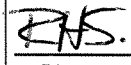



COUNCIL AGENDA/INFORMATION		
<input type="checkbox"/> Closed	Date: _____	Item # _____
<input checked="" type="checkbox"/> Reg. Council	Date: <u>Oct. 5, '09</u>	Item # <u>9</u>
<input type="checkbox"/> Supplemental	Date: _____	Item # _____

 Director	 CAO
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8

DISTRICT OF WEST VANCOUVER  
750 – 17<sup>TH</sup> STREET, WEST VANCOUVER, BC V7V 3T3

**COUNCIL REPORT**

Date: September 24, 2009 File: 1010-20-08-041  
From: Stephen Mikicich, Sr. Community Planner  
Subject: **Official Community Plan Amendment, Rezoning and Development Permit Application No. 08-041 for property located at 2031/2047/2063 Esquimalt Avenue**

**RECOMMENDED THAT:**

1. Official Community Plan Amendment, Rezoning and Development Permit Application No. 08-041 be given further consideration in the context of an OCP amendment for the whole block bounded by Esquimalt Avenue, 20<sup>th</sup> Street, Fulton Avenue, and 21<sup>st</sup> Street;
2. Staff be directed to prepare the following draft bylaws for Council's consideration, upon completion of a detailed review of Development Application No. 08-041:
  - a. OCP amendment for the block bounded by Esquimalt Avenue, 20<sup>th</sup> Street, Fulton Avenue, and 21<sup>st</sup> Street to permit consideration of infill housing development; and
  - b. Rezoning of the properties located at 2031, 2047 and 2063 Esquimalt Avenue.

**Purpose**

To report on the results of a Neighbourhood Visioning Workshop and Consultation Meeting held on June 17, 2009, and to seek Council direction on the further review of this application, in the context of a possible OCP amendment and rezoning for the whole block bounded by Esquimalt Avenue, 20<sup>th</sup> Street, Fulton Avenue, and 21<sup>st</sup> Street.

**1.0 Background**

**1.1 Prior Resolutions**

On May 4, 2009, Council authorized staff to conduct a Neighbourhood Visioning Workshop and Consultation Meeting.

## **1.2 Official Community Plan (OCP)**

Redevelopment of the property located at 2031/2047/2063 Esquimalt Avenue (see map in Appendix 'A') is guided by OCP Policy H3, which applies to existing neighbourhoods. Under this policy, sites considered for rezoning should present unique opportunities and conditions for alternate zoning, and be subject to Council's Public Involvement Policy and defined criteria.

Specifically,

- Development would have minimal impact on established areas in terms of access, traffic, parking, and obstruction of views; and
- The site would provide a degree of physical separation (e.g., a road, green belt, alternate use, or change in natural grade) from the surrounding neighbourhood.

Appropriate housing types on such sites may include smaller townhouse units, low-rise multiple family housing, supportive housing, rental housing, or housing that meets adaptable design guidelines.

Housing intended for people with special accessibility needs, including certain forms of seniors' housing, should be located on relatively flat sites, close to transit, services and amenities.

The required OCP amendment would include a designation to require a development permit review to ensure that siting, design and building forms contribute to desired neighbourhood character.

## **2.0 Analysis**

### **2.1 Proposed Development**

The proposal is to redevelop each of three contiguous single-family lots located at 2031/2047/2063 Esquimalt Avenue with a duplex fronting Esquimalt Avenue, and a coach house (and three-car garage) located at the rear of each lot – for a total of nine strata residential units (or three units per lot). The development concept provides for all units to be two-level and to range in size from 1,280 sq.ft. to 1,700 sq.ft., with roughed-in elevators to be provided in the duplex units. All units would have grade level entries and no basements.

Development statistics are provided in the Project Profiles in Appendix 'B' and preliminary drawings are provided in Appendix 'C'.

## 2.2 Preliminary Staff Review

A preliminary staff review of Development Application No. 08-041 in April 2009 found that the proposal was suitable for consideration by the community:

- Development in the 2000-block of Esquimalt Avenue would have minimal impact on the established single-family neighbourhood in terms of access, traffic and parking. The site is convenient to Marine Drive and 21<sup>st</sup> Street arterial roads, and is served by a rear lane. A total of 10 off-street parking spaces is proposed (one per residential unit, plus one visitor parking space).
- The site is relatively flat, and no significant disruption of views is anticipated (but view impacts will be considered as part of the detailed application review).
- Given its 'edge' location adjacent to civic, institutional and park uses, and a rear lane – the 2000-block of Esquimalt Avenue has a degree of physical separation from the adjacent single-family neighbourhood (see Context Plan in Appendix 'A'). However, the subject application pertains only to three mid-block lots, which abut existing single-family lots to the west and east, and across the lane to the north.
- The proposed housing units are ground-oriented and of modest size (1,280 sq.ft. to 1,700 sq.ft.), and are considered appropriate for seniors and smaller households.
- The location is in very close proximity to civic centre amenities, public transit, and commercial services.

In May 2009, Council authorized staff to conduct a Neighbourhood Visioning Workshop and Consultation Meeting, and approved the meeting notification area. The purpose of this meeting was:

- to provide a forum for discussing and articulating the character of this neighbourhood, and a vision for the future;
- to examine opportunities for introducing new housing types that are compatible with established neighbourhood character; and
- to obtain initial community input on the proposal for 2031/2047/2063 Esquimalt Avenue.

### 2.3 Initial Public Consultation

136 invitation letters were sent to property owners and residents within the notification area (see Appendix 'D') to attend a Neighbourhood Visioning Workshop and Consultation Meeting on June 17, 2009. The meeting was also advertised on the District's web site. It was held at the West Vancouver Seniors' Activity Centre, and was attended by 27 people.

During the Visioning Workshop, participants were divided into three small groups and were given a series of four questions to consider. Each group reported its findings to the larger group; and individual comment sheets were collected. The following provides a brief overview of the workshop findings; summary notes are included in Appendix 'E'.

QUESTION	PURPOSE	FINDINGS
<b>1. Where would you draw the physical boundaries of your neighbourhood?</b>	To determine whether the subject site was part of a readily-definable neighbourhood or character area.	<ul style="list-style-type: none"> <li>▪ No clear definition of local neighbourhood; and wide-ranging opinions on neighbourhood boundaries – e.g.,               <ul style="list-style-type: none"> <li>▪ a walkable area</li> <li>▪ neighbourhood based on school catchment area boundaries</li> <li>▪ a large area comprising most of Ambleside and Dunderave as a single 'neighbourhood.'</li> </ul> </li> </ul>
<b>2. What do you enjoy most about living in your neighbourhood?</b>	To articulate positive attributes and characteristics of the local area.	<ul style="list-style-type: none"> <li>▪ Proximity to community services and amenities</li> <li>▪ Sense of community</li> <li>▪ Quiet, private area</li> <li>▪ Mixed population</li> </ul>
<b>3(a) Do you believe that your current housing will be suitable for your (or your family's) needs five, ten or more years from now?</b>	To ascertain what local residents might consider to be housing gaps in their neighbourhood; and how their own future housing needs could be met.	3/4 of participants were not concerned about their future housing needs; whereas 1/4 would like to see more housing options
<b>3(b) If not, what type of housing would you want as your needs change in the future?</b>	To determine the types of new housing that residents would like to see in their neighbourhood	Comments echo findings from the Community Dialogue on Neighbourhood Character and Housing: <ul style="list-style-type: none"> <li>▪ Smaller-sized, ground oriented units</li> </ul>

Date: September 24, 2009  
 From: Stephen Mikicich, Sr. Community Planner  
 Subject: **Official Community Plan Amendment, Rezoning and Development Permit  
 Application No. 08-041 for property located at 2031/2047/2063 Esquimalt Avenue**

QUESTION	PURPOSE	FINDINGS
		<ul style="list-style-type: none"> <li>▪ Accessible housing with no stairs</li> <li>▪ Legal secondary suites (as mortgage helpers now, and an additional housing option for the future)</li> </ul>
<p><b>4. What would you see as positive changes or additions to your neighbourhood in the future?</b></p>	<p>To identify community needs and desired enhancements.</p>	<ul style="list-style-type: none"> <li>▪ Parking restrictions (e.g., resident only)</li> <li>▪ Traffic calming and improved pedestrian amenities</li> <li>▪ Re-design of traffic circle at 21<sup>st</sup> &amp; Fulton to address traffic speed and pedestrian safety issues</li> <li>▪ Maintenance of trees and mature landscapes</li> <li>▪ Increased housing options and variety of housing types</li> </ul>

During the second part of the meeting, the applicant presented his proposal, and participants provided some initial comments (see meeting notes in Appendix 'E'). Specific concerns included:

- Anticipated pricing of units in the low \$900,000's was not seen as providing an 'affordable' housing option;
- Adequacy of on-site parking;
- Accessibility for people with disabilities – given physical separation of duplex units from parking;
- Integration of the proposed development (building form and massing, architectural design, multi-family use) within an established neighbourhood context.

While a number of participants noted that they were not opposed to the introduction of new housing types in their neighbourhood, and supported the concept of 'gentle densification', they were opposed to the idea of 'spot zoning' (i.e., rezoning an individual site on a block) – both at this particular location and potentially other sites in the neighbourhood. They expressed fear that, over time, the neighbourhood could be completely transformed from single-family houses to other housing types. Other participants felt that if the subject lots were to be rezoned, that other properties on the block should also be rezoned for similar infill housing.

Common to both viewpoints is the need to define an area which is appropriate for land use change, and to 'contain' redevelopment within such boundaries.

