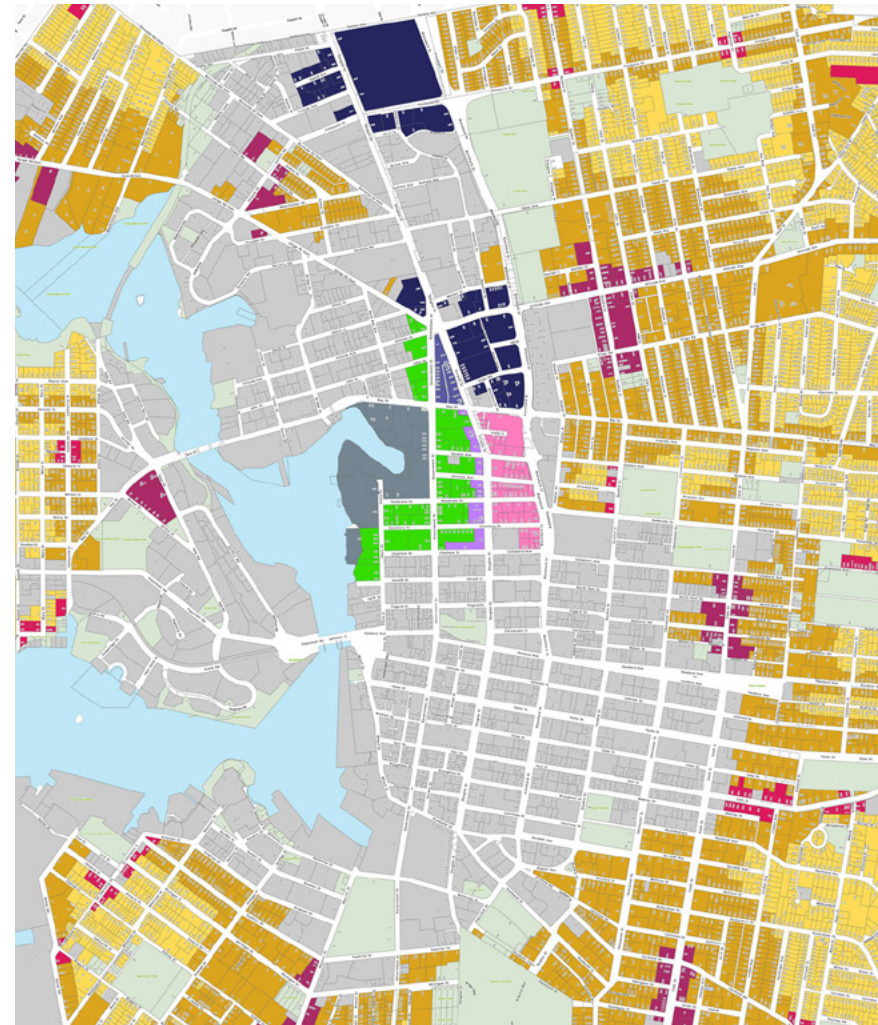
The Rezoning and Development Policy replaces neighbourhood plans and provides detailed redevelopment guidance tailored to unique areas of the city. It builds on the OCP by offering more specific direction for rezonings and variances in Town Centres, Villages, Districts, and other significant sites. The 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 proposal 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

The Matullia Lands are constrained by significant geotechnical and environmental conditions resulting from past industrial use on these lands. Redevelopment involves not only highly challenging technical and financial challenges, but also the restoration of lands that were degraded following displacement.

### 2.6.1 OVERVIEW

The Matullia Lands are shaped by significant geotechnical and environmental constraints that directly influence how and where development can occur. These include variable subsurface conditions, areas of unstable or challenging soils, and a highly modified shoreline environment resulting from past industrial use. Together, these factors limit buildable areas, require careful phasing, and necessitate substantial investment in site preparation, servicing, and long-term resilience.

These constraints are closely tied to the site's history. The lands have been altered and degraded through industrial activity following their displacement of *ləkʷəŋən* Peoples. As a result, the Nations are advancing redevelopment on lands that require significant remediation and technical intervention, while also carrying cultural and ecological importance.

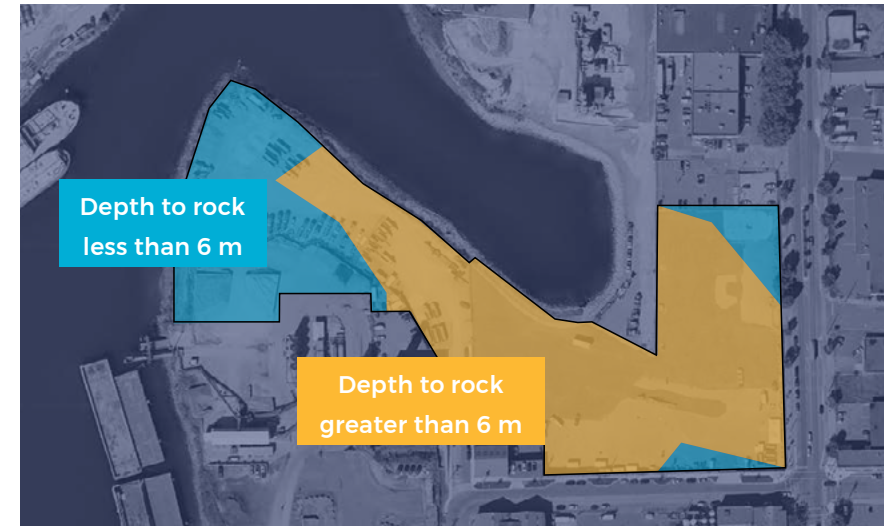
In this context, the approach to development must balance technical feasibility, environmental restoration, and long-term stewardship.

### 2.6.2 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.



### 2.6.3 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

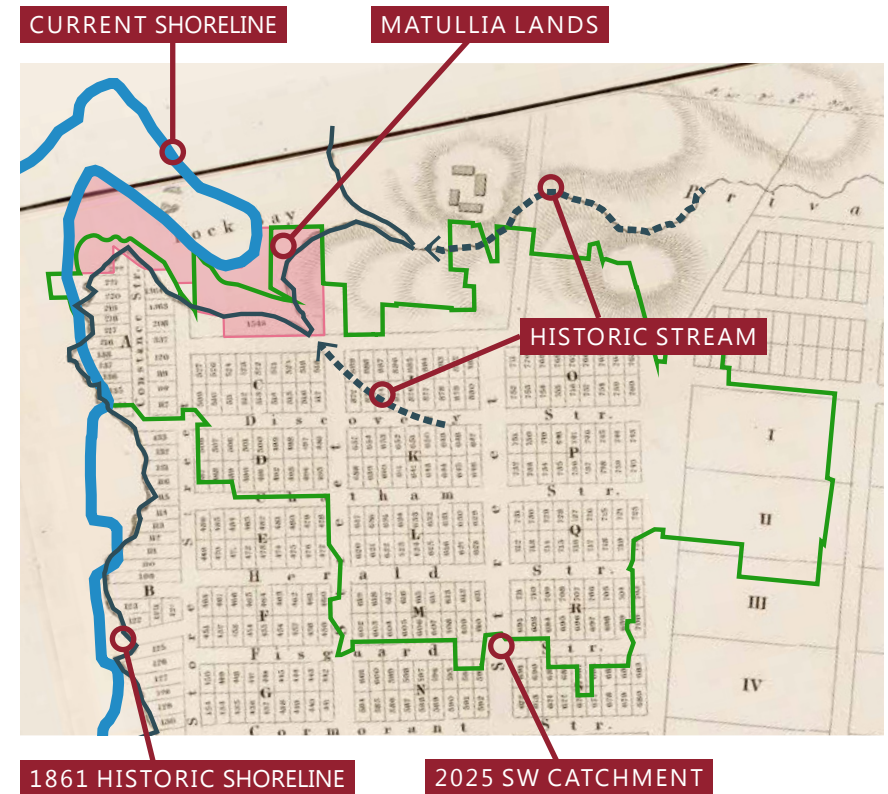
PROPERTY	RESTRICTIONS
2122 Government Street	<ul style="list-style-type: none"> <li>• First floor must stay commercial.</li> <li>• Slab-on-grade only (no basements).</li> <li>• Contaminated soil deeper than 1 metre must stay buried.</li> </ul>
502/512 Pembroke Street	<ul style="list-style-type: none"> <li>• Ground floor commercial only.</li> <li>• Slab-on-grade; foundations not deeper than 2016 ground surface.</li> <li>• No worker exposure to soil/groundwater below 1 metre.</li> <li>• No deep-rooted food plants.</li> </ul>
2110 Store Street	<ul style="list-style-type: none"> <li>• Ground floor commercial only.</li> <li>• Slab-on-grade construction.</li> </ul>
2140 Store Street	<ul style="list-style-type: none"> <li>• Ground floor commercial use.</li> <li>• Residential allowed above.</li> <li>• Underground parking permitted.</li> <li>• Must maintain 1 metre of clean soil cover or protective paving/building cover.</li> </ul>

### 2.6.4 HISTORICAL 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.



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.





## 2.6.6 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, extend the waterfront path, and ensure a more cohesive and integrated redevelopment.

## 2.6.7 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 – including a growing market for employment space, a strengthening cultural and innovation ecosystem, and an expanded customer base for retail, food, and event programming. At the same time, the scale and timing of surrounding redevelopment reinforces the need for a phased and adaptable approach on the Matullia Lands.



A phased, incremental buildout allows development of the Matullia lands to not only respond to evolving market conditions and site constraints but also align with the changing context of the wider neighbourhood. This approach supports early enabling development, while advancing full buildout through later phases as the Rock Bay district continues to emerge.



Preliminary concept render by: Formline Architecture + Urbanism

# 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.

Given the scale of the site, its geotechnical and environmental constraints, and the need to establish long-term economic viability, this vision will be realized through a phased and incremental approach. This approach enables early activation and investment while allowing the project to respond to evolving site conditions, infrastructure requirements, and market realities over time.

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 eventually become a model of climate resilience, demonstrating how urban redevelopment can coexist with natural systems and recover from over a century 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, commerce, 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 GOALS

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



### **ADVANCE INDIGENOUS SELF-DETERMINATION & LEADERSHIP**

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



### **RECONNECT LAND, WATER, & COMMUNITY**

Gradually transform the lands into a resilient landscape by restoring natural systems and re-establishing connections between land, water, and community.



### **CELEBRATE CULTURE, ART, & LEARNING**

Reflect *ləkʷəŋən* 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 INDUSTRY, INNOVATION, & COLLABORATION**

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

### 3.3 PRINCIPLES

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



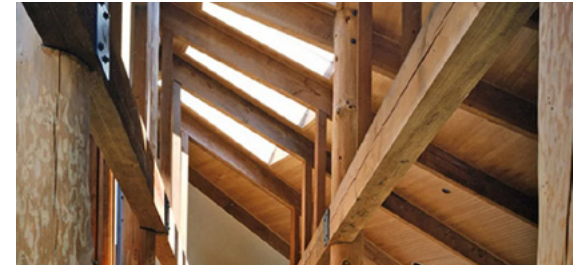
#### COMMIT TO INDIGENOUS LEADERSHIP & STEWARDSHIP

Ensure all planning and development decisions are guided by Songhees and Esquimalt leadership, reflecting community priorities and long-term care for land, water, and people.



#### INTEGRATE ENVIRONMENTAL RESTORATION WITH INDUSTRY

Over time, leverage successful site revitalization with restoration of Rock Bay’s ecosystems through shoreline restoration, green infrastructure, and nature -based solutions that adapt 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.



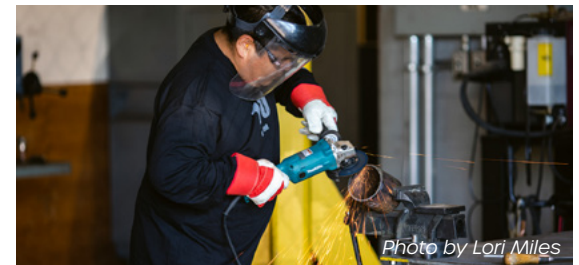
#### ADVANCE ECONOMIC RECONCILIATION & PROSPERITY

Advance *ləkwəŋən* community prosperity and well-being through phased, practical, and revenue-generating land use that integrate with the wider site vision.



#### 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.

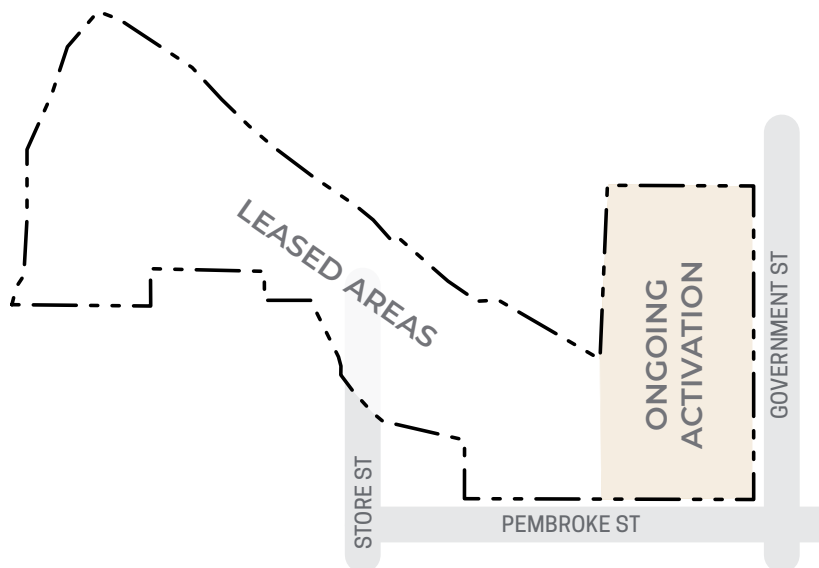
Photo by Lori Miles

## 3.4 DEVELOPMENT & PHASING STRATEGY

### INTERIM ACTIVATION & EARLY ACTIVATION

#### IA CURRENT: INTERIM ACTIVATION

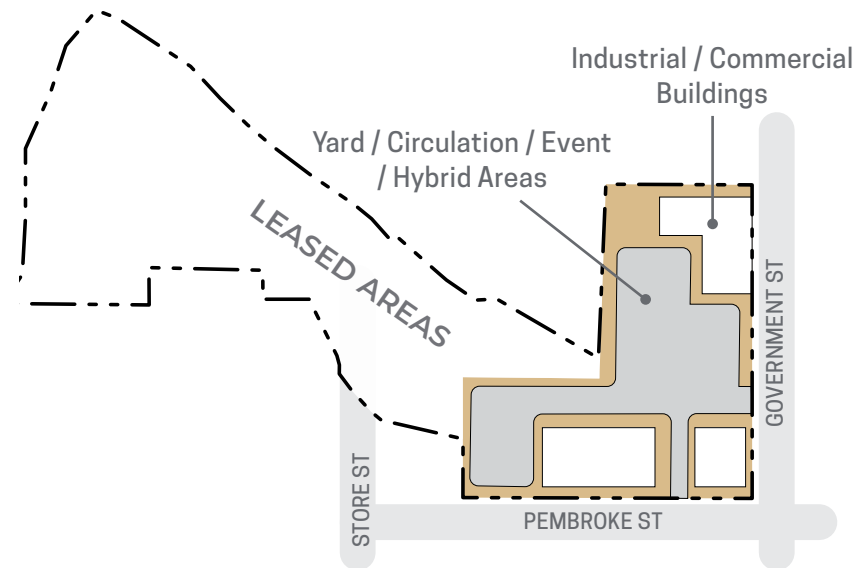
Interim site activation supports the City's vision for the area while providing stable near-term revenue in advance of phased redevelopment. Activities include short-term leases, programming and events, and a long-term industrial lease with Heidelberg Materials on portions of the site, helping to maintain site productivity during the transition to full buildout.



#### P1 PHASE 1: EARLY ACTIVATION

In response to challenging site and market constraints, Matullia will undertake an initial commercial/industrial development phase on DA-1 as a foundational step to establish near-term economic viability and generate early revenue. This phase is critical to de-risking and enabling subsequent phases of development, including the delivery of public amenities and the full build-out of the site.

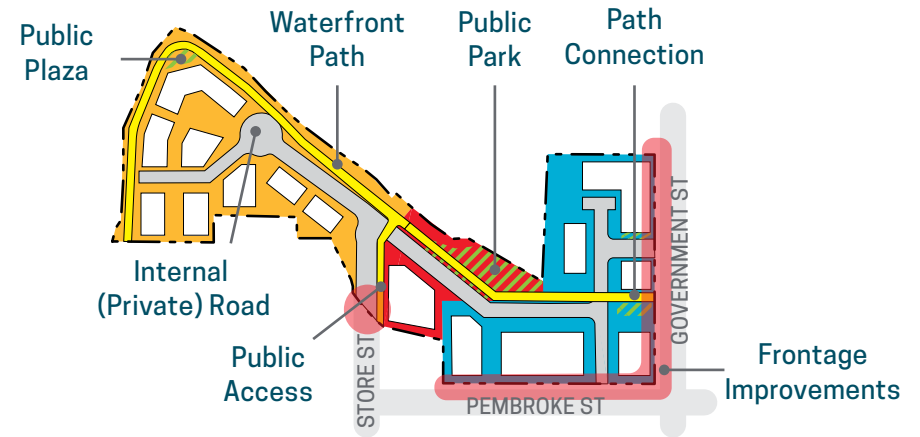
**Public Amenities:** Legally secures land for future public amenities.



## FINAL BUILDOUT

Building on the economic foundation established in Phase 1, site buildout will proceed incrementally from west to east. Phase 2 initiates development at Barclay Point (DA-2); Phase 3 advances eastward (DA-3); and Phase 4 completes the redevelopment of DA-1.

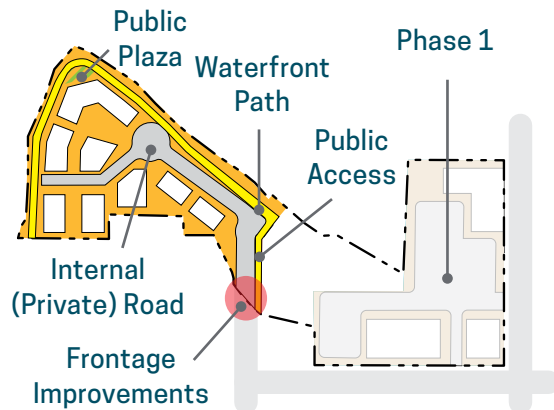
See Section 9 for a detailed Phasing Strategy.



