

MATULLIA LANDS AT ROCK BAY

REZONING REPORT

SEPTEMBER 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.

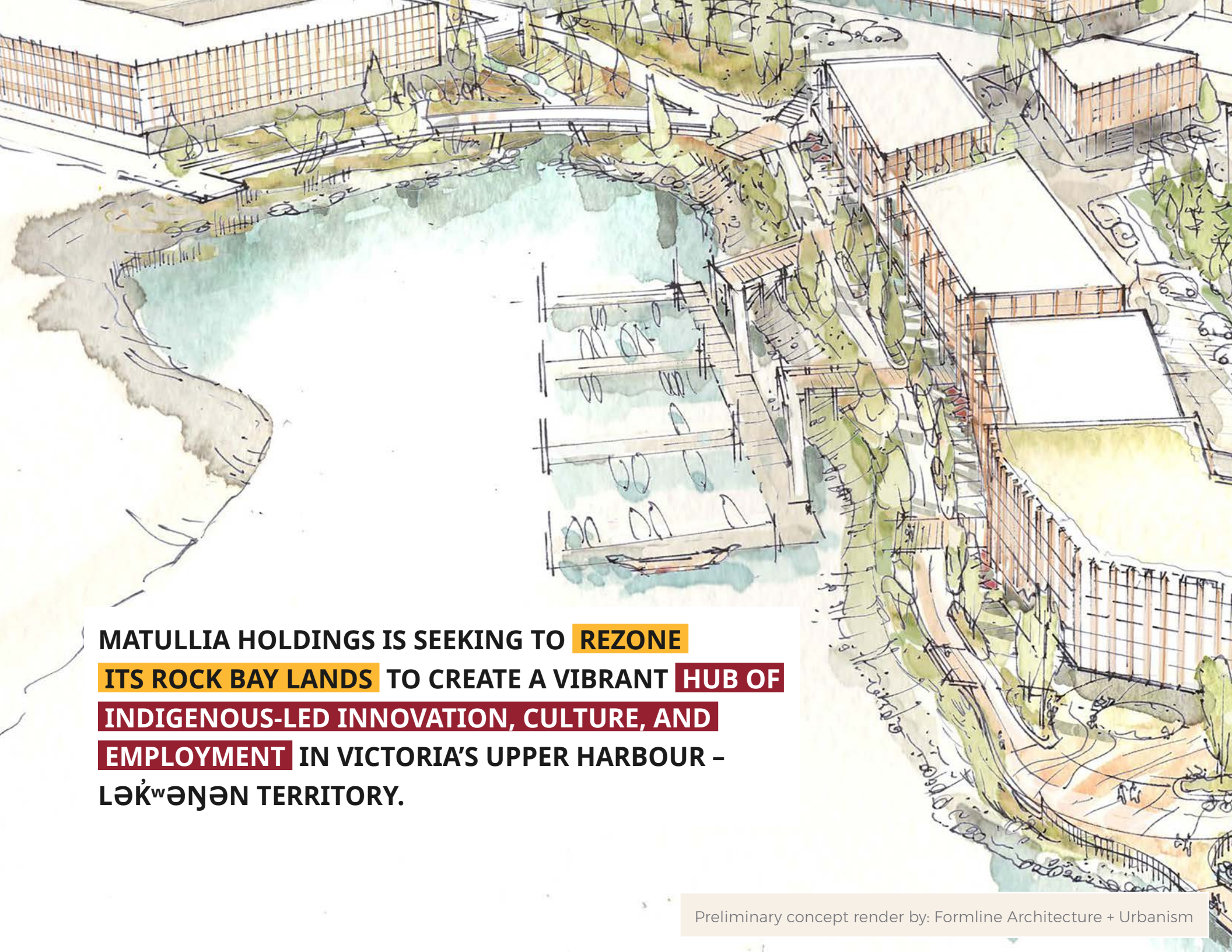
As such, we will embark on our mission to develop Rock Bay as a place for the Songhees and Esquimalt Nations — one that advances reconciliation, celebrates history, supports Indigenous economic prosperity, and restores the land in harmony with the values of the two Nations. Our commitment to these principles 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 –
LƏKʷƏŋƏN 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
INDUSTRIAL USES

CONNECTIONS & GATEWAYS

MARINE INDUSTRIAL ACCESS

LANDSCAPE-BASED
STORMWATER MANAGEMENT

WATERFRONT PATH

THE GATHERING
POINT PLAZA

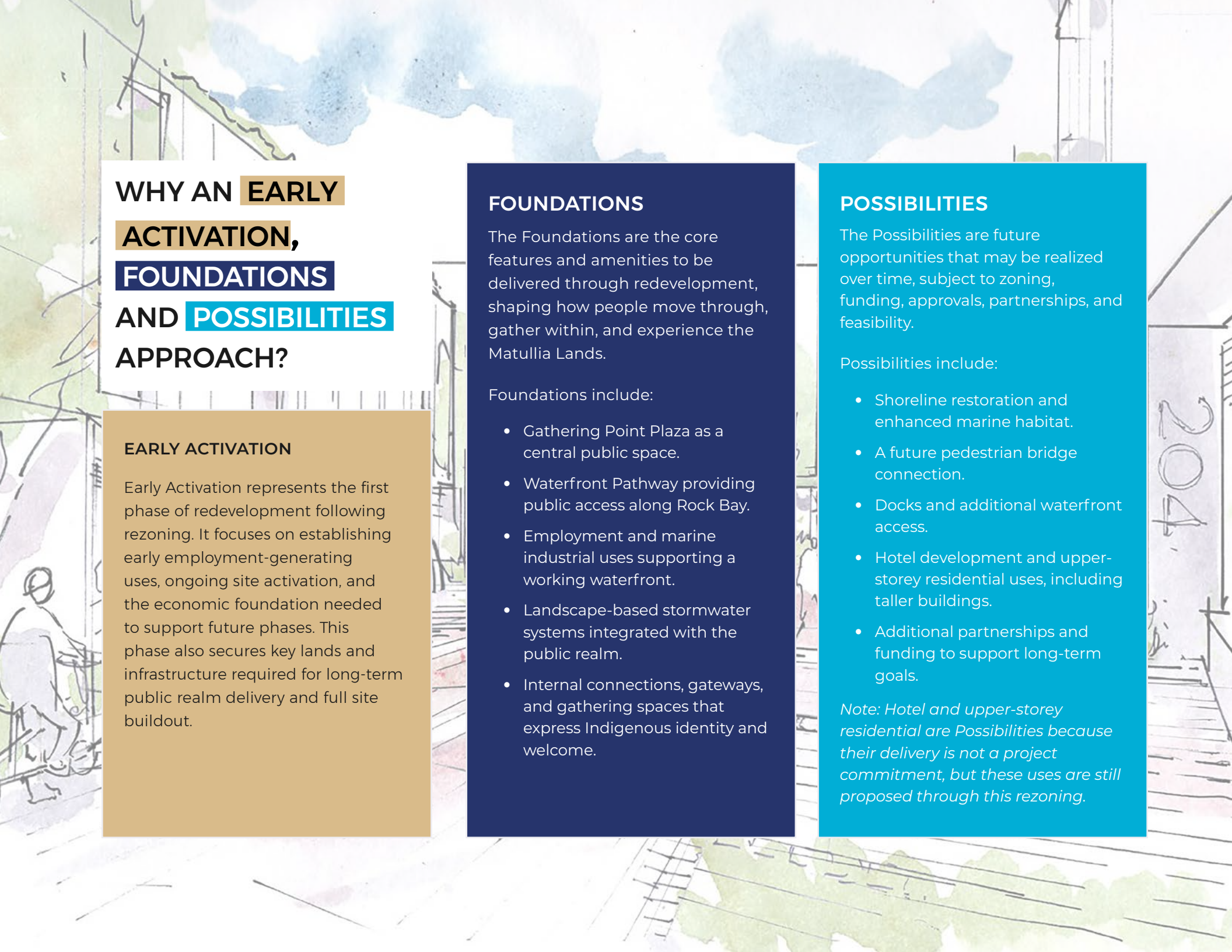
UPPER STOREY
RESIDENTIAL & HOTEL

SHORELINE & INTER TIDAL
RESTORATION

ADDITIONAL 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 zoning, funding, approvals, partnerships, and feasibility.

Possibilities include:

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

Note: Hotel and upper-storey residential are Possibilities because their delivery is not a project commitment, but these uses are still proposed through this rezoning.





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
Gwaii 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.

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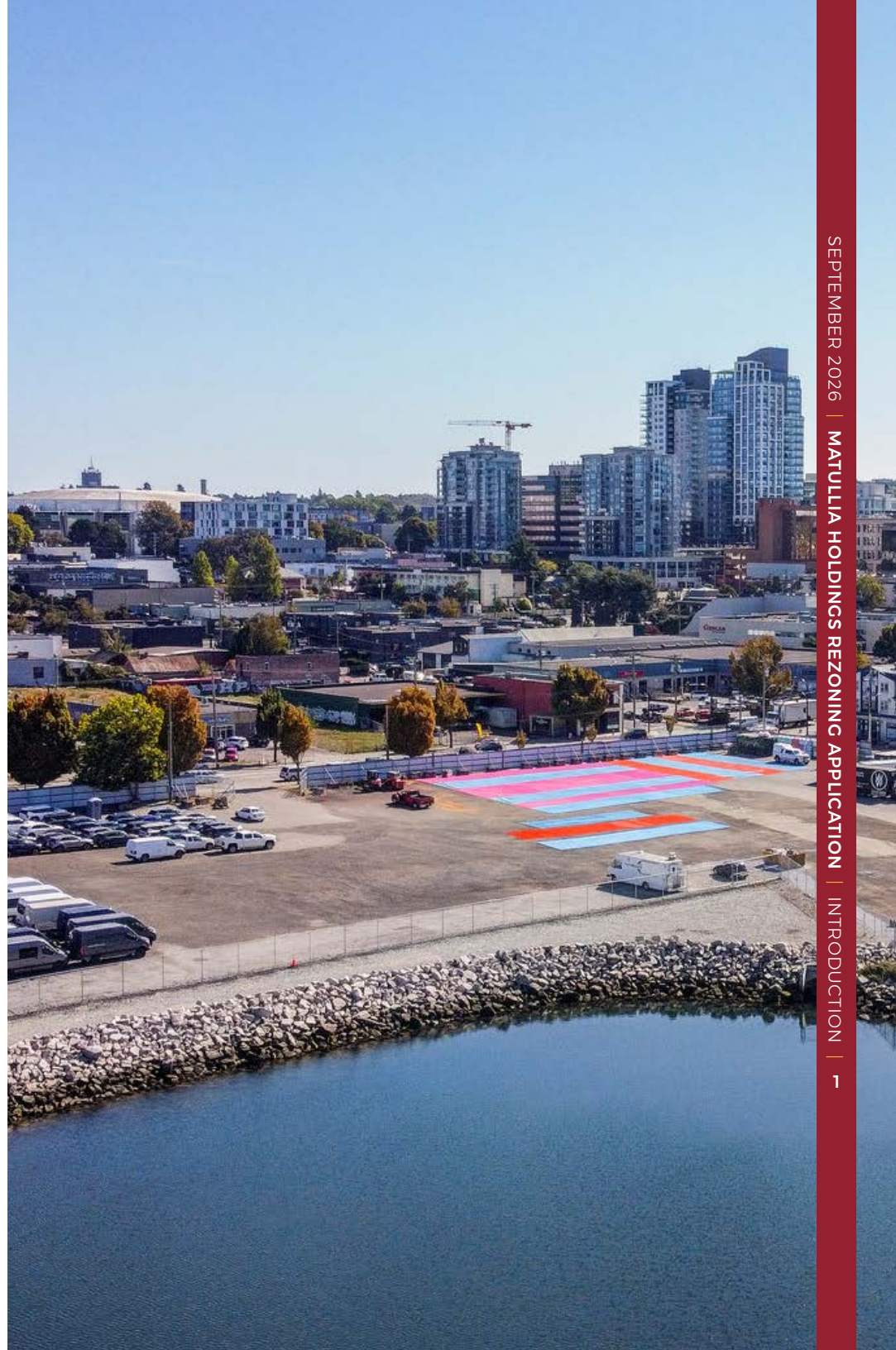
1.0 INTRODUCTION

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 zone.

The proposed rezoning will enable a phased, employment-led waterfront district combining industry, innovation, culture, and community activity. Limited residential and hotel uses are permitted under specified conditions, which are intended to strengthen the long-term viability and adaptability, of the Lands – not to displace their industrial/employment function.

This project represents a landmark opportunity for Indigenous-led development and economic reconciliation within the **ləkw'əŋən** 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 **ləkw'əŋən** 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 redevelopment guided by a 200-year vision and informed by community input, technical studies, and City policy direction, while advancing reconciliation through economic self-determination 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 zone.

The proposed zoning will support a flexible, employment-led framework that preserves the lands' industrial and working-harbour role, while enabling complementary uses needed to support long-term economic viability, Indigenous self-determination and phased redevelopment.

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
- Limited residential and hotel uses subject to siting, design, mitigation and agent-of-change requirements that protect industrial and working-harbour operations.
- A phased development strategy that adapts to challenging site conditions, economic realities, and infrastructure needs while progressing toward the ultimate vision
- 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**

SITE-SPECIFIC ZONE

*Final zoning format to be
determined through the
rezoning process.*

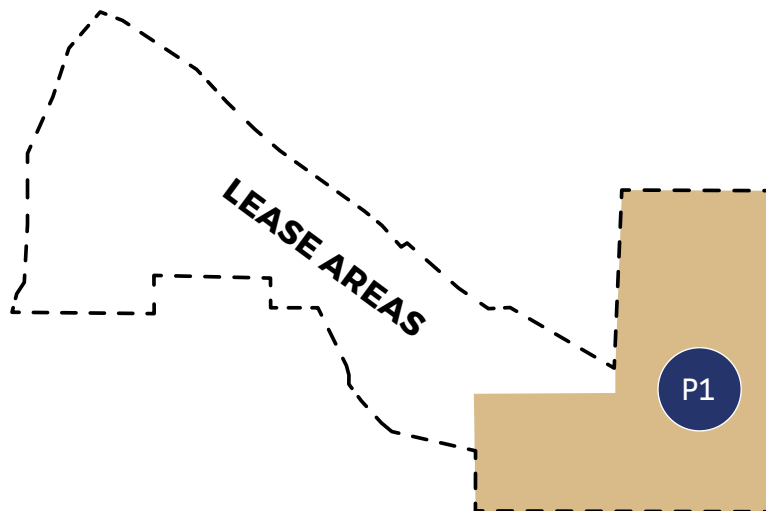
DEVELOPMENT APPROACH

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 the future phases 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 towards the future phases.

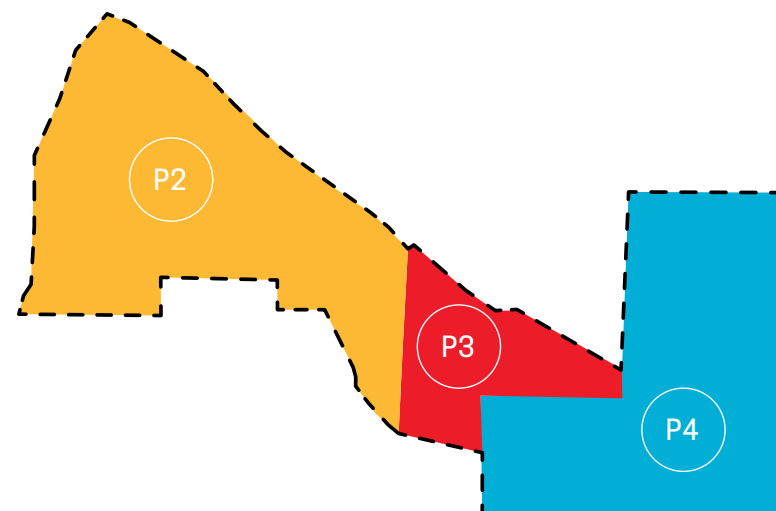


Please see 3.4 for more details on the Phasing Approach.

FUTURE PHASES

Building on this foundation, the future phases 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 **ləkw'əŋən** 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 **ləkw'əŋən** 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.

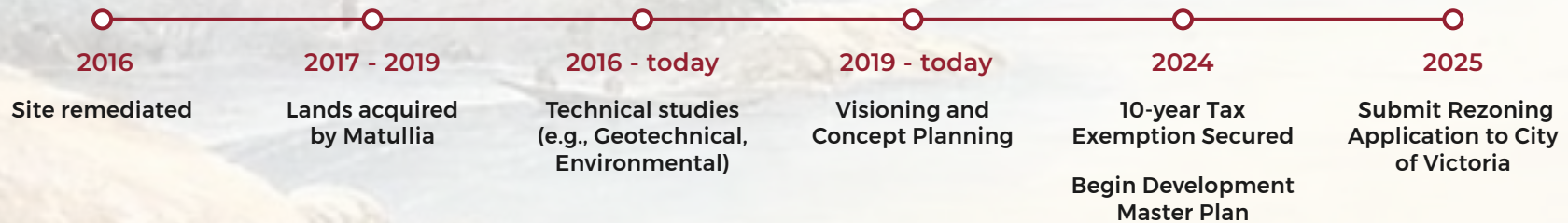
Today

- 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

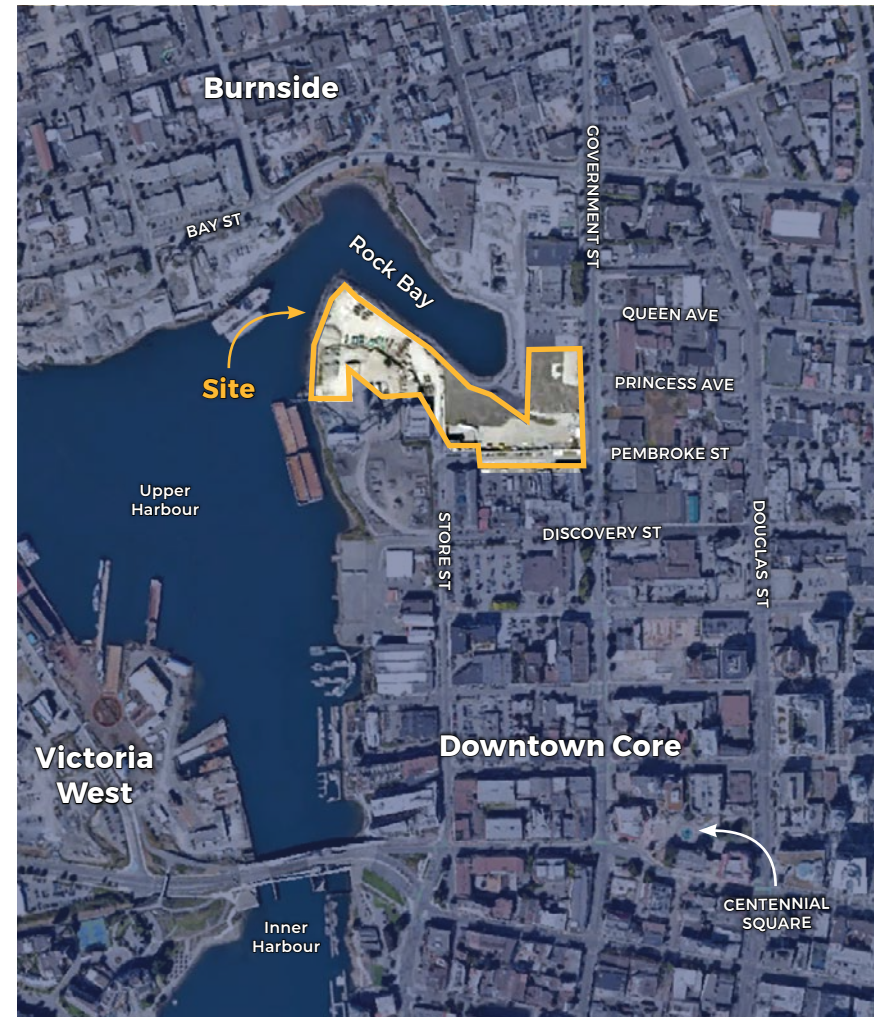
Size & Interface

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

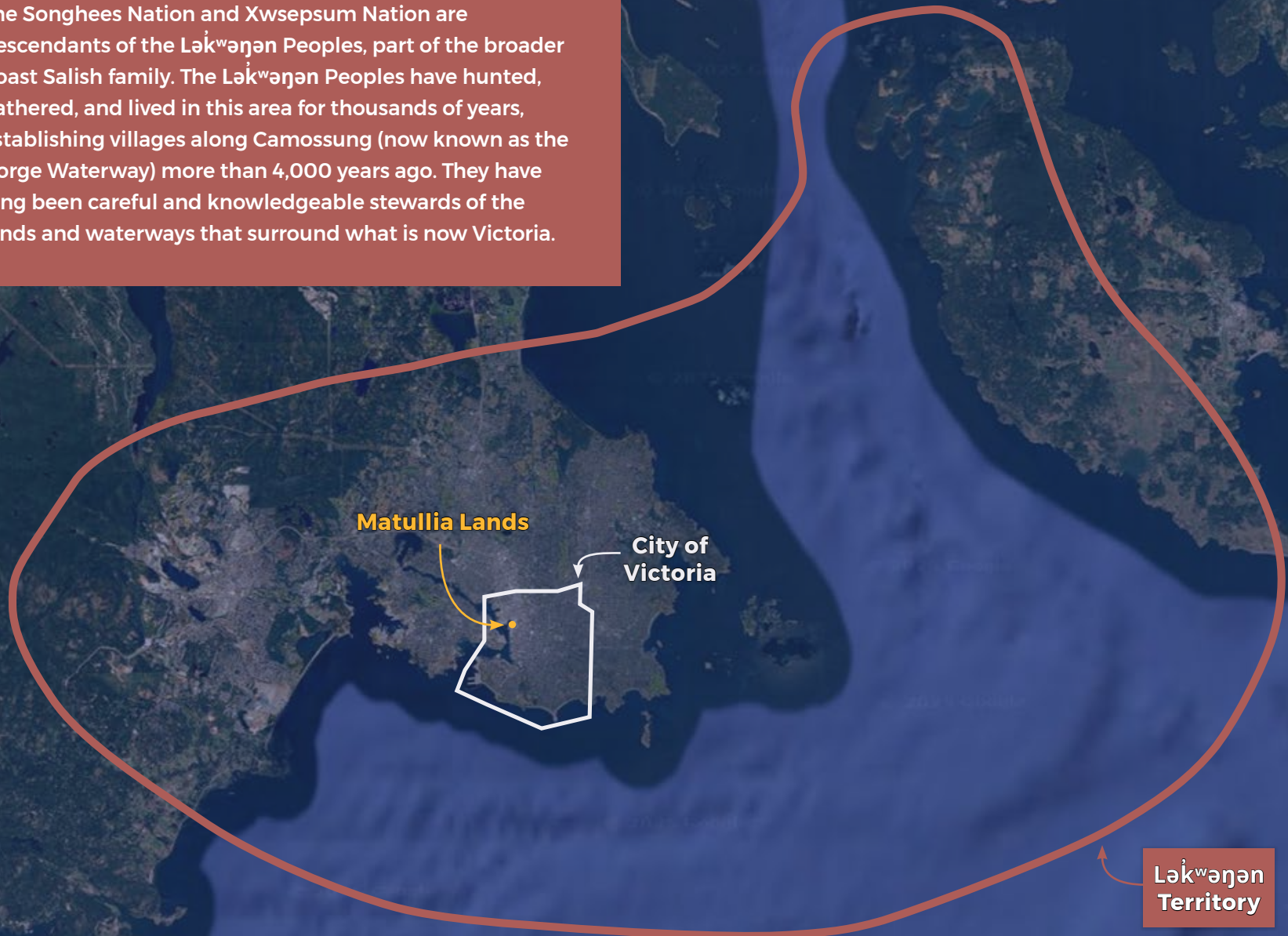
Marine Industrial (MI-1)