#### **2.4 Follow-up Consultation with Property Owners in the Block Bounded by Esquimalt and Fulton Avenues, 20<sup>th</sup> and 21<sup>st</sup> Streets**

Following the June 17, 2009 community meeting, staff met with the applicant to discuss neighbourhood concerns – specifically, the issue of 'spot zoning' and the desire of other property owners to be able to redevelop their properties in the future.

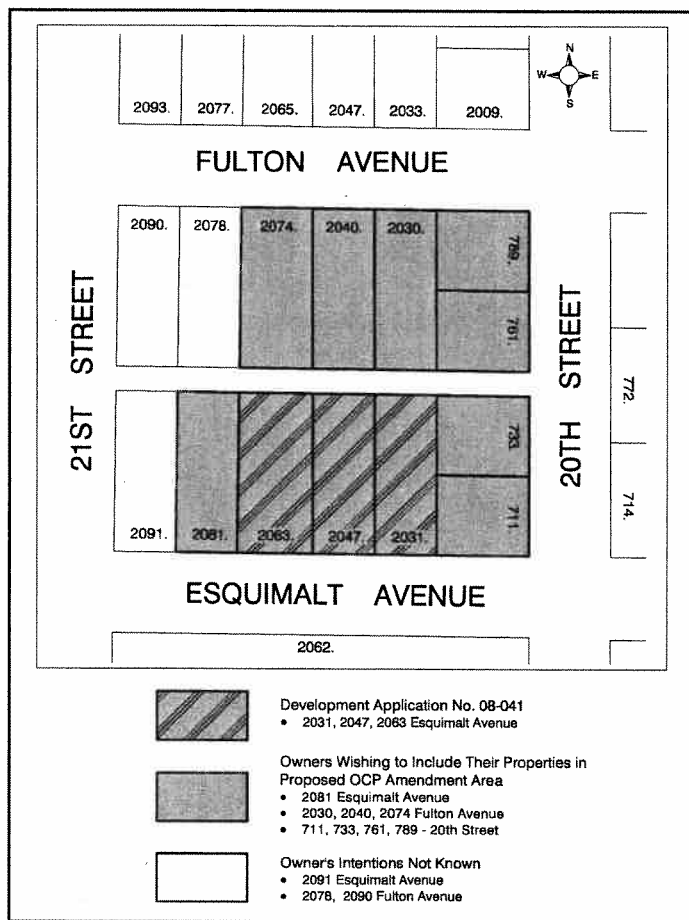
Staff do not support the application proceeding further on its own, as it does not satisfy the OCP Policy H3 criterion of a degree of physical separation from the surrounding neighbourhood. This criterion would however be met if the subject lands included all properties on the north side of the 2000-block Esquimalt Avenue (lane separation), or the entire block including the south side of the 2000-block Fulton Avenue (road separation). This would provide clear boundaries and land use certainty for area property owners and residents.

Given that the proposed development includes 'coach house' units at the back of the subject lots, the rear lane would not provide an appropriate degree of separation. Consideration should therefore be given to a land use change for the whole block (i.e., including the south side of Fulton Avenue).

During the summer, the applicant met with other property owners on the block to discuss his proposal and to determine whether they had any interest in redeveloping their own lands – either now or in the future; and, whether they wish to have their lands included in the proposed OCP amendment to designate these lands for 'infill' housing development.

The applicant has since submitted letters signed by owners of the following properties, wishing to have those properties included in the proposed OCP amendment (see map below):

- 711 – 20<sup>th</sup> Street
- 733 – 20<sup>th</sup> Street
- 761 – 20<sup>th</sup> Street
- 789 – 20<sup>th</sup> Street
- 2081 Esquimalt Avenue
- 2030 Fulton Avenue
- 2040 Fulton Avenue
- 2074 Fulton Avenue



The owners of the three remaining lots on this block (2091 Esquimalt Avenue; and 2078 and 2090 Fulton Avenue) have not indicated whether or not they wish to participate.

## 2.5 Options for OCP Amendment and Rezoning

### OCP Amendment for the Whole Block with Individual Rezoning

An OCP amendment for the entire block would provide the policy context and guidelines for considering Development Application No. 08-041, and for future development applications in this block. The purpose of the OCP amendment would be to establish land use policy for the block, in accordance with OCP housing objectives; and to designate these lands a Development Permit Area, with corresponding form and character guidelines.

Under this approach, property owners would be required to apply individually to rezone their lands – potentially resulting in several applications over a number of years. Inherent in this rezoning scenario is uncertainty both for property owners and the local neighbourhood. District resources required to process these

rezoning applications could be reduced, and the process simplified if land use and zoning issues for the whole block could be dealt with more efficiently.

#### OCP Amendment and Rezoning for the Whole Block (Concurrent Process)

An alternative approach is to consider concurrent OCP amendment and rezoning for the whole block. Certainty and consistency in securing public amenity contributions could be incorporated in a new 'infill housing' zone for this block – i.e., by making 'single-family' an outright permitted use, and appropriate forms of 'infill' housing conditional on the provision of public amenities. An area-specific 'amenity unit' could be established for this area, in a manner similar to that established in the AC1 and AC2 (Ambleside Centre) zones. Under this scenario, owners of individual properties would only apply for a 'form and character' Development Permit.

This approach would require further analysis to develop appropriate zoning for the whole block, including consideration of various infill housing types and development scenarios. It may also necessitate a local area planning process – to address a broader range of issues associated with potential land use change – e.g., traffic management, public realm enhancements, etc., which would have timing and resource implications

#### Hybrid Approach: Whole Block OCP Amendment with Group Rezoning

While a majority of other property owners on this block have expressed interest in designating their properties for infill housing development, staff have only received one preliminary development inquiry regarding 711 and 733 – 20<sup>th</sup> Street.

It is envisioned that any new zoning for 2031, 2047 and 2063 Esquimalt Avenue could be applicable to the remainder of the block; but until other property owners come forward with specific proposals, which could include alternative forms of 'infill' housing (e.g., triplexes, two houses on one lot, retention of some older houses, etc.) – it may be difficult to prescribe appropriate zoning provisions.

A 'hybrid' approach would be to consider a whole-block OCP amendment and rezoning for 2031, 2047 and 2063 Esquimalt Avenue at this time; and future rezoning of the remaining properties as at a later date (as one group). This would enable the current application to move forward in a timely manner, and allow for a more comprehensive land use review for the remainder of the block, if and when the next property owner comes forward with a development proposal.

## **2.6 Neighbourhood Consultation**

Follow-up letters were sent to owners/residents within the meeting notification area (see map in Appendix 'D') in September 2009, advising them of the results



Date: September 24, 2009  
From: Stephen Mikicich, Sr. Community Planner  
Subject: **Official Community Plan Amendment, Rezoning and Development Permit  
Application No. 08-041 for property located at 2031/2047/2063 Esquimalt Avenue**

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of the June 17, 2009 meeting, further discussions with the applicant and property owners in the subject block, and the date of Council's consideration of this staff report.

### **3.0 Options**

#### **3.1 Council may:**

- a. Direct staff to prepare a draft OCP amendment bylaw for the whole block bounded by Esquimalt Avenue, 20<sup>th</sup> Street, Fulton Avenue, and 21<sup>st</sup> Street, to permit consideration of 'infill' housing development, and a draft zoning amendment bylaw for 2031, 2047 and 2063 Esquimalt Avenue upon completion of a detailed review of Development Application No. 08-041 (Recommended); or
- b. Direct staff to prepare draft OCP amendment and rezoning bylaws for the whole block bounded by Esquimalt Avenue, 20<sup>th</sup> Street, Fulton Avenue, and 21<sup>st</sup> Street; or
- c. Reject Development Application No. 08-041 as this mid-block site does not provide a degree of separation from the surrounding neighbourhood, as is required under OCP Policy H3 criteria; or
- d. Request further information.

Author:

