

MEMORANDUM

April 30, 2018

TO: Mayor and Council

CC: Sadhu Johnston, City Manager

Paul Mochrie, Deputy City Manager

Katrina Leckovic, City Clerk

Lynda Graves, Administration Services Manager, City Manager's Office

Rena Kendall-Craden, Communications Director Kevin Quinlan, Chief of Staff, Mayor's Office

Naveen Girn, Community Relations Director, Mayor's Office

FROM: Susan Haid

Assistant Director, Planning, Urban Design and Sustainability

SUBJECT: Cambie Corridor Phase 3 Proposed Plan Response to Council Questions -

Addressing Affordability in the Oakridge Municipal Town Centre - RTS 12276

SUMMARY

This memorandum is for information purposes only, addressing questions from Council to staff, and from community stakeholders arising at April 17th, 18th, and 19th Council and committee meetings regarding the proposed Cambie Corridor Phase 3 Plan.

BACKGROUND

Staff received questions from Council as well as a submission from the Oakridge Langara Area Residents (OLAR) and submissions from other community members. These questions pertained to a range of topics including:

- Proposed areas of change
- Public Realm Plan
- Implementation
- Transportation and utilities
- Growth management and housing affordability
- Oakridge Municipal Town Centre

These topics are addressed in the attached presentation to be given by staff at the May 1, 2018 Council meeting.

The most significant theme arising from the Council questions and correspondence from community members was regarding the Oakridge Municipal Town Centre (MTC). The primary



question was whether the MTC concept in the Plan goes far enough to deliver on affordability objectives, and to create a long term strategy to manage future growth.

The following questions were received, relating to affordability in the Oakridge Municipal Town Centre:

- 1. Has the Municipal Town Centre gone far enough in terms of density to achieve affordability?
- 2. Will the MTC provide the optimal amount of ownership housing, affordable housing, retail, job space, and amenities for now and well into the future?
- 3. What are pros and cons of increasing podiums from 4 to 6 storeys and tower heights from 18 to 24 storeys –coupled with requirement for 30% affordable housing on offarterial sites in the Oakridge Town Centre?
- 4. Why are social, below market and rental requirements targeted to major projects and large, unique sites only (with bonus density given elsewhere for these housing types)? Should all sites have requirements?

Given the focus of questions related to the MTC, this memo provides additional information on this topic to augment the presentation.

DISCUSSION

Has the Oakridge Municipal Town Centre gone far enough?

Oakridge is designated in the Regional Growth Strategy (RGS) as one of 17 Municipal Town Centres within the region. These are municipal-serving urban centres with diverse housing, jobs, public amenities and good access to transit. The RGS also designates 6 Regional City Centres (e.g. Metrotown, Coquitlam centres) as well as Surrey Metro Centre and the Metropolitan Core of Vancouver City Centre – all of which are regional-serving centres of increasing significance. The directions in the proposed Cambie Corridor Phase 3 Plan reinforce Oakridge's role as a Municipal Town Centre within the region.

The Cambie Corridor Plan complements recently approved community plans and other policies that enable significant growth and housing diversity across the City. Combined, these plans support projected growth now and well into the future delivering on regional and local objectives. The Cambie Corridor Plan guides a significant portion of this growth, enabling a range of housing types & affordability levels, including infill housing, townhouses, low- and mid-rise apartments, & higher-density towers. Housing is targeted to a variety of incomes and affordability levels including social housing, below-market rental, secured market rental, and strata units.

At the outset of the MTC planning process, Kerrisdale was identified as a successful model of a highly livable community, providing shops, services and amenities, and diverse residential density. Over the course of the planning process, staff have responded to the need for more affordable housing and feedback from the community that supported further increases in

density. This has resulted in a community model and urban form closely resembling that of the West End. The West End has been identified as a model of urban living, providing a diversity of building forms, significant density and community space to support its residents. The West End has a population density of 220 people per hectare with a 2016 population of 47,200 people within 204 hectares. In comparison, the MTC and adjacent major project sites have an area of 87 hectares representing a concentrated node of growth served by the Canada Line and future east-west B-Line service.