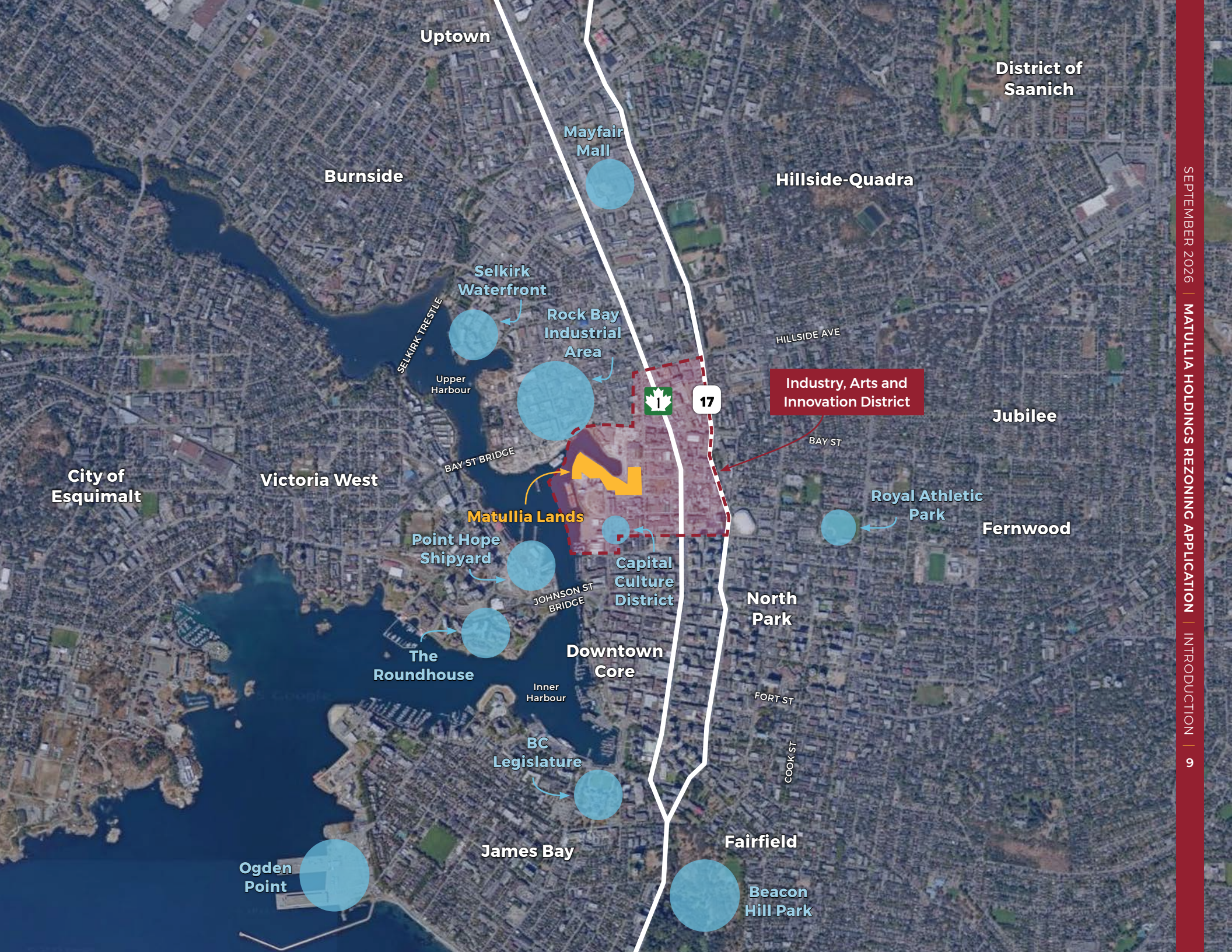


2.2 LOCATION

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.





2.3 HISTORICAL CONTEXT

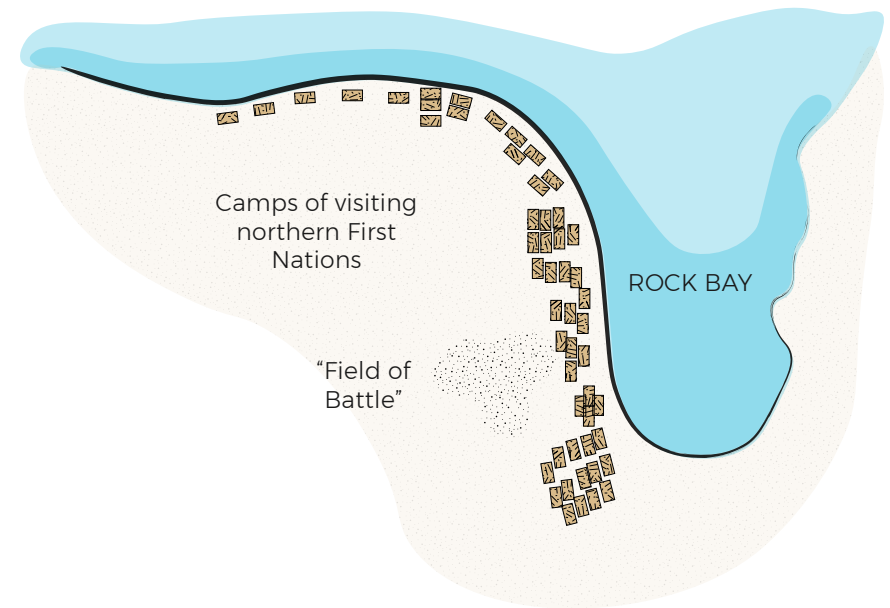
The **ləkʷəŋən** Peoples were displaced from these lands, which were later industrialized and degraded, and ultimately repurchased by the Nations.

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.

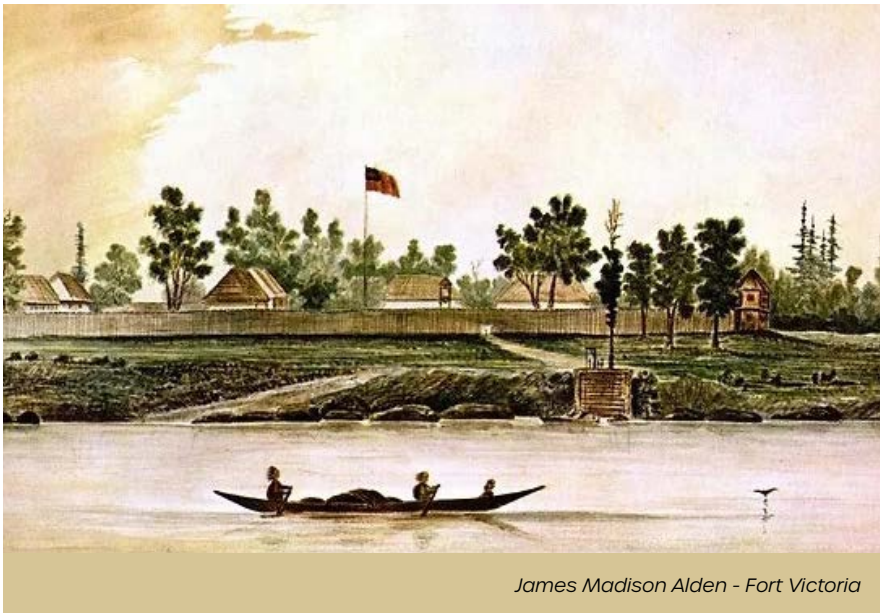
The Burnside Gorge area, including Rock Bay and the Gorge (Camossung), forms part of a broader cultural landscape occupied and stewarded by the **ləkʷəŋən** people since time immemorial. The shoreline supported both permanent and seasonal use, including cedar longhouse villages organized by extended 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



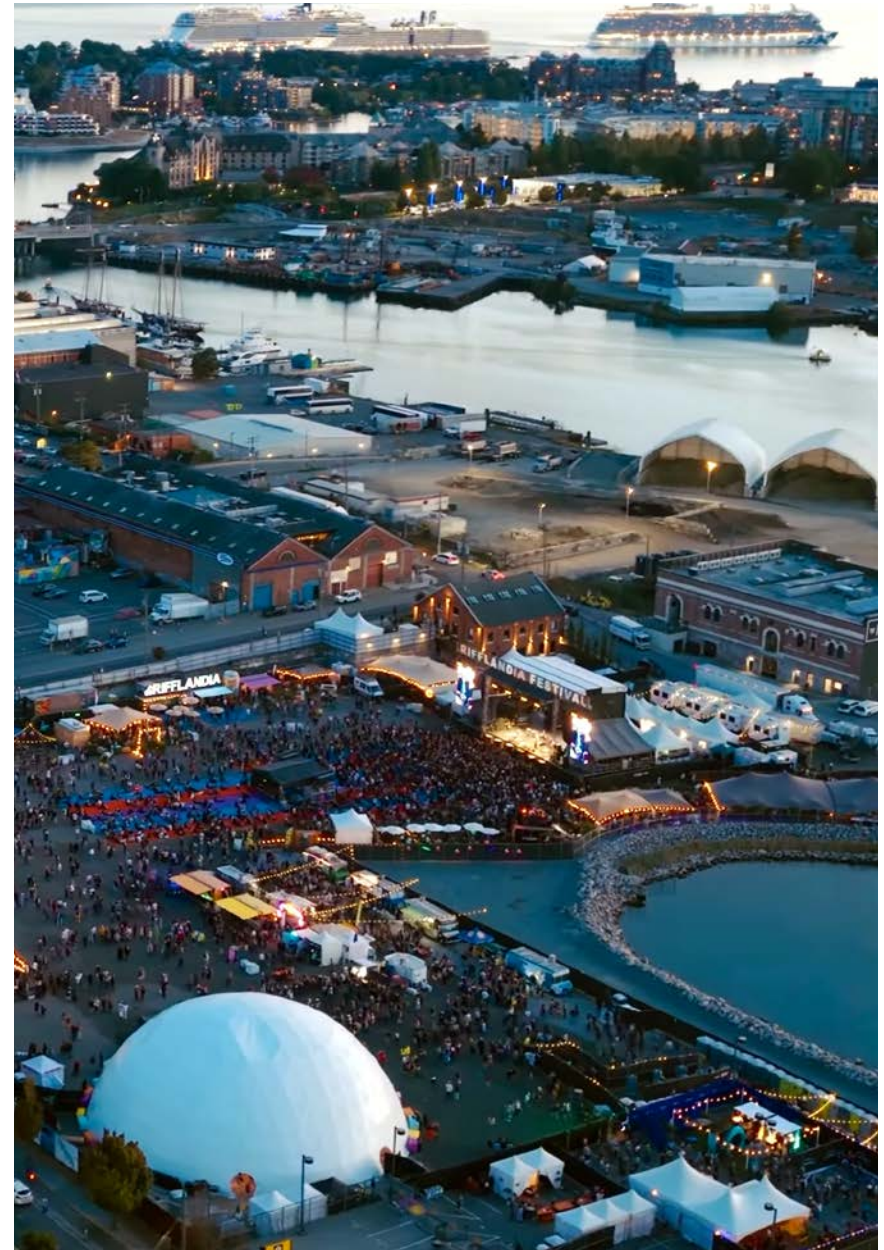
2.4 CURRENT SITE ACTIVATION

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.

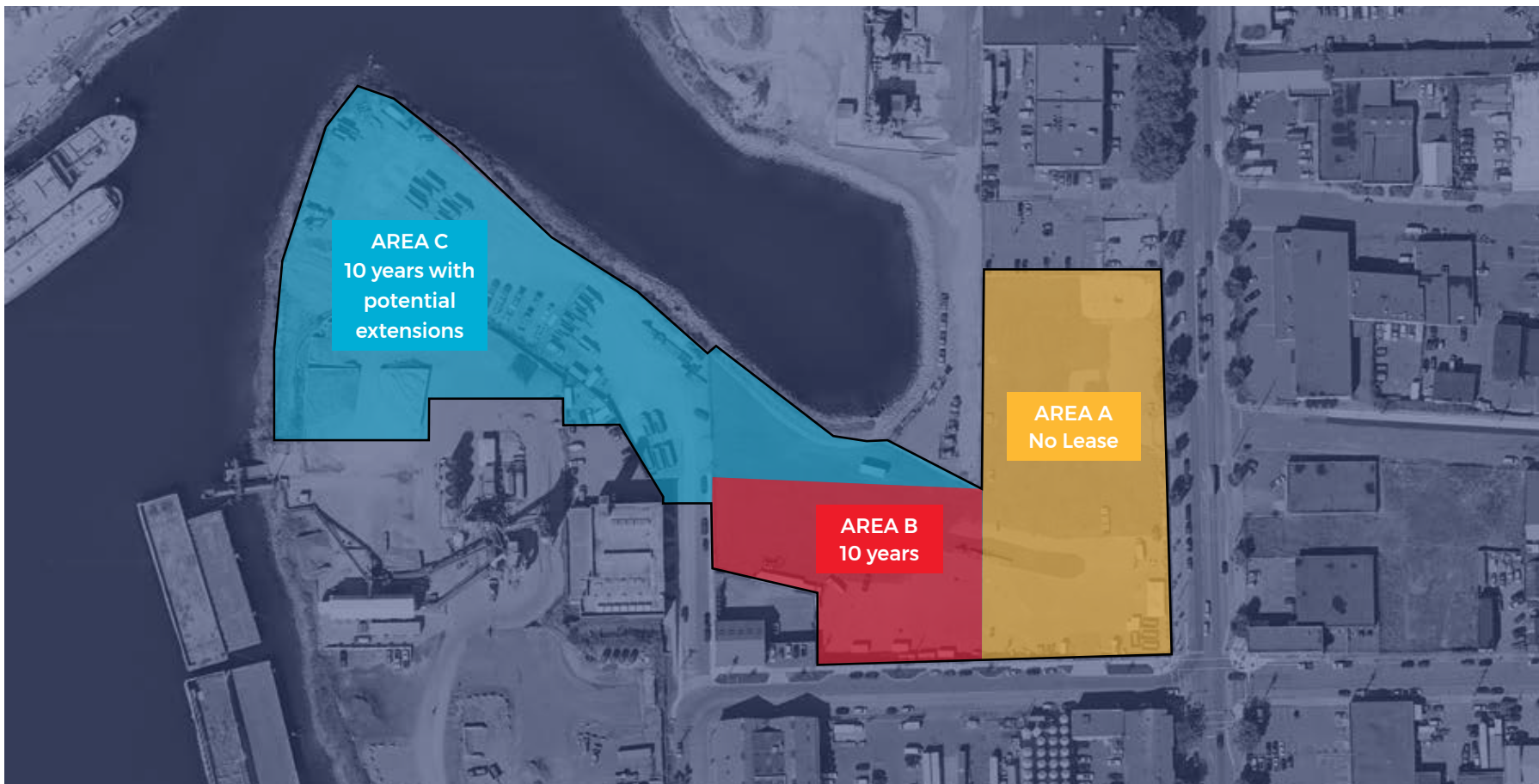


2.4.3 HEIDELBERG LEASE ARRANGEMENTS

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



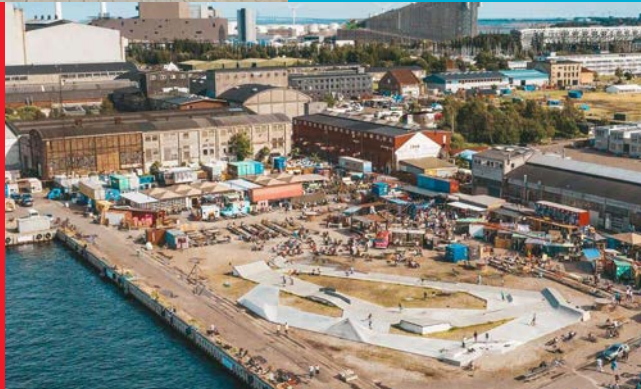
Industrial / Commercial



Specialty retail and
maker spaces



Large scale site
activation



Food trucks and
mobile vendors



2.5 POLICY CONTEXT

2.5.1 OFFICIAL COMMUNITY PLAN - VICTORIA 2050

Victoria 2050 identifies the Matullia Lands within the Urban Industrial Reserve and working-harbour context. The proposal largely preserves and advances the City's objectives for these lands while seeking targeted flexibility under OCP Policies 1.6.10 and 1.6.11.

The central policy question is not whether the Matullia Lands will retain an employment and industrial role – they will. It is whether site-specific zoning can also provide the Nations with the adaptability needed to steward, invest in, and evolve the lands over an approximately 200-year horizon.

Targeted Departure from the Urban Structure Concept

The proposal advances the City's objectives by:

- Retaining and intensifying employment and industrial activity;
- Supporting marine-related, commercial, cultural, and community-serving uses;
- Protecting existing and future working-harbour operations;
- Improving public access, mobility, and connections to the waterfront;
- Advancing environmental restoration and climate resilience; and,
- Supporting Indigenous-led economic development and cultural expression.

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.



Targeted departures from the most direct application of the Urban Structure Concept are sought to:

- Permit residential uses on upper storeys in DA-1 and DA-2;
- Permit hotel uses in DA-1 and DA-2; and,
- Accommodate taller mixed-use forms in DA-1 and DA-2.

These permissions provide options rather than a predetermined build-out program. Residential and hotel development is not required to occur.

The site's employment-led function is maintained through the following measures:

- DA-3 remains exclusively non-residential;
- Ground floors and podiums primarily support industrial, employment-generating, cultural, community-serving, and operational uses;
- An advisory site-wide target of approximately 1.0 FSR is established for employment, community, and cultural floor area;
- Loading, servicing, parking, vehicle access, staging, and other operational requirements are recognized as essential parts of an employment-led district; and,
- Residential and hotel development is subject to agent-of-change and compatibility requirements that protect lawful industrial, marine-industrial, employment, and working-harbour operations.

The proposal therefore does not abandon or replace the employment-land function. It establishes a more adaptable framework for achieving and sustaining that function over the long term.



Policy 1.6.10 – Supporting Innovation in Development

Policy 1.6.10 allows Council to consider departures from the Urban Structure Concept where a proposal:

- Is consistent with the OCP's Principles of Good Urban Design; and,
- Catalyzes an innovative approach to achieving an objective identified in the policy.

The Matullia proposal relies specifically on the Policy 1.6.10 objective concerning projects that meaningfully support long-term reconciliation and meet the needs of the Songhees and Xwsepsum Nations.

For the Matullia Lands, reconciliation involves more than cultural expression or public-realm improvements. It includes the ability of the Nations to:

- Determine how their lands are used and developed;
- Generate durable economic value from lands held for long-term stewardship;
- Respond to changing economic, market, technological, and community conditions;
- Pursue different development and investment pathways over time;
- Undertake the remediation and renewal of lands degraded through past industrial activity; and,
- Establish a lasting platform for employment, industry, culture, community activity, and Indigenous economic participation.

Over an approximately 200-year horizon, employment sectors, industrial practices, building technologies, financing conditions, and community needs will change substantially. The requested residential, hotel, and built-form permissions provide optionality within this long-term framework.

That flexibility can support investment, infrastructure, site renewal, and economic activity, improving the long-term viability of the employment and industrial components of the Matullia Lands. The requested permissions are therefore tools for long-term stewardship and economic self-determination rather than ends in themselves.



Consistency with the Principles of Good Urban Design

The Matullia framework responds to the OCP's Principles of Good Urban Design in a manner appropriate to an employment-led industrial and working-harbour district through:

- Coordinated site planning across the Development Areas;
- Active employment, cultural, commercial, and community interfaces;
- A connected network of public spaces and pedestrian routes;
- Safe coordination of pedestrian movement with loading, servicing, industrial access, and emergency response;
- Design and mitigation measures addressing compatibility between sensitive and industrial uses;
- Climate adaptation, shoreline restoration, rainwater management, and blue-green infrastructure; and
- Integration of ləkʷəŋən culture, design, language, landscape, art, and storytelling.

Pedestrian-oriented design will be emphasized while not requiring the suppression or concealment of functions necessary to support viable industrial and employment uses.