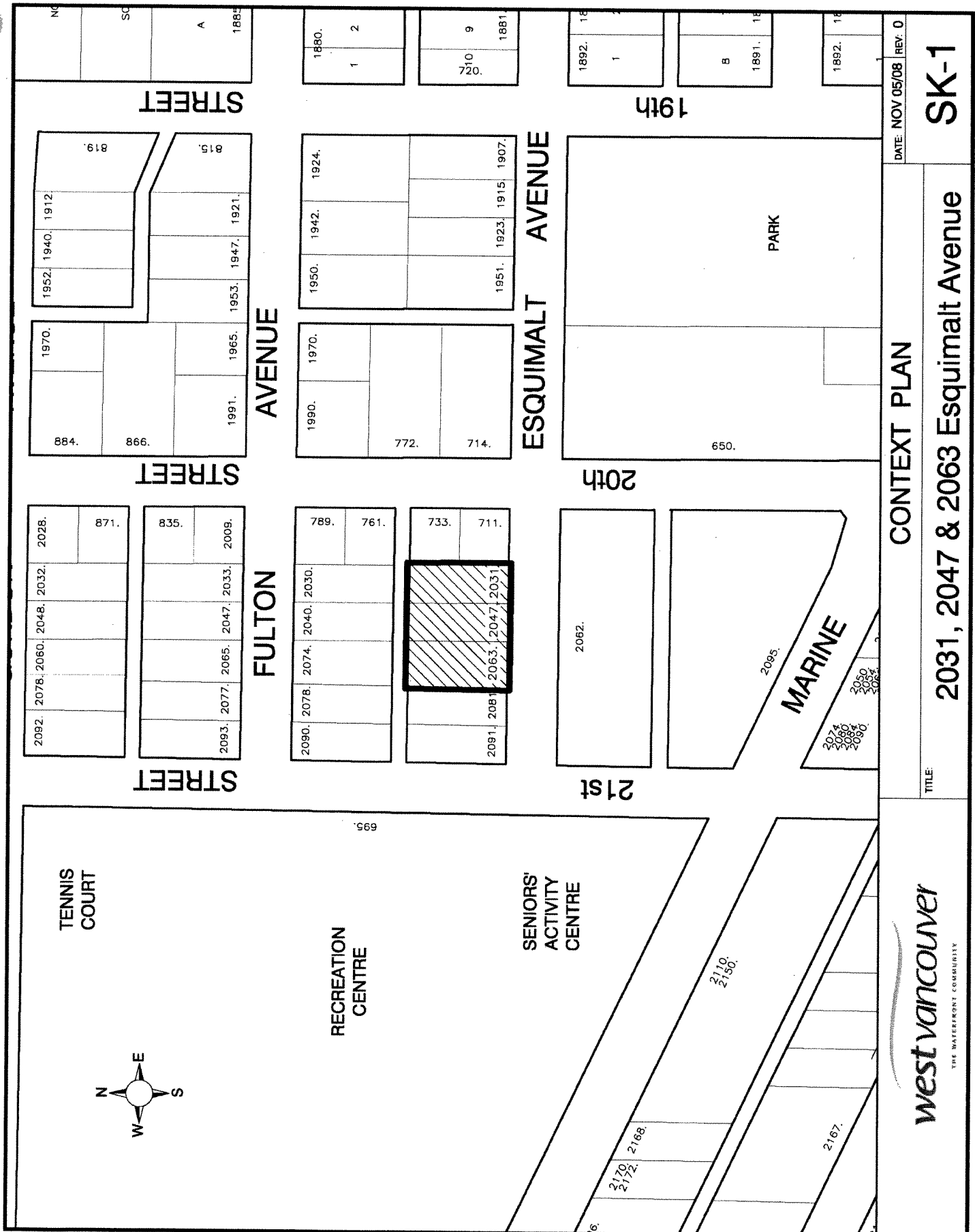
  
Stephen Mikicich, Sr. Community Planner

#### **Appendices:**

- A. Context Plan
- B. Project Profiles
- C. Preliminary Drawings (excerpt)
- D. Letter and Notification Area Map for Neighbourhood Visioning Workshop and Consultation Meeting held on June 17, 2009
- E. Summary Notes from Neighbourhood Visioning Workshop and Consultation Meeting

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**PROJECT PROFILE**

<b>Application:</b>	<b>DEVELOPMENT PERMIT No. 08-041</b>
<b>Applicant:</b>	Bowling Green Townhomes Ltd.
<b>Address:</b>	2031 Esquimalt Avenue
<b>Legal:</b>	Lot 10 Block 6 District Lot 775 Plan 4155
<b>Previously Before Council:</b>	Previous townhouse proposal for 2031 / 2046 / 2063 Esquimalt (File 05-022) was rejected on March 20, 2006
<b>Other Comments:</b>	OCP Amendment/Rezoning under OCP H3 Policy

Zone: \_\_\_\_\_

		<b>BYLAW (RS 5 ZONE)</b>	<b>PROPOSED<sup>1</sup>:</b>
1.	<b>Land Use</b>	Single-family	Duplex and Coach House (3 units)
2.	<b>Gross Site Area:</b>	6,000 sq. ft. min.	6,500 sq. ft.
3.	<b>Floor Area Ratio:</b>	0.39 FAR <sup>2</sup>	0.60 FAR
4.	<b>Gross Building Area:</b>	2,551 sq. ft. max. (excluding in-ground basement)	3,870 sq. ft. (above ground, no basement)
5.	<b>Site Coverage:</b>	40% max	44.0%
6.	<b>Setbacks:</b>		
	<b>Front Yard:</b>	25.0 ft. min.	25.0 ft.
	<b>Rear Yard:</b>	30.0 ft. min.	3.0 ft.
	<b>Side Yard-Least:</b>	5.0 ft. min.	4.0 ft.
	<b>Side Yard-Combined:</b>	10.0 ft. min.	9.0 ft.
7.	<b>Building Height:</b>	25.0 ft. max.	25.0 ft.
8.	<b>No. of Storeys:</b>	2 max.	2
9.	<b>Parking:</b>	1 min.	3
10.	<b>Other</b>	n/a	n/a

<sup>1</sup> Source: Information provided by applicant

<sup>2</sup> Based on maximum 2,551 sq.ft. for lots 5,100 to 7,286 sq.ft. (i.e., 6,500 sq.ft. X 0.39 FAR = 2,551 sq.ft.)

**PROJECT PROFILE**

<b>Application:</b>	<b>DEVELOPMENT PERMIT No. 08-041</b>
<b>Applicant:</b>	Bowling Green Townhomes Ltd.
<b>Address:</b>	2047 Esquimalt Avenue
<b>Legal:</b>	Lot 9 Block 6 District Lot 775 Plan 4155
<b>Previously Before Council:</b>	Previous townhouse proposal for 2031 / 2046 / 2063 Esquimalt (File 05-022) was rejected on March 20, 2006
<b>Other Comments:</b>	OCP Amendment/Rezoning under OCP H3 Policy

Zone: \_\_\_\_\_

		<b>BYLAW (RS 5 ZONE)</b>	<b>PROPOSED<sup>1</sup>:</b>
1.	<b>Land Use</b>	Single-family	Duplex and Coach House (3 units)
2.	<b>Gross Site Area:</b>	6,000 sq. ft. min.	6,500 sq. ft.
3.	<b>Floor Area Ratio:</b>	0.39 FAR <sup>2</sup>	0.60 FAR
4.	<b>Gross Building Area:</b>	2,551 sq. ft. max. (excluding in-ground basement)	3,870 sq. ft. (above ground, no basement)
5.	<b>Site Coverage:</b>	40% max	44.0%
6.	<b>Setbacks:</b>		
	<b>Front Yard:</b>	25.0 ft. min.	25.0 ft.
	<b>Rear Yard:</b>	30.0 ft. min.	3.0 ft.
	<b>Side Yard-Least:</b>	5.0 ft. min.	4.0 ft.
	<b>Side Yard-Combined:</b>	10.0 ft. min.	9.0 ft.
7.	<b>Building Height:</b>	25.0 ft. max.	25.0 ft.
8.	<b>No. of Storeys:</b>	2 max.	2
9.	<b>Parking:</b>	1 min.	3
11.	<b>Other</b>		

<sup>1</sup> Source: Information provided by applicant<sup>2</sup> Based on maximum 2,551 sq.ft. for lots 5,100 to 7,286 sq.ft. (i.e., 6,500 sq.ft. X 0.39 FAR = 2,551 sq.ft.)

**PROJECT PROFILE**

<b>Application:</b>	<b>DEVELOPMENT PERMIT No. 08-041</b>
<b>Applicant:</b>	Bowling Green Townhomes Ltd.
<b>Address:</b>	2063 Esquimalt Avenue
<b>Legal:</b>	Lot 4 of Lot 7 Blocks 7 to 12 District Lot 775 Plan 4595
<b>Previously Before Council:</b>	Previous townhouse proposal for 2031 / 2046 / 2063 Esquimalt (File 05-022) was rejected on March 20, 2006
<b>Other Comments:</b>	OCP Amendment/Rezoning under OCP H3 Policy

Zone: \_\_\_\_\_

		<b>BYLAW (RS 5 ZONE)</b>	<b>PROPOSED<sup>1</sup>:</b>
1.	<b>Land Use</b>	Single-family	Duplex and Coach House (3 units)
2.	<b>Gross Site Area:</b>	6,000 sq. ft. min.	7,788 sq. ft.
3.	<b>Floor Area Ratio:</b>	0.35	0.60
4.	<b>Gross Building Area:</b>	2,731 sq. ft. max. (excluding in-ground basement)	4,300 sq. ft. (above ground, no basement)
5.	<b>Site Coverage:</b>	2,586 sq.ft.	3,193 sq.ft. (41%)
6.	<b>Setbacks:</b>		
	<b>Front Yard:</b>	25.0 ft. min.	25.0 ft.
	<b>Rear Yard:</b>	30.0 ft. min.	3.0 ft.
	<b>Side Yard-Least:</b>	5.0 ft. min.	5.0 ft.
	<b>Side Yard-Combined:</b>	12.0 ft. min.	10.0 ft.
7.	<b>Building Height:</b>	25.0 ft. max.	25.0 ft.
8.	<b>No. of Storeys:</b>	2 max.	2
9.	<b>Parking:</b>	1 min	4 (3 + 1 visitor)
11.	<b>Other</b>		

<sup>1</sup> Source: Information provided by applicant

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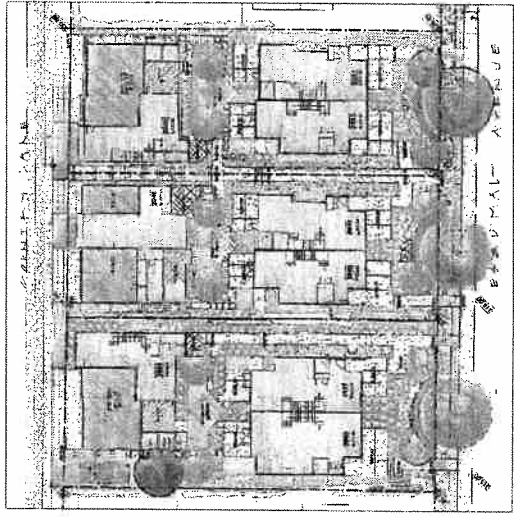
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REVISION:	No.	DATE
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PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
**ESQUIMALT**

PROJECT DATA	
DATE:	DRAWING NO.:
OCT 1 08	
DRAWN BY:	CHECKED BY:
SCALE:	
<b>R-01</b>	



**PROJECT DATA**

**Present Civic Addresses:**  
 2031, 2047, 2063, Esquimalt Avenue.  
 2031-2033-2035, Esquimalt Avenue.  
 2041-2043-2045, Esquimalt Avenue.  
 2051-2053-2055, Esquimalt Avenue.