### P2 PHASE 2: THE POINT

Phase 2 will see development of the DA-2 on The Point, including the Gathering Point Plaza, initial waterfront path and public access, and internal circulation. Phase 1 remains in place.

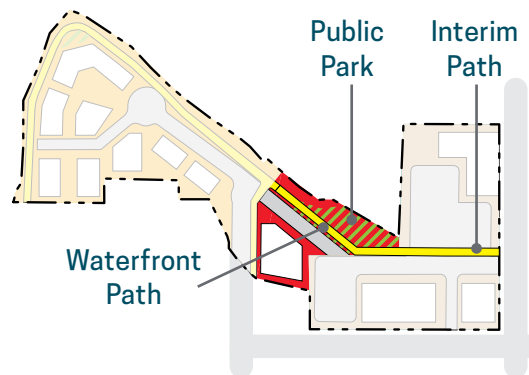
**Public Amenities:** Public plaza, a segment of the waterfront path, and public access from Store Street.



### P3 PHASE 3: THE PARK

Phase 3 will continue development to the east to DA-3, including a public park and an extension of the waterfront path. Phase 1 remains in place.

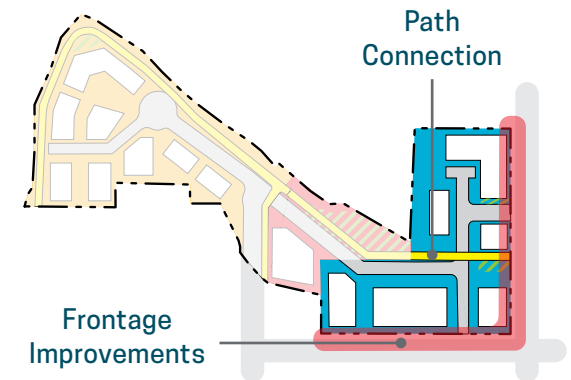
**Public Amenities:** A segment of the waterfront path, a public park, and provides an interim path connection to Government Street



### P4 PHASE 4: THE EAST SIDE

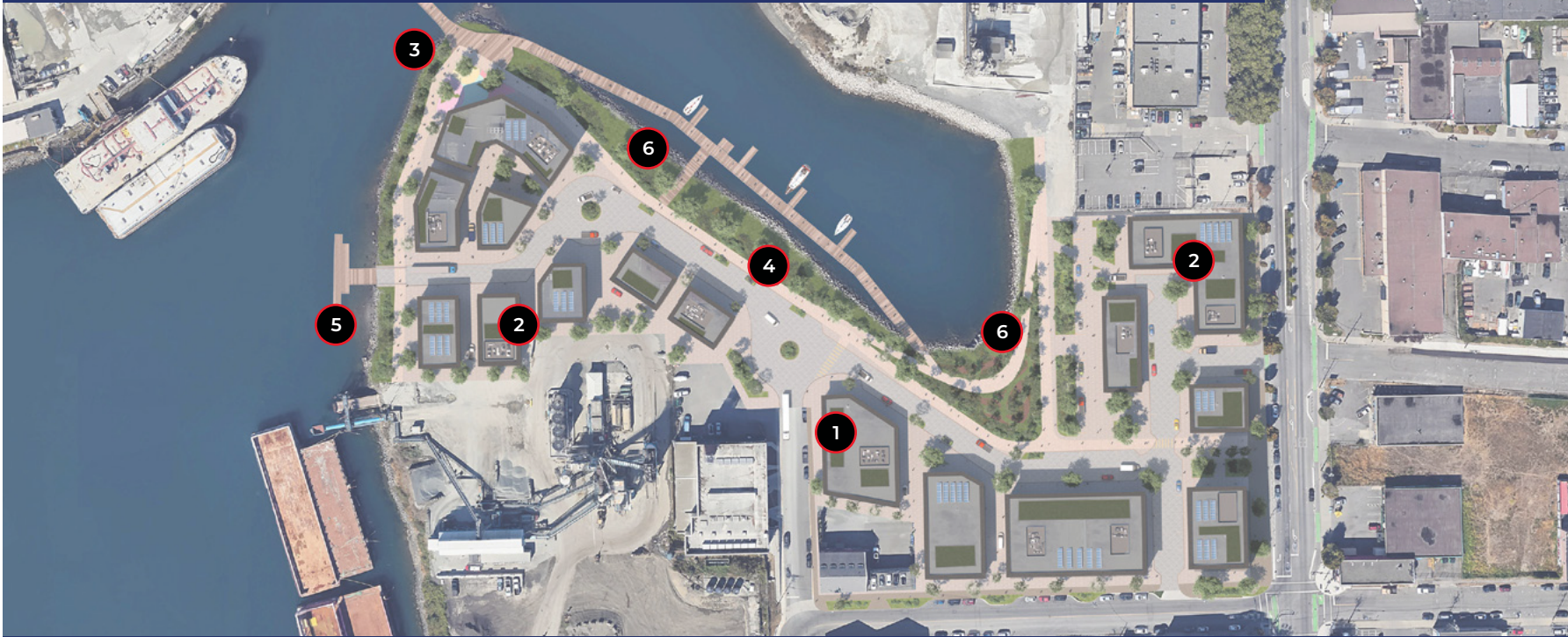
Phase 4 sees the redevelopment of DA-1 with new buildings, completion of the Waterfront Path and other open spaces, completing the final buildout of the site.

**Public Amenities:** Final path connection to Government Street and frontage improvements on Government and Pembroke Streets.



*Noted public amenities exclude other open spaces and possibilities (see Section 9).*

## 3.5 CONCEPT PLAN & KEY FEATURES - FINAL BUILDOUT



- 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 Employment and Innovation**  
Flexible industrial and commercial spaces support local employment, foster innovation, and generate long-term economic opportunity for the Nations.
- 3 Culturally Inspired Gathering Spaces**  
A series of interconnected plazas and open spaces, including The Point Plaza, designed for ceremony, community events, and everyday gathering while integrating stormwater management, native planting, and cultural expression.

- 4 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.
- 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.

### 3.6 BIRD'S EYE - FINAL BUILDOUT



## 3.7 STREET LEVEL PERSPECTIVES - FINAL BUILDOUT



### STORE STREET GATEWAY

- Welcome gateway into site from Store Street and connection to waterfront pathway.
- Indigenous art and design elements reflecting the **ləkʷəŋən** 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.

## 3.8 PLACEMAKING & DESIGN

### 3.8.1 OVERVIEW

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.

In Phase 1, architecture will emphasize a strong, functional industrial character using durable materials such as wood, steel, and concrete, with initial opportunities for cultural expression in key public-facing elements. And, landscape design interventions will focus on functional elements of industrial/commercial development along with targeted plantings to support early activation.

As development progresses, later phases will more fully integrate *ləkʷəŋən* and Coast Salish design influences, including longhouse-inspired forms, mass timber, and Indigenous art. Landscaping will be expanded to include more green infrastructure, vibrant public spaces, and Indigenous design, creating a more integrated and culturally grounded waterfront over time.

See 4.4 for comprehensive Matullia Design Guidelines.

### 3.8.2 DESIGN DIRECTIONS

- **Form Follows Function** – Align design with intended use and development timing, recognizing that early phases may prioritize robust and economical forms, while later phases can express the site's long-term identity and ambition.
- **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.
- **Create Gathering Spaces** – Design open spaces that support daily living along as well as ceremony and 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.

### 3.8.3 PRECEDENT GALLERY: PLACEMAKING & URBAN DESIGN

**FINAL BUILDOUT**

**EARLY ACTIVATION**



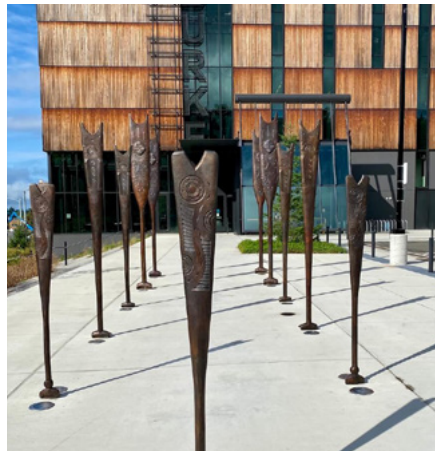
**LANDSCAPING & OPEN SPACE**



**ARCHITECTURE & MATERIALS**



**STORYTELLING ELEMENTS**



### 3.8.4 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.



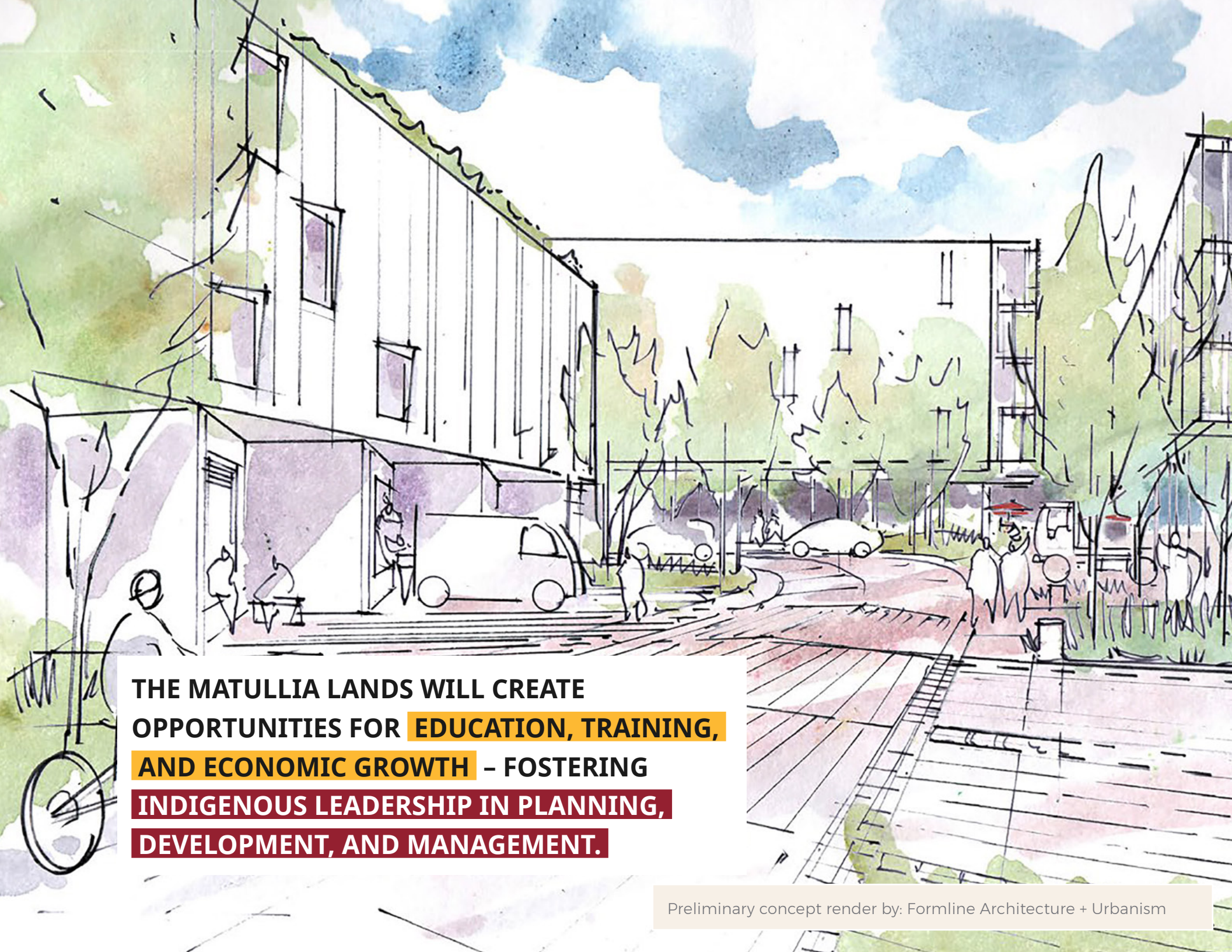
## ROOFTOPS

- 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.

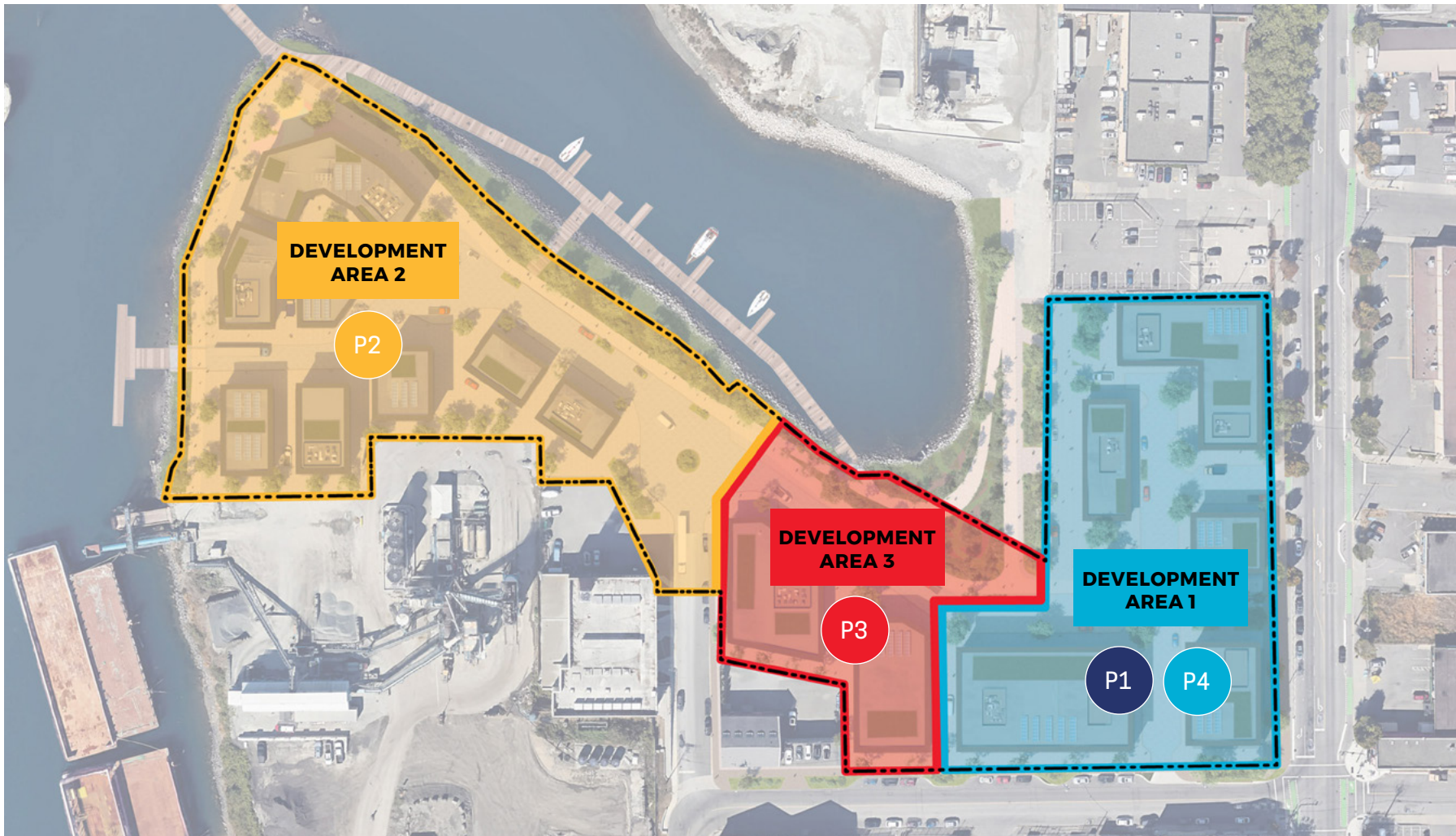


**THE MATULLIA LANDS WILL CREATE OPPORTUNITIES FOR EDUCATION, TRAINING, AND ECONOMIC GROWTH - FOSTERING INDIGENOUS LEADERSHIP IN PLANNING, DEVELOPMENT, AND MANAGEMENT.**

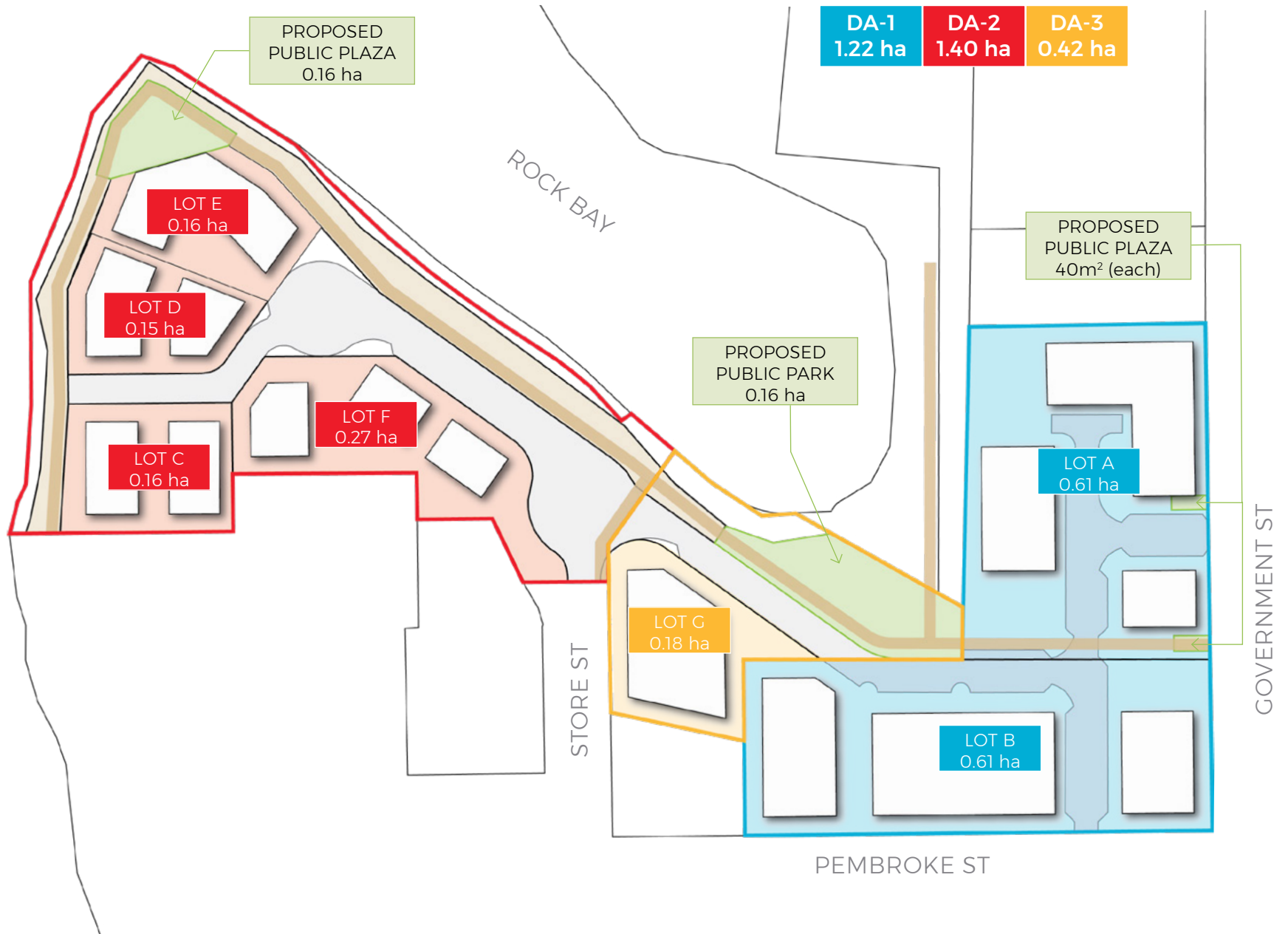
# 4.0 DEVELOPMENT PLAN

## 4.1 DEVELOPMENT AREAS & PHASING

The Development Areas and Phases are presented below. Please see Section 9 for the Phasing Strategy.