Within the MTC, the Plan proposes concentrating people near services and amenities, while enabling significant job space and affordable housing. This form of development is cost effective for the delivery of infrastructure and provides exciting opportunities for place making, supported by great streets, plazas and places for people to enjoy. The Plan enables a significant amount of growth, with a 2041 projection of 19,400-21,600 residents in the MTC. However, further growth is enabled with full build-out and a capacity for a further 6,600 residents. This represents a residential density of 330 people per hectare, significantly denser than the West End and representing more than half of its current residential population. The MTC also provides a bold concept for a commercial core with space for 6,400 jobs, which will be critical to making this a place to live and work. This significant amount of job space exceeds most other municipal town centres in the region.

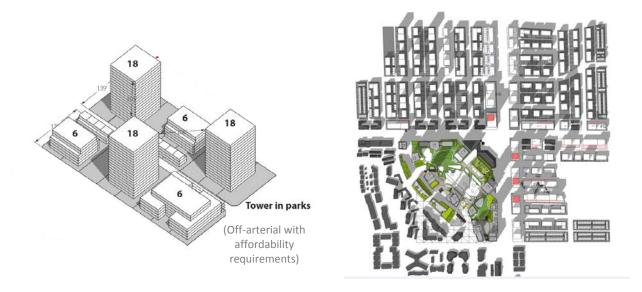
Population projections for Oakridge MTC and Vancouver's West End



| Projection | Oakridge MTC | | Oakridge MTC + 3 Adjacent Major Projects + Oakridge Apartment Area | | West End |
|------------------------|---------------|----------------|---|----------------|--------------|
| | 55 Hectares | | 87 Hectares | | 204 Hectares |
| | 2041 | 100% Build out | 2041 | 100% Build out | 2016 |
| Population | 7,400 - 9,700 | 15,100 | 19,400 - 21,600 | 28,200 | 47,200 |
| Population per hectare | 130 - 180 | 270 | 220 - 250 | 330 | 230 |
| Units | 5,100 - 6,900 | 11,400 | 12,300 - 14,100 | 19,500 | 30,875 |
| Units per hectare | 90 - 130 | 210 | 140 - 160 | 220 | 152 |
| Jobs | 1,600 - 2,600 | 3,300 | 4,700 - 5,700 | 6,400 | 23,000 |
| Jobs per hectare | 30 - 50 | 60 | 50 - 70 | 70 | 110 |

A key component of the MTC analysis was establishing affordability requirements that maximised the potential of each site.

- External economic testing was done to determine the density needed to achieve the below-market and social housing requirements. This analysis informed the final policy direction on allowable heights and densities ensuring viable projects and a choice of which affordability requirement to pursue in a development (30% social housing or 100% rental with 20% below-market rental).
- Heights in the MTC (18 storeys off of the arterials) were established to achieve affordability requirements, accommodate social housing units to be efficiently managed, and to support great urban design and livability
- The level of housing requirements was set to allow for the delivery of affordable housing, provide a reasonable incentive for land owners, and to enable economically viable developments
- Opportunities for the delivery of on-site amenities (e.g. childcare, non-profit cemtre) were identified and tested to ensure their delivery (primarily on arterial sites)



Economic testing based on extensive modelling and built form analysis

Addressing affordability requirements

The Cambie Corridor Phase 3 Plan delivers on key policies in *Housing Vancouver*. The MTC is one important component of the broader Cambie Corridor Plan, which collectively addresses the housing demand by:

Incorporating the key directions to deliver the "right supply" which looks beyond the
number of units to ensure additional affordability and livability factors related to built
form, tenure and location. The Plan does this by enabling both a diversity of housing
types and a range of affordability levels to provide choice for households wanting to live
within amenity-rich neighbourhoods well-served by transit.