**Future Civic Addresses:**  
 Lot 10, Blk. 6, DL. 775, Plan 4155  
 Lot 9, Blk. 6, DL. 775, Plan 4155  
 Lot 4 of lot 7, Blk. 7 to 12, DL. 775, Plan 4595

**Legal Addresses:**  
 Lot 10, Blk. 6, DL. 775, Plan 4155  
 Lot 9, Blk. 6, DL. 775, Plan 4155  
 Lot 4 of lot 7, Blk. 7 to 12, DL. 775, Plan 4595

**Current Zonings:**  
 RS5  
 Comprehensive Development

**Lot Dimensions:**  
 2031 -- 50 ft. X 199.5 ft. (6,500 sq. ft.)  
 2047 -- 50 ft. X 199.5 ft. (6,500 sq. ft.)  
 2063 -- 60 ft. X 199.5 ft. (7,770 sq. ft.)

**FLOOR AREAS**  
 Proposed FAR:  
 Proposed Floor Areas:  
 0.6 (above grade)  
 3,870 sq. ft. or .59 FAR [for 2031 & 2047]  
 4,300 sq. ft. or .5 FAR [for 2063]

**SITE COVERAGE**  
 Proposed Site Coverage  
 [Buildings + Covered Areas]  
 2031 44% [2,869 sq. ft.]  
 2047 45.5% [2,945.8 sq. ft.]  
 2063 39.5% [3,043 sq. ft.]

Proposed Gross Site Coverage  
 [Buildings + Hard surface]  
 2031 67% [2,869 + 1,505 sq. ft.]  
 2047 67.5% [2945.8 + 1,442 sq. ft.]  
 2063 61.5% [3043 + 1,712.4 sq. ft.]

**BUILDING HEIGHTS (MEAN HEIGHTS)**  
 Front Buildings [Duplexes] 25 ft.  
 Rear buildings [Coach Houses] 24 ft.

**PROPOSED SETBACKS**  
 Front [Esquimalt] 25 ft.  
 Rear [Lane] 3 ft.  
 Sides [all] Minimum 5 ft.

### SITE DESCRIPTION

The site is located one block north of Marine Drive, on Esquimalt Avenue between 20<sup>th</sup> and 21<sup>st</sup> Streets. The site is in close proximity to schools, parks, community centres, the senior centre, public library, public transit, and the Ambleside commercial shopping area. This makes the project suitable for both adult and family-oriented housing units.

### THE IMMEDIATE SURROUNDING SITE CONTEXT IS AS FOLLOWS:

- Northern side: Single-family dwellings ranging from 1 to 2 stories
- Eastern side: Two single-family houses. Further east there is a church, the lawn bowling club and Memorial Park
- Western side: Two existing single-family houses to the end of the street block
- Southern side: The United Church and Holyburn House (a seniors' housing complex)

### EXISTING CONDITIONS:

#### Street Condition

The street is paved with asphalt and gravel shoulders, both sloping from east to west. An open ditch runs along the north side.

#### Lane Condition

The existing lane is surfaced with well-compacted gravel sloping from east to west.

#### Parking and Vehicular Movement

Along the southern side of Esquimalt Avenue, the United Church uses part of the street as angled parking for their congregation. The majority of the houses on the block and Fulton Avenue have on-site parking garages or carports.

#### Pedestrian Movement

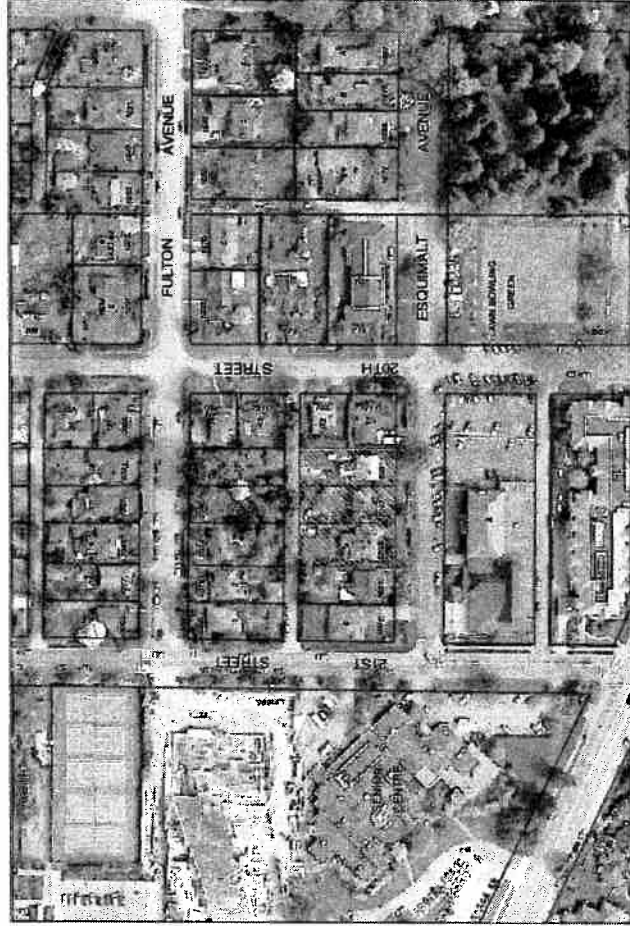
Pedestrians on the 9000 block of Esquimalt Avenue must use the roadway as there are no sidewalks.

#### Garbage Collection

Garbage and recycling collections are via the rear lane.

#### Public Transportation

The site is well served by public transit, on 21<sup>st</sup> Street and Marine Drive, both one block away.



CONSULTANT

REVISION:	No.	DATE
	1	PRELIM.D.P.
	2	A.D.P. SUB
	3	MAR 03 09
	4	DATE

PROJECT

**BOWLING GREEN**  
2031, 2047, 2063  
ESQUIMALT

DRAWING TITLE

MAP

DRAWING NO.:

**R-02**

DATE:

DRAWN BY:

CHECKED BY:

SCALE:

## INTRODUCTION

### PROJECT SUMMARY

The site is comprised of three freehold lots, each with a single-family detached house and currently zoned as RSS, or single-family. The project will require rezoning from the existing allowable 0.5 Floor Area Ratio (FAR) to Comprehensive Development (CD) zoning with 0.6 FAR (above grade). This 0.6 FAR density is taken from the City of North Vancouver's model of Low Density zoning guidelines. This proposed form of housing is encouraged by West Vancouver's Official Community Plan (OCP) and its H3 policy, and more recently recommended in the Working Group's Report presented to Council in September 2008. The proposed rezoning will allow the development of three modest sized homes of between 1,280 and 1,700 square feet in floor area on each lot. The alternative would be one large, 4,000 to 4,500 square feet single-family home per lot.

### Community Dialogue on Housing

This proposal responds to the Working Group's Report and Recommendations. The Group was formed in 2006 by Mayor and Council in order to identify community's housing issues and future needs. Following an interactive community dialogue, West Vancouverites expressed their desire for Council to take action by addressing the community's housing problems. Some of these concerns identified by the Planning Department are listed below:

- 1 Enhance and protect neighbourhood character
- 2 Increase alternative housing forms
- 3 Amend key District policies to recognize alternate housing types
- 4 Develop more affordable housing
- 5 Encourage environmentally sustainable housing and landscape design
- 6 Provide opportunities for reducing reliance on private automobiles.

### Response to the Working Group's Recommendations

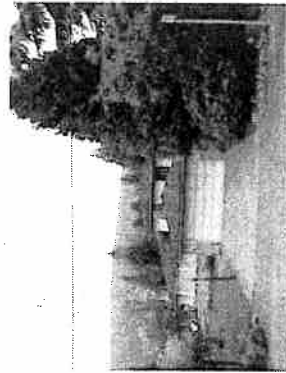
This proposal demonstrates how this project directly addresses a number of key recommendations contained in the Working Group's Report:

- 1 By preserving neighbourhood character as a planning paradigm
- 2 By providing alternate attractive housing choices for a diverse population
- 3 By providing moderately priced housing
- 4 By providing sustainable site planning and housing

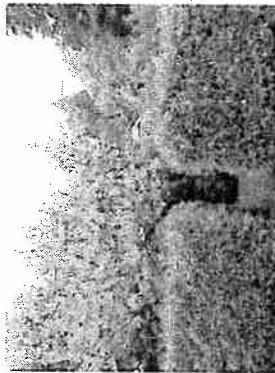
### Response to West Vancouver Policy and Guidelines

The site presents an opportunity for a positive change in zoning within the principles of the current OCP, specifically Policy H3. Among the criteria:

- The proposal will be developed within the existing legal lots without any consolidation of subdivision procedure.