On this basis, the proposal asks Council to find that it qualifies for consideration under Policy 1.6.10.

Policy 1.6.11 – Departures from the Urban Structure Concept

Policy 1.6.11 identifies the matters to be addressed when Council considers a departure under Policy 1.6.10.

Comprehensive development process

The proposal is being advanced through a comprehensive, multi-year process addressing land use, site planning, built form, public realm, mobility, servicing, geotechnical and environmental conditions, shoreline adaptation, phasing, and implementation.

The framework will continue to be refined through community consultation, City review, technical studies, architectural testing, and the preparation of zoning and development agreements.

Support for the envisioned general use and land-use compatibility

Employment, industrial, marine, cultural, and economic-development uses remain foundational.

Residential and hotel uses are limited to DA-1 and DA-2, are not permitted at grade, and must be designed so they do not materially constrain employment, industrial, marine-industrial, or working-harbour operations.

Compatibility will be addressed through site planning, separation, access and circulation, building-envelope and mechanical design, technical studies, physical mitigation, covenants, and disclosure. Disclosure will supplement rather than replace physical mitigation.

Community infrastructure, amenities, and public open space

The framework provides for public-realm and infrastructure improvements appropriate to future employment, cultural, visitor, residential, and community activity, including:

- » The waterfront path and associated connections;
- » Gathering Point Plaza;
- » Internal pedestrian routes;
- » Site entrances and gateways;
- » Public street frontage improvements; and,
- » Supporting mobility, servicing, and stormwater infrastructure.

The timing and design of these elements will be coordinated with development phasing, technical requirements, and development agreements. Foundational commitments are distinguished from longer-term possibilities that remain subject to future partnerships, funding, technical work, and approvals.

Scale and built form

The zoning framework directs taller forms to limited areas of DA-1 and DA-2 while maintaining a lower-scale, employment-focused character across the majority of the site and all of DA-3.

Taller buildings will incorporate substantial non-residential podiums and respond to industrial operations, adjacent development, public spaces, servicing, access, privacy, shadow, wind, and the working-harbour context.

The proposed zoning establishes maximum permissions rather than a fixed build-out form. Actual development will respond to intended uses, market conditions, geotechnical and environmental constraints, parking and loading requirements, technical feasibility, and the conditions existing at the time of development.

Existing non-market and cooperative housing

The OCP direction concerning replacement of existing non-market rental or cooperative housing is not applicable. The Matullia Lands do not contain existing housing proposed for redevelopment.

OCP POLICY CONCLUSION

The proposal asks Council to support a targeted, policy-enabled departure under Policies 1.6.10 and 1.6.11.

Council is not being asked to choose between Indigenous self-determination and the City's employment-land objectives. The proposed framework is intended to advance both.

It preserves the site's employment-led and working-harbour role while providing the Nations with the flexibility to respond to changing conditions, pursue long-term economic self-determination, and steward the Matullia Lands over an approximately 200-year horizon.

That adaptability is intended to make the employment and industrial function of the lands more resilient, investable, and viable over time.

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

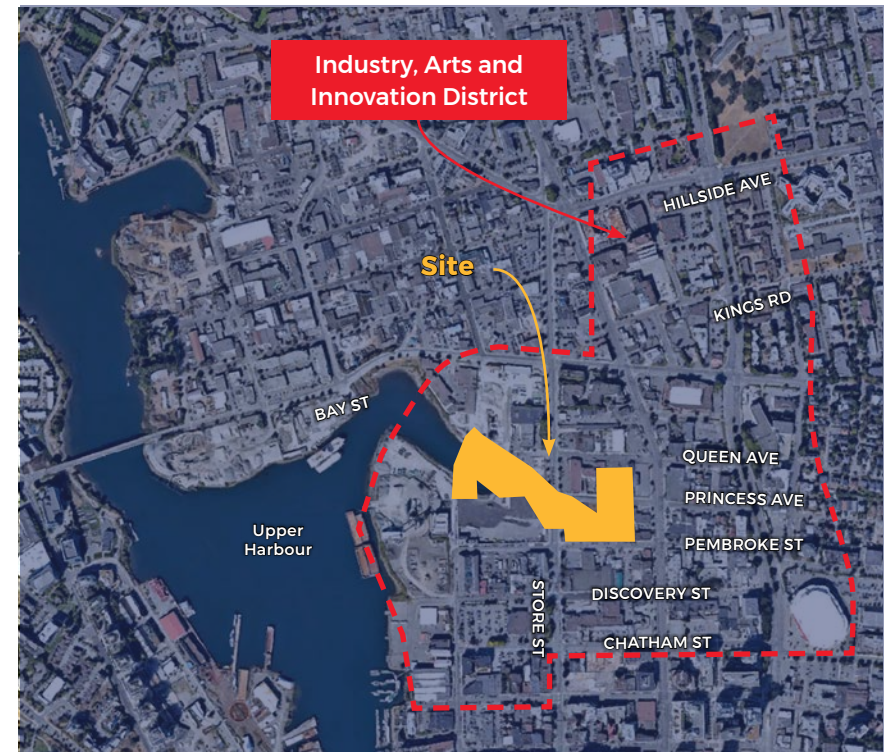
The Industry, Arts and Innovation District Action Plan establishes a long-term vision for Rock Bay as a resilient centre for economic and cultural production. Its objectives include strengthening industrial and employment activity, supporting Indigenous economic prosperity, fostering arts and culture, enabling innovation, improving mobility and public spaces, and advancing sustainable development.

As a major Indigenous-owned site within the District, the Matullia Lands provide a significant opportunity to implement this vision. The proposal advances the Action Plan by:

- Preserving and intensifying employment and production opportunities across the Lands.
- Supporting industrial, marine-industrial, arts, cultural, research, technology and innovation uses.
- Advancing Indigenous economic prosperity and self-determination through long-term stewardship and development of the Lands.
- Providing flexible employment space capable of responding to changing industries, technologies and market conditions.
- Accommodating freight, loading, servicing and industrial operations while improving the public realm where compatible with those functions.
- Supporting shoreline restoration, cultural expression and new public-space opportunities, subject to operational, environmental and safety requirements.

Residential and hotel uses are geographically limited and form part of an employment-led framework intended to improve the viability, adaptability and year-round vitality of the Lands.

The proposal therefore aligns strongly with the Action Plan's industrial, economic, cultural, and Indigenous-prosperity objectives. The specific policy basis for residential and hotel uses is addressed separately under OCP Policies 1.6.10 and 1.6.11 in Section 2.5.1.



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 identifies the Matullia Lands as part of the Urban Industrial Reserve and working harbour. The policy seeks to protect scarce industrial and employment lands, maintain marine-industrial capacity and avoid land-use conflicts that could constrain industrial operations.

The policy generally does not support residential use within the Urban Industrial Reserve. However, it also provides for additional uses to be considered on a case-by-case basis where they are consistent with a comprehensive plan, expressly identifying the Matullia Lands as an example.

The proposal responds to the policy's industrial and working-harbour objectives through the following measures:

- DA-3 is reserved for non-residential uses only.
- Ground and podium floors will primarily accommodate industrial, employment, community and cultural uses.
- The proposal establishes an advisory site-wide target of approximately 1.0 FSR of employment, community and cultural floor area.
- Loading, servicing, truck access and other operational requirements are recognized as integral components of site planning and building design.
- Residential and hotel development will be responsible for addressing compatibility with existing and permitted future industrial and working-harbour operations.
- Public access, shoreline improvements and public-realm enhancements will be pursued where compatible with industrial operations, harbour access, environmental conditions and public safety.
- The development framework allows employment and industrial uses to evolve over time as market, technological and operational requirements change.

Residential and hotel uses represent a deliberate and geographically limited departure from the policy's general direction for the Urban Industrial Reserve. They are proposed as part of a site-specific, Indigenous-led comprehensive plan – not as a precedent for residential development on industrial lands.

These uses are intended to support the financial viability, adaptability and continued investment required to deliver the proposal's long-term employment, industrial, cultural and public-realm objectives. Their policy basis is addressed through OCP Policies 1.6.10 and 1.6.11, while site-specific compatibility measures protect surrounding industrial and working-harbour functions.

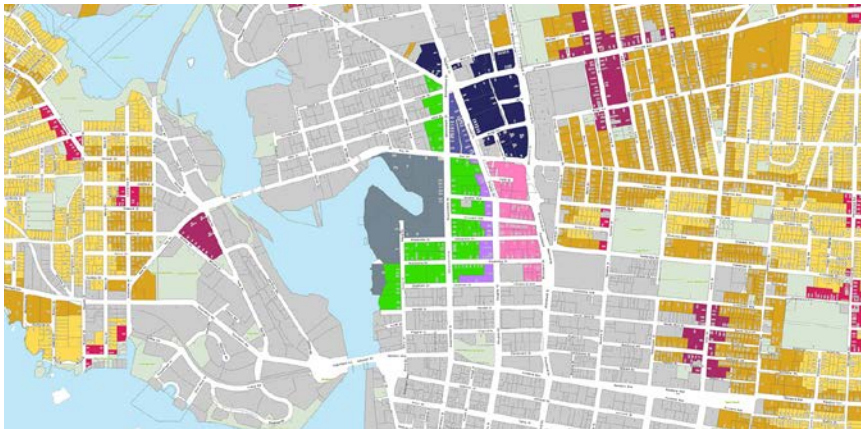


The Matullia proposal aligns with these policies by reinforcing industrial and marine-oriented uses while introducing complementary employment, cultural, and commercial spaces that activate the public realm. It emphasizes high-quality, flexible industrial design, integrates sustainability and shoreline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

2.5.4 INDUSTRIAL 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).

The Matullia proposal seeks site-specific zoning suited to a large, comprehensively planned and incrementally developed site. The final legal format – whether a Comprehensive Development zone or site-specific regulations within MI-1 – will be determined with the City through the rezoning process.



2.5.5 ROCK BAY SITE REVITALIZATION TAX EXEMPTION

In 2024, Council adopted the Rock Bay Site Revitalization Tax Exemption Bylaw, establishing a ten-year tax-exemption program to support phased redevelopment of the Matullia Lands, Indigenous economic prosperity, and a mix of industrial, commercial, cultural, public, and natural-area uses.

The associated agreement requires the rezoning application to be generally consistent with the December 2023 Vision for Matullia Innovation District, while allowing other elements and uses consistent with the OCP. The current proposal maintains the Vision's central directions – including Indigenous leadership, phased redevelopment, employment and cultural activity, economic reconciliation and long-term stewardship – while refining the land-use and development framework in response to current City policy, technical analysis, and market conditions.

The tax exemption does not predetermine the outcome of the rezoning. It nevertheless demonstrates an existing shared commitment to the comprehensive, Indigenous-led revitalization of the lands.



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 *lakwəŋən* 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.

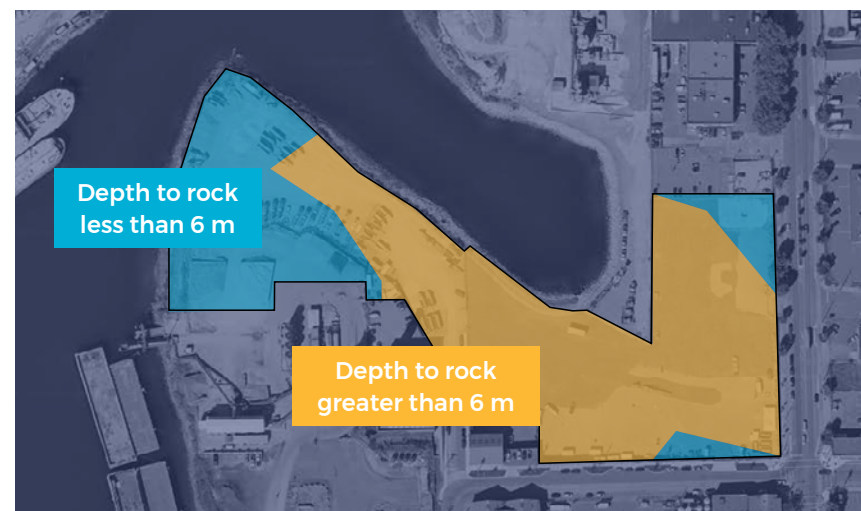
In this context, the approach to development must balance technical feasibility, environmental restoration, and long-term stewardship.

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.



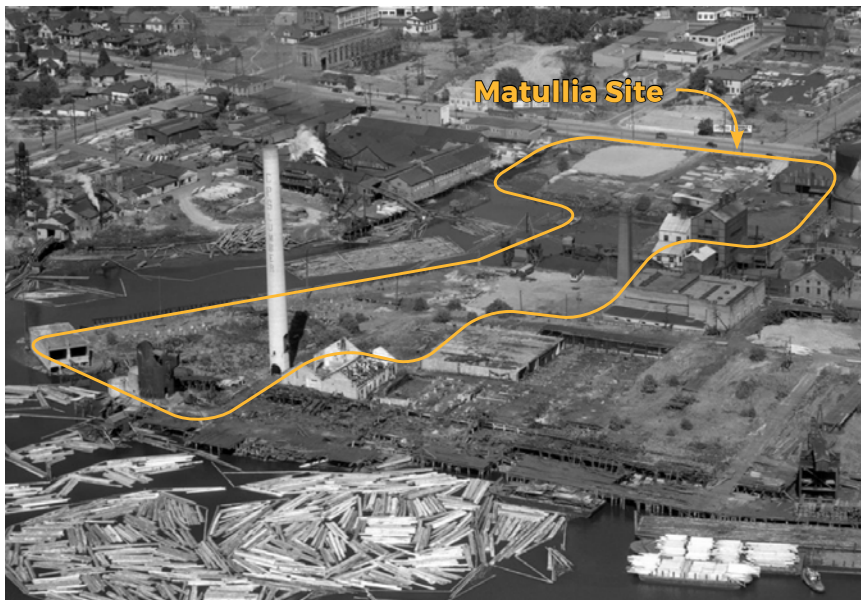
The CoCs generally support future mixed-use development with commercial and employment uses at grade and allow for residential on upper storeys in select locations. Any substantial changes to land use beyond these conditions would require amended CoCs or new CoCs, which may be pursued in the future.

Overview of Certificate of Compliance Limitations by Property

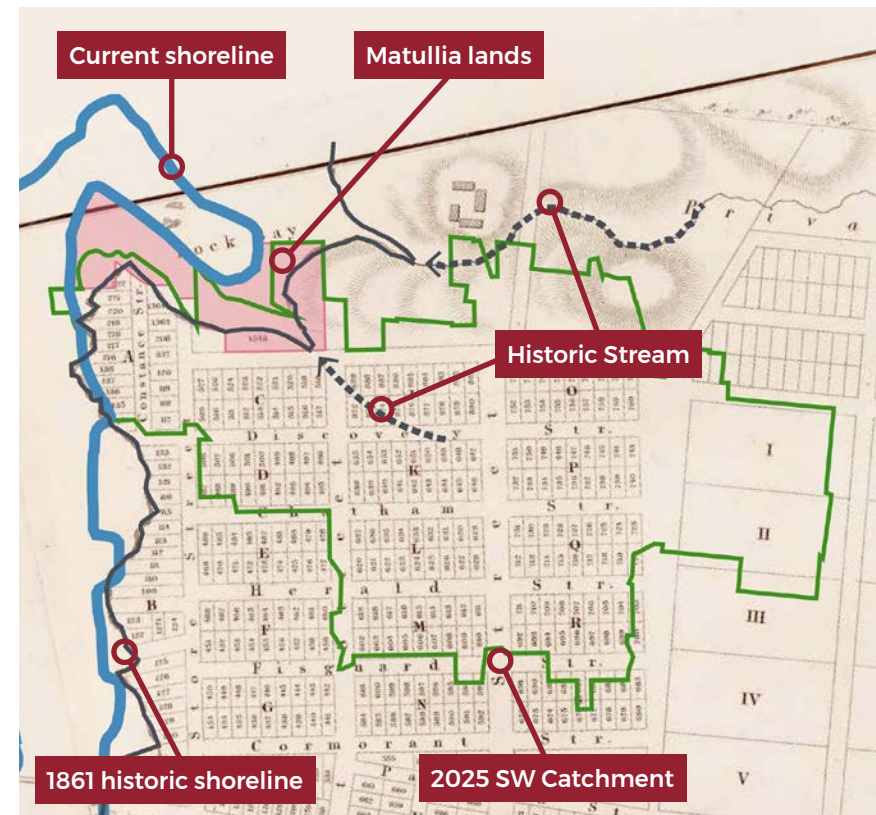
PROPERTY	RESTRICTIONS
2122 Government Street	- First floor must stay commercial. - Slab-on-grade only (no basements). - Contaminated soil deeper than 1 metre must stay buried.
502/512 Pembroke Street	- Ground floor commercial only. - Slab-on-grade; foundations not deeper than 2016 ground surface. - No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

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.



2.6.5 ROCK BAY & STREAM

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



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 early activation, while advancing through later phases as the Rock Bay district continues to emerge.



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 redevelopment framework will remain employment-led, supporting industrial, marine-industrial, commercial, cultural and community activity. Complementary uses may support

long-term viability where they can coexist with existing and permitted future industrial and working-harbour operations.

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



STRENGTHEN COMMUNITY WELL-BEING & PROSPERITY

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

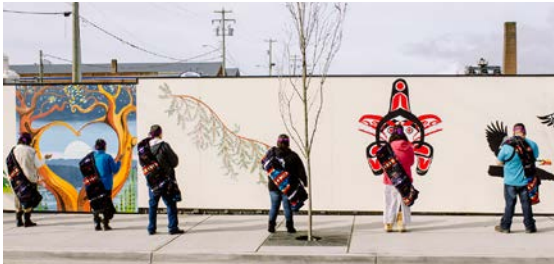


FOSTER INDUSTRY, INNOVATION, & COLLABORATION

Establish the Matullia Lands as an employment-led hub for industrial, marine-industrial, commercial and creative enterprise, linking Indigenous values, economic reconciliation, innovation, and Victoria's evolving economy.

3.3 PRINCIPLES

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



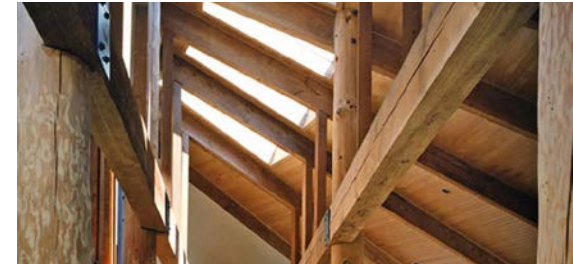
COMMIT TO INDIGENOUS LEADERSHIP & STEWARDSHIP

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.



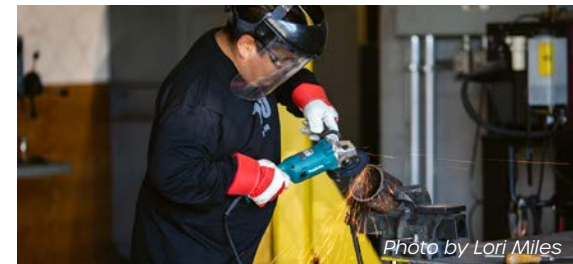
ADVANCE ECONOMIC RECONCILIATION & PROSPERITY

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

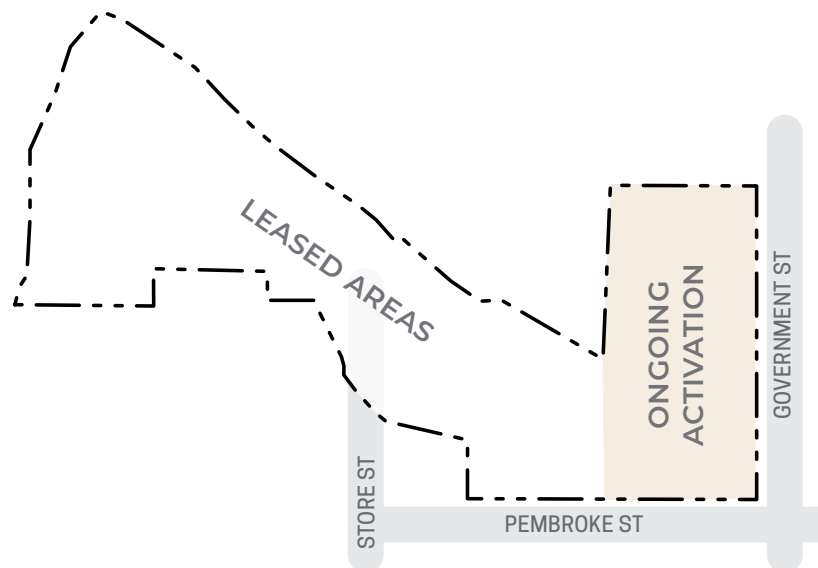
Strengthen Indigenous capacity through education, training, and partnerships that enable meaningful participation and leadership throughout the project.

3.4 DEVELOPMENT & PHASING STRATEGY

INTERIM ACTIVATION & EARLY ACTIVATION

IA CURRENT: INTERIM ACTIVATION

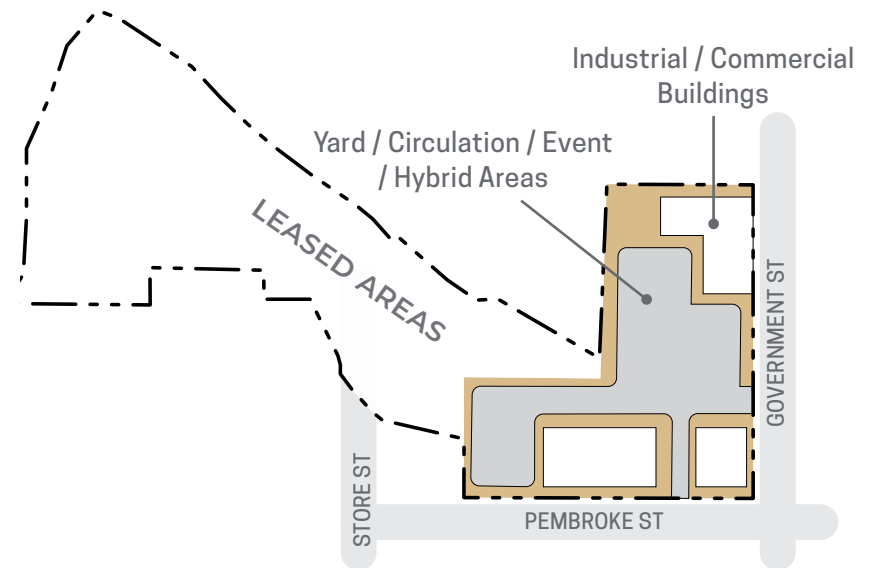
Interim site activation supports the City's vision for the area while providing stable near-term revenue in advance of phased redevelopment. Activities include short-term leases, programming and events, and a long-term industrial lease with Heidelberg Materials on portions of the site, helping to maintain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



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.