- Delivering a diversity of types including infill housing (e.g. laneway housing and secondary suites), townhouses (back-to-back, courtyard, stacked), low- and mid-rise apartments and higher-density towers (including ground-level units where appropriate). The Family Room: Housing Mix Policy for Rezoning Projects (2016) applies, providing for a minimum of 35% of units to be family-sized (two and three bedrooms).
- Affordability levels range from social housing to below-market rental and secured market rental targeting different income groups, thereby ensuring housing for everyone in the Corridor.
- Delivering high-density residential areas in the MTC to provide opportunities for new, below-market rental housing intended to provide options better matched to local incomes as outlined in the *Housing Vancouver Strategy*.
 - The Below Market Rental units are targeted at the \$30k-\$80k income band and are tied to the unit regardless of tenant turnover. Within the Corridor, according to 2016 Census data 6,090 households (35% of total) fall into this income band.

MTC Podium and Tower Heights – Off-Arterial Streets

Podium and tower heights for off-arterial sites have been conceived to respond to the context of the street, intended character, shadow impacts, and to create a sense of place within these changing neighbourhoods.

- Podium heights have been recommended at 4-(vs 6) storeys in the MTC to reflect the local off-arterial scale of the streets. These are lower podiums than those proposed on Cambie Street which have 6-storey height because they represent the commercial core of the MTC.
- A 4-storey streetwall is particularly important along Heather Street and 43rd Avenue as these areas will provide local serving retail and a more intimate shopping street character. Shadows on 43rd Avenue (east-west) would have a greater impact with an increased podium height and would negatively impact shadowing on Columbia Park.
- Where opportunities for 'tower on podium' or 'tower in open space' exist, the goal is to
 provide a diversity of building forms. Higher podiums would result in a higher density for
 the 'tower on podium' form and therefore incentivise one form over the other, thereby
 reducing diversity of building forms.
- Off-arterial tower heights are scaled to create livable neighbourhoods and affordable housing forms. They are comparable to those proposed and constructed within the West End.
- Increased tower heights in all high density areas may impact outdoor school space, plazas, parks and significant change would require further modelling analysis.
- Any increase in tower heights off-arterials would require economic re-testing to determine land lift and result in a revised proportion of social housing or below market rental to ensure housing delivery is being maximised for each site

SUMMARY

This memo outlines the main topics of staff responses to Council's questions on the Cambie Corridor Phase 3 proposed Plan which will be presented at the May 1 Council meeting (see attached presentation). The proposed plan is based on sound planning principles, public consultation, effective urban design performance and is aligned with the current utilities service planning work. Overall, the proposal for the Oakridge Municipal Town Centre is a bold step to address the affordability crisis within the City of Vancouver.

The Plan balances housing delivery with the creation of a highly livable, municipal, urban town centre, able to accommodate growth now, and into the future.

Sincerely,

Susan Haid Assistant Director, Planning, Urban Design and Sustainability 604.871.6431 | susan.haid@vancouver.ca

Cambie Corridor Phase 3 Proposed Plan

Response to Questions of Council



Questions of Council

Topics

- 1. Areas of Change
- 2. Public Realm Plan
- 3. Implementation
- 4. Transportation & Utilities
- 5. Affordability & Growth
- 6. MTC



Why are townhouses proposed on some sections of arterial streets?

King Edward Avenue – built form:

- Transition in height and density from station into adjacent neighbourhoods (8-3 storeys) established in Phase 2
- Townhouse are appropriate on some arterial blocks, with less intensity further away from the stations
- Future public realm improvements on King Edward (Complete Street setbacks)



Townhouse off arterial:

- North of King Edward Ave: focus on new citywide Heritage Character retention/infill tools with strategic townhouse areas
- South of King Edward Ave:
 - Add 700 & 800 blocks of W. 26th for contiguous townhouse area
 - Further consultation with residents of 00 and 100 blocks W. 26th for potential inclusion in the townhouse areas



Why is Grace Estates not proposed for change?