2091 ESQUIMALT



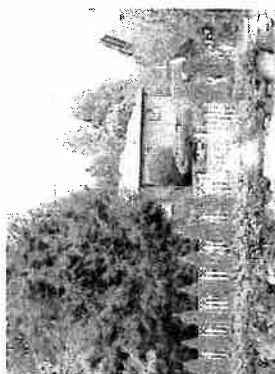
2063 ESQUIMALT



2031 ESQUIMALT



2081 ESQUIMALT



2047 ESQUIMALT



711 ESQUIMALT

CONTINENTAL

REVISION:	No.	DATE
4	PRELIMINARY	MAR 03 09
3	A.D.P. SUB.	OCT 26 08
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PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
 ESQUIMALT

DRAWING TITLE:  
 CONTEXT PHOTOS

DRAWING NO.:  
**R-04**

DATE: OCT 7 08  
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## INTRODUCTION

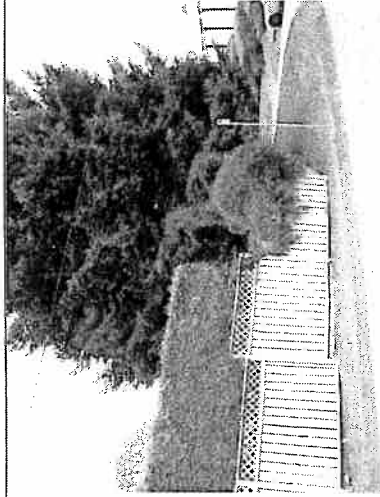
- There will be three ground-oriented units on each lot (for a total of 9 units on 3 lots) with floor areas varying between 1,280 and 1,700 square feet, on two levels.
- By incorporating parking garages within coach houses the existing rough-service lane will be transformed into a dynamic neighbourhood community lane.
- Public transit and other amenities are easily accessible to the site.
- There will be one enclosed surface parking space for each unit plus one surface visitor parking pad in one of the lots with 60 feet frontage.
- There will be no change in topography.
- There will be no deep excavation or rock blasting.
- Building heights will be kept within the current single-family RS5 zoning.
- FAR is proposed at approximately 0.6 of the lot area (above grade)
- Site coverage is proposed to be at approximately 45% of lot area
- Housing design will not be intrusive in massing, style and siting relative to existing neighbouring properties.
- Architectural character follows a widely acceptable style common to West Vancouver.
- The streetscape will be improved and be non-imposing on existing neighbourhood character.
- All units are senior-friendly and most units will include roughed-in two-stop elevators
- There will be a storm water management system.
- The selection of landscape plants includes at least 75% native species.
- By applying more creative construction techniques and efficient land-use the units will be relatively affordable when compared with newer, existing single-family houses in the area.
- With its diversity of housing options the project will address the ever-growing need for alternative housing in West Vancouver

## Regulatory Implications

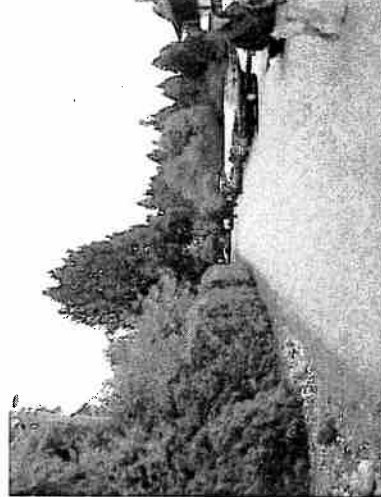
We acknowledge that, if successful, our rezoning application will raise the possibility of similar projects being proposed by builders or residents in other appropriate areas. On the immediate neighbourhood level, there is potential for further similar re-zoning applications by owners on Esquimalt and Fulten Avenues.

## On the Greater Neighbourhood Level

If successful, the rezoning will provide an incentive for other homeowners and/or builders to consider retention and renovation of existing houses, with infill units on standard lots.



711 TO CORNER



STREET VIEW EAST



WEST VIEW OF LANE

**Vernacular**  
 207 7150 Marine Drive  
 West Vancouver, B.C.  
 V7V 1A4  
 Phone: (604) 272-4417  
 Fax: (604) 272-1521

CONSULTANTS:

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PROJECT:

**BOWLING GREEN**  
 2031, 2047, 2063  
 ESQUIMALT

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**R-05**

# DESIGN RATIONALE

## ARCHITECTURAL STATEMENT

The primary objective of this proposal is the creation of a cluster housing project that is compatible with the existing character of the neighbourhood. We opted to use traditional styling and architectural 'massing' common to the local community. In order to distinguish the project from its historical predecessors certain contemporary elements such as flat-roofed canopies, balconies with metal and glass guardrails, and pre-painted metal ledges above windows have been incorporated. Interior floor plans are open and flexible to allow for future adaptation and alteration.

The street façade of each duplex unit is expressed as a single house, in massing and architectural expression. However, in order to reinforce the sense of ownership for each half-duplex unit, front entries are well defined so as to be easily identifiable from the street. Courtyard building façades are treated as carefully as are street elevations due to their exposures to the courtyards and coach houses.

As lane façades are a significant part of the project they are treated with the same importance as the façades on the street side of the project. The three coach houses are expressed as separate entities through the manipulation of roof massing, roof configuration, material selection and the use of strong colours. Further, by shifting of building massing close to the rear property lines and by extending upper floors as far north as possible reduces the impact of the garages on the lane. This approach to coach house design is both esthetically pleasing and functional.

CONSULTANTS:

NO.	DESCRIPTION	DATE
1	ADP SUB PRELIMINARY	OCT 28 08

PROJECT:

**BOWLING GREEN**

2031, 2047, 2063  
ESQUIMALT

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OCT 17 09

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R.CH

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M.R./R.CH

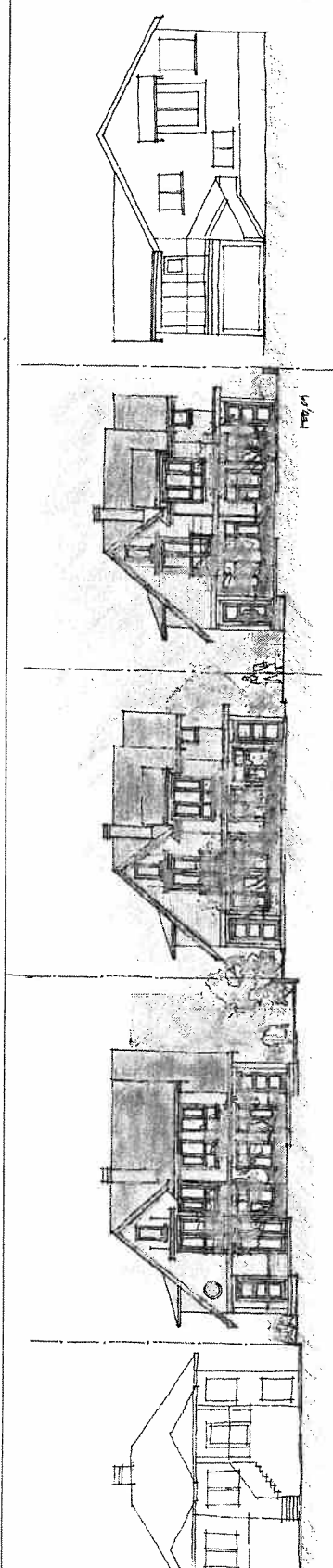
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**R-06**



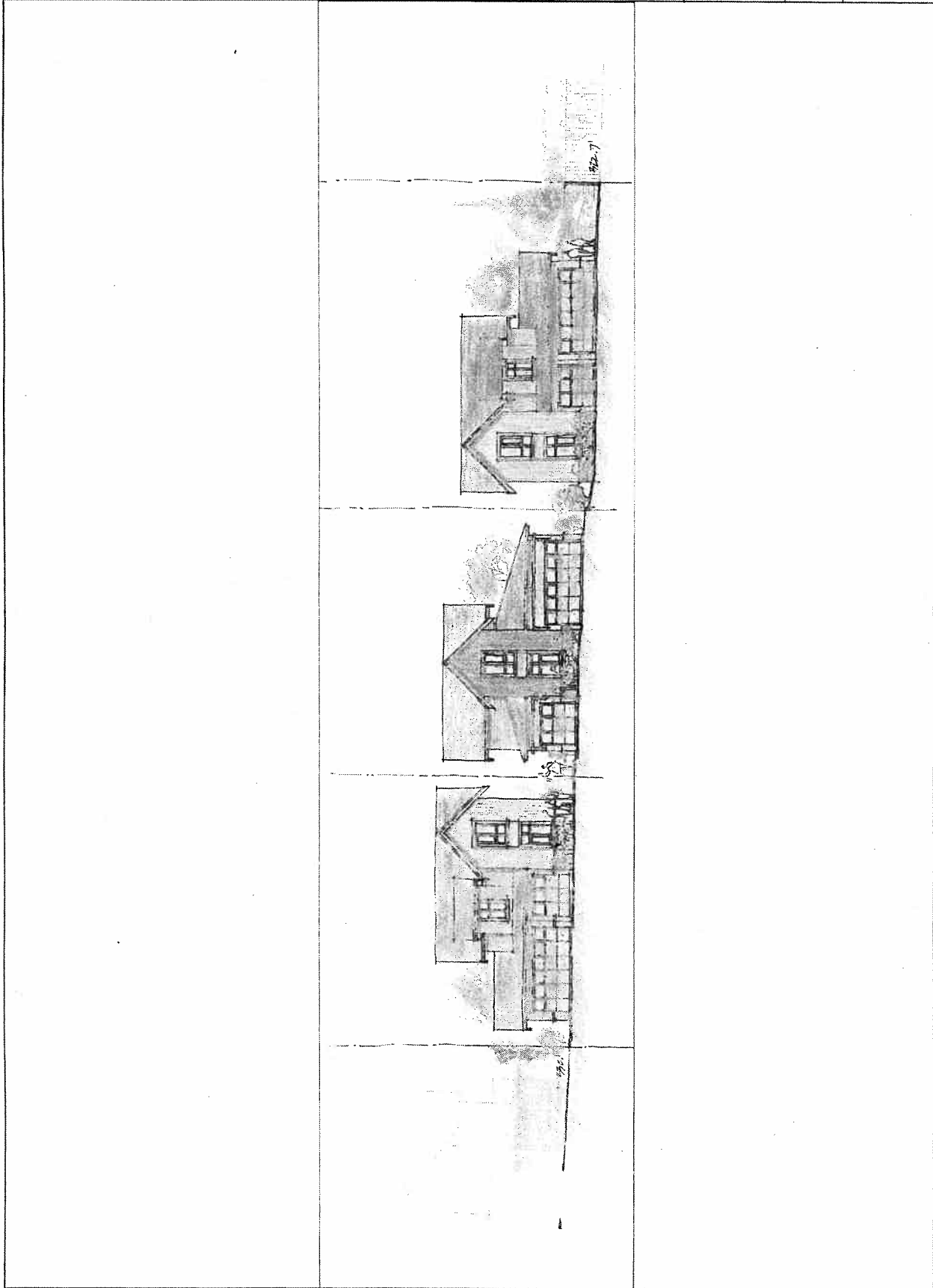
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PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
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LANE ELEVATIONS  
 DRAWING NO.:  
**A-06b**



