SUBJECT: 2011-7906: Application to Initiate a General Plan Amendment to Study a change in the land use designation of six properties located near the 400 block of E. Evelyn Avenue to Residential Very High Density and to expand the boundary of the Downtown Specific Plan.

REPORT IN BRIEF

A proposal has been submitted to modify the General Plan designation of six parcels north and south of E. Evelyn Avenue (See Attachment A, Vicinity Map) to allow for very high density residential development.

- The two parcels on the north side of Evelyn Avenue (457 and 475 E. Evelyn) have a General Plan designation of Commercial General Business and are zoned Commercial Service (C-4).
- The four parcels on the south side of Evelyn (388-394 E. Evelyn Avenue and 151-153 Bayview Avenue) have a General Plan designation of Downtown Specific Plan with a zoning designation of DSP Block 4 (allowing up to 48 dwelling units per acre).

The proposal also includes a request to modify the boundaries of the Downtown Specific Plan to include the subject properties on the north side of Evelyn.

All six of the subject parcels are located approximately midway between Sunnyvale Avenue and N. Fair Oaks Avenue. Surrounding land uses include a combination of medium and high density residential uses along with commercial and lower density residential development on the south.

The two parcels zoned C-4 are occupied by two multi-tenant commercial office buildings. The four parcels located at the southeast corner of Bayview Avenue and E. Evelyn Ave, Zoned DSP-4 are occupied by a combination of uses including a one-story commercial building, two single-story residences, a one-story multi-family residential structure and a two-story multi-family residence (low-cost boarding facility). In August 2007 these four parcels were approved for redevelopment to a 47-unit condominium development. This approval is still valid; however, the applicant would like to pursue a new proposal with increased density. Similar to General Plan Amendments, requests to amend the
Downtown Specific Plan (DSP) require Council consideration and initiation prior to a formal application.

In order to allow for very high density residential development (up to 65 dwelling units per acre), the General Plan and Zoning designations would need to be modified for all of the subject properties. The applicant proposes a density that has only been permitted within a Specific Plan area, thus the request to consider the expansion of the DSP boundaries. Prior to a formal development and rezone application, the City Council must initiate a General Plan Amendment study of the site.

Staff recommends that the City Council initiate General Plan Amendments to study:

- Amending the General Plan land use designation for 457-475 E. Evelyn Avenue from Commercial General Business to Residential (up to Very High Density);
- Amending a portion of the Downtown Specific Plan Block-4 land use designation to allow higher density (up to 65 dwelling units per acre) for the four parcels within Block 4 at the corner of Bayview Avenue and E. Evelyn Avenue; and,
- Amending the boundaries of the Downtown Specific Plan to include properties currently zoned C-3 and C-4 on the north side of Evelyn Avenue, including determining appropriate land use and densities for those properties (see Attachment F).

**BACKGROUND**

A similar application from Prometheus was on the Council agenda for February 28, 2012. Staff recommended continuing the item in order to discuss appropriate zoning categories and land regulations with the applicant. After the meeting the applicant amended the request which now also includes a request to initiate an amendment to the Downtown Specific Plan (DSP) related to the density on four additional parcels and to amend the boundaries of the DSP (see Attachment D).

The applicant has submitted conceptual proposals to redevelop the subject properties into multi-family apartment buildings at 65 dwelling units per acre (see Attachment E). Although not under consideration at this time, site plans have been provided for background.

The preliminary plan for 457-475 E. Evelyn (2.31 acres) includes a 151-unit four-story apartment building above an underground parking garage. The apartments would be composed of one and two bedroom units. The preliminary plan notes an average overall height of the new apartment building at approximately 50 feet. No architectural details have been provided at this time.
The site contains two street frontages; Evelyn Avenue along the southern boundary and Marshall Avenue to the east. The railroad forms the northern boundary. Several multi-family residential uses are located near the site including the Villa del Sol apartments to the west and Canterbury Apartments to the east. A small single-story triplex is also located east of the site along Evelyn Avenue at Marshall on a small 7,800 s.f. parcel zoned C-4. A mix of commercial and residential uses lies south of the site within and adjacent to the Downtown Specific Plan area. The Sunnyvale Caltrain station is located about 1/3 of a mile to the west along Evelyn Avenue.