- Existing townhousing built in the 1986, consistent with Plan directions; compatible with adjacent townhouse areas
- Plan allows for future change for sites over 1.98 acres like this, subject to the City's Rezoning Policy for Sustainable Large **Developments**







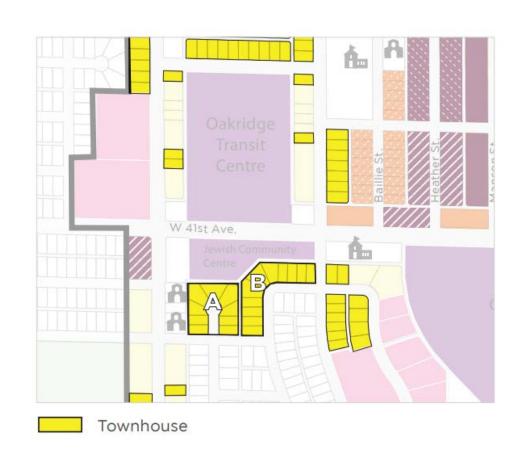
4.3.13 Jewish Community Centre adjacent precinct:

Proposed Plan:

- Townhouses are enabled
- For rezoning to 4-storey apartments, support from all owners in sub-area A or B is required

Council may wish to revise:

- Townhouses are enabled
- Rezoning to 4-storey apartments can be considered with a minimum of 100' property frontage



What is the rationale for the lot consolidation requirements?

W. 35th Ave & Ash St

Consolidations support the delivery of the 35th Ave connection without loss of density or housing potential, or public costs

- East side of Ash: 2 lots required for road
 each assembly on either side required
 to consolidate with one of the lots.
- West side: 1 lot required for road the first development to come in will be required to consolidate with that lot.
- All owners were involved in the process.



Apartment (up to 4/6 storeys strata or 6/8 storeys rental)

What is the rationale for the lot consolidation requirements?

W 57th & Laurel St

 Redevelopment of all parcels would enable higher density and ensure tree retention, heritage house retention, new street access, built transitions and limit shadows of playing field



What is the rationale for the lot consolidation requirements?

6.9 - 57th an Laurel Precinct

Proposed Plan:

Full assembly of all parcels (excluding the Salvation Army site) will be required in order to consider a rezoning of this precinct

Council may wish to revise:

A full assembly of all parcels (excluding the Salvation Army site) is preferred. However, a plan that demonstrates an equitable approach delivering on all site objectives may be considered for rezoning.



Areas of Change - Townhouses

What are pros and cons of stacked townhouses with seniors in mind?

- Ground level flats of varying sizes in stacked townhouses (due to unit size requirement)
- New proposed requirement for 20% of TH units to have accessible path of travel from curb to door (Council in June)
- Elevators very expensive solution, not anticipated in townhouses. All mid-rise and high-rise buildings have elevators
- Plan delivers a diversity of forms apartment form most appropriate to accommodate seniors mobility needs

Areas of Change - Townhouses

What FSR would be permitted on single larger sites?

- Townhouse zone is still being drafted
- Small townhouse projects on single sites will be permitted
- Density up to 1.2 FSR, will depend on lots dimensions, etc.
- Exploring parking reduction for surface parking at the lane (lower construction costs, better stormwater management performance – while maximizing number of units)





Public Realm Plan

Why is a colour & identity not proposed for Cambie Village?

Neighbourhood Colours



Queen Elizabeth C:2 M:96 Y:22 K:0 PANTONE 213



Oakridge Town Centre C:0 M:83 Y:100 K:0 PANTONE Orange 021



Langara C:34 M:12 Y:100 K:0 PANTONE 390



Marpole C:74 M:11 Y:17 K:0 PANTONE 285



Marine Landing C:88 M:52 Y:0 K:0 PANTONE 3125



2.1.1 Cambie Village



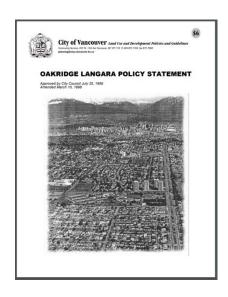








What are the implications of repealing the Oakridge-Langara Policy Statement (OLPS)?