CONSUANTS:



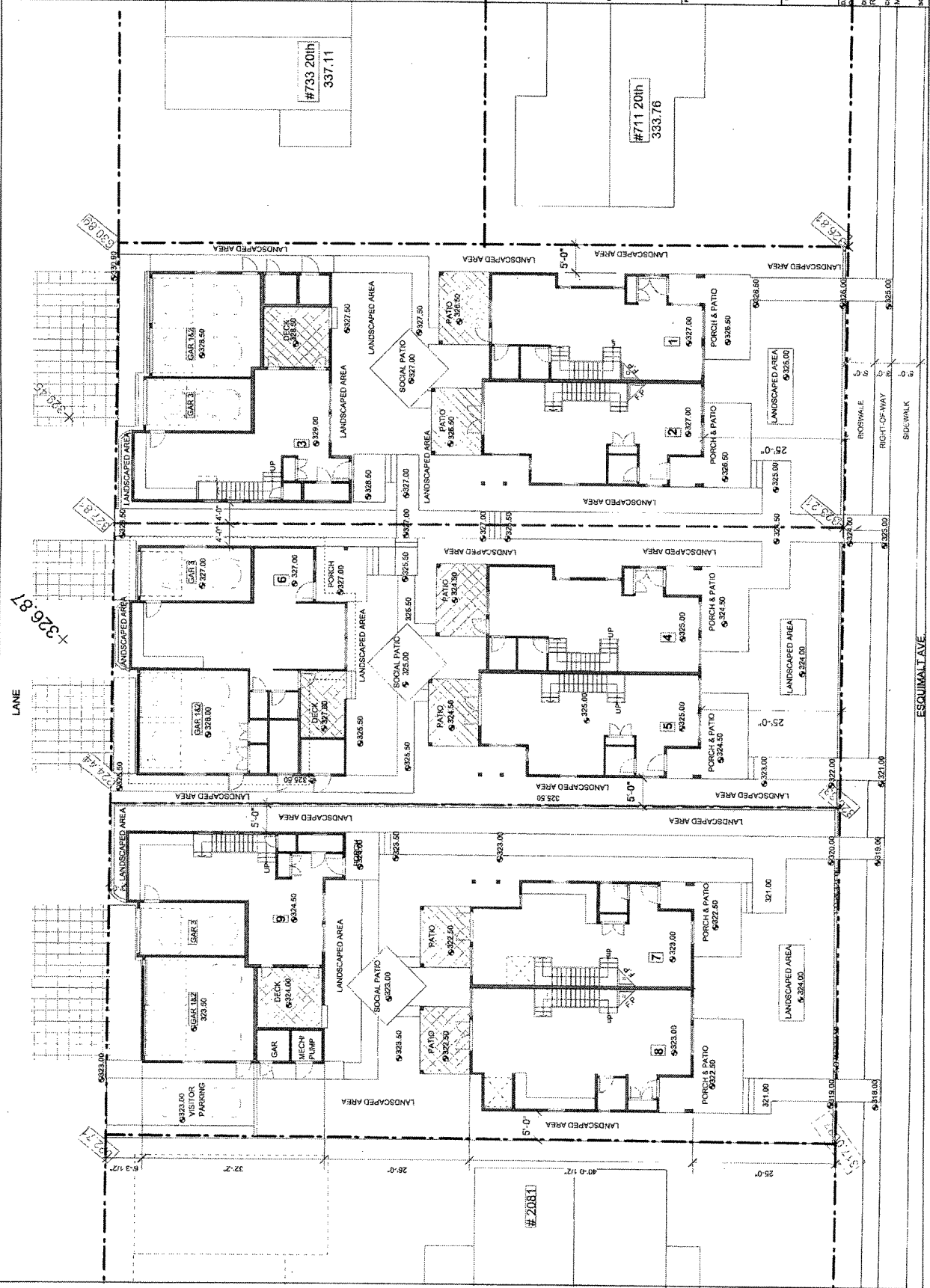
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PROJECT:  
**BOWLING GREEN**  
2031, 2047, 2063  
ESQUIMALT

DRAWING TITLE:  
**SITE PLAN**

DRAWING NO.:  
A-01

SCALE: 1/16" = 1'-0"



**SUSTAINABILITY STATEMENT**

Sustainability means managing our communities in a way that balances the social, economic and environmental implication of our activities in order to meet the needs of people today without compromising the ability of the future generations to meet their own needs.

**1 ENVIRONMENTAL SUSTAINABILITY CONSIDERATIONS**

**Site Planning**

The site is located in an established urban area with existing infrastructure with the exception of municipal storm sewer system. The site is close to public transportation and can be considered as bicycle-friendly.

**Parking and Refuse Storage**

Each unit will have one enclosed parking garage, accessible from the lane. An additional 'visitor' parking pad will be provided on the most westerly lot. Enclosed garbage and recycling closets will be located in the rear side-yards, close to the lane, to accommodate the needs of each three-unit entity.

**Storm Water Management**

Most of the outdoor environment will be covered with layers of shrubs and groundcover which will absorb a considerable amount of precipitation. Site water run-off and roof rain water will be handled by a *Rock Pit*, via drainage pipes, to a planned dry stream bed, or *Bioswale*, sited parallel to the street. Any overflow will be directed to a storm connection at 21<sup>st</sup> and Esquimalt Avenue.

**Water Efficiency**

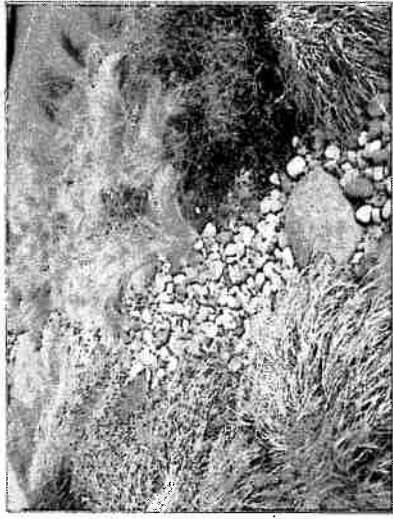
There will be no requirement for an automatic irrigation system due to the selection of drought-resistant and native plants. Low-consumption plumbing fixtures will be used throughout the project.

**Indoor Environment**

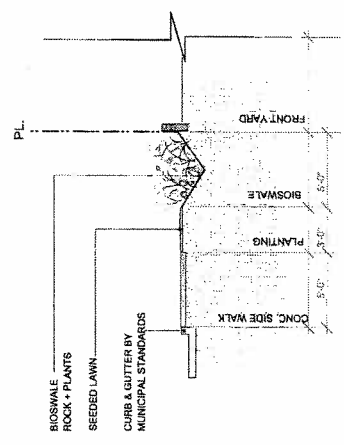
- All units will have operable windows while window location will consider cross-ventilation wherever possible
- Low emitting (VOC) material will be used for paints, carpets and adhesives
- Daylight & garden views via large window and door openings for all units have been given priority.
- Automatic fire extinguishing sprinklers will be incorporated into all units

**Materials and Resources**

- 1 The use of construction materials with locally/regionally produced and/or recycled content will be encouraged.
- 2 Fibre-cement siding ("Hard-board") will be used for exterior cladding
- 3 Low "e" glass will be specified for all windows



1. PICTURE OF A RAIN GARDEN IN WEST VANCOUVER



2. BIOSWALE CROSS SECTION

**Vernacular**  
 201-760-3300  
 Web: [www.vernacular.com](http://www.vernacular.com), E.C.  
 475, 114  
 Phone: (604) 972-8417  
 Fax: (604) 972-8437