FUTURE PHASES

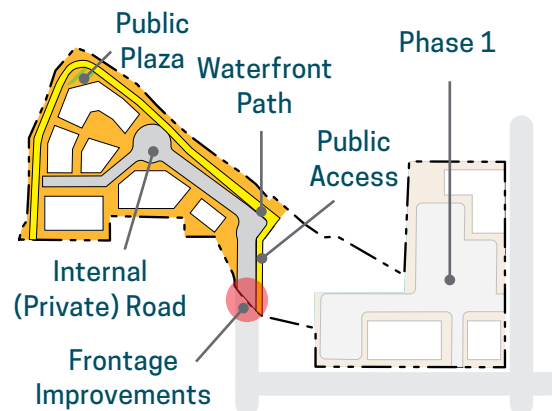
Building on the economic foundation established in Phase 1, site buildout will proceed incrementally from west to east. Phase 2 initiates development at Barclay Point (DA-2); Phase 3 advances eastward (DA-3); and Phase 4 completes the redevelopment of DA-1. The sequence and timing may be adjusted in response to lease arrangements, market demand, infrastructure, technical conditions and operational requirements.

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.

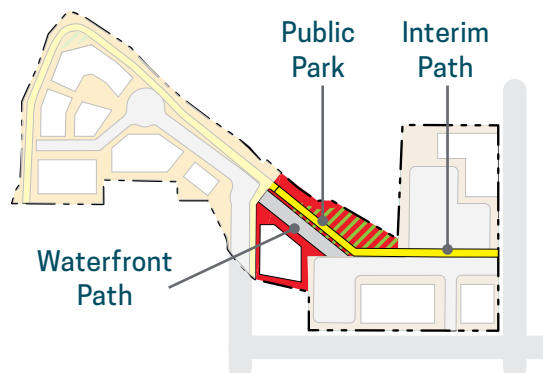
Public Amenities: Public plaza, a segment of the waterfront path, and public access from Store Street.



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.

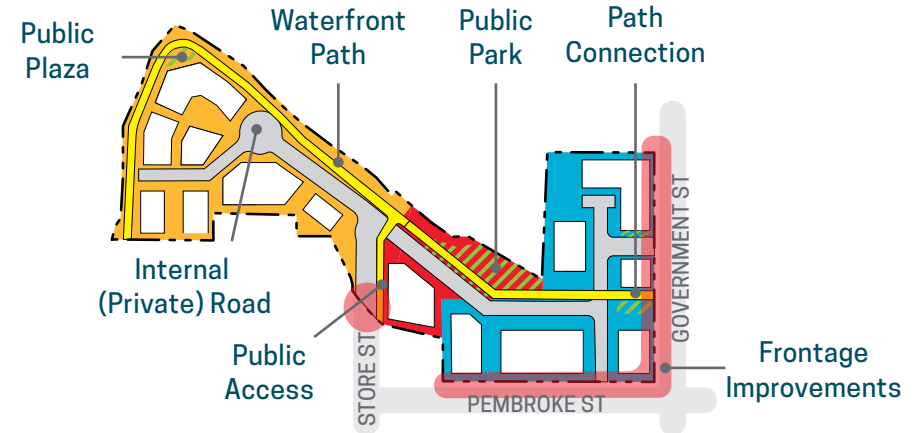
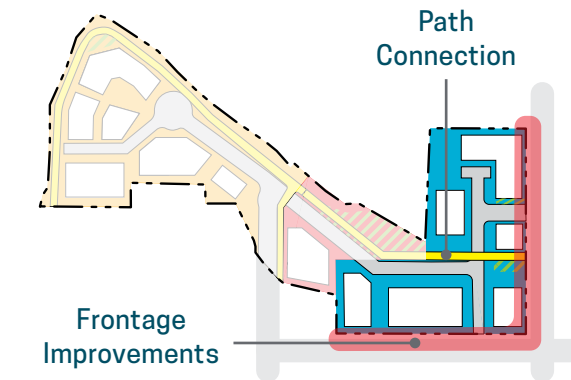
Public Amenities: A segment of the waterfront path, a public park, and provides an interim path connection to Government Street.



P4 PHASE 4: THE EAST SIDE

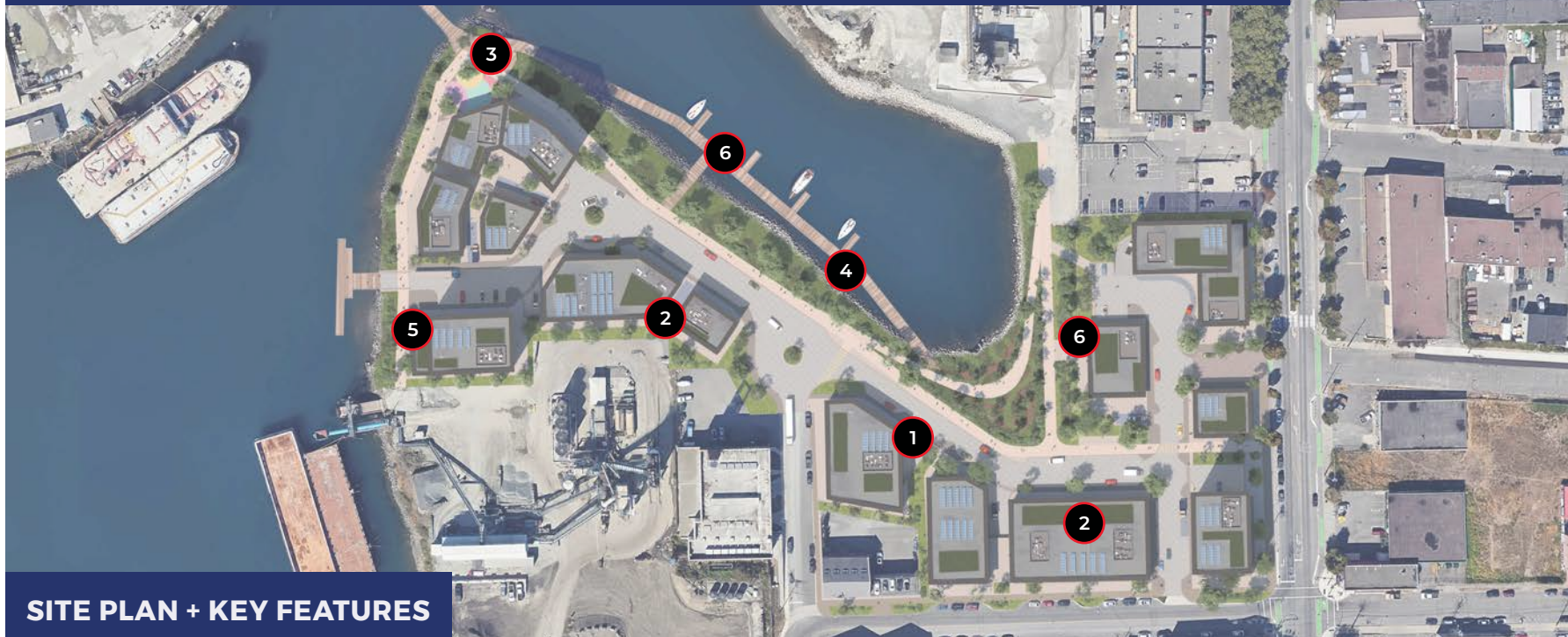
Phase 4 sees the redevelopment of DA-1 with new buildings, completion of the Waterfront Path and other open spaces, completing the final buildout of the site.

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 ILLUSTRATIVE LONG-TERM CONCEPTS - FINAL PHASES



SITE PLAN + KEY FEATURES

1

Ləkʷəŋən Cultural Design

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

2

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

Opportunities for shoreline restoration, native planting, and urban forestry may enhance biodiversity, manage stormwater, and strengthen resilience to climate and sea-level change.

PLAUSIBLE LONG-TERM DEVELOPMENT*



MAXIMUM ALLOCATION*



**Final built form and site plan will be determined through future approvals within the proposed zoning framework. See Appendix A for maximum-density scenario testing.*



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-oriented gateways into the site, connecting to 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 accommodates pedestrians and cyclists together with loading, emergency access, and industrial operations.
- 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.

3.6 PLACEMAKING & DESIGN

3.6.1 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.

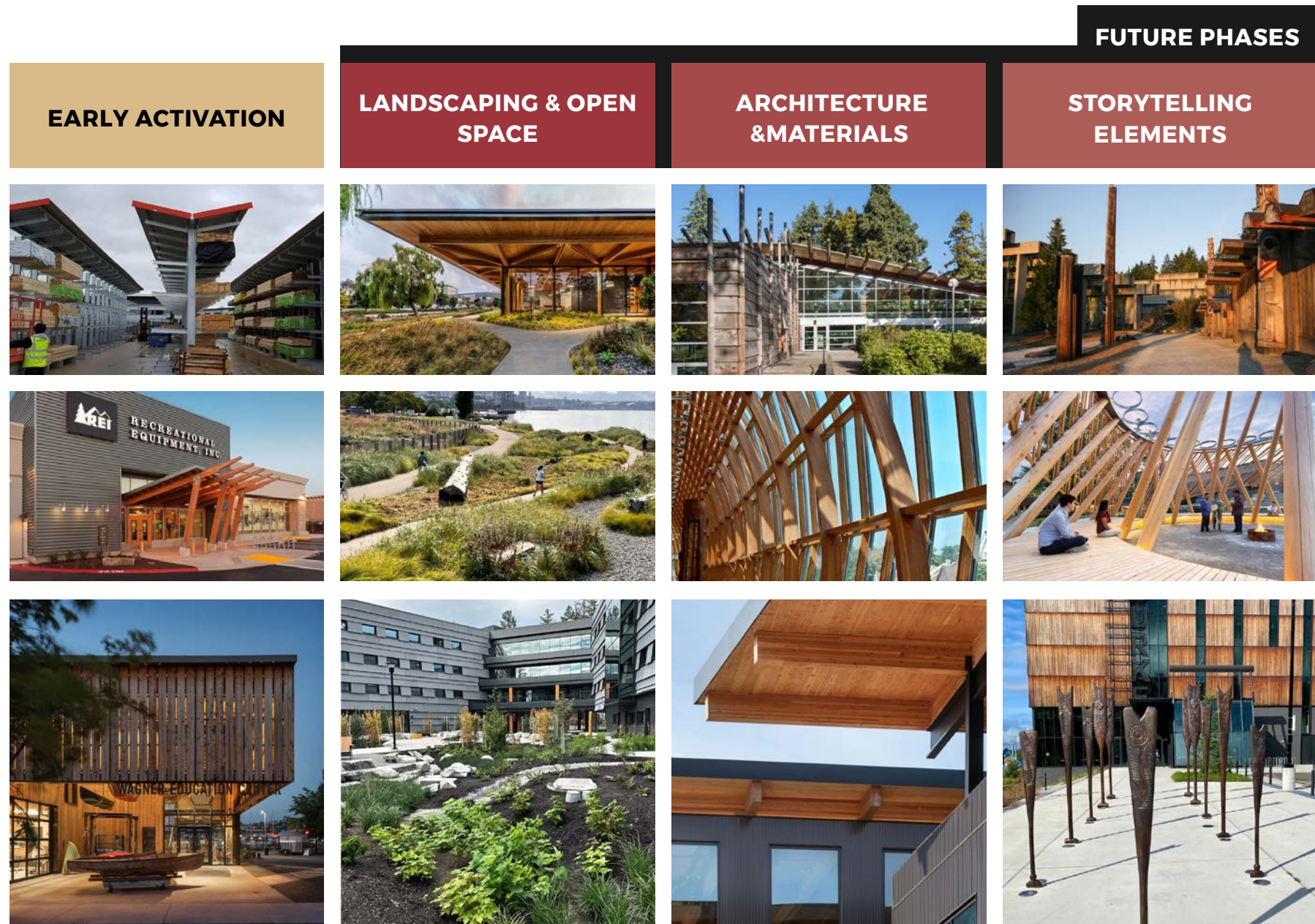
As development progresses, later phases will more fully integrate *ləkwəŋən* and Coast Salish design influences, including longhouse-inspired forms, mass timber, and Indigenous art. Landscaping will be expanded to include more green infrastructure, vibrant public spaces, and Indigenous design, creating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

See 4.4 for comprehensive Matullia Design Guidelines.

3.6.2 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 planting, rain gardens and other green infrastructure, and pursue shoreline restoration where feasible, to enhance ecological and cultural resilience.
- **Create Gathering Spaces** – Design open spaces that support daily activity 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** – Encourage 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.

3.6.3 PRECEDENT GALLERY: PLACEMAKING & URBAN DESIGN



3.6.4 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.



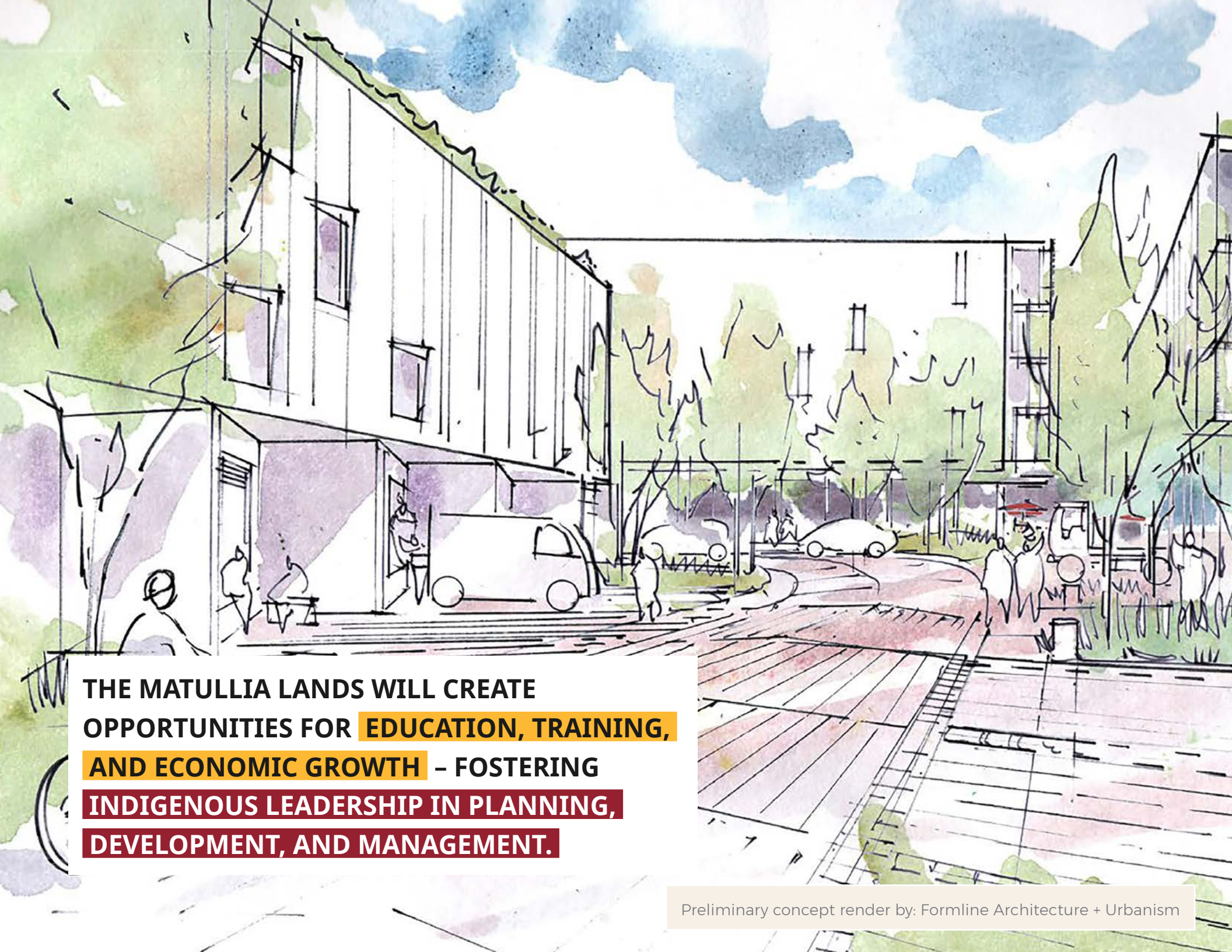
ROOFTOPS

- 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.



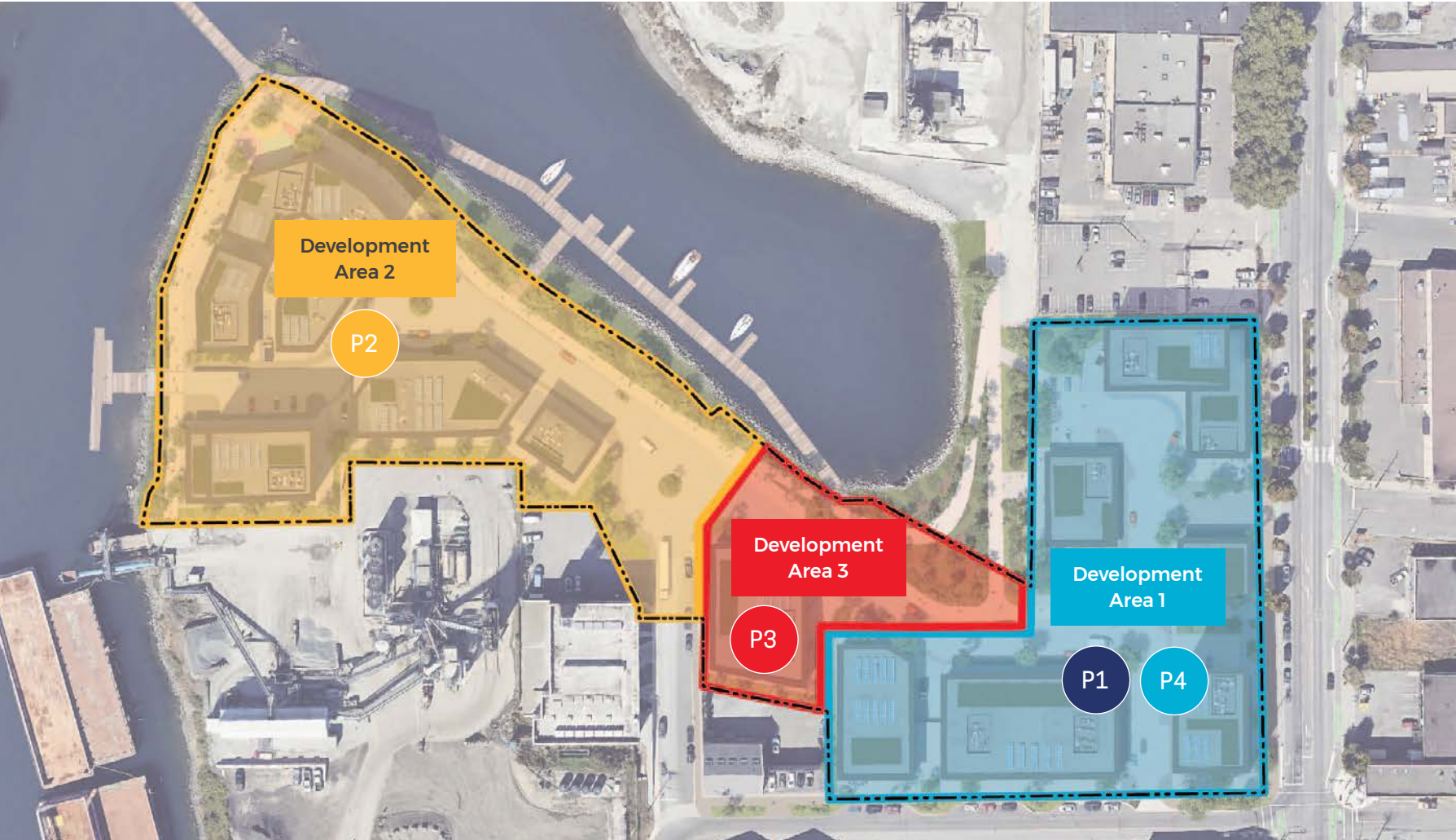
**THE MATULLIA LANDS WILL CREATE
OPPORTUNITIES FOR EDUCATION, TRAINING,
AND ECONOMIC GROWTH - FOSTERING
INDIGENOUS LEADERSHIP IN PLANNING,
DEVELOPMENT, AND MANAGEMENT.**

Preliminary concept render by: Formline Architecture + Urbanism

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.



SEPTEMBER 2026 | MATULLIA HOLDINGS REZONING APPLICATION | DEVELOPMENT PLAN | 45



4.3 ZONING

This proposal will establish a site-specific Comprehensive Development (CD) zone and corresponding development agreement, to be refined through the rezoning process.

The proposed density and use framework provides flexibility to respond to market and technical conditions while maintaining the employment-led planning, ground-floor, and operational character of the Matullia Lands.

4.3.1 DENSITY & USE ZONING DIRECTIONS

DENSITY

- a. Each Development Area (DA) is assigned a maximum Floor Space Ratio (FSR) as shown in Table 4.3.
 - » Pursuant to Zoning Bylaw 2018, FSR is calculated independently for each DA by dividing the total Floor Area within that DA by the total area of the DA.
 - » Publicly accessible spaces that remain within the legal parcel boundaries and are secured through a statutory right-of-way, including plazas and pathways, remain part of the applicable DA area for FSR calculation purposes.