## 4.2 CONCEPTUAL LOT PLAN



## 4.3 ZONING

This proposal will lead to the development of a site-specific Comprehensive Development (CD) zone and corresponding development agreement, 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- and community-oriented.

### 4.3.1 DENSITY & USE ZONING DIRECTIONS

#### DENSITY

- 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 4.0.
  - » Development within each DA complies with applicable height and use provisions.

#### USE – GENERAL

- c. Ground and podium floors will be primarily dedicated to industry/employment and community/cultural functions.
- d. The following uses are allowed and not considered contrary to this intent:
  - » Structured parking, loading, mechanical, or service areas.
  - » Circulation, lobbies, and access for residential, hotel, or mixed-use components.
  - » Small-scale commercial uses (e.g., cafe, restaurant, retail, personal service) 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. The ground floor of all primary buildings will have a minimum height of 4.5m (6.0m if mezzanine).
- f. 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.

## USE – RESIDENTIAL & HOTEL

- g. Residential units and hotel rooms are not permitted on the ground floor but may be permitted on upper storeys where compatibility is demonstrated (see next page).
- h. Additional podium floors are encouraged to accommodate employment, community, or cultural uses to reinforce an active, employment-intensive base.
- i. Future residential or hotel development may be subject to the following conditions, to the satisfaction of the City:
  - » Residential or hotel use are only permitted where building and site design provide clear separation from loading, servicing, waste and recycling, parking, maneuvering, truck access, mechanical, and other operational functions.
  - » Where active industrial leases remain in place on the site, residential use may only be introduced where such leases and related operations can continue without creating unmanageable conflicts for future residents, and where residential occupancy will not prejudice the continuation of viable interim or longer-term employment uses.
  - » Residential or hotel use may not be permitted where ongoing outdoor industrial activity, loading operations, service functions, or access arrangements cannot be adequately separated or mitigated through building and site design.
- » Prior to issuance of a development permit for a building containing residential or hotel use, the City may require technical studies to demonstrate that the proposed development adequately mitigates potential conflicts between residential and non-residential uses (e.g., dust, noise, vibration).
- » Prior to occupancy of residential use, the owner may be required to register on title a covenant, in a form satisfactory to the City, advising that the lot is located within a mixed-use employment area and that nearby uses may generate noise, odor, truck traffic, lighting, vibration, or other effects associated with normal commercial and industrial activity.

### 4.3.2 OVERVIEW OF ZONING PARAMETERS

The following table presents key zoning parameters beyond the directions found in 4.2.1. Note that design details will be worked out at the time of Development Permit.

METRIC	DA-1	DA-2	DA-3	NOTES
<b>Permitted Uses</b>	Accessory Building, Art and Cultural Facility, Assembly, Automotive Repair, Brew Pub (beer, spirits, wine), Civic Facility, Dock, Pier and Wharf, Drinking Establishment, Equipment Rental, Financial Service, Food and Beverage Service, Hotel, Laboratory, Light Industrial, Marine Industrial, Office, Parkade/Parking Garage, Personal Service, Public Building, Retail Liquor Sale, Retail Trade, Studio, Utility			Final uses to be finalized through rezoning process.
<b>Additional Permitted Uses</b>	Home Occupation, Hotel, Residential	Home Occupation, Hotel, Residential	N/A	See directions and conditions in 4.2.1
<b>Residential/Hotel Conditions</b>	Not permitted at grade, and only permitted where compatibility is demonstrated.	Not permitted at grade, and only permitted where compatibility is demonstrated.	N/A	See directions and conditions in 4.2.1
<b>Ground Floor Conditions</b>	No residential units. Minimum Ground Floor Height of 4.5, (6.0m if mezzanine).			To be refined with staff.
<b>Maximum Height</b>	18 storeys	18 storeys	6 storeys	To be refined with staff.
<b>Maximum Density</b>	4.0 FSR	5.0 FSR	3.0 FSR	Overall Site FSR 4.0:1
<b>Parking</b>	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 DESIGN GUIDELINES

These guidelines support the development of the Matullia Lands as an Indigenous-led employment district that integrates light and marine industrial uses with public access, cultural expression, and environmental restoration. They establish a clear framework for site planning, built form, and public realm design that reflects the Nations' values, while responding to site constraints and phased implementation.

### 4.4.1 OBJECTIVES

1. Support a functional and adaptable employment district with a strong marine-industrial and Coast Salish identity.
2. Ensure building and site design mitigate potential land use conflicts and preserve the site's long-term industrial, employment, and mixed-use capacity.
3. Enable phased and incremental development by allowing design responses to reflect the intent, economics, and function of each phase while maintaining a clear long-term vision.
4. Embed *ləkʷəŋən* values, cultural presence, and design expression throughout the site.
5. Deliver a cohesive and high-quality public realm, including the waterfront path, internal streets, public street frontages, public spaces, and key pedestrian connections.
6. Ensure development responds to geotechnical, environmental, servicing, and operational conditions, integrating ecological restoration, green-blue infrastructure, and climate resilience into site design where feasible.

### 4.4.2 GUIDELINES

#### INCREMENTAL APPROACH

7. Use a phased and incremental approach to achieve the long-term design and planning vision, recognizing that early phases may include more utilitarian or interim conditions while later phases deliver more complete public realm, amenity, and built form outcomes.
8. Ensure interim conditions are safe, accessible, functional, durable, visually coherent, and do not preclude the long-term site vision.
9. Coordinate each phase with corresponding access, servicing, public realm, frontage, environmental, and amenity improvements.

#### SITE PLANNING AND LAYOUT

10. Organize buildings, open spaces, access routes, and operational areas to establish a clear structure of public, semi-public, operational, and private spaces, while defining key public realm edges such as public streets, internal streets, plazas, pedestrian connections, and the waterfront path.
11. Prioritize industrial, employment, cultural, commercial, and community-serving uses at grade, particularly along internal streets, public spaces, site entries, and key public interfaces.
12. Arrange buildings, access, loading, circulation, servicing, and site interfaces to support efficient employment and industrial operations while maintaining safe, legible pedestrian connections and mitigating conflicts with residential, public realm, marine, cultural, and community uses.

## CULTURAL EXPRESSION

13. Integrate *ləkwəŋən* cultural expression throughout the Matullia Lands through architecture, landscape, public realm, art, interpretation, materials, lighting, and furnishing design.
14. Develop cultural expression in collaboration with the Nations and refine it through the development permit stage, including both interim and permanent design opportunities.
15. Strategies may include:
  - » Native, climate-resilient, and culturally significant plant species.
  - » Public art, markers, sculptural elements, poles, screens, signage, and other vertical features.
  - » Distinctive paving, scoring, patterning, embedded design elements, and material transitions.
  - » Interpretive elements, embedded text, maps, storytelling features, or digital/QR-linked content.
  - » Integration of *ləkwəŋən* language, history, ecology, shoreline relationships, and site transformation narratives.
  - » Building form, façade design, materials, detailing, texture, craft, lighting, and public interfaces.
  - » Design features that support gathering, ceremony, markets, community activity, and everyday use.
16. Cultural expression should be integrated as part of the overall design of the site rather than applied as a secondary or decorative layer.

## BUILT FORM & MATERIALS

17. Design buildings to support flexible employment uses, including industrial, workshop/maker, office, cultural, commercial, marine-related, and other employment-generating activities.
18. Along key public interfaces, provide active, transparent, and human-scaled frontages with weather protection, identifiable entrances, lighting, signage, and façade articulation to support pedestrian comfort and building legibility.
19. Design loading, servicing, parking, waste, mechanical, and utility areas to maintain employment functionality while minimizing impacts on public spaces and pedestrian routes.
20. Use durable, high-quality materials and building forms suited to a coastal, industrial, and publicly accessible environment, with consideration for maintenance, weathering, flood resilience, industrial activity, public use, cultural expression, and long-term adaptability.
21. Appropriate materials may include timber, mass timber, steel, metal cladding, concrete, stone, rock, glazing, unit paving, high-quality hardscape materials, durable furnishings and lighting, and composite materials where appropriate.



## INTERNAL PUBLIC REALM AND OPEN SPACES

22. Key publicly accessible spaces, including the waterfront path, Gathering Point Plaza, and other major public spaces, should be secured through statutory rights-of-way or other appropriate legal mechanisms where required.
23. Design internal public spaces as a connected network of publicly accessible places located at key nodes, including public streets, internal streets, pedestrian routes, building entries, waterfront access points, view corridors, and transitions between development areas.
24. Interim pathways should maintain clear connections between public streets, internal streets, building entries, open spaces, and the waterfront path, and should be capable of being upgraded or incorporated into the permanent public realm network over time.
25. Design key public spaces, including the Gathering Point Plaza and other major public nodes, as flexible, publicly accessible places that support gathering, informal seating, cultural activities, small events, and everyday use.
26. Coordinate public spaces with adjacent buildings, entries, active frontages, ground-floor uses, circulation, loading and servicing areas, emergency access, utilities, stormwater management, and phasing to support safety, animation, passive surveillance, and comfort.
27. Integrate seating, lighting, bike parking, waste/recycling, bollards, railings, weather protection, planting, public art, interpretive elements, and other furnishings to support comfort, safety, accessibility, durability, and public use.
28. Incorporate rain gardens, permeable surfaces, habitat planting, drainage channels, water features, or other blue-green infrastructure where feasible.

## WATERFRONT PATH

29. Provide a continuous, publicly accessible waterfront path that supports walking, cycling, gathering, shoreline access, and site-wide connections, designed to meet applicable City standards while responding to geotechnical, environmental, servicing, shoreline, and phasing conditions.
30. The waterfront path corridor will be located within a corridor extending approximately 15.0m upland from the top of bank, excluding intertidal areas, or an alternative location or configuration to the satisfaction of the Director of Engineering and Public Works and the Director of Planning.
31. Alternative configurations may include a reduced-width corridor, shifted alignment, boardwalk condition, structure-supported path, or integration with adjacent building massing, provided that the design achieves the intended public access, mobility, landscape, public realm, safety, and shoreline-interface objectives.
32. The waterfront path corridor should be sized, located, and configured to support public access, maintenance, landscape, lighting, furnishings, viewpoints, and any necessary servicing or structural requirements.
33. Incorporate seating, viewpoints, lighting, planting, interpretive elements, gathering areas, green infrastructure, habitat features, soft edges, and shoreline restoration opportunities where feasible.
34. Design adjacent development to front and animate the waterfront while maintaining appropriate setbacks, privacy, servicing access, and public access points.

## PUBLIC STREET FRONTAGE IMPROVEMENTS

35. Design public street frontage improvements to be generally consistent with applicable City standards while creating a distinct identity for the Matullia Lands.
36. Coordinate frontage improvements with site access, pedestrian and cycling connections, loading and servicing interfaces, emergency access, utilities, stormwater management, adjacent building design, internal circulation, and phased development.
37. Coordinate sidewalks, furnishing zones, planting zones, setbacks, entries, weather protection, ground-floor uses, transparency, materials, façade design, art integration, and public realm spaces to create a coherent, comfortable, and high-quality streetscape.



## INTERNAL STREETS AND CIRCULATION

38. Design internal streets as phased, low-speed flex streets that can evolve toward the ultimate public realm vision while accommodating industrial operations, service vehicles, pedestrians, cyclists, emergency access, utilities, loading, servicing, planting, lighting, wayfinding, cultural expression, and public realm elements.
39. Where appropriate, use a shared-surface or woonerf-style design that allows pedestrians and cyclists to use the travel area while maintaining safe and functional site operations.
40. Where a shared-surface or flex-street condition is used, reinforce pedestrian priority through high-quality surfacing, narrowed travel zones, crossings, traffic calming, lighting, signage, bollards, tactile or visual edge definition, planting, grade transitions, and careful placement of parking, loading, landscaping, stormwater features, and building edges.
41. Where feasible, internal streets should include the following components:
  - » **Shared Movement Zone:** Approximately 6.0m to 7.0m wide for low-speed two-way movement, service access, loading, emergency response, cycling, and pedestrian use, subject to vehicle turning analysis.
  - » **Pedestrian Zone:** Minimum 1.5m clear route, free of fixed obstructions such as bollards, signs, furnishings, planting, loading areas, and parked vehicles. This route may be provided through a dedicated edge condition, differentiated paving band, widened pedestrian refuge area, or pedestrian-priority shared surface.
  - » **Buffer Zone:** Approximately 0.3m where bollards, signage, lighting, drainage edges, tactile or visual contrast, wheel stops, or other vertical elements are required to distinguish pedestrian-priority areas from vehicle movement areas. This zone is not intended to function as the pedestrian clear route.

- » **Flex Zone:** Approximately 2.5m wide where feasible, accommodating short-term parking, loading, planting, rain gardens, stormwater management, seating, bike parking, waste/recycling, signage, and pedestrian refuge areas.
- 42. Cycling is to be accommodated through the shared low-speed street condition, widened shared path, or marked cycling zone, depending on final street design, industrial operations, and anticipated cycling volumes.
- 43. Provide clear and legible pedestrian crossings at key desire lines, including connections to public streets, the waterfront path, plazas, building entries, parking areas, internal open spaces, and development parcels.
- 44. Accommodate industrial vehicle movements, emergency access, waste collection, deliveries, and temporary staging without compromising pedestrian safety, accessibility, or public space function.
- 45. Use durable surfacing and public realm materials suited to industrial access, pedestrian use, loading, maintenance, and coastal conditions.

## ENVIRONMENTAL AND RESILIENCE DESIGN

- 46. Integrate green and blue infrastructure to manage stormwater, support ecological function, improve public realm quality, and restore or enhance shoreline and habitat conditions where feasible.
- 47. Design for sea level rise, flood conditions, and long-term climate adaptation while managing risk appropriately.
- 48. Support energy-efficient and low-carbon building design where possible.
- 49. Coordinate environmental and resilience measures with phasing, servicing, public realm design, shoreline conditions, and long-term site redevelopment.

- 50. Apply a managed-risk approach to coastal adaptation, recognizing site-specific geotechnical, structural, shoreline, access, public realm, and long-term redevelopment considerations.

## TALL BUILDINGS

- 51. Ensure taller buildings reinforce the employment-forward, mixed-use district vision for the site.
- 52. Locate and design residential access, amenity areas, outdoor spaces, and building systems to avoid constraining existing or future employment, industrial, marine, loading, servicing, and cultural activities.
- 53. Design tall building podiums as functional employment, cultural, commercial, or community-serving spaces.
- 54. Design loading, servicing, parking, and waste areas to maintain employment functionality while minimizing conflicts with residential uses.
- 55. Design taller buildings to manage shadow, wind, privacy, views, and public realm comfort.
- 56. Design residential uses, amenity areas, and outdoor spaces to anticipate and mitigate normal employment, service, loading, marine, cultural, and public realm activities.

# 4.5 PRECEDENT GALLERY: USES & BUILT FORMS

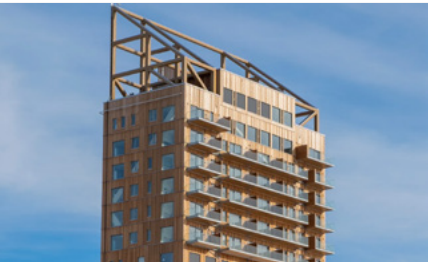
**FINAL BUILDOUT**

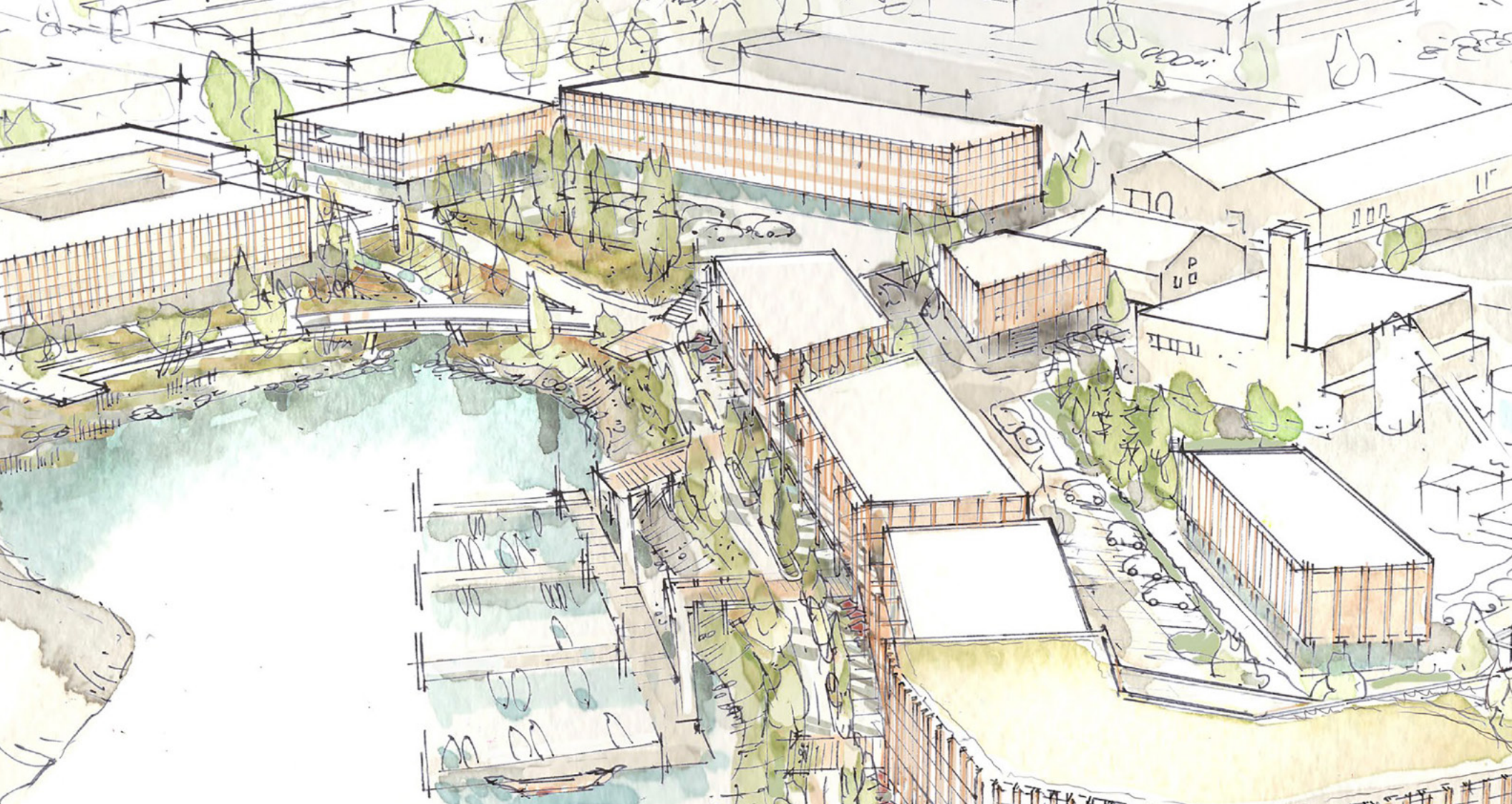
**EARLY ACTIVATION**

**INDUSTRIAL**

**OFFICE / RETAIL**

**RESIDENTIAL**





**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.**

# 5.0 BLUE-GREEN STRATEGY

## 5.1 OVERVIEW

It is important to recognize the highly degraded condition of the site at the time it was reclaimed by the Nations. Within this context, a broad range of blue-green infrastructure interventions – from practical stormwater management measures to more innovative green stormwater infrastructure – can provide a meaningful net benefit to the ecological health of the site and surrounding waters.