- Council's Scope of Work (2015) identified potential repeal of OLPS
- Many of the policies in OLPS have been updated in the community plans and policy statements that overlap the OLPS area
- Other directions in OLPS are no longer consistent with current Council goals and objectives (OLPS envisioned only modest change in very limited locations)

What amenities are expected in the pre-set, in-kind CACs?

Public Benefits Strategy guides all amenities

- Pre-set in-kind contributions are clearly defined affordable housing requirements in the MTC and local commercial areas – no negotiated CAC
- Clear expectations around in-kind amenities for Cambie sites in the MTC – these will be negotiated
 - Not-for-profit office space
 - Youth centre
 - Childcare
 - Artist studios

Do the changes in zoning embedded in the plan require this plan to go through a public hearing?

- Cambie Corridor Phase 3 is a proposed Community Plan and policy
- The Plan gives direction for future rezonings and designates areas for different land uses.
- All future rezonings (City-initiated and developer-initiated) will be subject to a public hearing.

What is "prezoning"? How how much access does the public have to that process vs developer initiated rezoning?

Prezoning is a city-initiated rezoning of a larger area

Public input:

- Broad consultation on the new zone
- Public Hearing for the new zone (not site-specific)
- Notification of neighbours at Development Permit (DP) stage regarding site-specific proposals

Developer-initiated **rezonings** are sitespecific

Public input:

- Varies process allows for:
 - Pre-app consultation with neighbourhood groups
 - Community open house (sitespecific)
- Public Hearing (site-specific)
- Notification of neighbours at DP stage regarding site-specific proposals

Improving certainty and streamlining the development process

- Clearly-defined built form guidelines and public realm conditions
- More fixed rate CACs & preset in-kind contributions (93% of lots)
- Prezoning townhouses, where feasible
- Planning long-term utility upgrades and financing strategy to accommodate growth
- Delivering amenities and inclusionary housing requirements to deliver affordable housing on site and in-kind



Transportation

What are the plans to ensure transit capacity can accommodate the projected growth?



- 24 new Canada line cars have been ordered for delivery in 2020. It will increase capacity up to 30%
- The new 41st Ave B Line will increase capacity by one-third and commence in Autumn 2019
- There is potential for further increases in capacity in the Canada Line, B Line and other bus services in the future

Utilities

What is the estimated over-capacity (in terms of servicing increased development) of the utilities servicing plan. Are there any estimates of the total cost and how to fund it?

- Existing sewer system and portions of the water system not able to accommodate the proposed growth
- Change from single family to higher density puts pressure on sanitary, drainage and drinking water systems
- Entire system needs to be redesigned and a significant portion upgraded over the next 30 years
 - expected to cost well over \$500M
 - Planning for the system will go well beyond 2041 projected population
- "Financing Growth Strategy" will recommend tools to support growth driven infrastructure upgrades (e.g. updated DCL)





City-wide growth

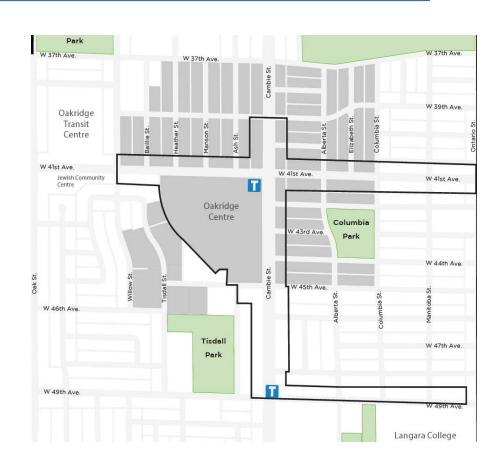
Are we enabling enough growth in the City?