LOT COVERAGE

- b. Maximum lot coverage is calculated independently for each lot within the Lands, as follows:
 - » 90% on a lot containing exclusively employment, industrial, cultural, community, or supporting uses.
 - » 80% on a lot containing a residential or hotel use.

ADVISORY EMPLOYMENT, COMMUNITY, AND CULTURAL FLOOR-AREA TARGET

- c. Development should contribute to an advisory site-wide target of approximately 1.0 FSR of employment, community, and cultural floor area, distributed flexibly among Development Areas at full buildout.
- d. The approximately 1.0 FSR target is intended to guide long-term development and inform the City's review of future development. It is not a minimum zoning requirement.
- e. For the purpose of evaluating progress toward the target, residential floor area, hotel guestroom floor area, structured parking, loading and service areas, mechanical and utility areas, and circulation or lobbies principally serving residential or hotel components will not count as qualifying floor area.
- f. Each Development Permit application should identify:
 - » The qualifying employment, community, and cultural floor area proposed within the application;
 - » The cumulative qualifying floor area provided or approved across the Matullia Lands; and
 - » How the proposed development contributes to, or does not preclude, achievement of the approximately 1.0 FSR site-wide target at full buildout.

USE – GENERAL

- g. Ground floors and podiums, considered as a whole, will primarily accommodate industrial, marine-industrial, employment-generating, community, and cultural uses.
- h. The following ground-floor or podium uses and functions are not considered contrary to this intent, provided they remain appropriately scaled and do not displace the intended employment and community functions:
 - » 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 employment-generating uses or cultural activity.
- i. The occupiable ground floor space within all primary buildings will have a minimum floor-to-floor height of 4.5m (6.0m if mezzanine).

USE – RESIDENTIAL

- j. Residential use may be permitted on upper storeys in DA-1 and DA-2 as part of an employment-led mixed-use development. Residential use is not permitted in DA-3 and is not permitted at grade.
- k. Residential floor area is not required to remain numerically subordinate to non-residential floor area. Buildings containing residential uses must include a substantial non-residential podium, and residential development must not materially constrain employment, industrial, marine-industrial, or working-harbour functions.

No residential tenure, affordability or unit-mix commitment is proposed through this rezoning. Any future residential development will be subject to the applicable requirements and approvals in effect at that time.

USE – HOTEL

- l. Hotel use is recognized as an employment-generating commercial use.
- m. Standalone hotel development may be permitted in DA-1.
- n. Hotel use may be permitted in DA-2, provided it includes a non-residential ground floor and a substantial employment-, community-, cultural-, or publicly oriented podium base.
- o. Hotel use is not permitted in DA-3, and hotel rooms are not permitted at grade.

COMPATIBILITY – RESIDENTIAL & HOTEL

- p. Residential and hotel development will be treated as the agent of change and will bear the responsibility and cost of addressing compatibility with existing and permitted future industrial, marine-industrial, employment, and working-harbour operations.
- q. Required mitigation must not rely on restricting, curtailing, or otherwise prejudicing normal lawful industrial, marine-industrial, commercial, loading, servicing, or harbour operations.
- r. Residential and hotel uses are permitted only where building and site design demonstrate adequate separation and mitigation from:
 - » Loading, servicing, waste and recycling operations;
 - » Parking, vehicle maneuvering, truck access, and delivery routes;
 - » Outdoor industrial activity and storage;
 - » Mechanical equipment and building-service functions;
 - » Marine-industrial and working-harbour activity; and
 - » Noise, vibration, dust, odour, lighting, air quality effects, and other operational impacts associated with existing and permitted future non-residential uses.
- s. Where active industrial leases or operations remain in place, residential or hotel use may be introduced only where:
 - » Those leases and associated operations can continue without material constraint;
 - » Safe and functional access, loading, servicing, circulation, and operational areas are maintained; and
 - » The proposed use will not prejudice the continuation of viable interim or longer-term employment and industrial uses.
- t. Residential or hotel use must not be introduced where outdoor industrial activity, loading, servicing, access arrangements, or other operational functions cannot be adequately separated or mitigated through site planning, building design, construction, and physical or mechanical measures.
- u. Before issuance of a Development Permit for a building containing residential or hotel use, the City may require site-specific studies prepared by qualified professionals. Studies may address noise, vibration, dust, odour, air quality, lighting, truck and service-vehicle movements, operational safety, and other potential conflicts between the proposed use and surrounding non-residential operations.
 - » The studies must consider both existing operations and the range and intensity of future industrial, marine-industrial, employment, and working-harbour activities permitted by applicable zoning.
- v. Physical, architectural, structural, or mechanical mitigation required through the Development Permit process must be incorporated into the development and completed before occupancy of the affected residential or hotel use.
- w. Before residential or hotel occupancy, the owner may be required to register a covenant on title, in a form satisfactory to the City, acknowledging that the development is located within a mixed-use employment and working-harbour area and that nearby uses may generate noise, odour, dust, truck traffic, lighting, vibration, and other effects associated with normal commercial, industrial, marine-industrial, and harbour activity.
- x. Residential development may also be required to implement purchaser and tenant disclosure addressing these conditions. Covenants and disclosure will supplement, and will not replace, required siting, building design, construction, and mitigation measures.

4.3.2 OVERVIEW OF ZONING PARAMETERS

The below table summarizes key zoning parameters in conjunction with the directions in Section 4.3.1. Final regulations will be established through the rezoning process, while detailed design will be addressed through subsequent DP applications.

METRIC	DA-1	DA-2	DA-3	NOTES
Permitted Uses (All Development Areas)	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, Laboratory, Light Industrial, Marine Industrial, Office, Parkade/Parking Garage, Personal Service, Public Building, Retail Liquor Sale, Retail Trade, Studio, Utility			Uses and definitions to be finalized through rezoning process.
Additional Permitted Uses	Home Occupation, Hotel, Residential	Home Occupation, Hotel, Residential	N/A	See directions and conditions in 4.3.1
Residential and Hotel Conditions	Residential: Upper storeys only; substantial non-residential podium required. Hotel: Standalone hotel permitted; no guestrooms at grade.	Residential: Upper storeys only; substantial non-residential podium required. Hotel: Active non-residential base required; no guestrooms at grade.	Residential and Hotel uses not permitted	Compatibility and agent-of-change requirements in Section 4.3.1 apply.
Ground Floor Conditions	Residential units and hotel guestrooms are not permitted at grade.			To be refined with staff.
Max Lot Coverage	90% for a lot that does not contain a residential or hotel use; and ? 80% for a lot containing a residential or hotel use.			See directions in 4.3.1
Max Height	18 storeys	18 storeys	6 storeys	To be refined with staff.
Max Density	2.75 FSR	2.5 FSR	1.25 FSR	See details in 4.3.1
Parking	Vehicular and bicycle parking will be managed site-wide and refined through parking and Transportation Demand Management studies prepared for each Development Permit. See 7.6 for more details.			

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.

These guidelines provide form-and-character direction for future Development Permit applications. They are to be applied in conjunction with the relevant zoning, development agreement, applicable City guidelines, and the Phasing and Implementation Strategy. Where a matter is regulated through zoning or development agreement, those requirements will prevail.

4.4.1 OBJECTIVES

1. Support a functional and adaptable employment district with a strong marine-industrial and Coast Salish identity, while allowing compatible, permitted mixed-use development.
2. Ensure building and site design mitigate potential land use conflicts and preserve the site's long-term industrial, employment, and working harbour 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 *ləkwəḡən* 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.

4.4.2 GUIDELINES

INCREMENTAL APPROACH

1. 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.
2. Ensure interim conditions are safe, accessible, functional, durable, visually coherent, and do not preclude the long-term site vision.
3. Coordinate each phase with corresponding access, servicing, public realm, frontage, environmental, and amenity improvements.

EARLY ACTIVATION BUILDINGS

4. Early activation buildings may employ simple, robust, and economical forms appropriate to their use and anticipated duration, while providing:
 - » Active and transparent ground floors at key public interfaces;
 - » Clear and identifiable building entrances;
 - » Weather protection at entrances and important public-realm adjacencies;
 - » Durable, high-quality materials at public-facing portions of buildings;
 - » Limited but strategic façade articulation;
 - » Cultural expression at key locations; and
 - » A strong relationship to Government Street, Pembroke Street, and the internal street, as applicable.

5. Early activation buildings and associated site improvements should be arranged so they can be incorporated into, adapted to, or replaced through subsequent development without precluding the long-term site structure and public-realm network.

INTERIM PARKING & SITE ACTIVATION

6. Interim surface parking may be provided as part of the phased use and development of the Matullia Lands and should be integrated within a broader site-wide approach to interim use and activation.
7. Where provided, interim parking should be safe, accessible, functional, and appropriately coordinated with pedestrian connections, lighting, drainage, wayfinding, public-facing interfaces, and the long-term development framework.



SITE PLANNING & LAYOUT

8. 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.
9. Prioritize industrial, employment, cultural, commercial, and community-serving uses at grade, particularly along internal streets, public spaces, site entries, and key public interfaces.
10. 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, hotel, public realm, marine, cultural, and community uses.
11. Design interfaces between active industrial lease areas and publicly accessible spaces as intentional interim and long-term conditions. Use appropriate building separation, buffers, durable fencing or screening, controlled access points, lighting, planting, wayfinding, and clearly defined pedestrian routes to protect industrial operations while maintaining a safe and coherent public realm.
12. At the approximate alignment of Princess Avenue, provide an identifiable gateway and meaningful break or opening in the Government Street frontage, achieved through coordinated site planning, building massing, and public-realm design that supports site legibility, visual permeability, pedestrian orientation, and a visual connection toward Rock Bay.
 - » This may include building spacing or modulation, setbacks or stepbacks, landscaped openings, courtyards, pedestrian routes, at-grade passages, or other treatments suited to the development program and operational context.
 - » The precise dimensions and configuration will be determined through Development Permit review.
13. Where operationally required, loading doors/bays, service entries, and related operational areas may be incorporated into building frontages facing internal streets, lanes, or courts. These elements should be located, recessed, screened, or detailed, where feasible, to support operations while maintaining safe pedestrian movement, clear wayfinding, accessible building entries, and a high-quality public realm.

CULTURAL EXPRESSION

14. Integrate *lākʷəŋən* cultural expression throughout the Matullia Lands through architecture, landscape, public realm, art, interpretation, materials, lighting, and furnishing design.
15. Develop cultural expression in collaboration with the Nations and refine it through the development permit stage, including both interim and permanent design opportunities.
16. 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 *lākʷəŋən* 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.
17. 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

18. Design buildings to support flexible employment uses, including industrial, workshop/maker, office, cultural, commercial, marine-related, and other employment-generating activities.
19. 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.
20. Design and locate loading, servicing, parking, waste, mechanical, and utility areas to maintain employment and industrial functionality while minimizing conflicts with pedestrian routes, public spaces, internal streets, and Government and Pembroke Streets.
21. Loading and servicing may occupy substantial portions of building frontages or ground-floor areas where required by the intended use; pedestrian-oriented design should focus on safe, coherent, and well-resolved interfaces aligned with internal building use rather than the elimination or concealment of these functions.
22. 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.
23. 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 & OPEN SPACES

24. 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.
25. 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.
26. 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.
27. 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.
28. 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.
29. 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.
30. Incorporate rain gardens, permeable surfaces, habitat planting, drainage channels, water features, or other blue-green infrastructure where feasible.

WATERFRONT PATH

31. Provide a continuous, publicly accessible waterfront path that supports walking, cycling, gathering, shoreline access, and site-wide connections. Public access over the waterfront path will be secured through a statutory right-of-way, with the path designed to be generally consistent with the diagrams in this report and meet applicable City standards while responding to geotechnical, environmental, servicing, shoreline, and phasing conditions.
32. 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.
33. 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.
34. 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.
35. Incorporate seating, viewpoints, lighting, planting, interpretive elements, gathering areas, green infrastructure, habitat features, soft edges, and shoreline restoration opportunities where feasible.
36. Design adjacent development to front and animate the waterfront while maintaining appropriate setbacks, privacy, servicing access, and public access points.

PUBLIC STREET FRONTAGE IMPROVEMENTS

37. Design public street frontage improvements to be generally consistent with applicable City standards while creating a distinct identity for the Matullia Lands.
38. 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.
39. 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 & CIRCULATION

40. 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.
41. Design internal streets, circulation routes, and operational areas to support the safe and efficient movement of industrial, commercial, emergency, delivery, waste-collection, and service vehicles. Coordinate these movements with pedestrian and cycling routes, building access, loading areas, and public spaces to manage shared interfaces and maintain a safe, legible, and accessible site.
42. Where appropriate, use a shared-space design that allows pedestrians and cyclists to use the travel area while maintaining safe and functional site operations.
43. Where a shared-surface or flex-street condition is used, reinforce pedestrian priority and low-speed movement 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.



44. 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 and with localized widening where required for operational needs.
- » **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.



45. 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.
46. 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.
47. Accommodate industrial vehicle movements, emergency access, waste collection, deliveries, and temporary staging without compromising pedestrian safety, accessibility, or public space function.
48. Use durable surfacing and public realm materials suited to industrial access, pedestrian use, loading, maintenance, and coastal conditions.
49. Locate and design loading, waste collection, delivery, and service areas to minimize obstruction of through movement, including recessed or indented loading areas where feasible.
50. Design truck circulation to avoid reversing through the Gathering Point, Harbour Pathway, waterfront open spaces, and other pedestrian-priority areas, where feasible.



ENVIRONMENTAL & RESILIENCE DESIGN

51. Integrate green and blue infrastructure to manage stormwater, support ecological function, improve public realm quality, and restore or enhance shoreline and habitat conditions.
52. Design for sea level rise, flood conditions, and long-term climate adaptation while managing risk appropriately.
53. Support energy-efficient and low-carbon building design.
54. Coordinate environmental and resilience measures with phasing, servicing, public realm design, shoreline conditions, and long-term site redevelopment.
55. Apply a managed-risk approach to coastal adaptation, recognizing site-specific geotechnical, structural, shoreline, access, public realm, and long-term redevelopment considerations.
56. Implement the urban forest through a phased approach that may include containerized trees and temporary planting systems during early activation, followed by permanent planting integrated with later development.
57. Select tree species and planting systems in response to soil conditions, geotechnical constraints, contamination requirements, coastal exposure, cultural significance, maintenance needs, and anticipated site operations.
58. Provide adequate soil volumes and growing conditions for permanent trees through measures such as continuous soil trenches, structural soil, suspended pavement systems, consolidated planting areas, or other appropriate techniques.

TALL BUILDINGS

59. Ensure taller buildings reinforce the employment-led, mixed-use district vision for the site.
60. Locate and design residential and hotel access, amenity areas, outdoor spaces, and building systems to avoid constraining existing or future employment, industrial, marine, loading, servicing, and cultural activities.
61. Design loading, servicing, parking, and waste areas to maintain employment functionality while minimizing conflicts with residential and hotel uses.
62. Design taller buildings to manage shadow, wind, privacy, views, and public realm comfort.
63. Design residential and hotel uses, amenity areas, and outdoor spaces to anticipate and mitigate normal employment, service, loading, marine, cultural, and public-realm activities.
64. Residential and hotel development should incorporate site planning, separation, building-envelope design, ventilation, acoustic measures, lighting controls, access arrangements, and other physical or operational mitigation appropriate to surrounding existing and permitted future uses. Mitigation should not rely on restricting normal lawful employment, industrial, marine-industrial, or working-harbour operations.
65. Where a building contains hotel uses, locate hotel rooms above grade and provide an active non-residential ground-floor interface appropriate to the building's location and surrounding public realm.

ROOFTOPS

66. Where feasible, design rooftops as functional extensions of the buildings and site, which may include support for one or more of the following:
 - » Shared amenity or outdoor workspace;
 - » Urban habitat, pollinator planting, gardens, or other landscape features
 - » Stormwater management and solar-energy generation; and
 - » Other sustainability or cultural objectives.
67. Coordinate rooftop uses with mechanical equipment, building operations, noise and light mitigation, residential and hotel uses, views from taller buildings, and long-term maintenance requirements.



4.5 PRECEDENT GALLERY: USES & BUILT FORMS

FUTURE PHASES

EARLY ACTIVATION



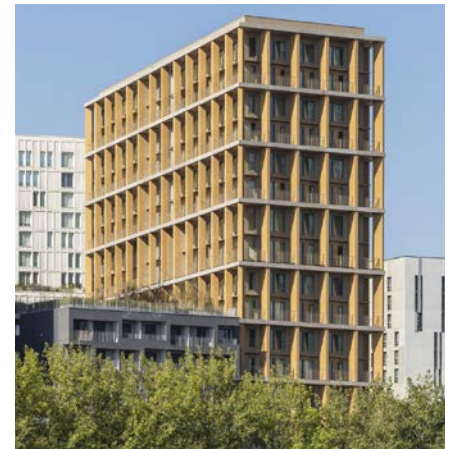
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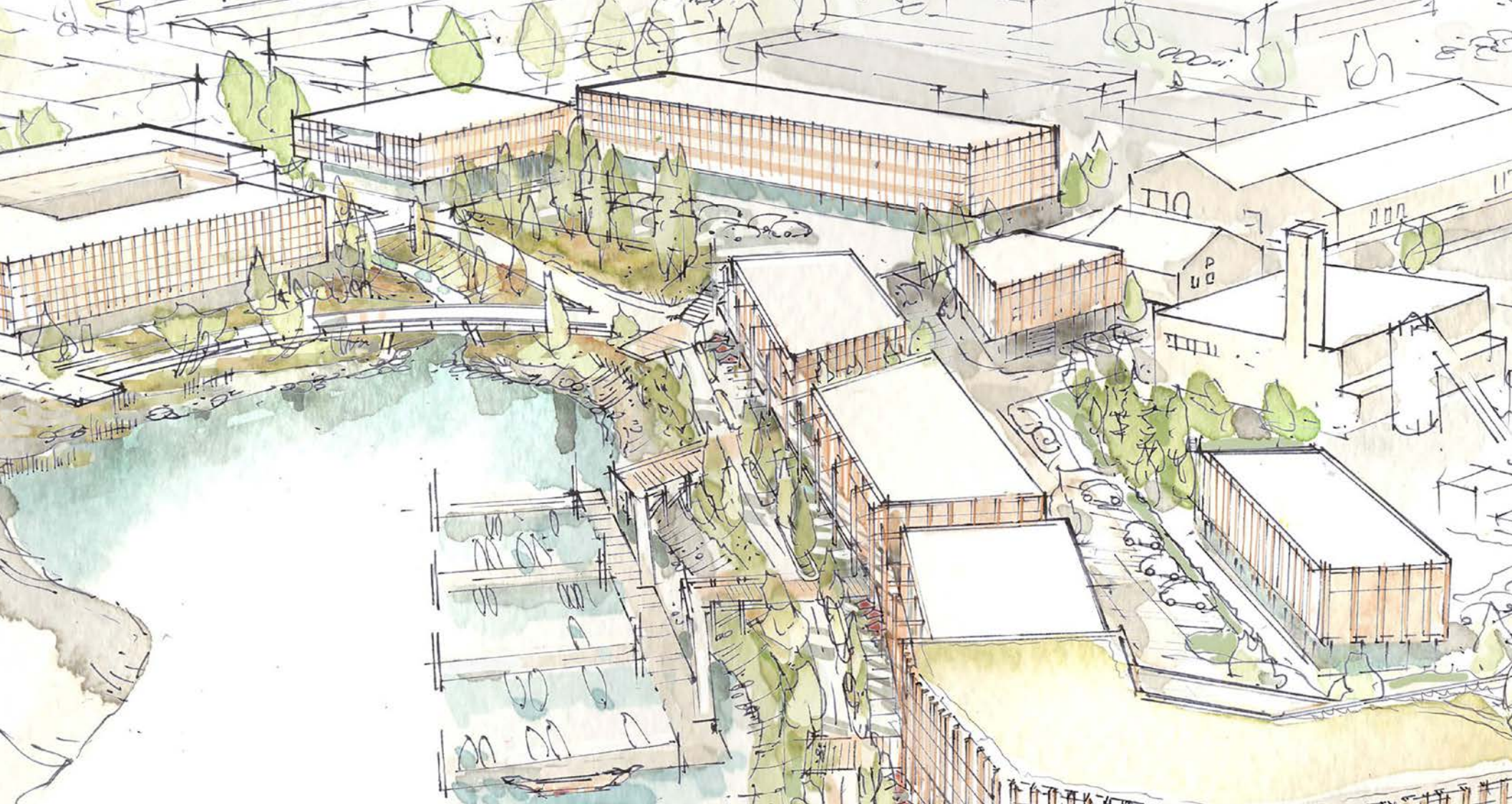


OFFICE / RETAIL

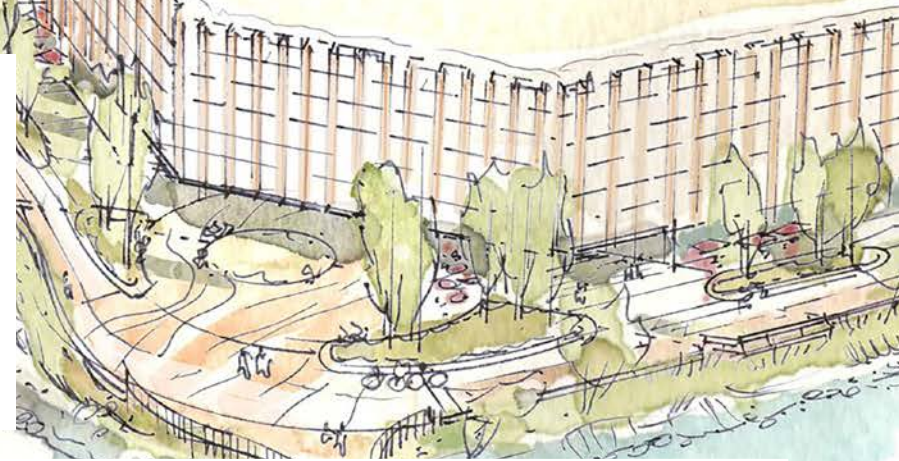


RESIDENTIAL/HOTEL





**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.**



Preliminary concept render by: Formline Architecture + Urbanism

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**

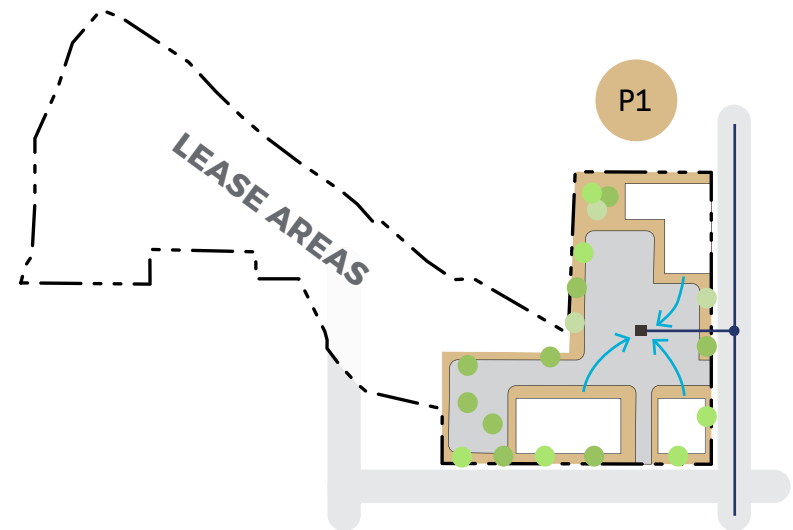
Initial development will focus on delivering core stormwater management and servicing systems required to support functional site development. These systems will address stormwater management through engineered solutions that meet City requirements and respond to site constraints.