### PHASE 1: EARLY ACTIVATION

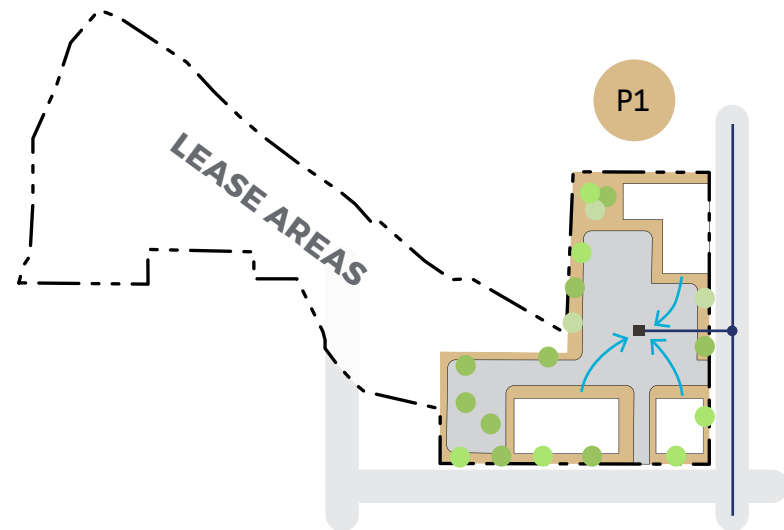
Initial development will focus on delivering core stormwater management and servicing systems required to support functional site development. These systems will address stormwater management through engineered solutions that meet City requirements and respond to site constraints.

Early measures may include:

- Conventional and hybrid stormwater infrastructure to manage runoff and protect downstream systems.
- Site grading and drainage strategies aligned with City standards and structural and geotechnical conditions.
- Opportunities to incorporate basic green infrastructure, such as permeable surfaces or localized planting, where feasible.

This phase establishes a basic foundation for future phases, while ensuring development can proceed in a safe, viable, and cost-effective manner.

The Blue-Green Strategy establishes a phased approach to managing water, ecology, and open space across the Matullia Lands, grounded in site constraints, long-term stewardship, and *lǎkʷəŋən* values. Given the site’s geotechnical complexity, altered shoreline, and industrial history, the strategy prioritizes practical, achievable solutions in early phases, while enabling more integrated and restorative approaches over time.



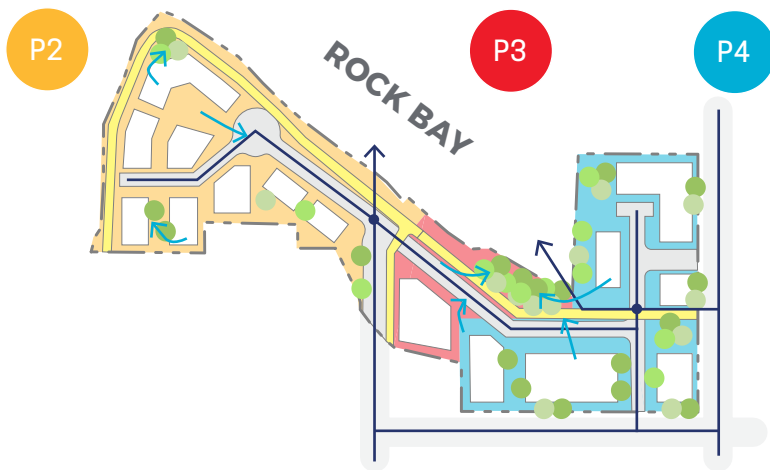
## PHASES 2-4: FINAL BUILDOUT

As development progresses, stormwater management and landscape systems will become more integrated with the site design, supporting both ecological function and site experience. This includes the gradual introduction of visible and accessible blue-green infrastructure across the site.

Key directions include:

- Integration of rain gardens, soft landscaping, and permeable surfaces within streets, plazas, and open spaces.
- Expansion of urban forest and planting systems using native and climate-resilient species.
- Coordination of stormwater systems with public spaces, including the waterfront pathway and key gathering areas.
- Design of open spaces to support multiple functions, including water management, habitat, and community use.

These phases reflect a shift from primarily engineered systems to more layered, multifunctional landscapes.



## POSSIBILITIES: LONG-TERM RESTORATION AND INNOVATION

Over time, and as site conditions, funding, and partnerships allow, the Matullia Lands may incorporate more ambitious blue-green and shoreline restoration measures. These are not assumed as baseline requirements, but represent opportunities to further advance ecological and cultural outcomes.

Potential directions include:

- Exploration of soft-shore treatments and shoreline restoration.
- Expanded habitat creation and ecological restoration along the waterfront.
- Integration of educational and cultural elements that express relationships to land and water.
- Future connections such as docks, marine access, or pedestrian bridge linkages.

These elements will be explored incrementally and in alignment with long-term site development, regulatory requirements, and the Nations' priorities.

## 5.2 BLUE-GREEN DESIGN PRINCIPLES

Through a phased and incremental approach this project will honor the Songhees and Esquimalt Nations' stewardship and heritage through the following blue-green design principles.



### 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.

### INCREMENTAL APPROACH

Use a phased and incremental approach to achieve desired landscape and restoration outcomes, accommodating more utilitarian and functional interim conditions in Phase 1.

### 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.

### SHORELINE & SITE RESTORATION

Pursue opportunities to restore the shoreline and upland habitat, with native and climate-resilient species. Use tree canopy and understory plantings to enhance habitat, shade, and microclimate regulation.

### CONNECTED BLUE-GREEN INFRASTRUCTURE

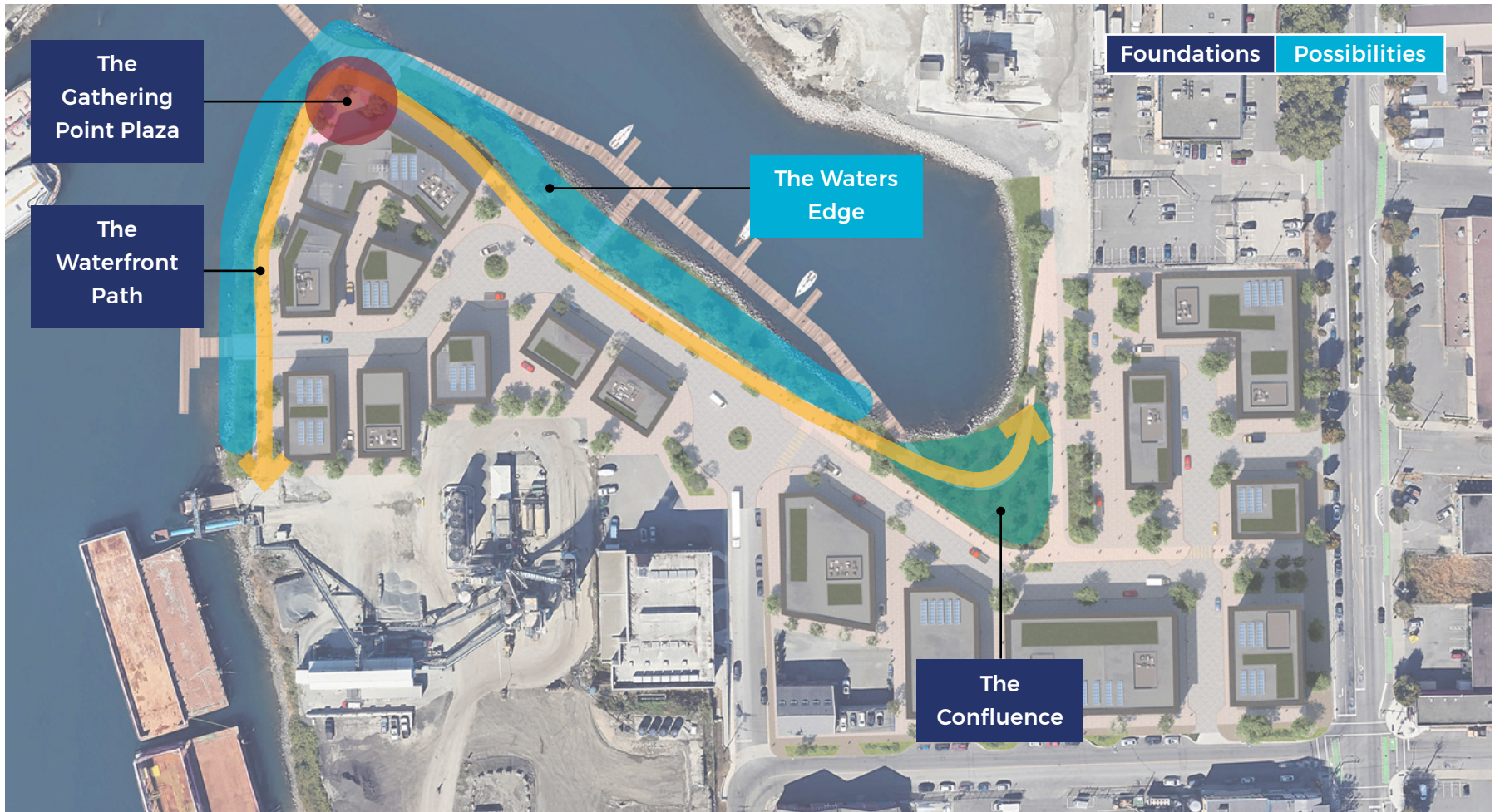
Create a continuous network of green corridors and open spaces that link the shoreline, plazas, and streets. Nature-based solutions will manage water, promote biodiversity, and reinforce a sense of place rooted in ecological function.

### MARINE ACCESS & CONNECTIONS

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

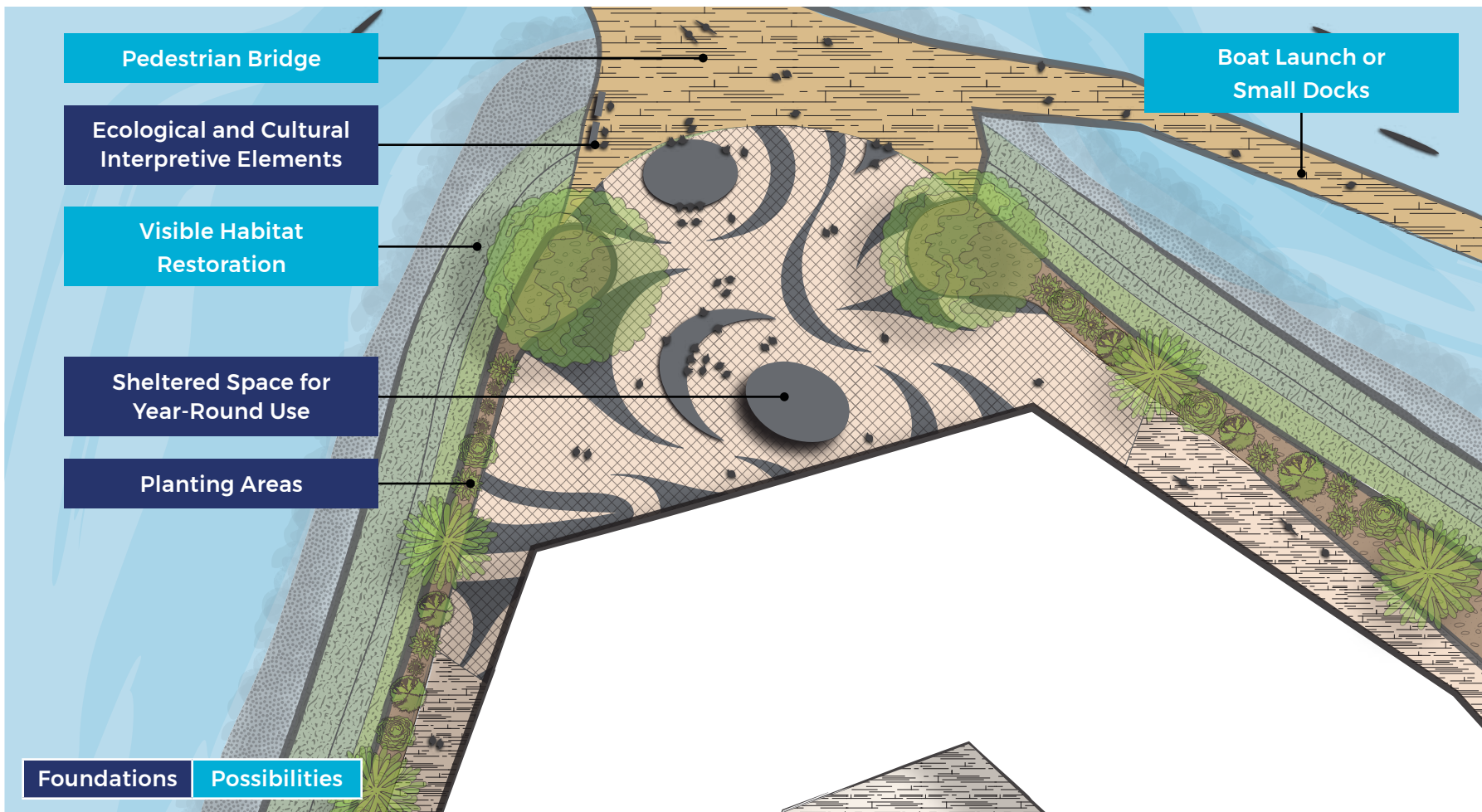
### 5.3 BLUE-GREEN PLAN

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 *lākʷəŋən* 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

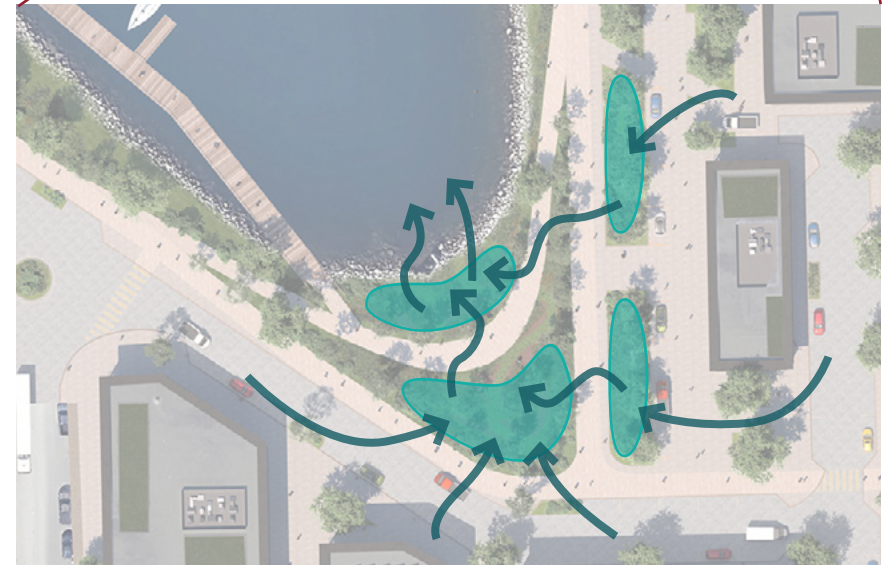
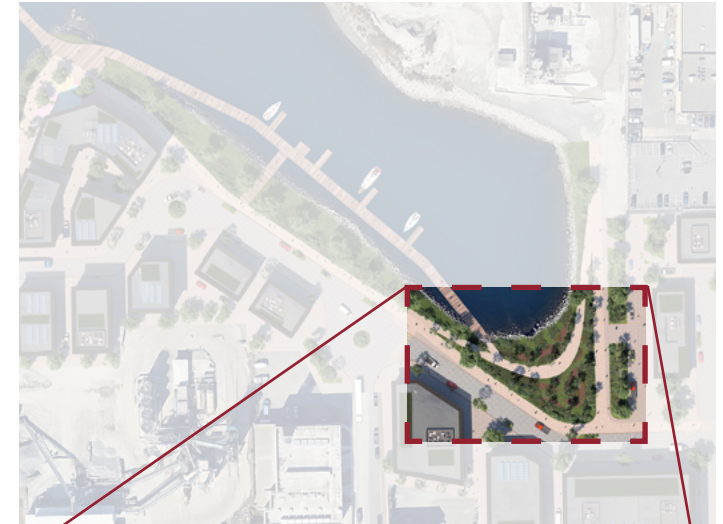
The Confluence is a central landscape where land, water, and community meet, integrating ecological restoration with the urban fabric of Victoria's Upper Harbour. While the idea of daylighting a creek has been explored, it is not viable or historically appropriate for the Matullia Lands.