- Recently approved community plans and other policies enable significant growth of dwelling units
- The rate of growth in dwelling units has been exceeding population growth in the last 10 years (+12% in units, +9% in population)
- We would exceed projected Regional Context Statement growth for dwelling units, but not for population
- Mismatch in population and dwelling unit growth can be attributed fewer people / unit
- In summary: We are adding dwelling units at a faster rate than people – we need to provide the <u>right kind of housing</u> that is suitable and within reach of families

Regional Growth Strategy

Is there a need to change the Regional Growth Strategy (RGS) to enable the Oakridge MTC proposed in this plan?

- Regional Context Statement (RCS) to be updated this year
- Will reflect new land use designations and urban centre boundaries
- Includes public consultation, public hearing and Council consideration
- Amended RCS ODP to be forwarded to Metro for amendment to the RGS



How will we achieve affordability and the "right supply" of housing?

- Plan provides a range of housing types & affordability levels
- Includes infill housing, townhouses, low- and mid-rise apartments,
 & higher-density towers
- Affordability levels range from social housing to below-market & secured market rental, targeting different incomes







How will we achieve affordability and the "right supply" of housing?

- By 2041, we anticipate the plan will deliver:
 - 5,000 secured market rental units
 - **2,800** social housing units
 - 400 below-market rental units
- Below-market units will have the same rental rates as the City's
 Moderate Income Rental Housing Program, and will be tied to the
 unit (regardless of tenant turnover)
 - Targeted at \$30,000 to \$80,000 household income band (as of 2016, approx.
 6,090, or 35%, of current Corridor households fall within this income band)

How will we achieve affordability and the "right supply" of housing?

| | Social Housing (HILs)* | | Below Market Rental** | | Market Rental~ | |
|-----------|---------------------------|---------------------|-----------------------|------------------------|-------------------------------|-------------------------------|
| | Rental Rate | Income Threshold | Rental Rate | Incomes Served | East Area DCL Max Rents | West Area DCL Max Rents |
| Studio | \$1,000 | \$40,000 | \$950 | \$33,000 - \$46,000 | \$1,360 | \$1,496 |
| 1 bedroom | \$1,125 | \$45,000 | \$1,200 | \$41,000 - \$58,000 | \$1,747 | \$1,922 |
| 2 bedroom | \$1,387 | \$55,500 | \$1,600 | \$55,000 - \$77,000 | \$2,308 | \$2,539 |
| 3 bedroom | \$1,662 | \$66,500 | \$2,000 | \$69,000 - \$96,000 | \$3,030 | \$3,333 |

How will we achieve affordability and the "right supply" of housing?

Post 2041

- The plan enables significant capacity for continued growth
- 2041 projections represent about 48% of the full buildout
- Increases in pace of development could see greater increases in supply within the Corridor
 - This supply would continue to deliver the right forms of housing through the plans housing incentives

Affordability

Why are affordable housing requirements limited to large sites?

- We have affordability requirements throughout the entire plan, wherever financially viable
- Requirements may vary throughout the Corridor due to provision of other amenities (e.g., childcare) and financial viability
- Lower-density sites, where providing affordable housing onsite is not financially viable, are required to make financial contributions that support delivery of affordable housing

Affordability

Why are affordable housing requirements limited to large sites?

- Social, below-market, or rental requirement
- Bonus density for rental or social housing
- Affordable housing share (financial contribution)



Affordability

How will the size requirements for townhouses work? What will be their level of affordability?

- Unit size requirement likely to be: 50% of units will have to be between 900 and 1,200 sq. ft
- Intent is to provide greater variety of price points while still providing 2- & 3-bedroom units for families
- Based on current townhouse prices in the area, these units could cost between \$1M and \$1.4M
 - Prices have gone up significantly in recent years due to limited supply;
 we anticipate that increasing the supply could help moderate prices
 - Lock-off units will be permitted to enhance affordability



Has the Oakridge MTC gone far enough in density to achieve affordability?