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 *ləkʷəŋən* 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.



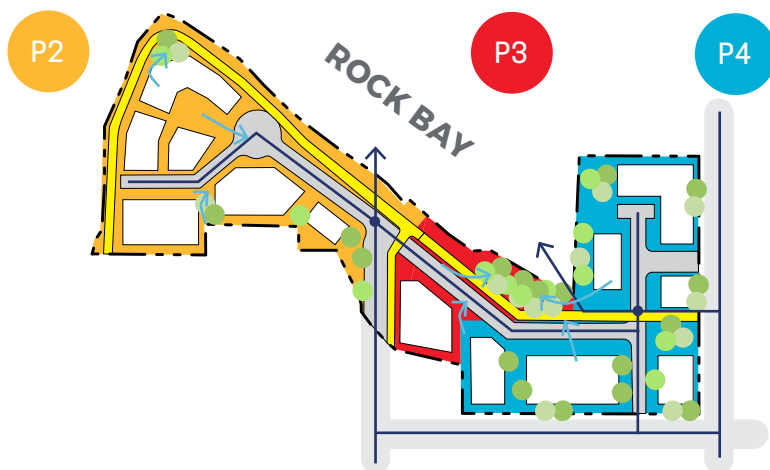
PHASES 2-4: FUTURE PHASES

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

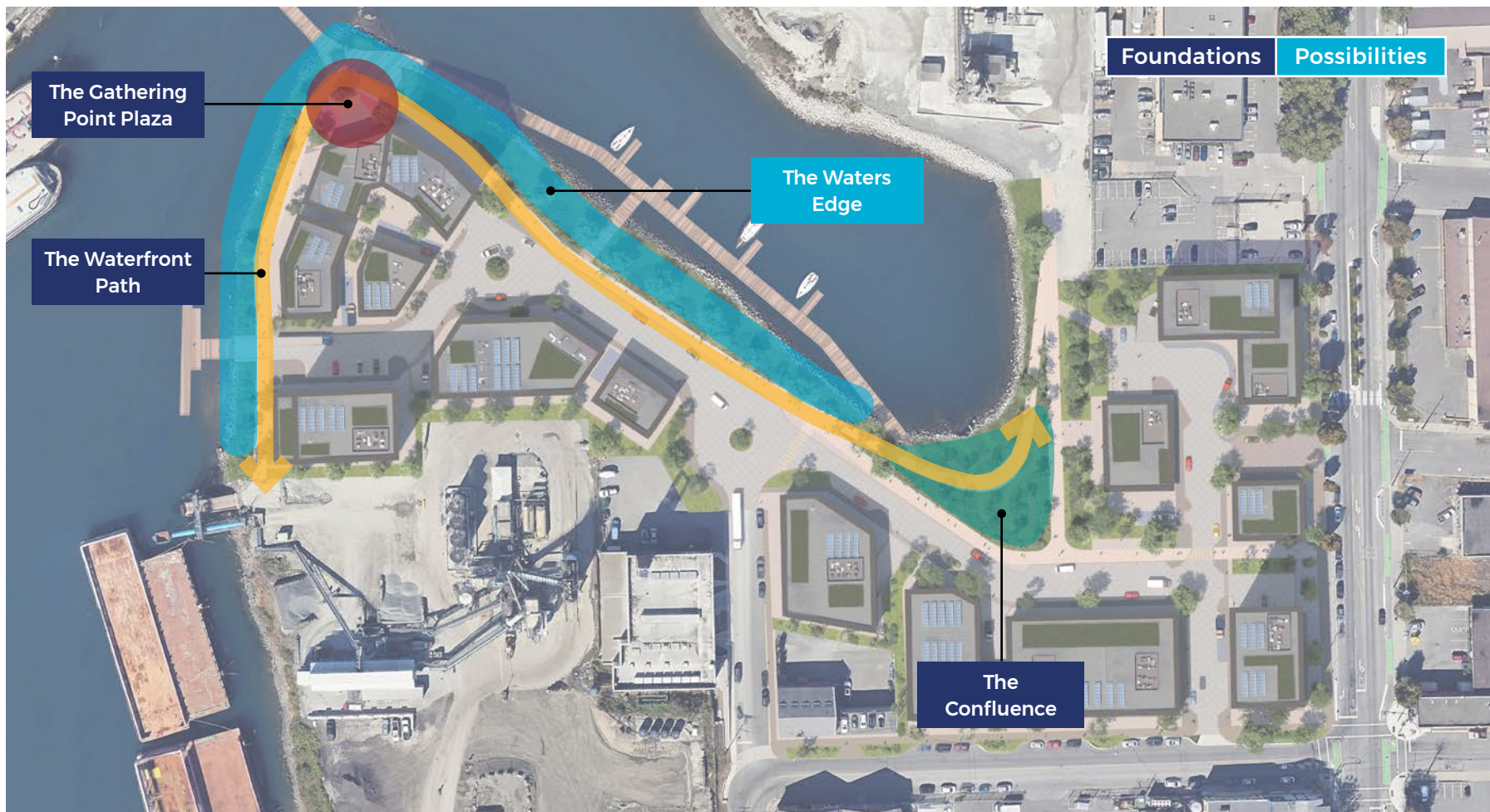
Create a continuous network of green corridors and open spaces that link the shoreline, plazas, and streets. Nature-based solutions will manage water, promote biodiversity, and reinforce a sense of place rooted in ecological function.

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.

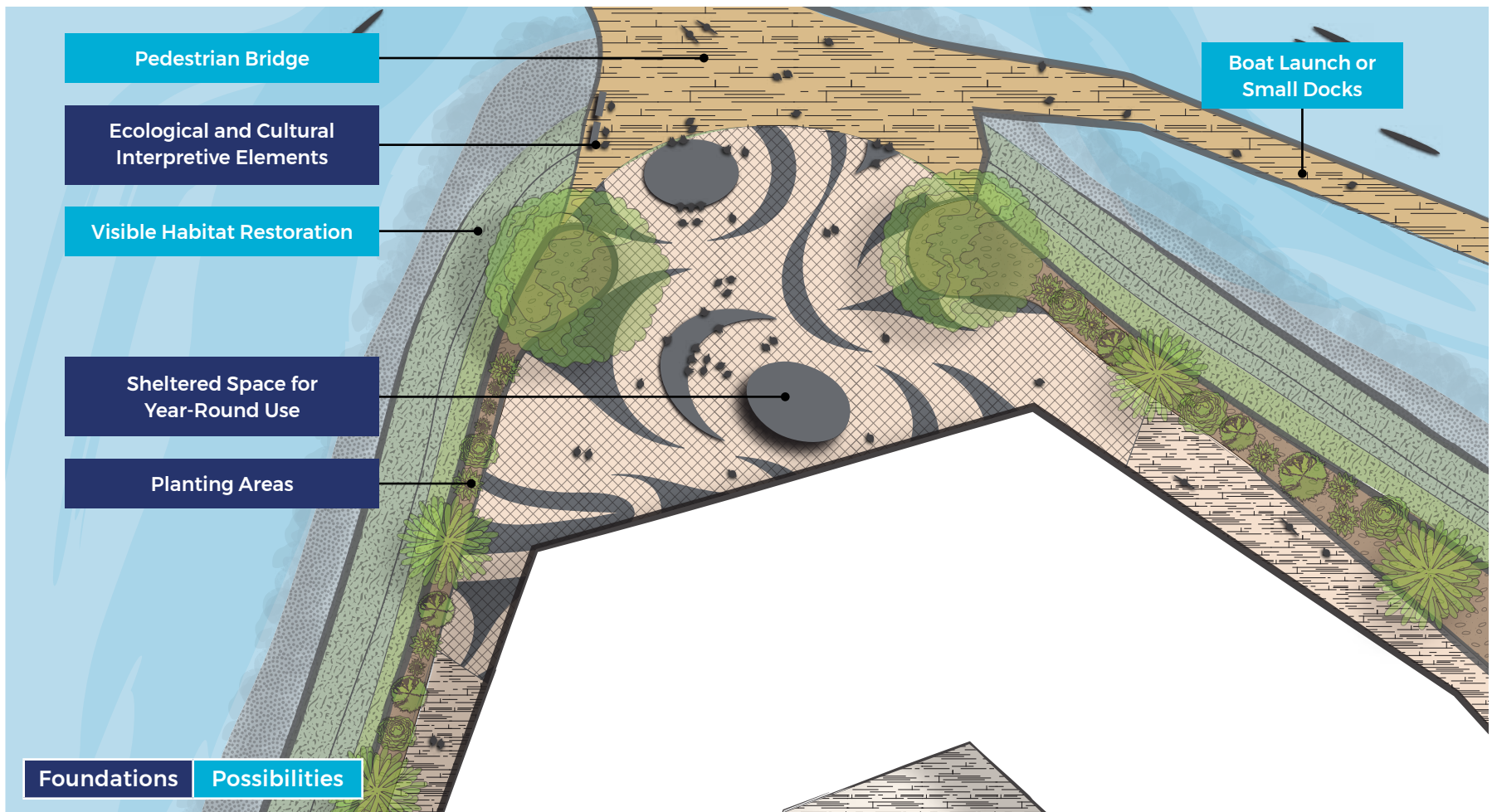
5.3 BLUE-GREEN PLAN

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 *ləkwəŋən* 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

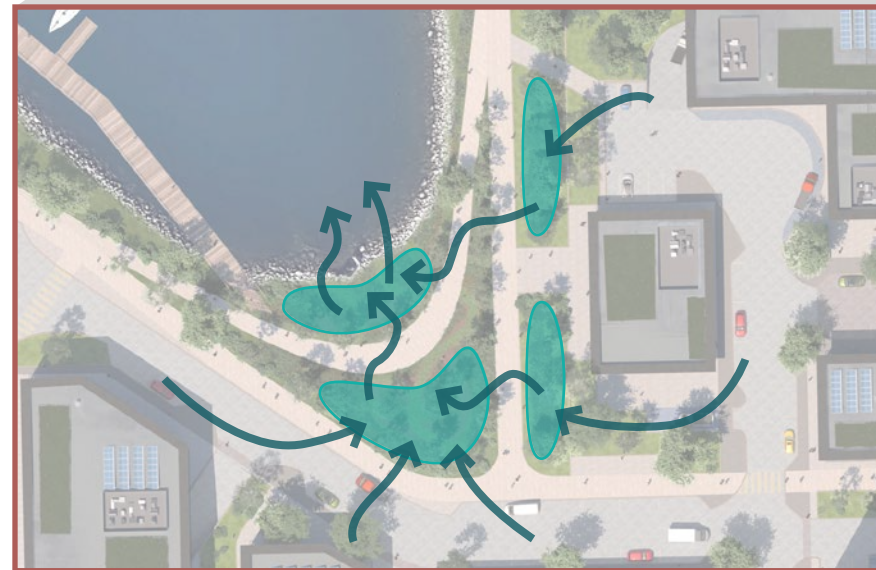
The Confluence is a central landscape where land, water, and community meet, integrating ecological restoration with the urban fabric of Victoria's Upper Harbour. While the idea of daylighting a creek has been explored, it is not viable or historically appropriate for the Matullia Lands.

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.

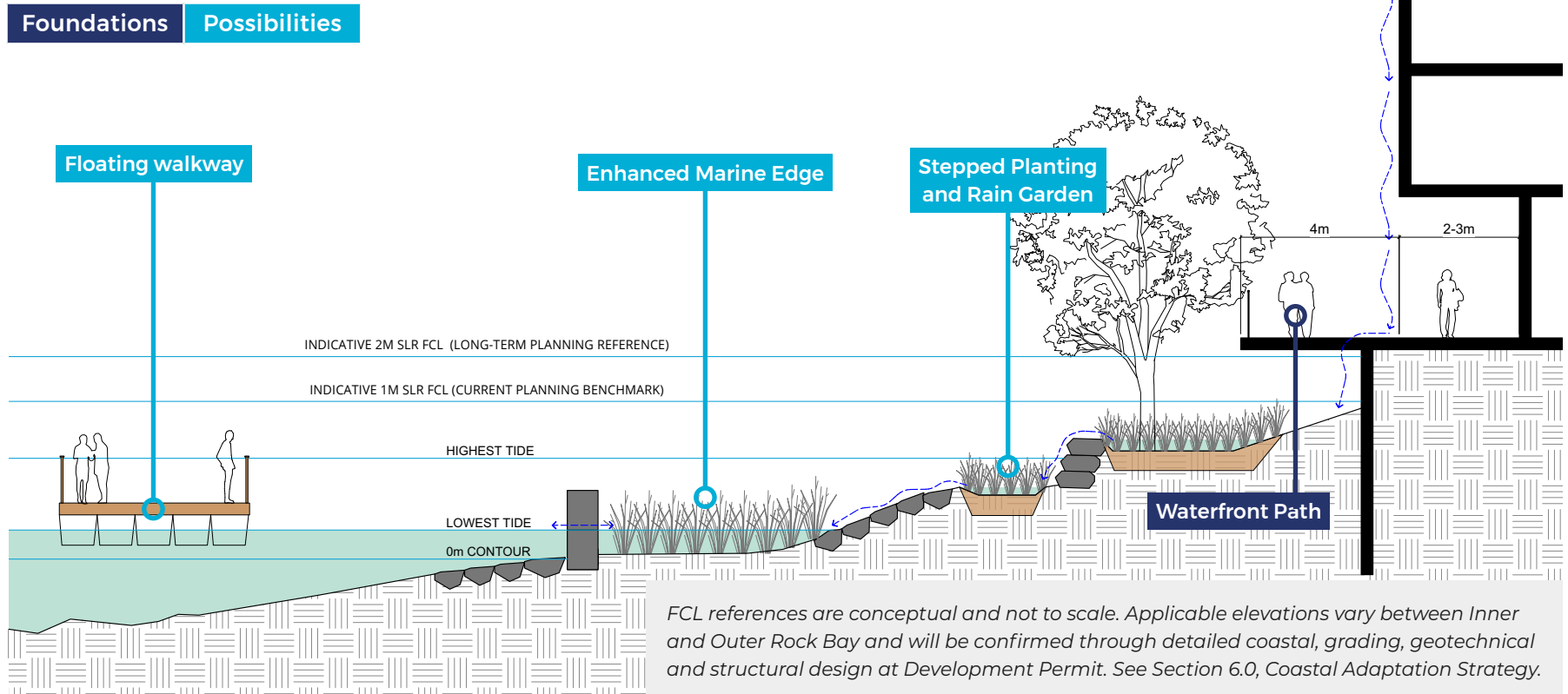


5.3.3 THE WATERFRONT PATH & WATERS EDGE

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 construction typology may vary, including the potential to be cantilevered due to geotechnical constraints, which will influence its width. Final design is to be determined. See 7.2 for additional details.



5.4 PRECEDENT GALLERY: BLUE GREEN STRATEGY

FUTURE PHASES

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.

The rainwater-management measures illustrated in this section are conceptual. The appropriate combination of green stormwater and conventional infrastructure will be determined for each phase through technical analysis and Development Permit review. Each development phase will be required to comply with the City's bylaws, standards, and specifications.

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.

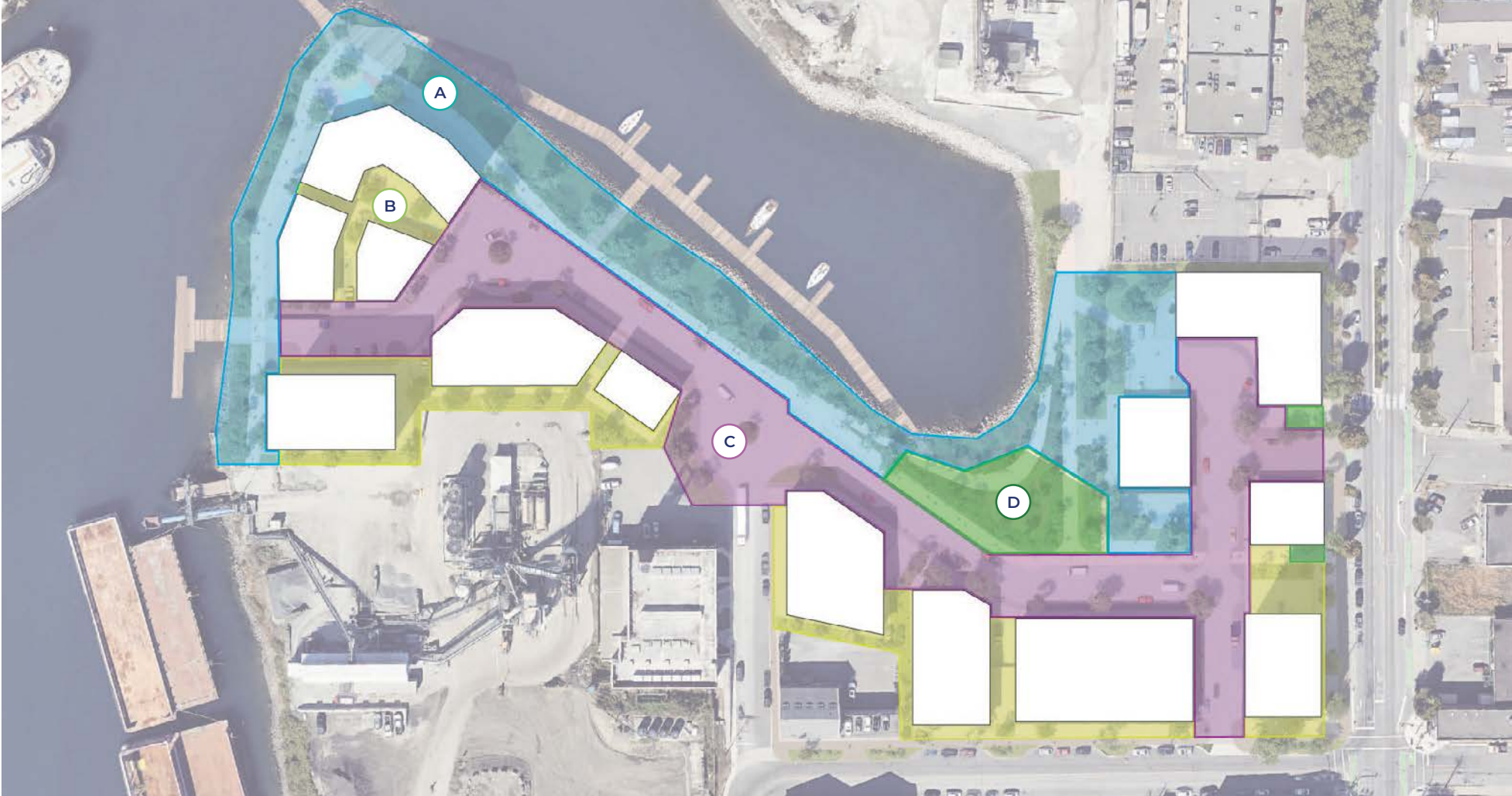
Phases 2-4: Future Phases

- 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 future phases 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: Future Phases

- 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

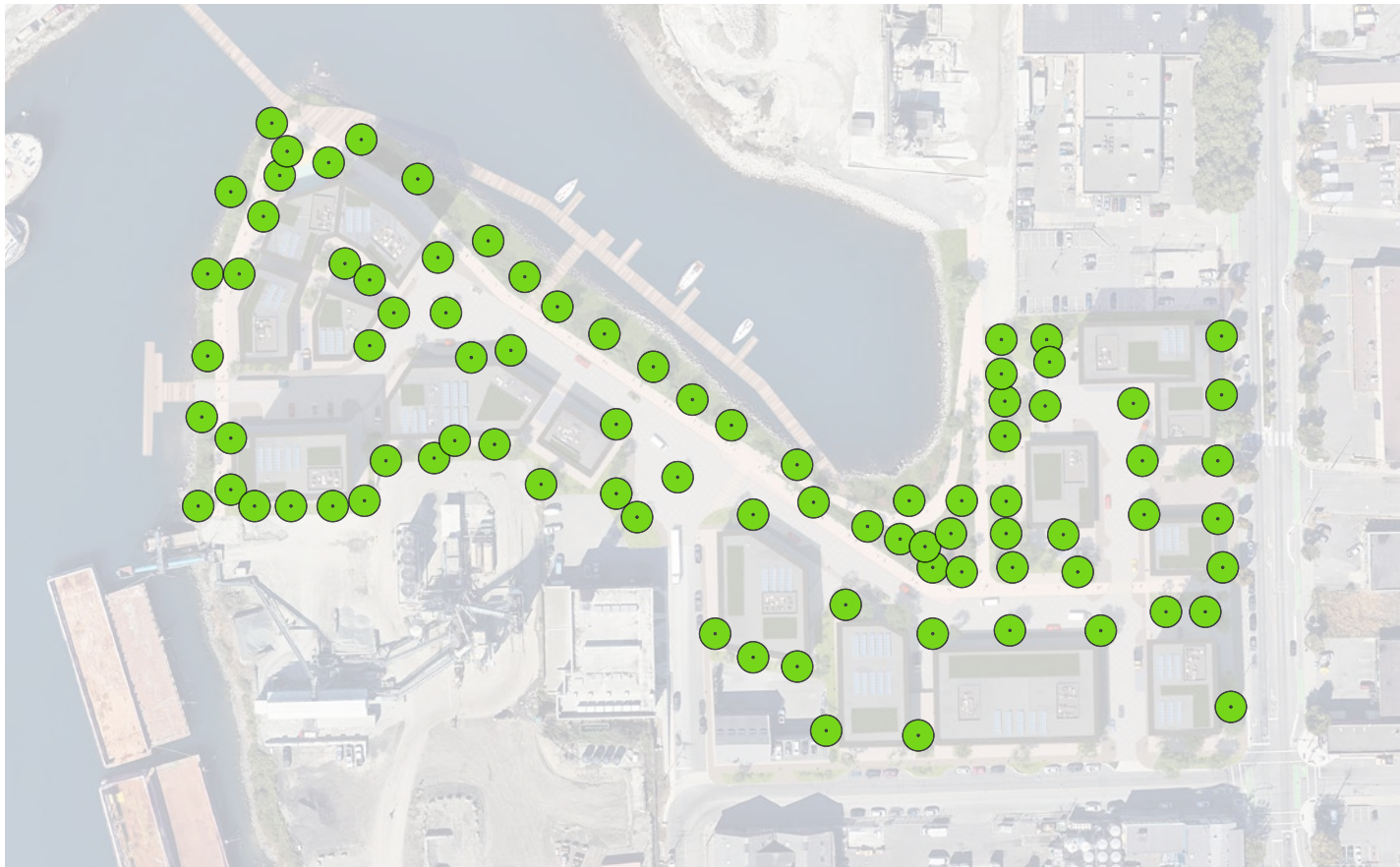
- Enhance coastal planting and habitat along the waterfront.
- Introduce greater species diversity and canopy layering over time.
- Integrate cultural planting and stewardship practices that reflect *lāwānān* values.