#### 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 responds to the site's real history, setting a foundation of functional stormwater management that will immediately improve the environmental performance of this highly disturbed site. Over time (through foundational and possible features), restoration and sustainable water management will begin to integrate with and improve the site's environmental context. Green infrastructure will reduce demand on the City's storm network while enhancing biodiversity and public awareness of natural processes. Larger storm events will be directed to landscaped areas and engineered solutions that provide overflow capacity. 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.

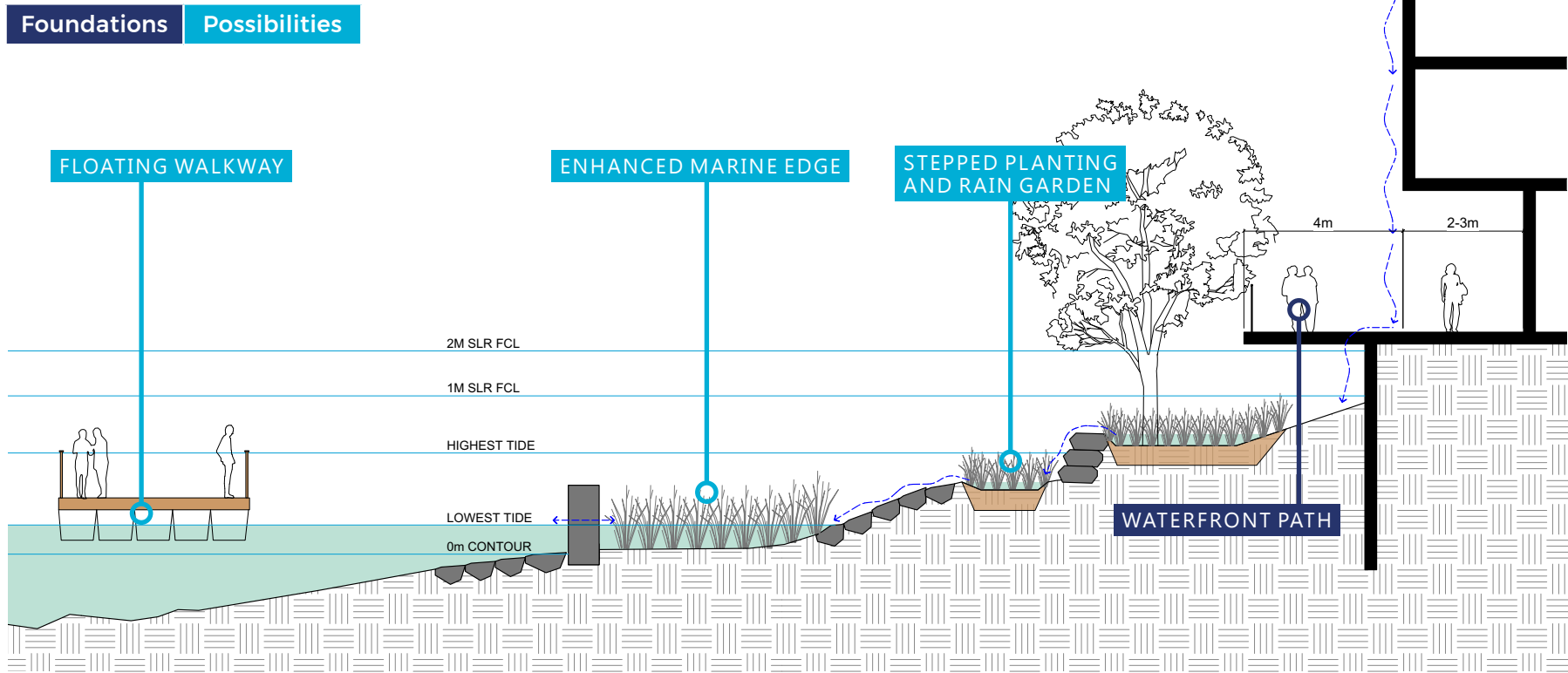


### 5.3.3 THE WATERFRONT PATH & WATERS EDGE

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.

The path will likely be cantilevered due to geotechnical constraints, which will influence its width. Final design is to be determined.



Foundations Possibilities

# 5.4 PRECEDENT GALLERY: BLUE GREEN STRATEGY

FINAL BUILDOUT

**GATHERING POINT PLAZA**



**THE CONFLUENCE**



**WATERS EDGE**



## 5.5 RAINWATER MANAGEMENT STRATEGY

### 5.5.1 RAINWATER MANAGEMENT PLAN & PHASING

Early phases of the Matullia Lands will focus on meeting core stormwater management requirements through practical infrastructure and temporary interventions that respond to site constraints and servicing needs.

Over time, green stormwater infrastructure (GSI) will be implemented more broadly through a phased, incremental approach, with later phases integrating more visible, multifunctional systems that support long-term ecological goals.



Over the course of development, this means:

#### Phase 1: Early Activation

- Provide required stormwater management areas based on City standards.
- Focus on practical, engineered solutions integrated with site grading, servicing, and early development context.
- Incorporate targeted GSI elements such as localized rain gardens or permeable surfaces where feasible.

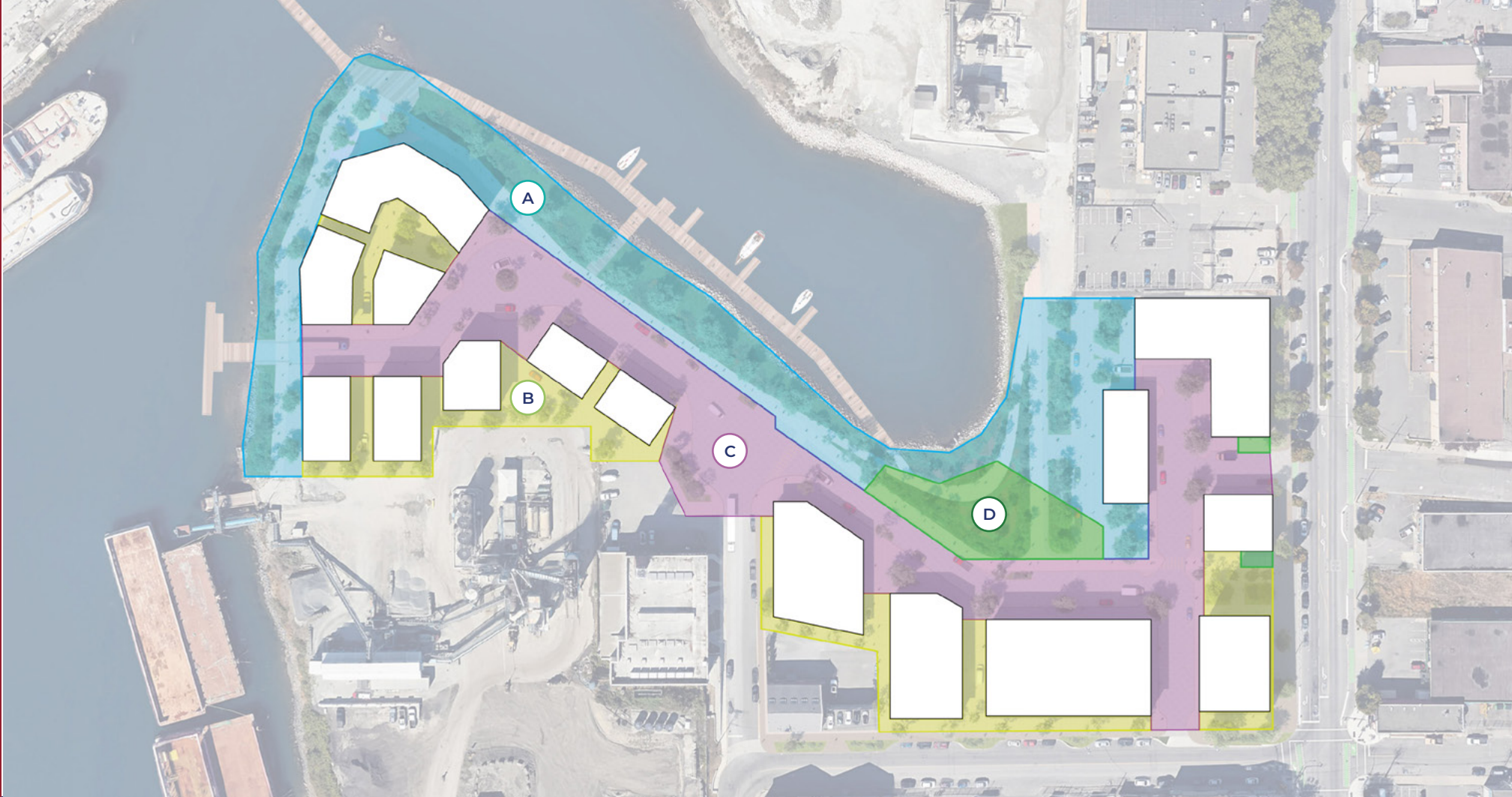
#### Phases 2-4: Final Buildout

- Expand GSI into streets, plazas, and open spaces as part of the public realm.
- Integrate rain gardens and soft landscaping areas to slow, filter, and manage stormwater on-site.
- Coordinate GSI with urban forest and landscape systems to support biodiversity and site experience.

#### Possibilities

- Explore more visible and expressive water systems as part of cultural and educational features.
- Enhance habitat and ecological function through expanded planting and water integration.
- Integrate GSI into signature public spaces as part of a broader blue-green network.

See the Rainwater Management Plan (conceptual) for the final buildout on the next page. Details to be established at the time of Development Permit.



## 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 inter tidal 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

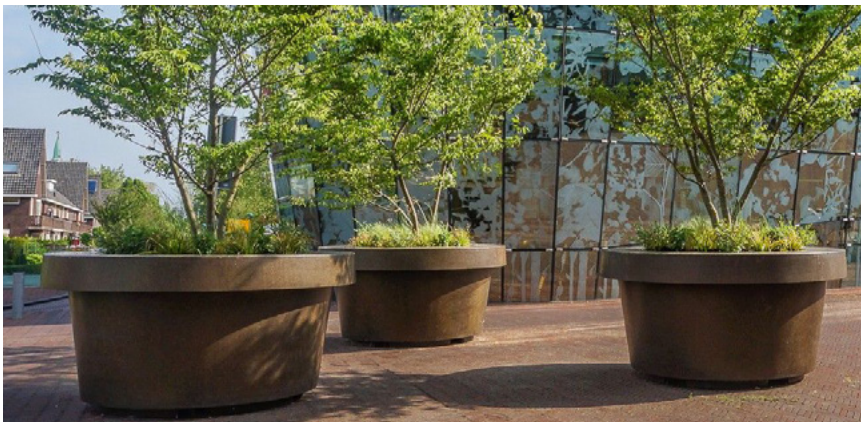
### The Confluence

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

The Urban Forest Strategy takes a phased approach to tree planting, recognizing the site's limited existing vegetation and challenging soil and servicing conditions. Early phases focus on establishing temporary planters and limited permanent plantings in key areas, while later phases expand canopy coverage and integrate trees with public realm and stormwater systems. Over time, this approach supports a more resilient and cohesive urban forest aligned with City requirements and long-term stewardship goals.

Given the site's limited soil conditions, geotechnical constraints, and industrial history, the strategy prioritizes achievable planting in early phases while enabling a more robust and integrated urban forest over time. Tree planting will also respond to City requirements, including minimum tree counts and long-term canopy coverage targets, while maintaining flexibility to locate planting in areas that can support healthy growth.



Over the course of development, this means:

### Phase 1: Early Activation

- Focus on viable planting locations that align with site constraints while not restricting phased site development and long-term employment use.
- Support the use of temporary planters as a preliminary approach to achieving urban forest targets.

### Phases 2-4: Final Buildout

- Expand permanent tree planting across development areas, while ensuring alignment with industrial/employment use operations and needs.
- Focus tree plantings in plazas, parks, and along the waterfront path to achieve broader, connected canopy coverage.
- Integrate trees with internal street, public realm, and stormwater systems, including rain gardens and bioswales.

### Possibilities

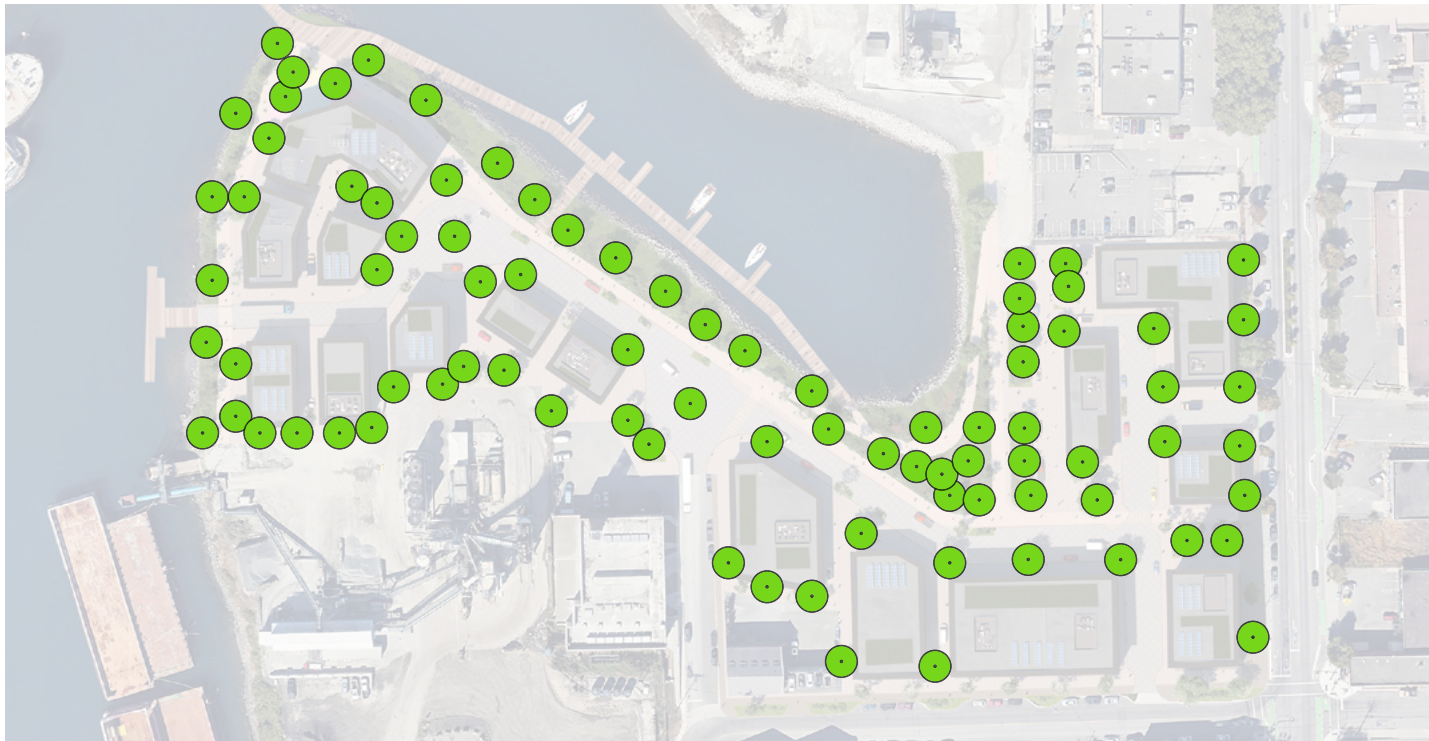
- Enhance coastal planting and habitat along the waterfront.
- Introduce greater species diversity and canopy layering over time.
- Integrate cultural planting and stewardship practices that reflect **lakwəŋən** values.

## IMPLEMENTATION AND TARGETS - FINAL BUILDOUT

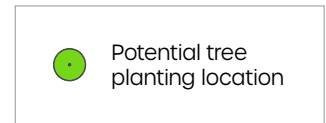
The site currently contains minimal existing vegetation, including one small arbutus tree within a rock retention area, with additional street trees located along Government Street and Pembroke Street as part of recent City upgrades.

In accordance with the City's Tree Protection Bylaw, the site is required to accommodate a minimum number of trees based on its area. In addition, the City's Official Community Plan identifies a long-term target of 15 percent canopy coverage by 2050.

The Preliminary Urban Forest Plan identifies potential planting locations based on current development assumptions and will guide future Replacement Tree Plans at the Development Permit stage. Detailed design will refine planting locations, soil volumes, and species selection to ensure trees are viable, resilient, and coordinated with site infrastructure and phasing, while also acknowledging the site's highly constrained ground conditions.



### PRELIMINARY URBAN FOREST PLAN



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.

Over the course of development, this means:

### Phase 1: Early Activation

- Establish baseline development, drainage, and stormwater systems to safely manage water on-site.
- Incorporate practical measures to reduce flood risk and protect critical infrastructure.
- Design early public realm and circulation areas to accommodate occasional flooding without compromising safety.

### Phases 2-4: Final Buildout

- Integrate coastal and stormwater systems where possible with public realm and open space design.
- Use landscaped areas and infrastructure as functional buffers to manage flooding and reduce pressure on City systems.
- Design streets, pathways, and open spaces to accommodate temporary disruption and enable rapid recovery.

### Possibilities

- Refine and adapt design responses over time based on updated climate data, policy, and site conditions.
- Explore enhanced coastal adaptation measures as part of future infrastructure renewal and shoreline improvements.
- Continue to embed resilience through flexible, adaptive design that evolves with the site.