Spring 2016



- Predominantly townhouses
- Exploring 4-6 storey apartments near the intersection of Cambie & 41st

Reasons to revisit the MTC

- More housing types to meet the affordability needs of Vancouver's diverse population
- New job space for people to live and work within their neighbourhood
- A built form that reflects the regional importance and rich services of this location

The Kerrisdale Model











Revised concept



A responsive process

- Responded to community concerns around shadowing
- Strong response regarding the need for transitions to lower density areas
- Support and provide amenities within the MTC
- Provide diversity of building forms
- Coordinated with feedback on major projects (JCC, OTC, Heather Lands)

Revised concept



- Revisit remaining Phase 2 sites towers up to 330 ft
- 12 blocks added to apartment area; increase from low-& mid-rise form to 15- & 18-storey towers
- 15 blocks added to new 4/6-storey apartment area

6 additional blocks added to MTC area of change

A new approach to built form

- Concentrating people near services and amenities
- Providing significant job space
- Creating a great place for people to live and work
- Cost effective investment in infrastructure

Providing a variety of built form types













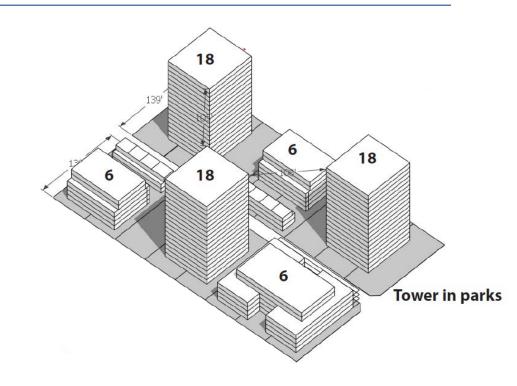
Has the Oakridge MTC gone far enough in density to achieve affordability?

Each building type delivers on specific criteria for affordability and amenities

Affordable housing requirements based on **financial testing**

Objective to:

- Maximize affordable housing
- Ensure projects are feasible
- Give homeowners enough incentive to sell



Has the Oakridge MTC gone far enough in density to achieve affordability?

Extensive urban design modelling to understand opportunities and impacts of all forms

- Considered the impacts of shadows on local parks, schools and adjacent sites
- The impacts of podium heights on the scale and character of the street



Has the Oakridge MTC gone far enough in density to achieve affordability?

Create a highly livable place where people want to live, work, and visit

- Variety of housing types and forms
- Open space opportunities
- Enhanced streets and new plazas
- New amenities



Has the Oakridge MTC gone far enough in density to achieve affordability?

Significant space for new jobs in the MTC creating the capacity for:

- 6,400 jobs (including adjacent major project sites in MTC)
- More than many other MTCs throughout region, in more concentrated area



Has the Oakridge MTC gone far enough in density to achieve affordability?

How does the change compare to the West End?







How does the change compare to the West End?