IMPLEMENTATION AND TARGETS - FUTURE PHASES

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

 Potential tree
planting location

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



6.0 COASTAL ADAPTATION STRATEGY

6.1 OVERVIEW

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

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

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

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: Future Phases

- 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 & 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 APPROACH TO SEA-LEVEL RISE

Coastal analysis identifies 1m and 2m sea-level-rise Flood Construction Levels for Inner and Outer Rock Bay. The 1m FCLs represent the current planning benchmark for development. Corresponding 2m FCLs are used as longer-term planning references. These levels are shown conceptually in the application illustrations. Final grades, building-floor elevations, shoreline profiles, and waterfront-path configurations will be confirmed through Development Permit and detailed coastal, geotechnical, structural, and civil design. Occupied building floors and critical systems will be located or protected in accordance with applicable design requirements. Public-realm and pathway areas will be designed using a managed-risk approach, including durable and adaptable construction and, where appropriate, controlled inundation and rapid recovery.



6.4 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.

6.5 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 *lákwaŋen* 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.



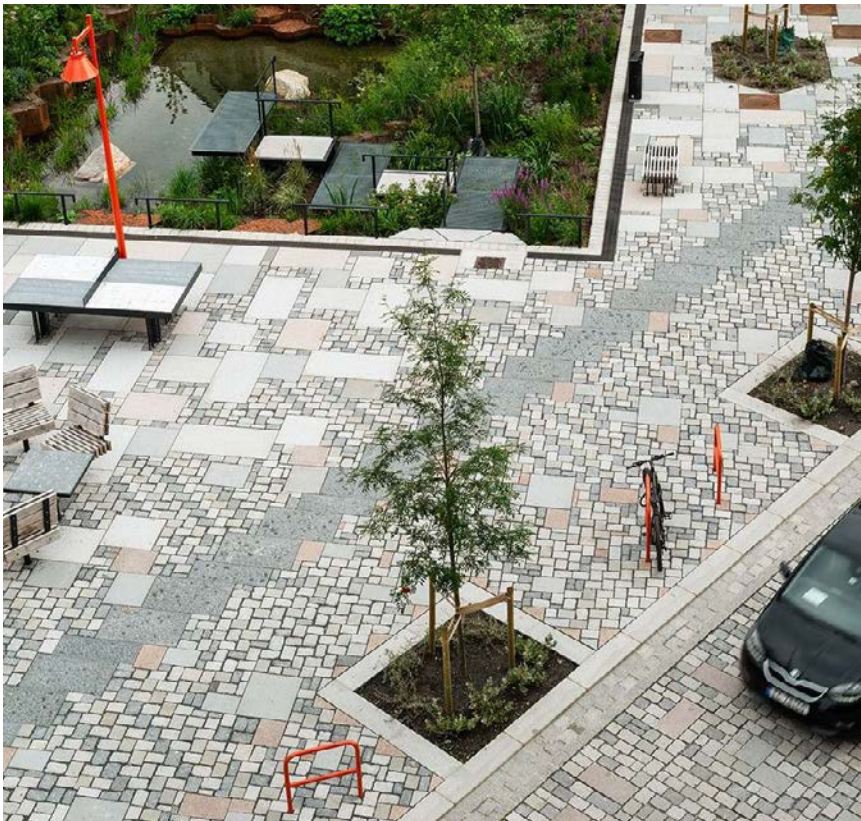


THE SITE WILL BE PURSUED AS A **MODEL OF COASTAL RESTORATION AND CLIMATE RESILIENCE**, DEMONSTRATING HOW **URBAN REDEVELOPMENT CAN COEXIST WITH NATURAL SYSTEMS.**

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: Future Phases

- 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 future phases is presented on the following page.



MOBILITY PLAN

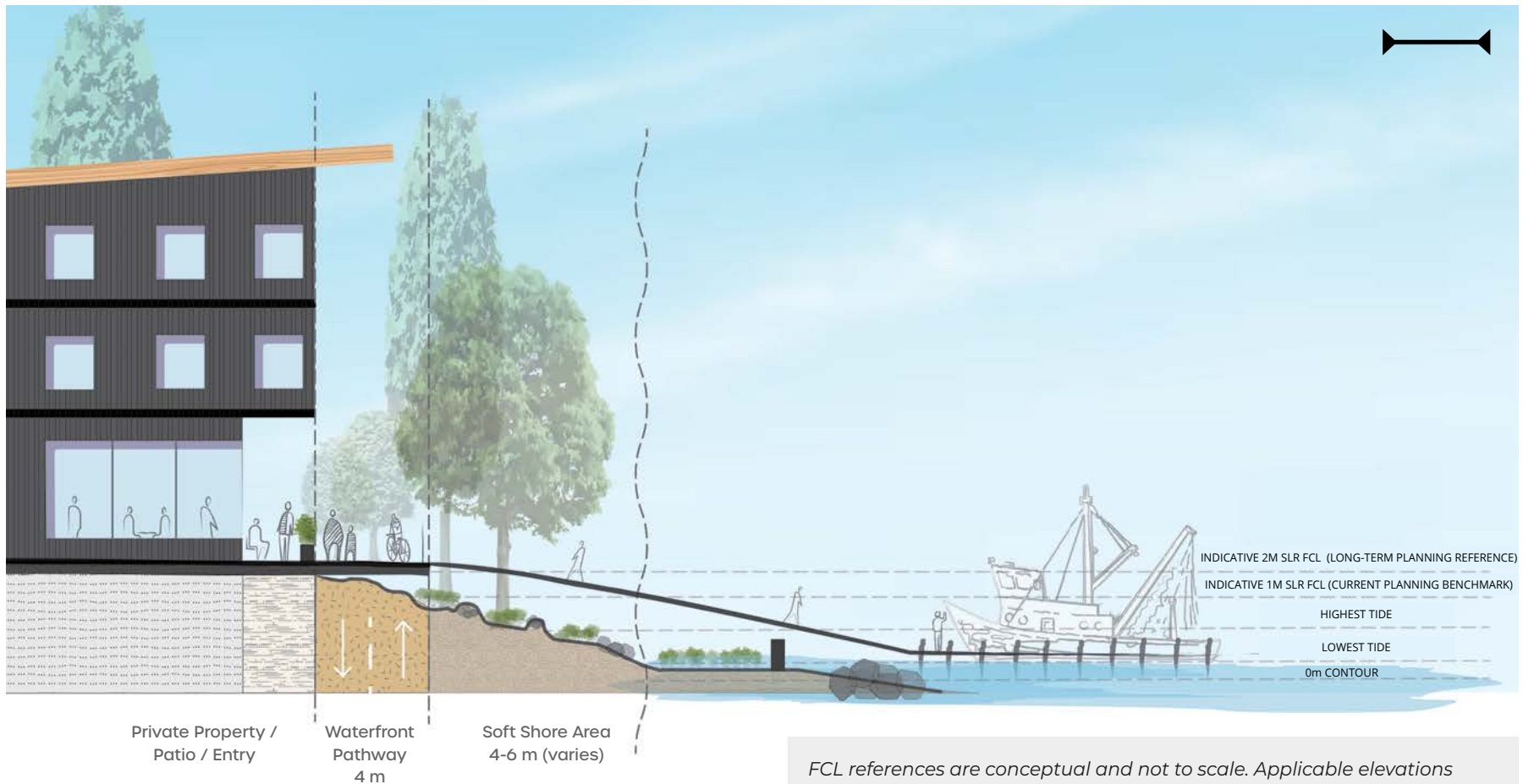
- | | | |
|-------------------------------------|------------------------------|------------------------|
| Waterfront Path | Government Street Bike Lanes | Frontage Improvements |
| Potential Pedestrian Connections | Loading Ramp | Princess Ave Crosswalk |
| Potential Waterfront Path Additions | Private Road | Traffic Circle |
| Waterfront Pathway Concept 1 | Waterfront Pathway Concept 2 | |

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 CONCEPTS

CONCEPT 1 - CANTILEVERED PATH

Where the pathway fronts new development, a cantilevered structure may provide public waterfront access while responding to significant geotechnical and shoreline constraints. Buildings can help define and activate the pathway edge, with opportunities for seating, planting, cultural expression, and views to the water.



FCL references are conceptual and not to scale. Applicable elevations vary between Inner and Outer Rock Bay and will be confirmed through detailed coastal, grading, geotechnical and structural design at Development Permit. See Section 6.0, Coastal Adaptation Strategy.

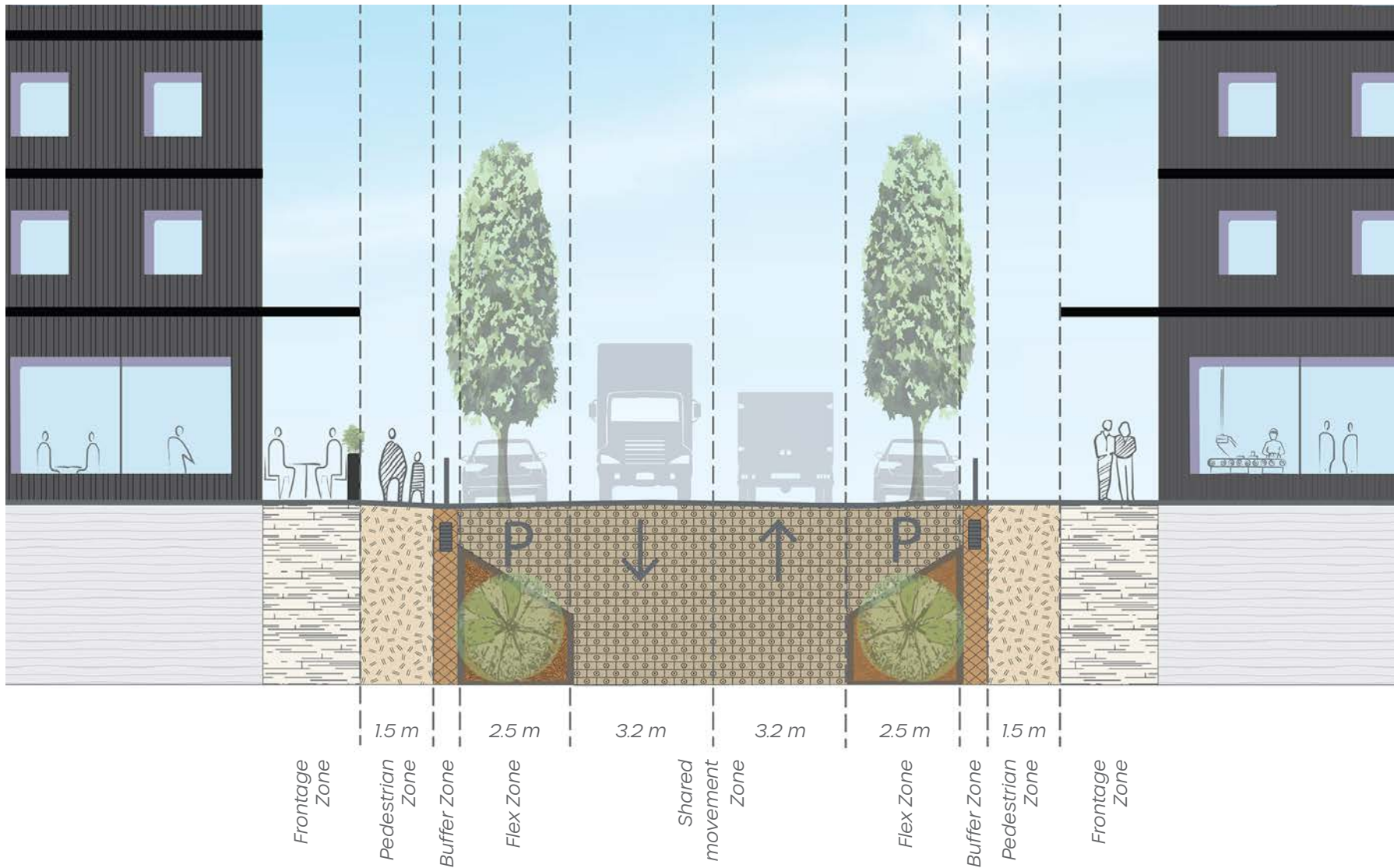
CONCEPT 2 - ON-GROUND PATH

Where the pathway fronts internal roads or parking areas, an on-ground pathway can provide a generous landscaped buffer between public access and site operations. Planting, seating, and other public realm elements can create a comfortable waterfront experience while maintaining the functional needs of the working site.



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 INTERNAL CIRCULATION, LOADING & SERVICING STRATEGY

The internal street and circulation concept is intended to support a functional employment and industrial district while also accommodating safe, legible pedestrian and active transportation movement through the site. The plan distinguishes between the internal service/street network, which is intended to accommodate loading, servicing, waste collection, emergency access and truck movement, and the Harbour Pathway and other pedestrian-priority spaces, which are intended to function as public-facing waterfront routes and gathering areas.

Where practical, the internal street network should provide a continuous service route, preferably with truck access and egress available at different locations. This approach is intended to reduce reliance on on-site reversing movements and support more efficient loading, servicing, and waste collection. Loading areas should be recessed or otherwise designed so that stopped service vehicles do not unnecessarily obstruct through movement. Detailed design will need to confirm adequate turning space for commercial and emergency vehicles.

The concept also seeks to avoid truck reversing through the Gathering Point, Harbour Pathway, waterfront open spaces, and other pedestrian-priority areas. Residential, office, commercial, cultural/community and public-facing entrances should be clearly distinguished from loading doors, service areas, mechanical exhaust, waste rooms, and other back-of-house functions, where feasible.

The plan recognizes that a working waterfront and employment district will include managed interfaces between service vehicles, pedestrians, cyclists, and public open spaces. The objective is not to remove all operational activity from public view, but to organize these movements in a clear, functional, and safe manner that maintains industrial and employment use, supports day-to-day site operations, and protects the quality and legibility of the public realm. Detailed circulation, loading and servicing arrangements will be refined through future design development, transportation review, and development permit review.



7.5 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.

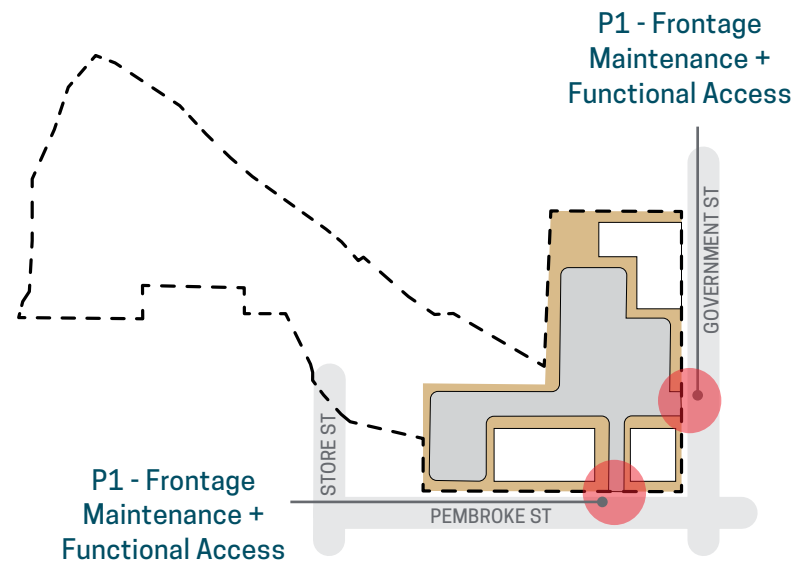
Through Phases 2–4, frontage improvements will achieve a complete, coordinated, and high-quality public realm aligned with City standards and Matullia placemaking objectives.



Recent city frontage improvements on Government & Pembroke Streets

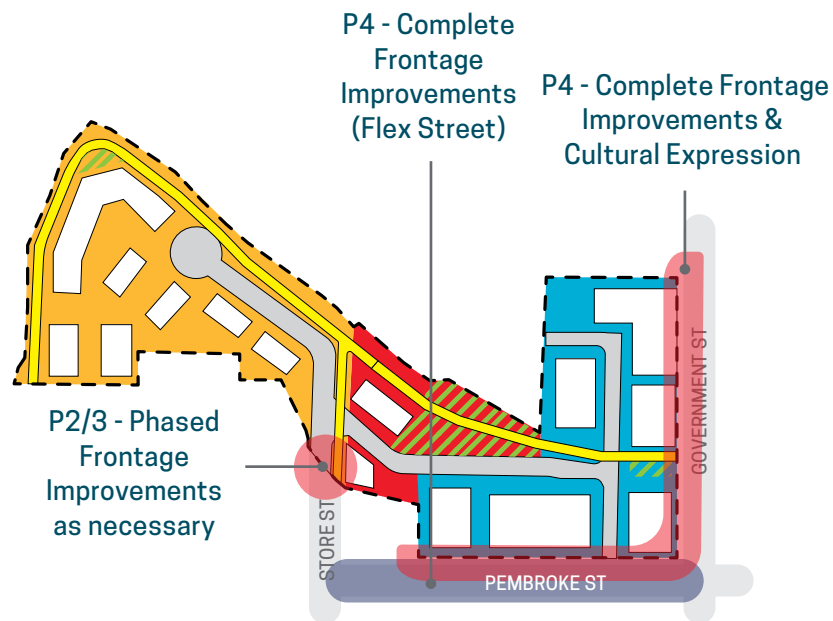
Phase 1: Early Activation

- 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.