## 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.

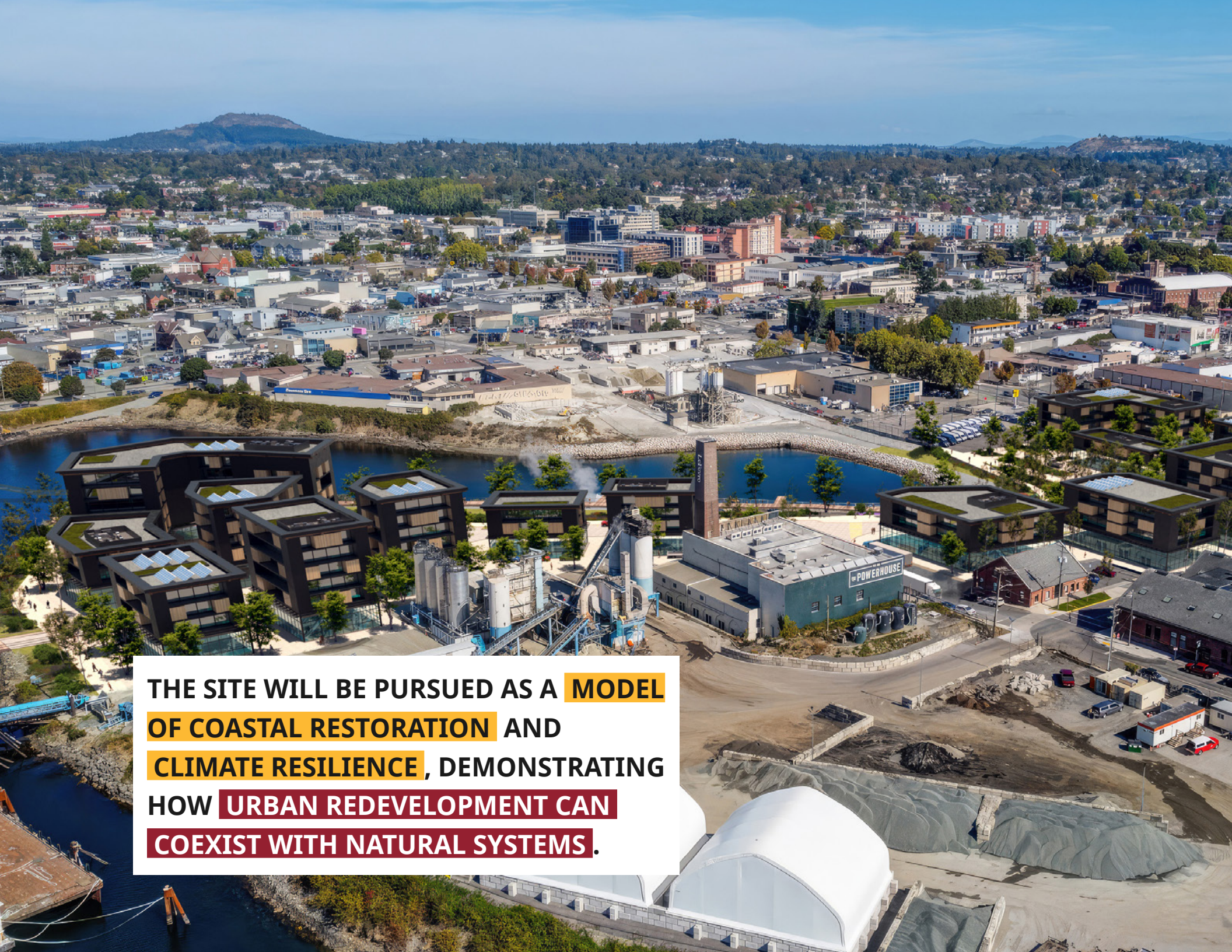
## 6.3 MARINE INFRASTRUCTURE - ACCESS & DOCKS

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 the possibilities of restored shoreline that replaces hard industrial edges with soft shore treatments and inter-tidal 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 *lækʷəŋən* 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.**

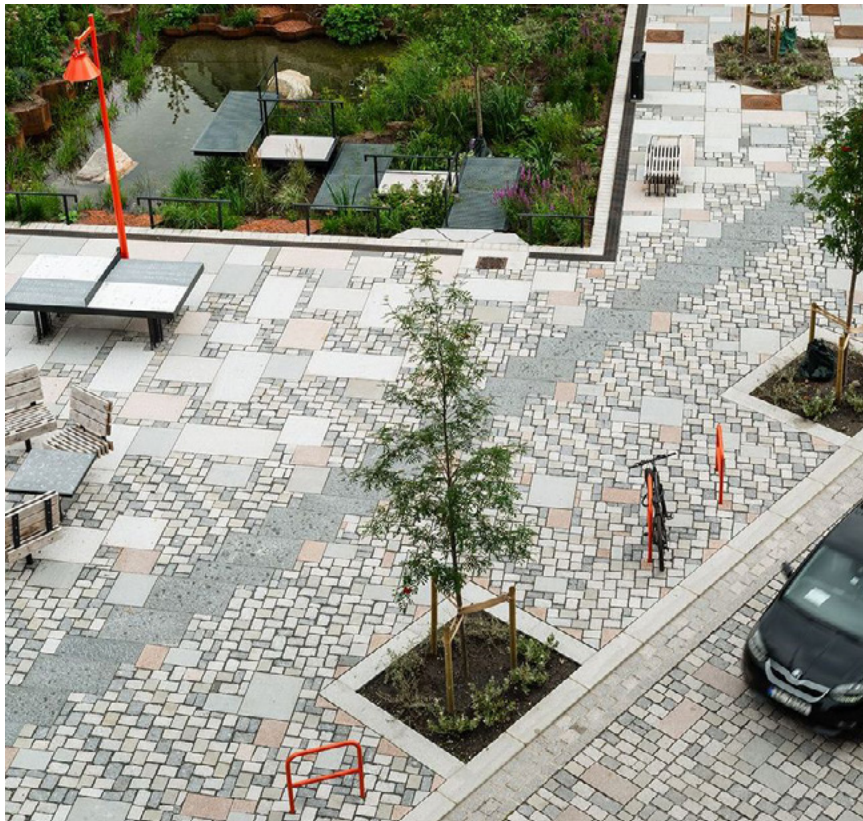


THE SITE WILL BE PURSUED AS A **MODEL OF COASTAL RESTORATION AND CLIMATE RESILIENCE**, DEMONSTRATING HOW **URBAN REDEVELOPMENT CAN COEXIST WITH NATURAL SYSTEMS**.

# 7.0 MOBILITY STRATEGY

## 7.1 OVERVIEW

The mobility strategy for the Matullia Lands supports a flexible, multimodal approach that balances industrial operations with safe and accessible movement for people. Given the site's phased development and evolving uses, mobility infrastructure will be delivered incrementally, responding to operational needs, public realm priorities, and long-term connectivity goals.



Over the course of development, this means:

### Phase 1: Early Activation

- Establish functional internal circulation to support industrial operations, including loading, servicing, and vehicle access.
- Provide safe and legible pedestrian routes within early development areas.
- Maintain existing frontages on Government and Pembroke Streets.

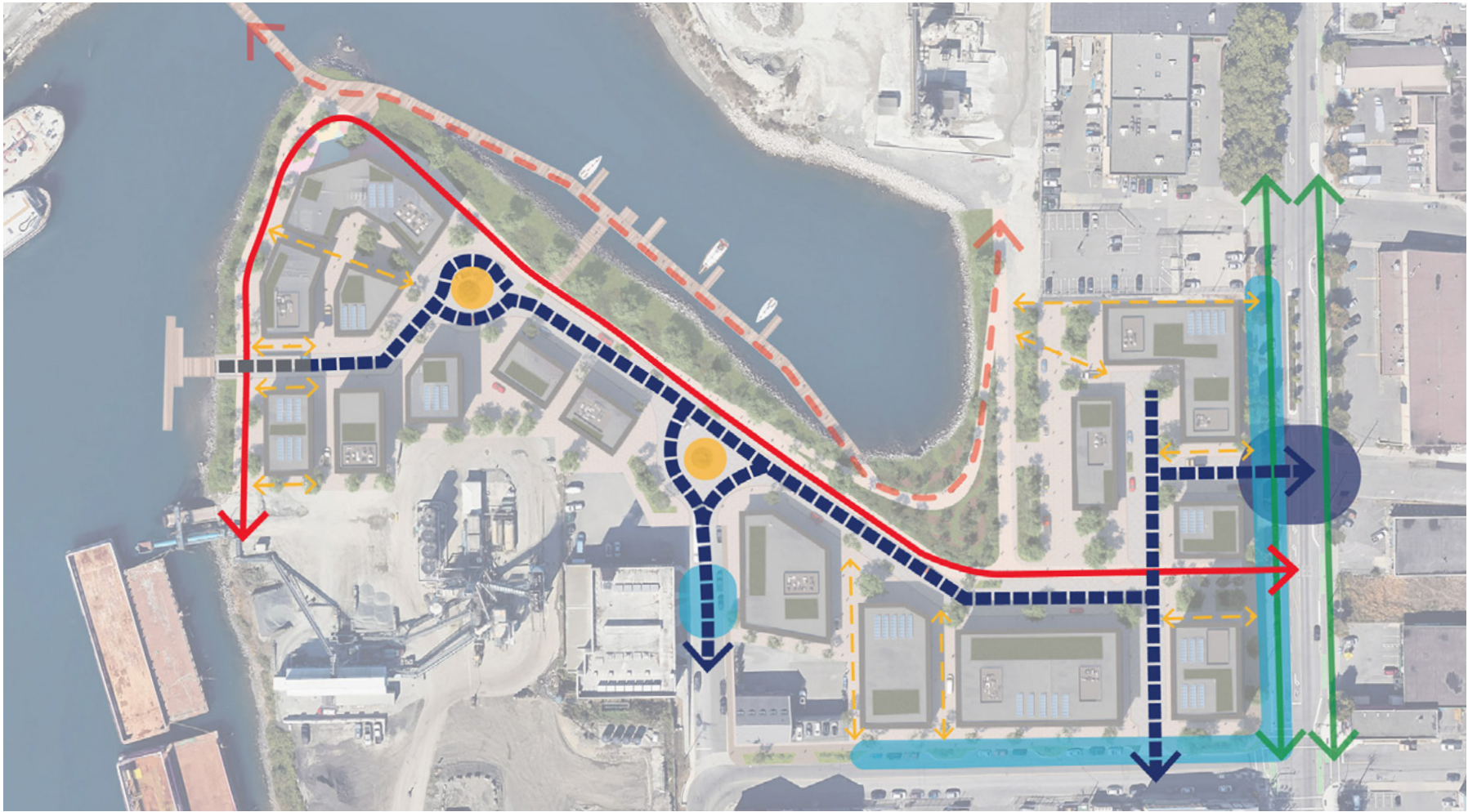
### Phases 2-4: Final Buildout

- Expand and refine the internal street and pathway network to support a more complete, multimodal environment.
- Integrate pedestrian and cycling connections with public realm spaces, including the waterfront pathway.
- Enhance connections to surrounding streets, downtown, and the broader waterfront network.
- Realize full frontage improvements on Government and Pembroke Streets

### Possibilities

- Explore additional mobility options such as water access, micromobility, and enhanced pathway connections.
- Consider a future pedestrian bridge subject to further discussion and coordination with external agencies.

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



**MOBILITY PLAN**

- ↔ Waterfront Path
- ↔ Government Street Bike Lanes
- Frontage Improvements
- - - Potential Pedestrian Connections
- Loading Ramp
- Princess Ave Crosswalk
- - - Potential Waterfront Path Additions
- Private Road
- Traffic Circle

Matullia plans to accommodate the long-term possibility of a pedestrian bridge connection across the harbour. While the project is not proposing or funding the bridge as part of this rezoning, site planning and design will protect for its potential alignment and future integration.

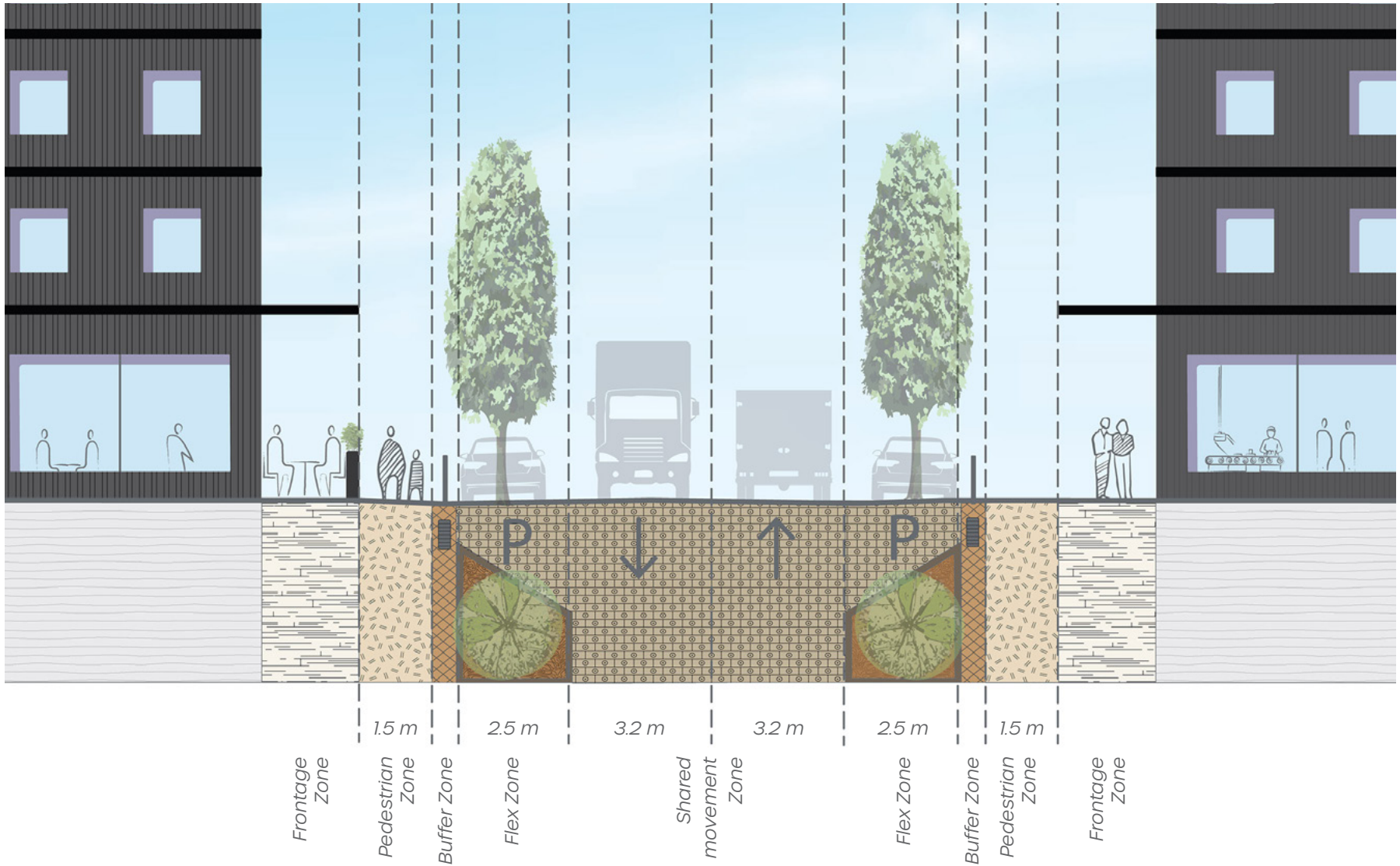
## 7.2 WATERFRONT PATHWAY CONCEPT

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 FRONTAGE CONSIDERATIONS

Frontage improvements will be delivered incrementally with site phasing, existing frontage conditions, access requirements, and adjacent development. Government and Pembroke Streets have both seen recent improvements that generally support Phase 1 early activation.

Phase 1 frontage work will focus on maintaining safe and functional access for early industrial, employment, and commercial uses.

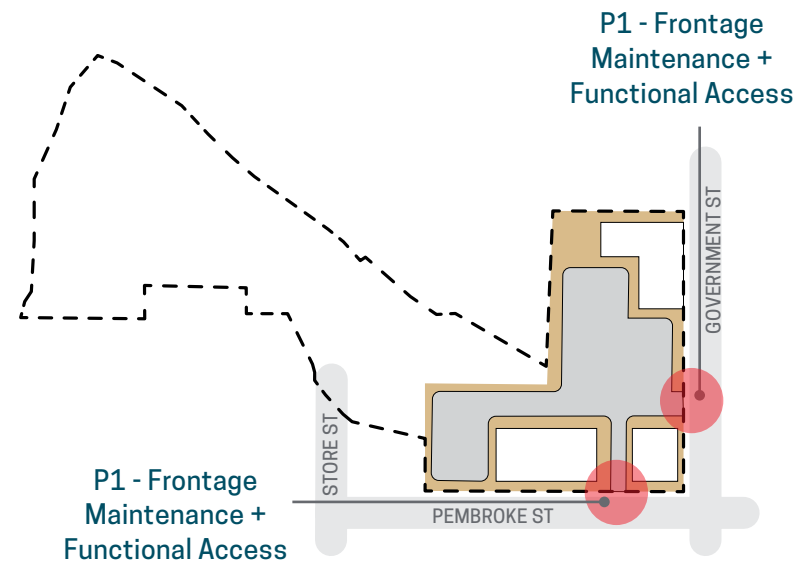
Through Phases 2-4, frontage improvements will achieve a complete, coordinated, and high-quality public realm aligned with City standards and Matullia placemaking objectives.



Recent city frontage improvements on Government & Pembroke Streets

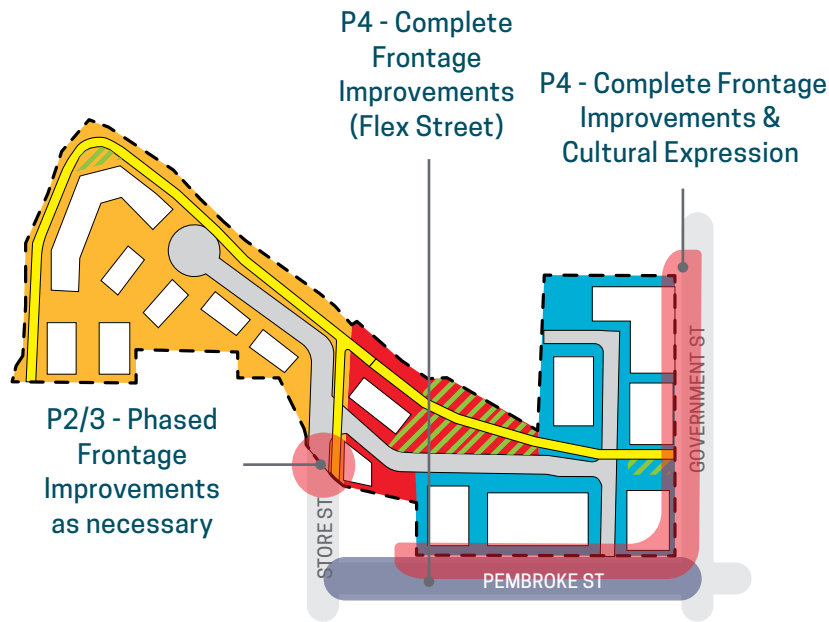
### Phase 1: Early Activation

- Maintain existing frontage conditions along Government and Pembroke Streets where recent City improvements already support safe pedestrian and cycling movement.
- Establish clear and functional site access for industrial operations, including loading, servicing, vehicle access, emergency access, and interim pedestrian movement.
- Provide clear, safe, and legible pedestrian connections between public streets, site entries, early activation areas, and internal circulation routes.