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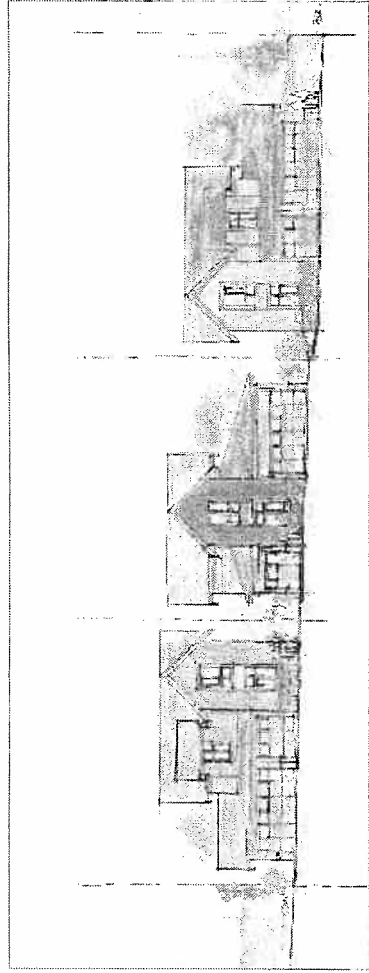
PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
 ESQUIMALT

DESIGN RATIONALE

DATE:  
 OCT / 08  
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 CHECKED BY:

SCALE:  
**R-09**





REVISION:	No.	DATE
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PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
 ESQUIMALT

REVISION:	No.	DATE
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DRAWING TITLE:  
**BOWLING GREEN**  
 2031, 2047, 2063  
 ESQUIMALT

DESIGN RATIONALE	
DATE:	OCT 1 / 08
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SCALE:	

**R-10**

**SUSTAINABILITY STATEMENT**

- 4 Granite will be used for all landscape walls
  - 5 30-year asphalt shingles will be specified for roof cladding.
- 2 ECONOMIC SUSTAINABILITY CONSIDERATIONS**  
 Developments are an essential part of our socio-economic future.
- Direct Economic Impact on the Community
- The project will generate six additional municipal tax revenue sources for the District of West Vancouver
  - An increase in residential density will benefit commercial activity in the Ambleside commercial area
  - During the design and construction phases the project will create work for various professionals, the construction industry and building material suppliers.

**3 SOCIAL SUSTAINABILITY CONSIDERATIONS**

Our goal is to create a healthy, safe and inclusive housing community where the diverse needs of people are met

Livability

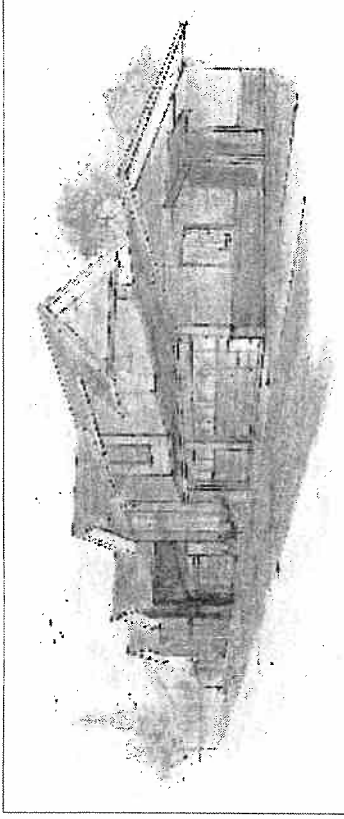
Livability is provided by the project's public/private open spaces and the development of a strategy that includes sustainability. Roughing-in for individual elevators and ample storage will be provided in all six units as will open and flexible floor layouts – to permit future alteration and modification of interior spaces. Privacy issues have been considered at every stage of design. The three coach house units will feature enclosed, roofed decks which will function as 'outdoor rooms'.

Housing Diversity

The project provides six different types of housing unit with floor areas ranging from 1,280 to 1,700 square feet on two levels. Planning of the three coach houses on the lane will not only change the lane's function from a service corridor to a neighborhood thoroughfare, but will create a different urban style of housing in West Vancouver. Unit sizes are intended to attract a diversity of homebuyers.

Affordability

Affordable purchase pricing is to be achieved through smaller unit sizes (three units per lot or 18 units per acre) which offer a more balanced and reasonable density compared with a single-family model of six units per acre.



**SUSTAINABILITY STATEMENT**

**Adaptable Housing**  
 Unit sizes and the slope of the site preclude all units from being fully accessible. However, five of the nine units will be roughed-in for two-stop elevators while all bathrooms will be provided with safety grab bars.

**Crime Prevention Through Environmental Design**  
 Maximum visibility is provided from street and lane to entry points and side yards by the design of walkways, types of planting medium and landscape lighting while improvements to the existing lane will directly contribute to the security and safety of the neighbourhood.

**Public & Social Amenities**  
 The site is in close proximity to numerous public amenities. In micro site-planning terms, each lot includes a common patio, within in its courtyard space, to encourage social interaction between residents.

The courtyard concept offers similar benefits to single-family homes. Each unit is clearly demarcated and defined through physical design and landscaping to encourage the use of outdoor spaces.

**Country Lane Concept**  
 Orientation of the three coach houses will improve the physical and social aspects of the rear lane, enhancing neighbourhood identity while providing a pleasant environment for social interaction and pedestrian traffic.

**Ownership And Privacy**  
 Each unit is clearly demarcated and outdoor patios are provided with hedging plants and trellises to enhance privacy.

REVISION	NO.	DESCRIPTION	DATE
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PROJECT:  
**BOWLING GREEN**  
 2031, 2047, 2063  
**ESQUIMALT**

DRAWING TITLE:  
**DESIGN RATIONALE**

DRAWING NO.:  
**R-11**

PLANNING, LANDS AND PERMITS

750 17TH STREET, WEST VANCOUVER, BC V7V 3T3  
TELEPHONE: 604 925-7055 FACSIMILE: 604 925-5968

May 28, 2009

File: 1010-20-08-041

Dear Resident / Property Owner:

**RE: NEIGHBOURHOOD VISIONING WORKSHOP & CONSULTATION MEETING**

The District of West Vancouver invites you to attend a neighbourhood visioning workshop and consultation meeting for the area shown on the back of this letter.

**Date & Time:** Wednesday, June 17, 2009 from 6:30 to 9:00pm  
**Location:** West Vancouver Seniors' Centre, 695 – 21<sup>st</sup> Street (Activity Room)

Bowling Green Townhomes Ltd. has applied for rezoning to enable development of each of three contiguous lots located at 2031, 2047, and 2063 Esquimalt Avenue – with a duplex fronting Esquimalt; and a 'coach house' at the rear lane (nine units in total). Before proceeding with a detailed review of this application, District staff wish to meet with local residents and property owners to hear your thoughts on the following:

- Particular strengths / valued characteristics of your neighbourhood, and your vision for its future
- Local housing needs and interest in possible new housing types
- Other neighbourhood issues or concerns
- Preliminary input on the development proposal for 2031 / 2047 / 2063 Esquimalt

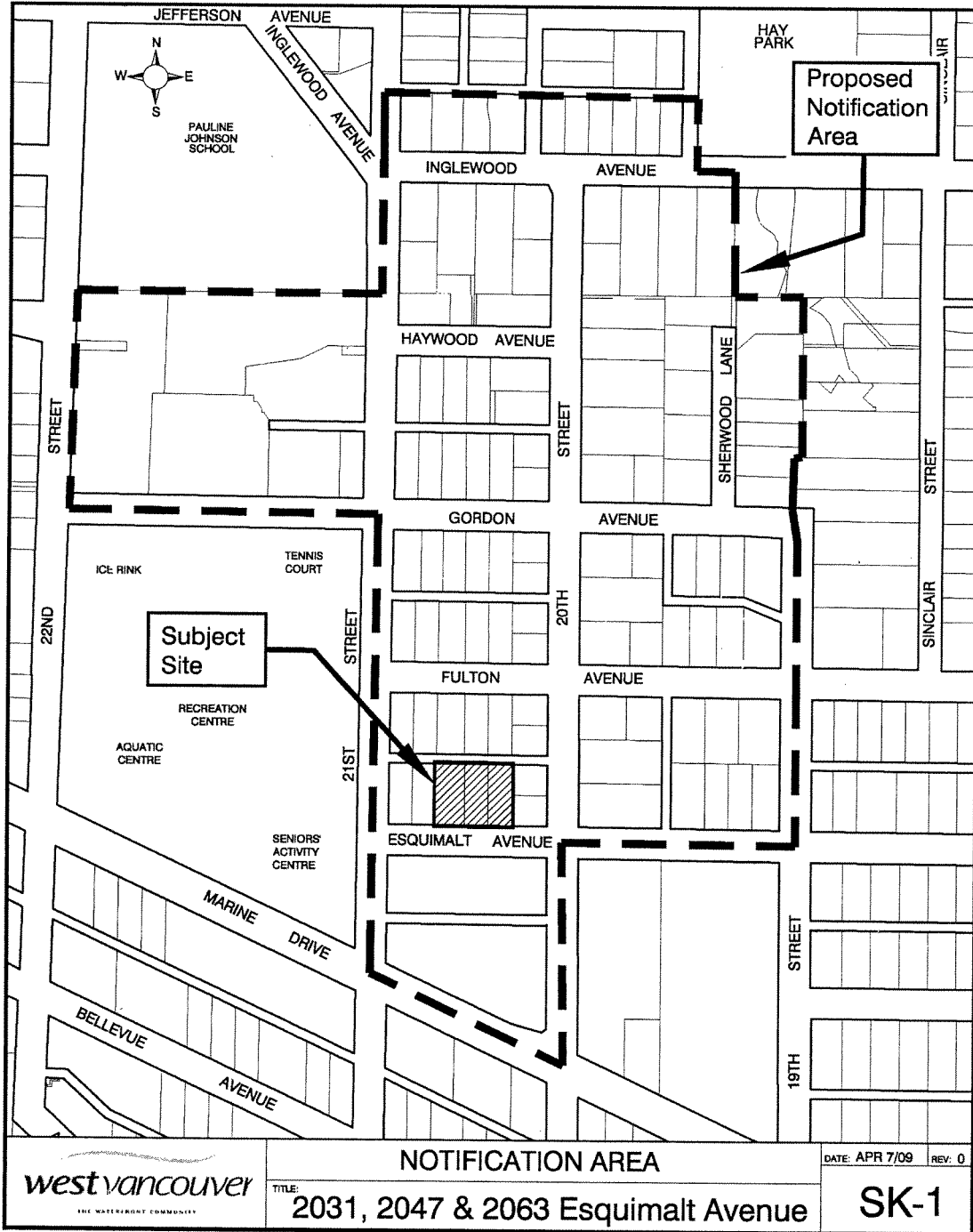
A summary of community input from this meeting will be sent to all attendees following the meeting, and will be posted on the District's web site: [www.westvancouver.ca](http://www.westvancouver.ca) under "Initiatives and Projects/2031-2047-2063 Esquimalt Avenue". If you have any questions prior to the meeting, please contact me or, in my absence, Joshua Bassett, at 604.925.7055.