130-270 ppl / ha

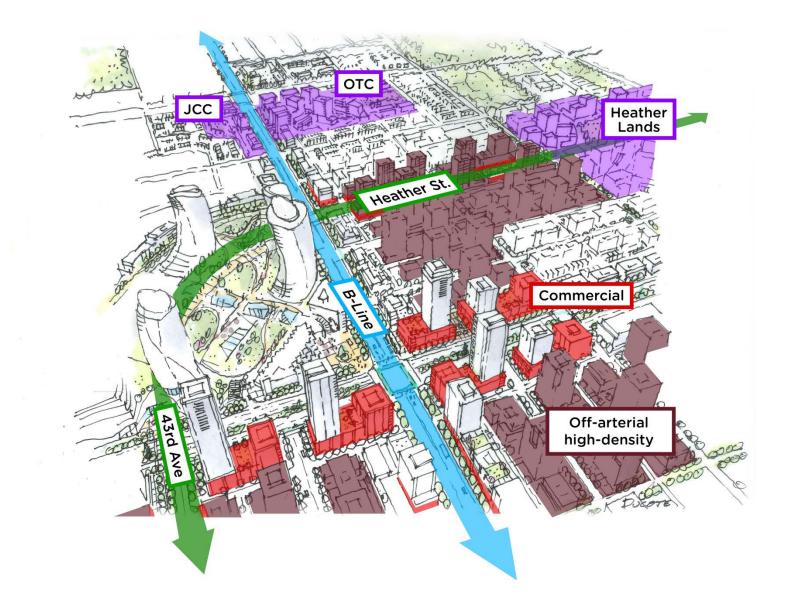


220-330 ppl / ha



230 ppl / ha

| Projection | Oakridge MTC | | Oakridge MTC + 3 Adjacent Major Projects + Oakridge Apartment Area | | West End |
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Recommendations

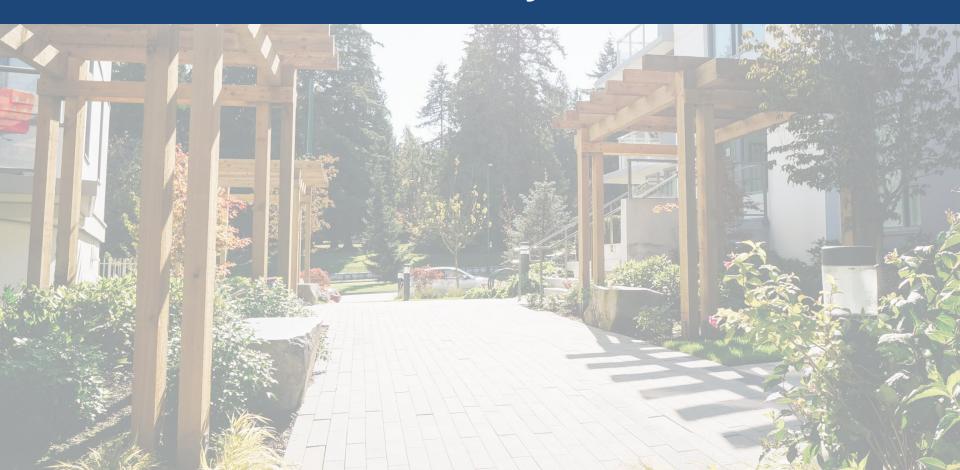
Proposed Plan reinforces Cambie Corridor Planning principles, community and stakeholder feedback, and technical analysis including utilities, land use efficiency and design performance

Recommend that Council:

- A. Approve the plan with minor adjustments as outlined in the memo dated April 12th, 2018
- B. Repeal Oakridge Langara Policy Statement upon adoption of the Plan
- C. Direct staff to continue to work on *Utilities Servicing Plan and Financing Growth Strategy* to support implementation of the plan
- D. Direct staff to further study the area east of Yukon and south of King Edward
- E. Consider proposed revisions within presentation relating to:
 - Section 4.3.13 Jewish Community Centre (JCC) adjacent precinct
 - Section 6.9 57th and Laurel precinct



Thank you!



Resource Slide

6.9 - W 57th and Laurel Precinct

Proposed Plan:

Full assembly of all parcels (excluding the Salvation Army site) will be required in order to consider a rezoning of this precinct

Council may wish to revise:

A full assembly of all parcels (excluding the Salvation Army site) is preferred. However, a plan that demonstrates an equitable, approach delivering on all site objectives may be considered for rezoning.

4.3.13 Jewish Community Centre adjacent precinct:

Proposed Plan:

- Townhouses are enabled
- For rezoning to 4-storey
 apartments, support from all owners
 in sub-area A or B is required

Council may wish to revise:

- Townhouses are enabled
- Rezoning to 4-storey apartments can be considered with a minimum of 100' property frontage