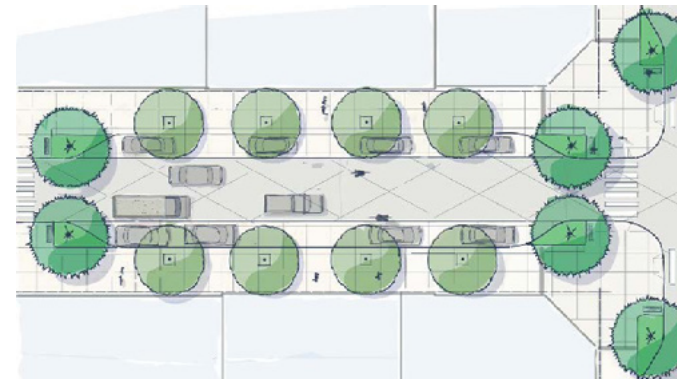
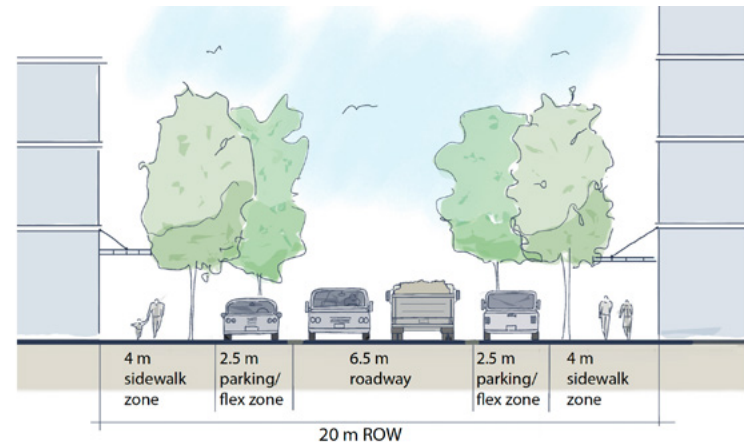
**Phases 2-4: Final Buildout**

- Transition to final streetscape conditions through Phase 4, with frontage improvements delivered as adjacent development proceeds.
- Integrate frontage improvements with site access, loading, servicing, utilities, stormwater management, emergency access, internal circulation, pedestrian and cycling connections, and public realm improvements.
- Ensure frontage design is consistent with City standards and the Matullia Design Guidelines, including cultural expression, pedestrian comfort, active building edges, green-blue infrastructure, and the Pembroke Flex Street condition



**Pembroke Flex Street**

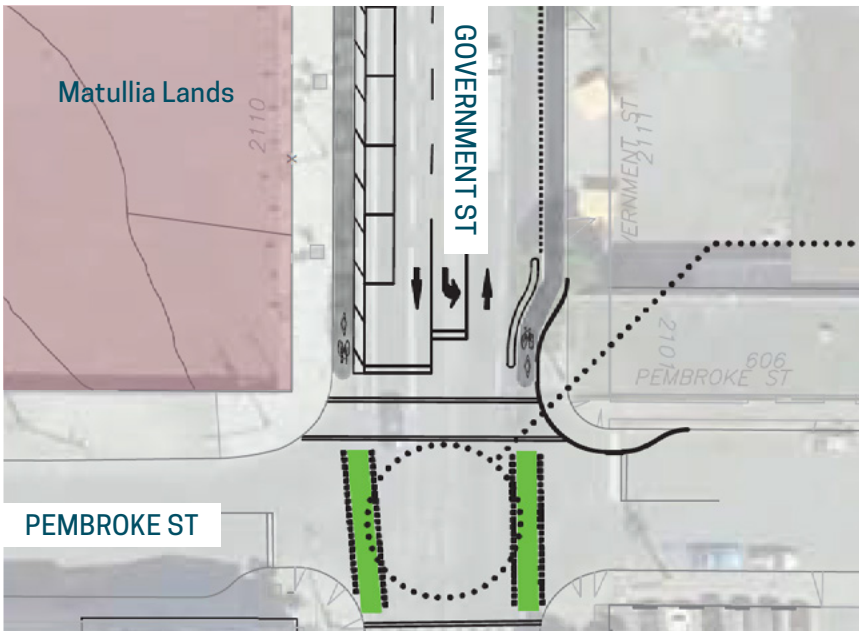
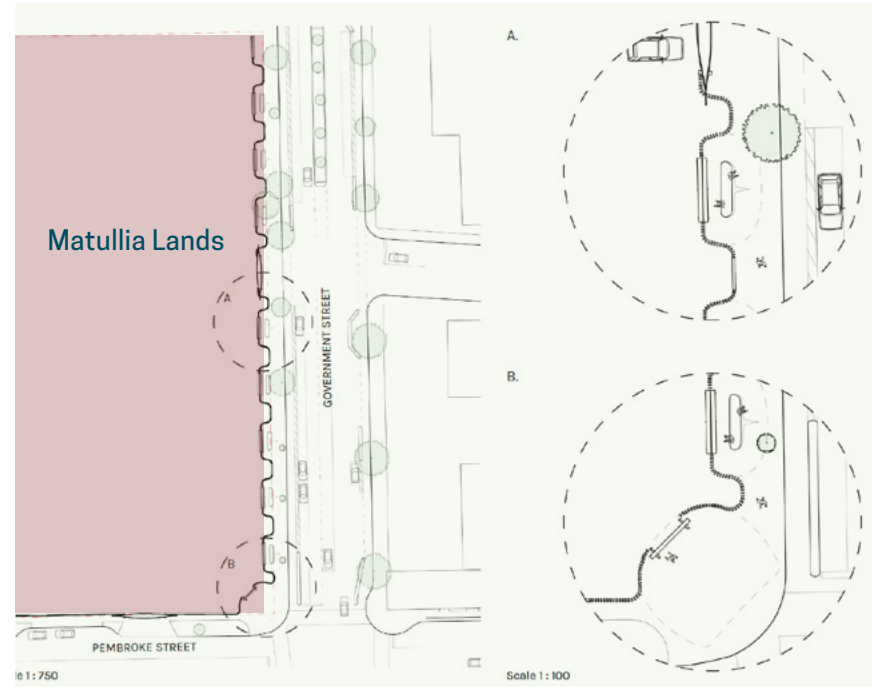
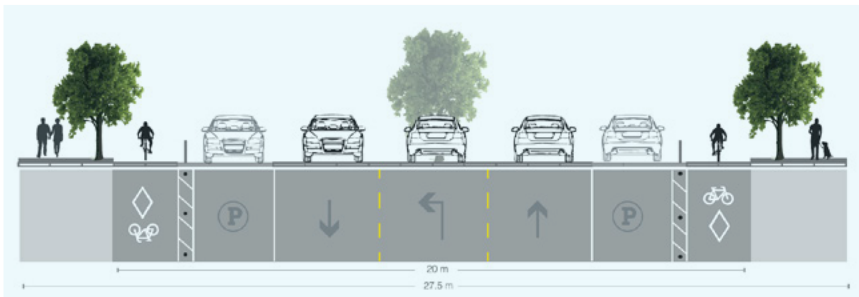
The future Pembroke Street frontage is envisioned as a Flex Street in the City’s IAI Plan. This creates a more pedestrian-oriented and adaptable public realm while maintaining necessary vehicle, servicing, and industrial access. Future phases should transition this frontage toward a lower-speed streetscape with improved pedestrian and cycling comfort, flexible curbside use, planting, lighting, stormwater features, and public realm elements, consistent with City standards and the Matullia Design Guidelines.



*City Envisioned Pembroke Flex Street.*

## Government Street Cultural Corridor

Government Street is envisioned as a key connection between the Matullia Lands and the wider community. Consistent with City standards and the Matullia Design Guidelines, future frontage improvements should integrate *lakwəŋən* cultural expression to create a coherent, high-quality streetscape that supports pedestrian and cycling movement, marks arrival, and reinforces Indigenous presence in Rock Bay.



Government Street North City Approved Designs.



Preliminary Government Street Cultural Walkway Concepts.

## 7.5 TRAFFIC IMPACT ASSESSMENT

A Transportation Impact Assessment (WATT Consulting, May 2026) confirms that the proposed development can be accommodated within the existing road network with no major traffic or safety impacts.

### 7.5.1 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.

### 7.5.2 RECOMMENDATIONS

Recommended measures include:

- Installing a signed and marked crosswalk on Government Street at Princess Avenue; and,
- Installing a multi-use pathway along the waterfront,

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 CONNECTION & CROSSING

At the City's request, the current TIA now identifies a signed and marked pedestrian crossing at Government Street / Princess Avenue as a recommended improvement. This crossing would help facilitate pedestrian movement between the site and areas to the east.

The crossing is expected to be delivered in conjunction with the future Government Street frontage improvements and additional site access, and is planned in Phase 4 once the internal road network is fully realized.

Although the future vehicular access connects to Government Street, the TIA notes that it would form the fourth leg of an existing intersection rather than create a new intersection on Government Street.

## 7.6 PARKING & TDM STRATEGY

### 7.6.1 PARKING & LOADING

Parking and loading for the Matullia Lands will be managed through a flexible, phased approach that responds to the site's land use mix, development timing, and evolving travel patterns. Parking may include on-site surface parking, off-street parking, shared parking, interim parking areas, and potential centralized parking as the site builds out.

No minimum parking requirements are proposed. Instead, parking supply and management will be confirmed through future Development Permit stages, informed by anticipated demand, TDM measures, and access to walking, cycling, transit, and shared mobility options.

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

- On-site and off-street parking;
- Shared or centralized parking;
- Temporary interim parking on undeveloped lands;
- Integration of car-share, bike parking, and other TDM measures; and,
- Dedicated loading, pick-up, and servicing areas that reduce conflicts between industrial vehicles, pedestrians, and cyclists.

### 7.6.2 TRANSPORTATION DEMAND MANAGEMENT

A parking and Transportation Demand Management (TDM) strategy will be established to reduce reliance on single-occupant vehicles and support walking, cycling, transit, and shared mobility. The site's central location, proximity to downtown, access to frequent transit on Douglas Street, and connection to the Government Street cycling network provide a strong foundation for multimodal travel.

Key measures may include:

- Secure bike parking and end-of-trip facilities;
- Shared mobility options such as car-share, bike-share, or e-scooter stations;
- Accessible pedestrian routes to surrounding streets, transit stops, and the waterfront;
- Shared or centralized parking;
- Dedicated loading, delivery, and pick-up areas; and,
- Internal street design that manages conflicts between industrial vehicles and active transportation users.

As redevelopment proceeds, the TDM strategy will evolve with each phase and respond to the final mix of residential, employment, community, and industrial uses. Together, these measures will help support modal shift while balancing the site's mobility, servicing, and industrial needs.

### 7.6.3 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
<b>BC Transit EcoPASS Contributions</b>	Contribute \$1,500 per dwelling unit for at least three years, prioritizing market rental and below-market rental units.	Residential
<b>End-of-Trip Facilities (Residential)</b>	Provide secure end-of-trip facilities including bike repair and wash stations in all residential buildings.	Residential
<b>Carshare (Memberships + Vehicles)</b>	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
<b>Enhanced Long-Term Bicycle Parking</b>	Provide 20% more long-term bicycle parking than required, with 50% of stalls having 110V outlets and 10% sized for oversized bicycles.	Residential
<b>End-of-Trip Facilities (Employment Uses)</b>	Provide end-of-trip amenities (WC, shower, lockers, repair station) consistent with City of Victoria guidelines.	Employment / Office / High-Tech / Creative Production
<b>Carshare (Employment Uses)</b>	Provide dedicated carshare stalls near employment uses at a rate of: 500–1,999 m <sup>2</sup> = 1 stall; 2,000–4,999 m <sup>2</sup> = 2 stalls; 5,000 m <sup>2</sup> + = 3 stalls.	Employment / Office / Commercial
<b>Oversized Bicycle Parking</b>	Ensure at least 15% of long-term bicycle stalls accommodate oversized bicycles.	Employment / Office / Creative Production

# 7.7 PRECEDENT GALLERY: MOBILITY

FINAL BUILDOUT

## 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 STRATEGY

## 8.1 OVERVIEW

Servicing and infrastructure for the Matullia Lands will be delivered through a phased approach that builds on existing municipal systems while supporting long-term redevelopment. The site is well positioned with nearby sanitary, stormwater, and water services along Government, Pembroke, and Store Streets, allowing early phases to connect efficiently while planning for future upgrades over time.

Over the course of development, this means:

### Phase 1: Early Activation

- Connect to existing municipal infrastructure to support early industrial and commercial uses.
- Implement required servicing upgrades to address capacity and site-specific constraints.
- Coordinate servicing with site grading, geotechnical conditions, and early development areas.

### Phases 2-4: Final Buildout

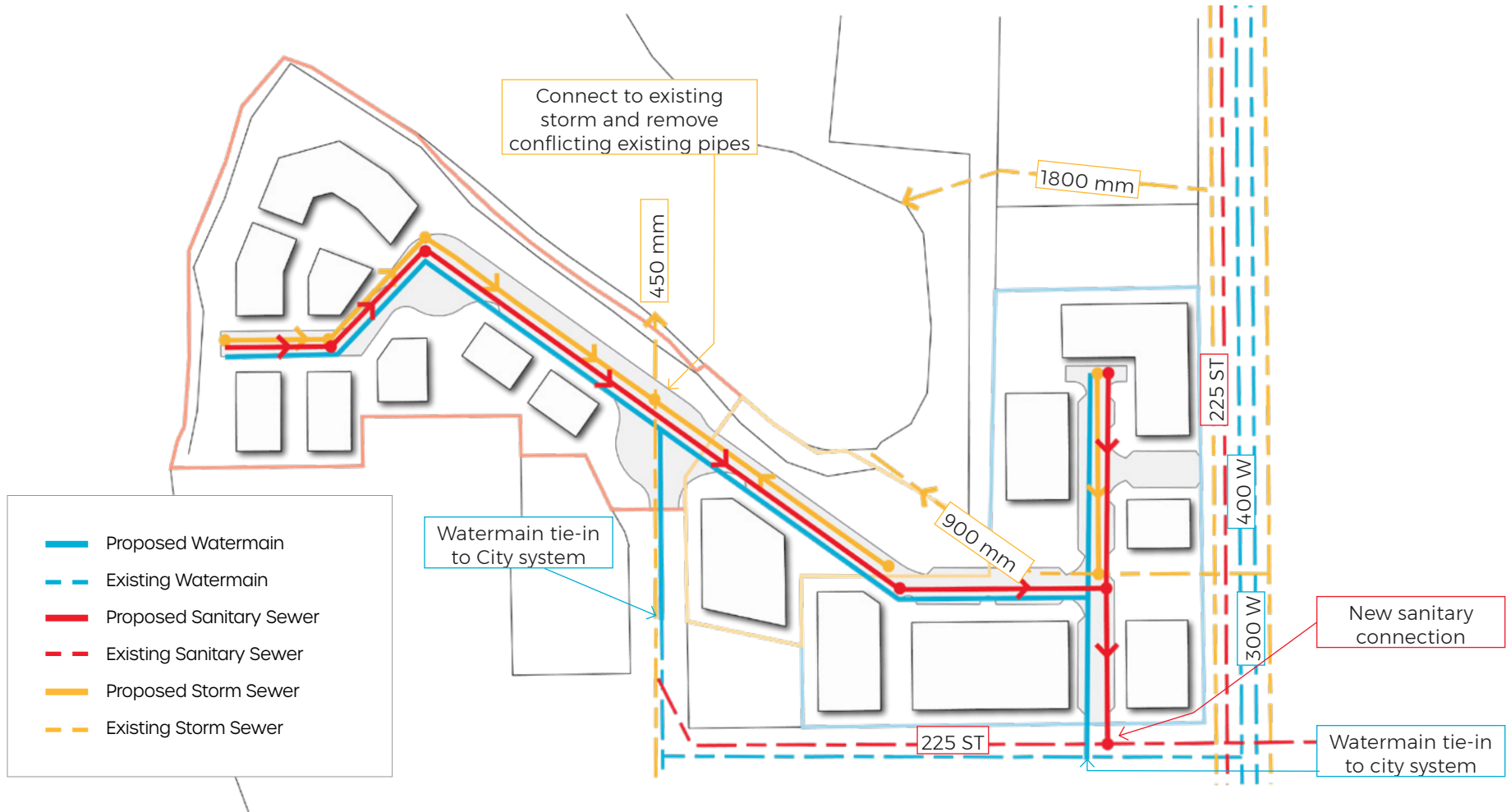
- Expand and upgrade servicing infrastructure to support full site buildout and increased intensity of uses.
- Coordinate infrastructure with public realm, streets, and development phasing.
- Integrate servicing with stormwater and blue-green systems where feasible.

### Possibilities

- Explore opportunities for more efficient, resilient, and low-impact infrastructure systems over time.
- Adapt servicing strategies to respond to evolving land uses, technologies, and City requirements.

An overview of the Servicing plan for the final buildout is presented on the following page.

# SERVICING PLAN



## 8.2 STORMWATER MANAGEMENT

Early phases of the Matullia Lands will focus on meeting core stormwater management requirements through practical stormwater infrastructure and temporary interventions that respond to site constraints and servicing needs.