Sincerely,

Stephen Mikicich, MCIP  
Sr. Community Planner

cc: Mayor and Council

**Notification Area for Neighbourhood Visioning Workshop  
and Consultation Meeting: June 17, 2009**



**Question #1:    Where would you draw the physical boundaries of your neighbourhood?**

- All of Ambleside & Dundarave (that is single-family zoned)
- Nebulous
- Geography
- Draw boundaries around where you get to know people on a day-to-day basis
- Often has schools
- The map distributed is too small – should show larger neighbourhood
- The 'neighbourhood' is the whole district
- Define boundary around 'walkability': Dundarave to 14<sup>th</sup> Street, library, Safeway, 25<sup>th</sup> to 14<sup>th</sup> Streets
- Neighbourhood should include school catchments – the current map straddles 2 catchments
- Current map too narrow, should have more coverage
- 11<sup>th</sup> to 25<sup>th</sup> and Duchess to the highway
- Ambleside on the south, Fulton on the north, 13<sup>th</sup> Street on the west and Taylor Way on the East
- If the area is too broad, then it is harder to define 'neighbourhood'

**Question #2:    What do you enjoy most about living in your neighbourhood?**

- Quiet
- Privacy
- Security
- Neighbourhood support
- Low traffic volumes
- Mixed demographic (mixed age groups, young families, seniors, couples, professionals etc.)
- Proximity to amenities – civic centre, activities like lawn bowling & tennis, seniors' centre, library, local stores within walking distance, parks, beach, transportation, favourite coffee shop, seawall, etc.
- Opportunity to easily access these things
- Accessible
- Smaller houses that create a 'neighbourly feeling'
- Family-friendly modest sized homes
- Green space around houses ('elbow room')
- Maturity of shrubbery
- Gentle grades (walkable/accessible) / relatively flat
- Reasonable degree of lot coverage
- Proximity to downtown
- Ferry Building Gallery
- The people
- Established neighbourhood

- Variety of landscapes, houses and house styles
- History – circa 1928 restored homes
- Many long term residents
- Diversity
- Sense of community
- 'Rural character' – e.g., ditches, unpaved lanes
- Village walk
- Gardens
- A lot of activity
- Spacing of homes
- No need for a car
- Family housing
- Safe for kids
- There was more of a sense of community 20 years ago – this has now been lost due to homes that are too large

**Question# 3: Do you believe that your current housing will be suitable for your (or your family's) needs five, ten or more years from now?**

- Housing costs are a fact of life – you can't always afford to live where you want to – global issue
- Fine for young families with kids up to 15 years old
- Not suitable in the future because lots are too large, thus too much yard and too costly to maintain as one entity
- Some disagreement about the value of this question – some felt that it was 'unrealistic' to look beyond 10 years
- At one table of eight people, six felt that their housing needs were being met and two felt there was not enough housing variety/choice

**If not, what type of housing would you want as your needs change in the future?**

- Small scale, single-level housing, and legalized secondary suites are good examples from North Vancouver
- Small detached ground-oriented housing
- Modest-sized housing
- More ground-oriented, accessible housing with no stairs
- No steep driveways
- Smaller homes (for financial reasons as well as for reducing maintenance)
- More rental options
- Ability to legalize a suite, for both income and accessibility reasons – i.e., so that an owner can afford a home (mortgage-helper), and stay in their own home / neighbourhood as they age (changing housing need)

**Question #4:    What would you see as positive changes or additions to your neighbourhood in the future?**

- No change at all, especially no infill, laneway coach house, high-rise – unless 100% approval from all adjacent residents
- On-site parking for every unit
- 'Resident-only' parking on 2000 block Fulton & 1800 block Duchess
- Infill housing
- No infill housing
- Traffic calming to slow pace at 21<sup>st</sup> making it more 'walkable'
- Roundabout at 21<sup>st</sup> and Fulton unsafe for pedestrians
- Non-conforming fence and hedge at 21<sup>st</sup> and Fulton impede visibility
- More housing options/variety
- Maintenance of all the fine trees
- Better maintenance of streetscape
- More walking bridges or trails (avoid dead ends); east to west bridges
- Traffic calming
- Need commercial development above the highway
- Resolve 21<sup>st</sup> Street traffic problems
- Fill in damaged ditches or put in a culvert
- Underground hydro lines
- Sidewalks
- Smaller infill housing
- Resolve parking problems and encourage people to park off-street

**Comments from Group Discussion**

- Applicants are presenting themselves as altruistic – what is the anticipated cost of the proposed units? (estimate is low \$900,000s)
- Issue with the tone of the presentation
- Proposed parking requirement of 1 per unit is of concern (i.e., not enough)
- Do not support 'spot zoning'
- This application has similar problems as the applicants' first application that came forward for townhouses several years ago
- Support for gentle densification
- More objection to spot zoning – concerned that neighbours won't benefit and feel that either the whole block is 'up-zoned' or not at all
- Question regarding applicant's discussion of the 'staff support' for this project
- Concern over the accessibility of the parking garages for the front units – it is quite a distance for someone with a disability or for carrying groceries etc.
- Question regarding the proposed 1 parking space per unit - response was that though there is space for 4 parking stall per lot, the applicants wanted to balance this with providing adequate green space
- Applicant looking to reduce the number of cars in the neighbourhood, however, resident doesn't think this project will accomplish this
- Need to keep the existing character of the neighbourhood

- More concern over spot zoning
- The character of the neighbourhood is single-family, therefore the proposed project does not fit with the existing neighbourhood character

## Responses on Comment Sheets

- Applicants' discussion of neighbourhood demographics seen as a 'red herring'
- This is a single-family neighbourhood – changing it flies in the face of respect
- "Project is suitable for adults and families – what else is there?"
- More affordable? Only to the rich
- The higher density will produce more use of services and consumption
- 'Cancerous growth' that will destroy the existing neighbourhood
- Existing neighbourhood has already accomplished reduced reliance on the automobile
- No spot zoning
- Keep the 3 lots in question as single-family lots – do not rezone
- Keep integrity of the neighbourhood
- If development occurs, keep as low cost housing at fixed sales – priced at \$400,000 per unit or less
- Reject application based on same logic as last attempt to rezone
- 'Housing choices' is a red herring and has no impact other than profit for the developer
- The duplex units look less than what would be 'acceptable architecture'
- When the original notice went out to the partial neighbourhood, it would have been timely to also send out the four-question questionnaire. Instead, it was put to the residents who could attend tonight thereby cutting severely into the evening which should have been reserved for education on the proposed application.
- I am concerned about the rezoning of individual properties (i.e. spot zoning). Zoning should be done on one or more blocks at the same time. The neighbours of Esquimalt redevelopment should also get the benefit of being able to redevelop in the future without having to rezone again. Many of the neighbours are very worried that this is a template for other redevelopments throughout the neighbourhood.
- The proposed development would provide much needed smaller, alternative housing that would remain compatible with existing neighbourhood character.
- Not opposed to changes in the neighbourhood, but the proposed development is certainly not it – thought the first half of the meeting was beneficial
- Proposed development works well except for the 2 storey coach house. 2 storeys make it look too large and may tower over neighbours' yards. Is it possible to design the coach house lower (as 1 storey) to reduce the impact? Or perhaps 2<sup>nd</sup> storey to be built into the roof system to lower the height? Two 2 storey buildings back to back may look over developed and hurt the idea of coach houses for future projects. Also, spot zoning does seem to favour or



benefit only one party – perhaps overall zoning allowing small coach houses would be better?

- Spot zoning sets a dangerous precedent.
- A well run meeting and most informative.
- Traffic calming measures are already badly needed on 21<sup>st</sup> and Fulton and on the lane between Fulton and Esquimalt – any increased density must include significant traffic calming measures.
- The round-about at 21<sup>st</sup> and Fulton is a hazard for pedestrians.
- Parking on our neighbourhood streets needs to be reconsidered – neighbourhood streets should not be used as overflow parking for the community centre.
- 2000-block of Fulton should be 'resident only' – casual users are always leaving garbage around.
- Opposed to spot zoning – 'gentle densification', if done carefully and tastefully, may be appropriate for our neighbourhood, provided zoning changes apply to everyone in the neighbourhood and are not done on a 'site-specific' basis.
- The proposal for mid-2000 block Esquimalt needs more green space.

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