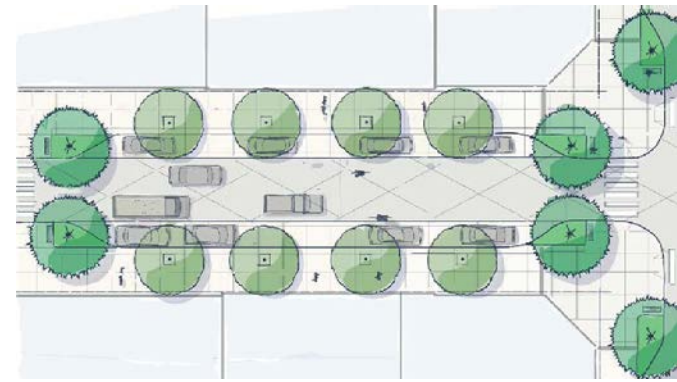
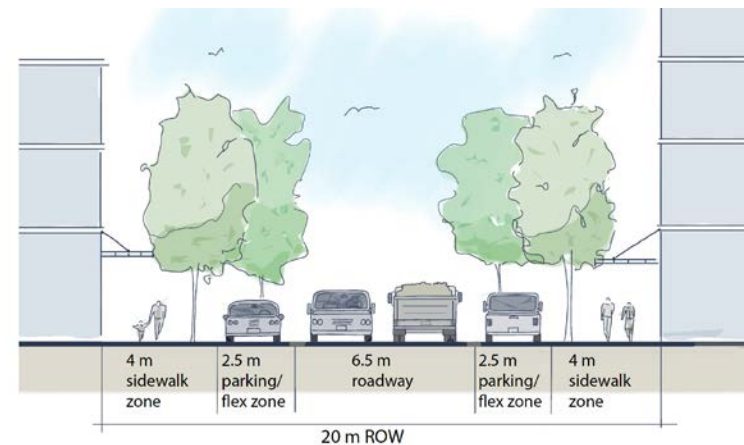
Phases 2-4: Future Phases

- 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

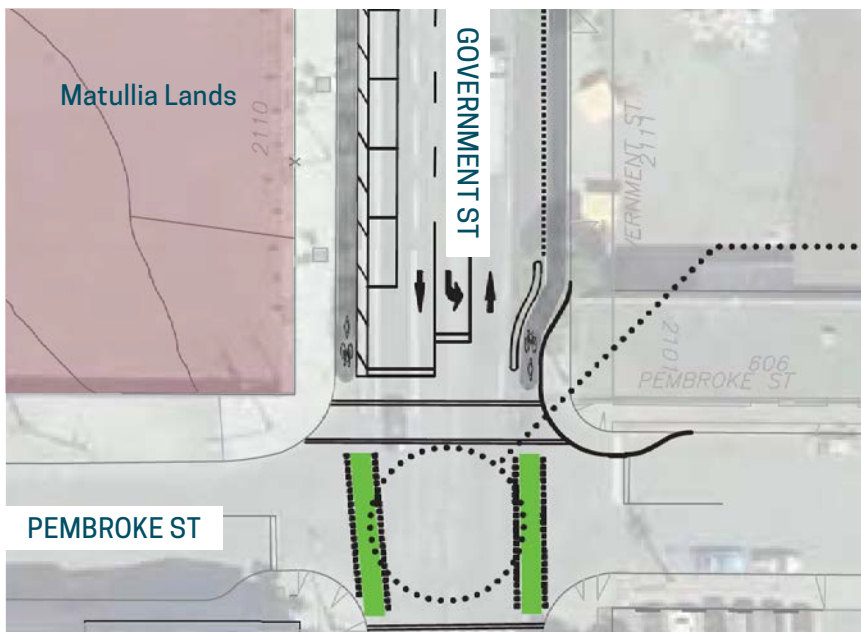
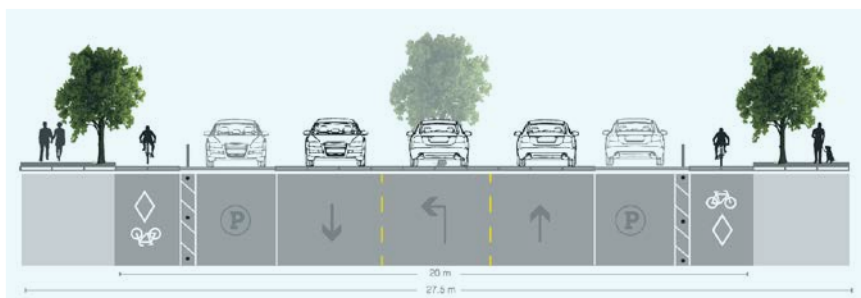
The future Pembroke Street frontage is envisioned as a Flex Street in the City's IAI Plan. This creates a more pedestrian-oriented and adaptable public realm while maintaining necessary vehicle, servicing, and industrial access. Future phases should transition this frontage toward a lower-speed streetscape 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.



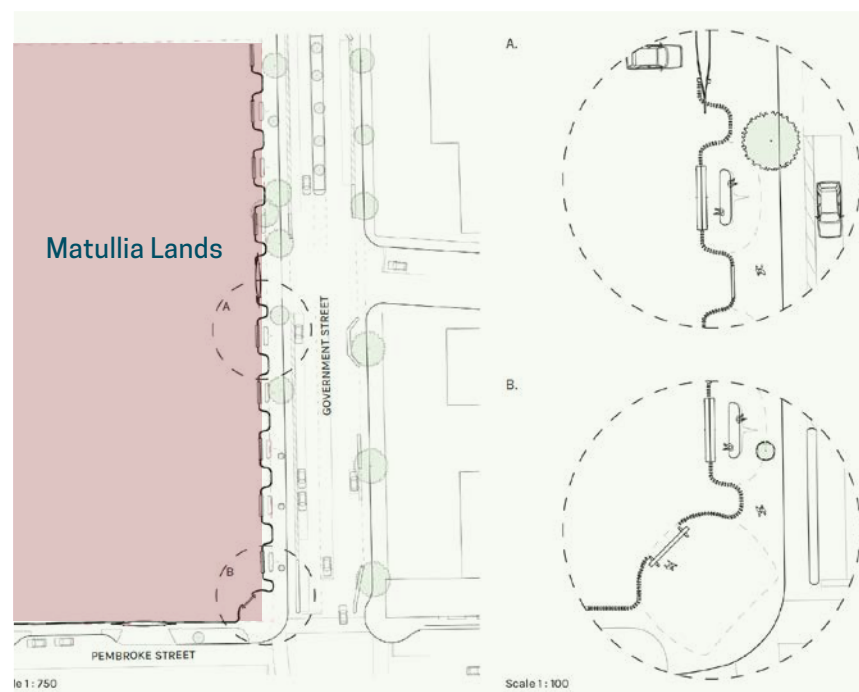
City Envisioned Pembroke Flex Street.

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 *lakwagan* 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.

7.6 TRAFFIC IMPACT ASSESSMENT

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

7.6.1 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.

7.6.2 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.

7.6.3 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.

Additionally, the TIA addresses the site access on Government Street, which will be the west leg at Government Street / Princess Avenue. Although the access onto Government Street is an access onto the higher class of roadway, this access functions as the fourth leg of an existing intersection and not a new intersection on Government Street.

7.7 PARKING & TDM STRATEGY

7.7.1 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 development and 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.

Parking supply and management will be confirmed through future Development Permit stages, informed by City bylaws, anticipated demand, TDM measures, and access to walking, cycling, transit, and shared mobility options.

Parking will be managed at the site level, allowing for an integrated strategy that may include:

- 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.

7.7.2 TRANSPORTATION DEMAND MANAGEMENT

At the DP stage, detailed parking and Transportation Demand Management (TDM) strategies 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.

TDM strategies and commitments will be developed in accordance with current City bylaws and refined in collaboration with the City and development partners. Each DP stage will confirm applicable measures and, where appropriate, performance metrics. Over time, the TDM strategies will evolve with current City standards and the site build-out and land use mix, ensuring parking and mobility remain balanced, adaptable, and consistent with long-term objectives.

Key measures may include:

- Secure bike parking, oversized bike parking, and end-of-trip facilities for residential and employments uses;
- BC Transit EcoPASS contributions;
- Shared mobility options such as car-share, bike-share, or e-scooter stations.

Together, these measures will help support modal shift while balancing the site's mobility, servicing, and industrial needs.

7.8 PRECEDENT GALLERY: MOBILITY

FUTURE PHASES

STREETSCAPE



An architectural rendering of a modern public space. The foreground shows the interior of a structure with a glass and wood ceiling, featuring black pendant lights and wooden tables with chairs. Large glass windows look out onto a vibrant urban scene. In the middle ground, a tall brick building stands next to a plaza with people walking, a red truck, and a person on a bicycle. A decorative horizontal beam with a red and yellow pattern spans the plaza. In the background, a body of water with a sailboat and a blue truck is visible under a blue sky with clouds.

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: Future Phases

- 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 future phases is presented on the following page.

8.2 SERVICING APPROACH

The site is intended to be serviced through connections to existing municipal infrastructure located within the surrounding street network, including Store Street, Pembroke Street, and Government Street. This includes sanitary sewer, stormwater, and water servicing, with final connection locations and discharge points to be confirmed through detailed civil design and City review.

At this stage, the servicing approach is conceptual. The intent is to demonstrate that the proposed development can be integrated with existing municipal servicing systems, while recognizing that final servicing design will be subject to City of Victoria requirements, applicable engineering standards and confirmation of available capacity. Detailed design will address pipe sizing, connection locations, fire flow, stormwater management, utility conflicts, frontage works, phasing, and any required municipal upgrades.

Sanitary and stormwater discharge points will be selected based on final grading, building configuration, phasing, available downstream capacity, subdivision, and City requirements. Where constraints are identified, the project will incorporate appropriate design responses, which may include revised connection locations, on-site stormwater management, flow control, localized upgrades, or other measures acceptable to the City.

Water servicing will similarly be confirmed through detailed design, including domestic demand, fire protection requirements, hydrant coverage, metering, and backflow prevention. Servicing will also be coordinated with the proposed phasing of development to ensure that each phase can function independently while supporting the long-term build-out of the site.

Overall, the servicing intention is to make efficient use of existing municipal mains and infrastructure, while deferring detailed servicing design, capacity confirmation, and any required upgrades to the appropriate civil design and permitting stages.



8.3 STORMWATER MANAGEMENT

Stormwater management will be implemented incrementally, with each phase complying with the municipal, provincial and federal requirements in effect at the time of development. All runoff will be managed on site before discharge. New stormwater outfalls are not assumed.

The green stormwater infrastructure shown in this report is conceptual. Each phase will use an appropriate combination of green and conventional infrastructure based on servicing requirements, geotechnical and environmental conditions, contamination constraints, and regulatory approvals.

Existing City stormwater infrastructure and outfalls will be protected and remain accessible throughout redevelopment. Hydraulic analysis will be provided for each applicable Development Permit and for future phases. Identified capacity or flood-risk constraints may require attenuation, infrastructure upgrades or other mitigation.

Stormwater and infiltration measures must remain consistent with applicable Provincial Certificates of Compliance and must not create new contaminant-migration pathways.

See Section 5.5 for an overview of rainwater management.

8.4 INFRASTRUCTURE PHASING

Water, sanitary and stormwater infrastructure will be delivered and upgraded with each phase of development.

Each Development Permit application will include an updated servicing plan confirming anticipated flows, available capacity, required connections, attenuation or upgrades, and any necessary statutory rights-of-way or operating and maintenance obligations. Servicing will be coordinated with site grading, environmental and geotechnical conditions, access, public-realm improvements and future phases.

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.

Note: Existing lease areas, including for Heidelberg Materials, may remain in productive use through multiple phases. Phase boundaries and timing will be coordinated with lease terms, operational requirements, associated development permits, fencing and access arrangements, and the staged activation of future public-realm statutory rights-of-way. The phasing strategy does not imply the early termination or relocation of existing lawful operations.

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 extends green infrastructure, waterfront-path, and public-realm connections.
- **Phase 4 (DA-1)** — Improves servicing as needed through the redeveloped east side, adding green stormwater and frontage infrastructure as required.

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.

9.2.4 PHASING PLAN

The Phasing Plan (see table and diagram on the next 2 pages) identifies and provides key details about the core commitments (amenities and improvements), including:

- » Interim Activation
- » Marine Industrial Access
- » Waterfront Path
- » Waterfront Path Connections
- » Gathering Point Plaza
- » Confluence Public Park
- » Government Street Gateways
- » Government Street Frontage Improvements
- » Pembroke Street Frontage Improvements
- » Princess Avenue Crosswalk

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	1-4	May continue in undeveloped areas until displaced by phase-specific construction, adapting to lease, operational and market conditions.	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, with flexibility for alternative alignments or configurations where mobility, landscape, industrial-operational, safety, flood, and shoreline objectives can be met to the City's satisfaction.	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 ² 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 ² including integrated waterfront path areas; located primarily in DA-3 but may extend into DA-1; and must create a coherent and connected public park.	5.3.2 (The Confluence)
Government Street Gateways (minimum 2)	4	Gateway areas adjacent to Government Street at Princess Ave (min. 68 m ²) and between Pembroke and Princess Ave (min. 80 m ²), which may be integrated with adjacent pedestrian-priority areas to establish a larger gateway condition.	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 Avenue 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.*

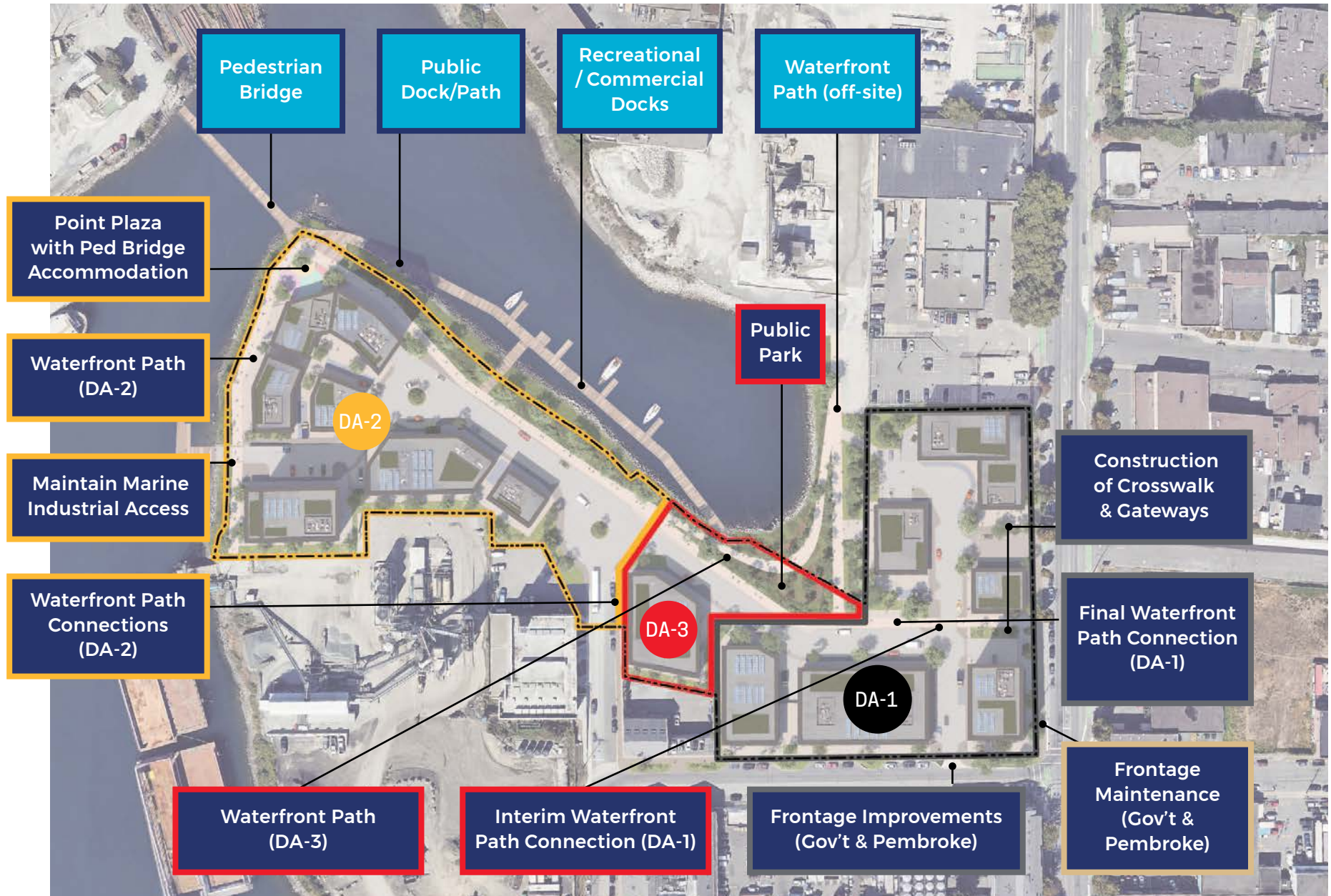
Foundation - Phase 1

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, public-realm, and public-access commitments will be secured through the MDA at rezoning.

2. Phase-Specific Registration – Subsequent Approvals

Statutory rights-of-way, covenants, access agreements, and other instruments required to implement those commitments will be registered at the applicable approval stage for each phase, as identified in the Implementation Plan. Registration and physical delivery may occur at different stages.

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				P3	Rezoning	First DP of DA-3 (P3)	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 & Crosswalk				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.

These initiatives may be pursued in any phase as site conditions, partnerships, funding and approvals allow. Their timing is not tied to the illustrated phase sequence, and they do not constitute commitments required to enable the proposed zoning.



SOFT SHORES

Pursues 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

Seeks 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

A LANDMARK OPPORTUNITY

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 site-specific zone, enabling a phased, employment-led mixed-use redevelopment focused on employment, industrial, and cultural uses, with limited, complementary hotel and upper-storey residential opportunities 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). 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, and a potential pedestrian bridge.

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.



APPENDIX A



APPENDIX A: ILLUSTRATIVE DEVELOPMENT SCENARIOS

PURPOSE

The following scenarios test how the proposed zoning framework could accommodate different combinations of employment, supporting commercial, community and cultural, hotel, and residential uses over time.

The scenarios are illustrative only. Building locations, footprints, floor areas, use distributions and development timing would be refined through future development applications, technical studies and detailed design. They do not constitute a proposed site plan, development commitment or required built form.

Density is tested independently within each Development Area (DA). Combined site statistics are provided only to compare the scenarios; they do not establish a site-wide density maximum or permit density to be transferred between DAs.

BUILDING FORMS

The scenarios test building forms of up to 18 storeys in DA-1 and DA-2 and six storeys in DA-3. All three scenarios include the same illustrative 11-storey hotel in DA-1.

The taller forms demonstrate how floor area could be concentrated above substantial employment podiums while maintaining building separation, public open space and connections through the site. Final building form and design would be determined through future approvals.

SCENARIO COMPARISON

SCENARIO	TOTAL GFA	COMPARISON FSR ¹	SITE COVERAGE	CORE EMPLOYMENT GFA	SUPPORTING-USE GFA ²	RESIDENTIAL GFA	HOTEL GFA
1 – Current Market	26,700 m ²	0.88	25.6%	17,500 m ²	1,100 m ²	—	8,100 m ²
2 – Probable Long Term	52,900 m ²	1.74	28.1%	22,900 m ²	1,500 m ²	20,400 m ²	8,100 m ²
3 – Maximum Allocation Test	73,500 m ²	2.41	30.9%	39,000 m ²	2,200 m ²	24,200 m ²	8,100 m ²

Working DA areas are 12,200 m² for DA-1, 14,000 m² for DA-2 and 4,240 m² for DA-3.

¹ Combined FSR is shown for comparison only. Zoning density is regulated independently within each DA.

² Supporting uses include retail, service, community and cultural floor area modeled separately from core employment uses.

SCENARIO 1 - CURRENT MARKET

Scenario 1 illustrates a conservative current-market outcome comprising low-rise employment development, a dedicated community and cultural building, and an 11-storey hotel in DA-1. No residential development is included.

METRIC	ILLUSTRATIVE RESULT
Total GFA / site coverage	26,700 m ² / 25.6%
DA-1 - Density	1.12 FSR / 11 storeys
DA-2 - Density	0.67 FSR / 4 storeys
DA-3 - Density	0.86 FSR / 4 storeys
Indicative Land Use Program	
Core employment GFA / equivalent FSR ¹	17,500 m ² / 0.57 FSR
Supporting-use GFA ²	1,100 m ²
Residential GFA / approx. units	—
Hotel GFA / approx. rooms	8,100 m ² / 160

Figure 1. Illustrative current-market massing emphasizing low-rise employment development, a dedicated community and cultural building, and an 11-storey hotel in DA-1.



SCENARIO 2 - PLAUSIBLE LONG-TERM DEVELOPMENT

Scenario 2 illustrates a plausible longer-term mixed-use outcome. It introduces 18-storey mixed-use forms in DA-1 and DA-2 while retaining the DA-1 hotel and increasing employment floor area relative to Scenario 1.

Residential uses are located above employment podiums, allowing additional development while maintaining an employment-led ground plane and public connections through the site.

Figure 2. Illustrative probable long-term massing with an 11-storey hotel in DA-1 and residential-over-employment buildings in DA-1 and DA-2.

Indicative Uses

- Employment
- Hotel
- Community / Cultural
- Residential
- Supporting Commercial



METRIC	ILLUSTRATIVE RESULT
Total GFA / site coverage	52,900 m ² / 28.1%
DA-1 - Density	2.01 FSR / 18 storeys
DA-2 - Density	1.77 FSR / 18 storeys
DA-3 - Density	0.86 FSR / 4 storeys
Indicative Land Use Program	
Core employment GFA / equivalent FSR ³	22,900 m ² / 0.75 FSR
Supporting-use GFA ⁴	1,500 m ²
Residential GFA / approx. units	20,400 m ² / 234
Hotel GFA / approx. rooms	8,100 m ² / 160

³ Equivalent core-employment FSR is calculated across the combined DA area and is provided as a policy comparison measure only.

⁴ Supporting uses include retail, service, community and cultural floor area modeled separately from core employment uses.

SCENARIO 3 - MAXIMUM ALLOCATION TEST

Scenario 3 tests a near-maximum allocation of density within each DA under the proposed zoning framework. It includes multiple 18-storey mixed-use buildings in DA-1 and DA-2, expanded employment podiums and upper-storey office space, and a six-storey employment building in DA-3.

The scenario demonstrates how the proposed DA-level density limits could be accommodated. It is an analytical test, not a proposed development plan or building-specific entitlement.

Figure 3. Illustrative maximum-allocation massing with employment-rich podiums, upper-storey office space and mixed-use buildings in DA-1 and DA-2.

- Indicative Uses
- Employment
 - Hotel
 - Community / Cultural
 - Residential
 - Supporting Commercial



METRIC	ILLUSTRATIVE RESULT
Total GFA / site coverage	73,500 m ² / 30.9%
DA-1 - Density	2.72 FSR / 18 storeys
DA-2 - Density	2.50 FSR / 18 storeys
DA-3 - Density	1.25 FSR / 6 storeys
Indicative Land Use Program	
Core employment GFA / equivalent FSR ⁵	39,000 m ² / 1.28 FSR
Supporting-use GFA ⁶	2,200 m ²
Residential GFA / approx. units	24,200 m ² / 276
Hotel GFA / approx. rooms	8,100 m ² / 160

⁵ Equivalent core-employment FSR is calculated across the combined DA area and is provided as a policy comparison measure only.
⁶ Supporting uses include retail, service, community and cultural floor area modeled separately from core employment uses.



MATULLIA HOLDINGS REZONING APPLICATION

SEPTEMBER 2026