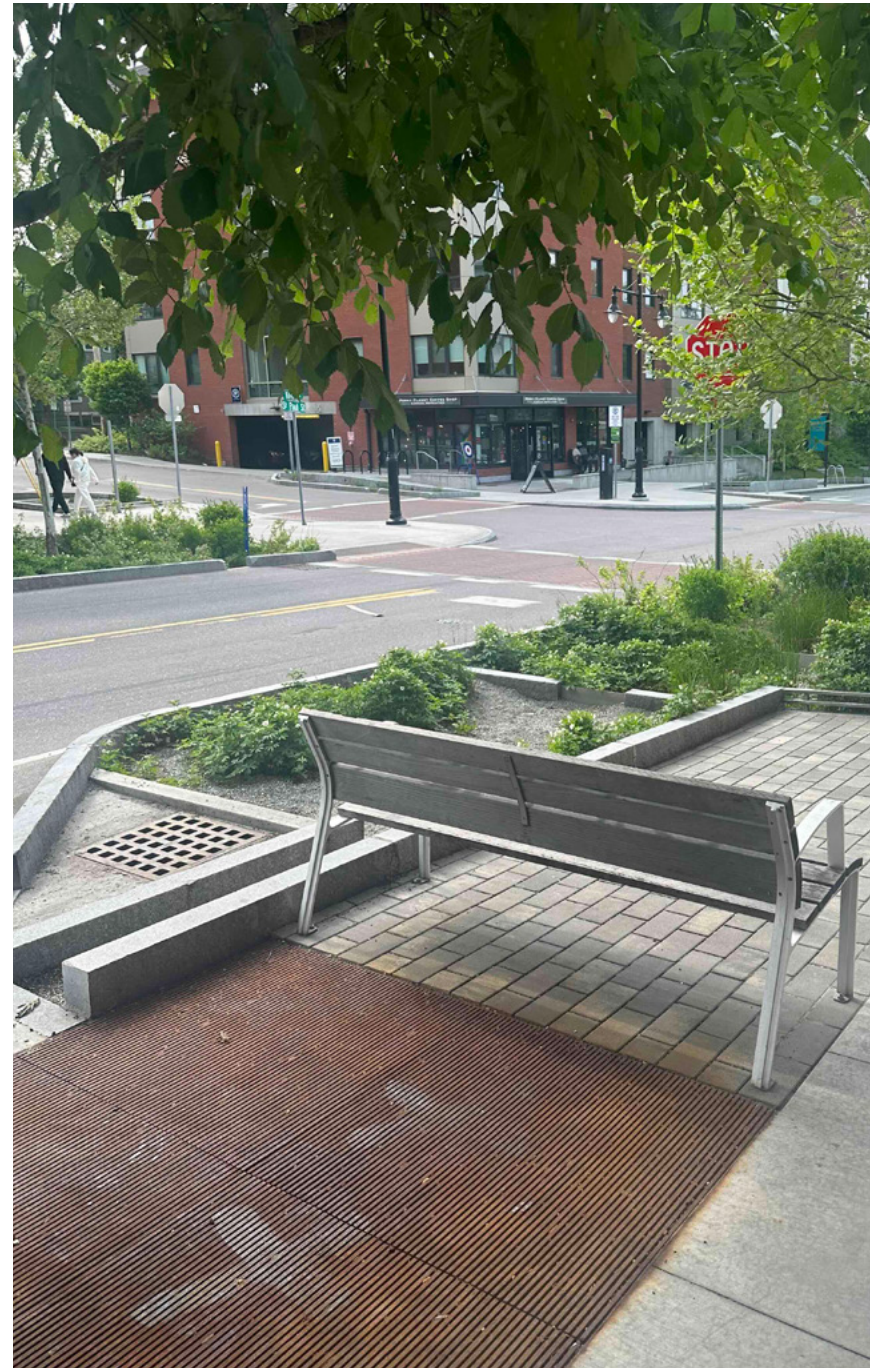
Over time, green stormwater infrastructure (GSI) will be implemented more broadly through a phased, incremental approach, with later phases integrating more visible, multifunctional systems that support long-term ecological goals and on-site rainwater management performance.

See Section 5.5 for an overview of rainwater 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 & IMPLEMENTATION STRATEGY

## 9.1 OVERVIEW

The Matullia Lands will be redeveloped through a phased and incremental approach that balances early activation with long-term site transformation, as well as confirmed Foundations and aspirational Possibilities. This approach allows the Nations to maintain productive site use, respond to technical and market conditions, coordinate infrastructure investment, and progressively deliver public realm, access, and amenity improvements.

The phasing strategy identifies the anticipated sequence for redevelopment and the delivery of key Foundations. The implementation framework explains how these commitments will be secured, designed, maintained, and constructed over time.

**Phasing is intended to provide general guidance for the anticipated sequence of redevelopment, rather than prescribe a fixed or rigid build-out schedule. Implementation will instead be tied to specific delivery triggers, allowing the timing and scope of improvements to adapt to evolving conditions, opportunities, and project priorities while maintaining alignment with the long-term vision for the Matullia Lands.**

## 9.2 PHASING

### 9.2.1 OVERVIEW

Redevelopment is organized into four broad phases.

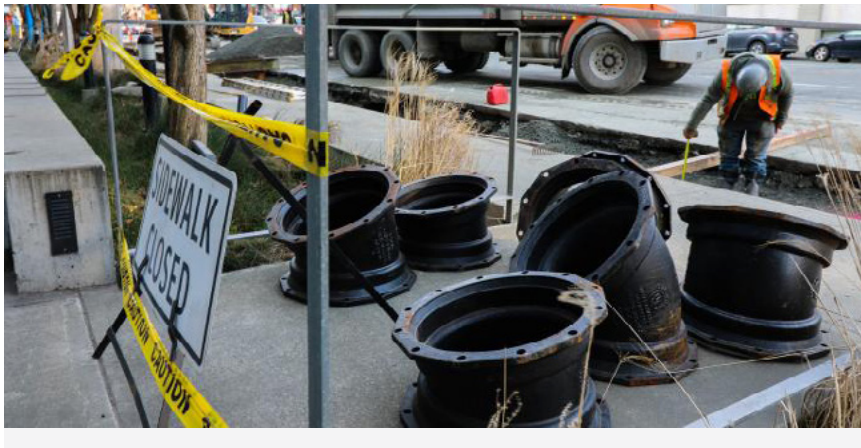
- **Phase 1 (DA-1)** – establishes the economic and operational foundation for the site through continued industrial and employment activity, lease coordination, near-term activation, and early access, servicing, stormwater, frontage, and public realm improvements.
- **Phase 2 (DA-2)** – advances Barclay Point and begins delivery of major waterfront public realm elements, including the Gathering Point Plaza, initial waterfront path improvements, landscape works, and related public access connections from Store Street.
- **Phase 3 (DA-3)** – extends redevelopment through the central and eastern portions of the site, including additional waterfront path, internal circulation, servicing, public realm, frontage, and green-blue infrastructure improvements. Interim connections may be provided where permanent connections cannot yet be completed.
- **Phase 4 (DA-1)** – completes the Government and Pembroke interface, including final frontage conditions, upgraded pedestrian connections, gateway and cultural corridor improvements, and the transition to final streetscape conditions.

### 9.2.2 INFRASTRUCTURE & SERVICING

This section focuses on the phasing and delivery of amenities and key site features. However, 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 functional water, sanitary, storm, and access connections to support initial site development.
- **Phase 2 (DA-2)** – Establishes primary water, sanitary, storm, and access corridors, along with early green-infrastructure systems to support employment and mixed-use development.
- **Phase 3 (DA-3)** – Expands servicing corridors to the east and expands green infrastructure and shoreline connectivity.
- **Phase 4 (DA-1)** – Improves servicing as needed through the redeveloped east side, adding increased green stormwater infrastructure and shoreline integration.

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



### 9.2.3 AMENITIES, BENEFITS, AND POSSIBILITIES

Redevelopment of the Matullia Lands will deliver a coordinated package of core commitments –community benefits and public amenities – over time, along with additional possibilities as opportunity arises.

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

Together, these provisions form the Core Commitments of the project – tangible outcomes that ensure that the project delivers meaningful community outcomes. The Phasing and Implementation Plans focus on the delivery details of key benefits and amenities.

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

They will be complemented over time by additional **Possibilities**, 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.

### 9.2.3 PHASING PLAN

The Phasing Plan (see below table and diagram on the next page) identifies and provides key details about the core commitments (amenities and improvements). It is intended to show physical delivery timing only, along with details of each commitment.

SRW, covenants, and other obligations will be secured through the Development Agreement and implemented (registered) at the appropriate approval stage (see 9.3 Implementation).

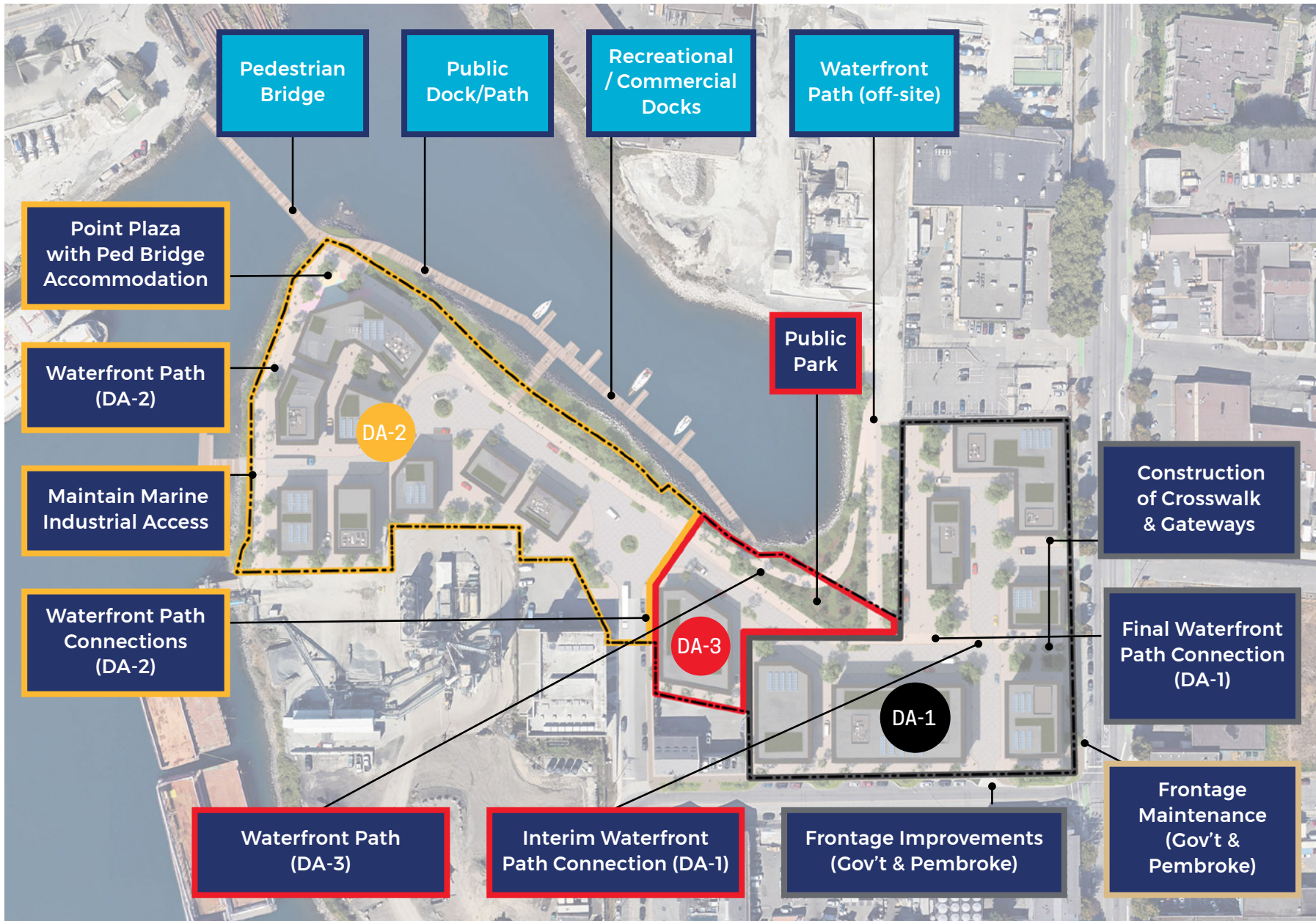
The delivery sequence may be refined through detailed design and review, provided the overall public access, public realm, employment, cultural expression, and connectivity objectives are maintained.

The level of improvement will be finalized at DP stage but is required to meet relevant City standards and intent of the guidelines and concepts of this document.

CORE COMMITMENT	PHASE	COMMITMENTS DETAILS*	REPORT SECTION REFERENCE
Interim Activation	1-2	Maintained throughout phases 1 and 2.	• 2.4.5 (Interim Activation Strategy)
Marine Industrial Access	1-4	Maintained throughout redevelopment.	• 6.3 (Marine Access)
Waterfront Path	2-3	Min. 4m-wide continuous path within 15m of top of bank in accordance with BC Active Transportation Guide.	• 4.4 (Design Guidelines) • 5.3.3 (Waterfront Pathway)
Waterfront Path Connections (min. 2)	2-4	Min. 3m wide continuous path from Waterfront Path to Store Street (DA-2) and Government Street (DA-1).	• 4.4 (Design Guidelines)
Gathering Point Plaza	2	Min. 565m <sup>2</sup> including integrated waterfront path areas and accommodation for possible future pedestrian bridge.	• 5.3.1 (Gathering Point Concept)
Confluence Public Park	3	Min. 1,240 m <sup>2</sup> including integrated waterfront path areas within DA-3 and DA-4.	• 5.3.2 (The Confluence)
Government Street Gateways (minimum 2)	4	Min. 40 m <sup>2</sup> adjacent to Government Street at Princess Ave and between Pembroke and Princess Ave.	• 3.8.4 (Urban Design Features) • 4.4 (Design Guidelines) • 7.4 (Frontage Considerations)
Government Street Frontage Improvements	4	Final design to City Standards and Matullia Design Guidelines.	• 4.4 (Design Guidelines) • 7.4 (Frontage Considerations)
Pembroke Street Frontage Improvements	4	Final design to City Standards and Matullia Design Guidelines.	• 4.4 (Design Guidelines) • 7.4 (Frontage Considerations)
Princess Street Crosswalk	4	Marked crosswalk as per CoV ESS.	• 7.4 (Frontage Considerations)

\*All commitments to be in accordance with City Engineering Standards and Specifications and other relevant City standards, while being consistent with the intent and guidance of this document.

- Foundation - Phase 1
- Foundation - Phase 2
- Foundation - Phase 3
- Foundation - Phase 4
- Possibilities



## 9.3 IMPLEMENTATION

### 9.3.1 IMPLEMENTATION OVERVIEW

Implementation of key public amenities and benefits will be secured, designed, maintained, and delivered over time. Because redevelopment will occur incrementally, securing commitments, registering access rights, detailed design, and physical construction may occur at different points in the process. This allows long-term commitments to be established through rezoning while allowing final design and delivery to align with each phase.

The following framework will guide implementation:

- 1. Development Agreement Commitments** (Rezoning)  
Core amenity and public realm commitments will be secured through the Development Agreement or other appropriate legal mechanisms at the time of rezoning.
- 2. Legal Securing / Registration** (Permitting)  
Statutory rights-of-way, covenants, access agreements, or other instruments will be registered at appropriate permitting stage (e.g., DP/BP).
- 3. Design and Technical Refinement**  
Final locations, dimensions, materials, configurations, and technical requirements will be refined through the development permit review process.

Detailed design will be guided by the Matullia Design Guidelines, applicable City standards, development agreement conditions, and technical studies.

#### 4. Construction and Delivery

Construction of public realm, frontage, infrastructure, and amenity improvements will generally occur with the phase of development that physically interfaces with the improvement except where otherwise specified in the Implementation Plan and subsequent Development Agreement.

#### 5. Public Access, Ownership, and Maintenance

Publicly accessible amenities will remain under Matullia ownership, with public access secured through a Statutory Right-of-Way (SRW) or similar easement. Publicly accessible spaces secured through statutory rights-of-way will generally remain privately owned and owner-maintained, with public access, activation timing, interim controls, and maintenance obligations to be defined through the Development Agreement and SRW terms.

#### 6. Pursuing Possibilities

Additional amenities and site features (e.g., shoreline restoration, pedestrian bridge, recreational docks) may be realized over time, subject to funding, approvals, partnerships, and feasibility.

### 9.3.2 IMPLEMENTATION PLAN

The following table summarizes the anticipated delivery of amenities and benefits. 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. See 9.2.3 for commitment details related to each implementation item.

FOUNDATIONS: AMENITIES & BENEFITS	DEV'T AREA			PHASE	SECURED	REGISTERED	DELIVERED (PRIOR TO)
	1	2	3				
Frontage Maintenance (Gov't and Pembroke)				P1	Rezoning	N/A	Occupancy of building fronting street segment in DA-1 (Phase 1)
Marine Industrial Access				P1	Rezoning	N/A	N/A - maintained throughout
Waterfront Path (DA-2 portion)				P2	Rezoning	First DP of DA-2	Occupancy of first building on adjacent lot to path segment
Waterfront Path Connection to Store Street				P2	Rezoning	First DP of DA-2	Interim: Occupancy of first DA-2 building Final: First DP in DA-3
Point Plaza with Ped Bridge accommodation				P2	Rezoning	First DP of DA-2	Occupancy of first building on adjacent lot
Interim E-W path to Gov't Street				P3	Rezoning	First DP of DA-3	Occupancy of first DA-3 building
Waterfront Path (DA-3 portion)				P3	Rezoning	First DP of DA-3	Occupancy of first DA-3 building
Confluence Public Park (DA-3)				P3	Rezoning	First DP of DA-1 (P4)	Occupancy of first DA-3 building
Government St Gateway				P4	Rezoning	First DP of DA-1 (P4)	Future redevelopment or infill that substantially alters, intensifies, or reconstructs the applicable frontage.
Princess Ave Gateway				P4	Rezoning	First DP of DA-1 (P4)	
Frontage Improvements (Gov't and Pembroke)				P4	Rezoning	N/A	
Final E-W path to Gov't Street				P4	Rezoning	N/A	Future redevelopment or infill that establishes the final east-west public access condition, with interim access maintained or provided as above.

The details of Implementation (i.e., amenity commitment and delivery) are to be further refined with City staff through the rezoning process and Development Agreement.

## 9.4 POSSIBILITIES

Over time, additional opportunities may emerge to enhance the site's connectivity, ecology, and cultural expression. These Possibilities build on the Foundations and Core Commitments 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 core infrastructure and amenity works, generally occurring in later phases of redevelopment (Phase 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 inter tidal 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 with a focus on employment, industrial, cultural, and limited residential uses within a resilient waterfront district.

Grounded in the **ləkwəŋən** context, the project advances reconciliation in action by restoring stewardship, decision-making, and long-term economic opportunity to the Songhees and Esquimalt Nations. These lands were taken without compensation, later industrialized and degraded, and have since been repurchased by the Nations. The redevelopment builds on this history and on decades of environmental remediation, and is guided by principles of economic reconciliation, cultural expression, and long-term stewardship. The design approach reflects both Coast Salish traditions and Rock Bay’s industrial heritage, creating a place that honours history while supporting future economic resilience.

Through this rezoning, Matullia Holdings will deliver a series of Foundations through a phased approach, beginning with Phase 1 (Early Activation) and progressing through subsequent phases (2-4) to full buildout. These include the waterfront pathway, plazas, landscaped stormwater areas, internal connections, and key open spaces, while maintaining flexibility 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, generates long-term economic opportunity, and re-establishes a strong **ləkwəŋən** presence in a historically significant harbour location.





---

**MATULLIA HOLDINGS REZONING APPLICATION**

MAY 2026