The preliminary proposal for a project at the intersection of Bayview Avenue and E. Evelyn Ave would increase the allowable density of the site from 48 to 65 units per acre. Per the applicant’s description, the project preliminarily includes a building similar in scale to the previously approved project with an additional story of units along only the Evelyn Avenue frontage. The density of the site would also be increased by decreasing the size of many of the multi-bedroom units to one bedroom or studio units. The subject site is also located about 1/3 mile from the Sunnyvale Caltrain station. The properties are currently occupied by a combination of uses including a one-story commercial building, two single-story residences, a one-story multi-family residential structure and a two-story multi-family residence (low-cost boarding facility).

**EXISTING POLICY**

Only the City Council is authorized to initiate proceedings to consider an amendment to the General Plan (SMC Section 19.92.020) or an amendment to the Downtown Specific Plan (a form of General Plan Amendment). The City Council must first review a General Plan Amendment Initiation request in order to determine if the request warrants further study.

The approval of an initiation request would allow a formal application to be submitted to further assess the merits of the proposed General Plan Amendment. The approval of an initiation does not commit the City Council to approve a General Plan Amendment, an amendment as requested, nor any specific project proposal. As part of the General Plan Amendment request, the applicant anticipates submitting site and architectural plans for concurrent review.

The following are the key General Plan goals, policies, and action statements relating to this General Plan Amendment Initiation request:
Land Use and Transportation Chapter

GOAL LT-3: Ensure ownership and rental housing options in terms of style, size and density that are appropriate and contribute positively to the surrounding area.

- LT-1.7a: Locate higher intensity land uses and developments so that they have easy access to transit services.

Policy LT-3.4 Determine appropriate density for housing based on site planning opportunities and proximity to services.

- LT-3.4a: Locate higher-density housing with easy access to transportation corridors, rail transit stations, bus transit corridor stops, commercial services and jobs.

The Villa del Sol site to the east of the subject property is covered by the Southern Pacific Corridor Site Specific Plan (Sites 4 & 5) and is zoned C-4. The specific plan provides an option of high density residential, which is how the property was developed. The C-4 zoning district no longer allows residential development, except for caretaker units, ancillary to a permitted use. If the General Plan study is initiated, a revision of the zoning for the adjoining properties should also be considered to reflect the existing use.

Housing and Community Revitalization Element

GOAL HE-1: Adequate Housing - Foster the expansion of the housing supply to provide greater opportunities for current and future residents within limits imposed by environmental, social, fiscal and land use constraints.

Policy HE-1.1: Encourage diversity in the type, size, price and tenure of residential development in Sunnyvale, including single-family homes, townhomes, apartments, mixed-use housing, transit-oriented development and live-work housing.

GOAL HE-2: Enhanced Housing Conditions and Affordability – Maintain and enhance the conditions and affordability of existing housing in Sunnyvale.

Safety and Noise Element

Policy SN-8.1 Enforce and supplement state laws regarding interior noise levels of residential units.

Policy SN-10.4 Mitigate and avoid the noise impacts from trains and light rail facilities.
DISCUSSION

There are two primary considerations for this request:

1. Should the City study very high density residential land use designations for the subject sites?
2. Should the Downtown Specific Plan boundaries be amended and, if so, should the boundary adjustment also include other properties zoned C-4 in this portion of Evelyn Avenue?

1. Very High Density Residential
The density category of Very High Residential has been reserved for selective sites within the city. Generally, the sites are near major transportation centers (such as in downtown) or major roadways and highways (such as Lawrence Expressway). Properties located within walking distance (typically 1/4 to 1/3 of a mile) of transit are considered by many communities as appropriate locations to consider higher density and intensity of development.

The proximity of the sites within 1/3 mile of the Sunnyvale Caltrain station suggests that Very High Density Residential should be evaluated to maximize transit use. However, land use compatibility with lower density development on neighboring parcels should also be considered when determining the appropriate density for the site. The surrounding residential development consists of Medium to High density residential uses (e.g. R-3 & R-4). See Attachments B and C for maps of the zoning and General Plan of the vicinity.

The following table shows allowable densities for the various residential general plan categories, and corresponding zoning districts.

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<th>General Plan Density Range</th>
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<td>High</td>
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<td>36 (R-4)</td>
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<td>42 – 65</td>
<td>46 (R-5)</td>
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<td>55 and 65 (Specific Plans)</td>
</tr>
</tbody>
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Examples of Very High Density development in the city include the Avalon Apartments on Lakeside Drive near Lawrence Expressway (built at 42.5 du/ac) and the Lawrence Station Apartment Homes (Luminaire) currently under construction at Lawrence Expressway and Highway 237 (51 du/ac). The former Town and Country parcels, currently under construction, are approved for the highest density in the city of 78 units per net acre. The City Council approved a General Plan Initiation in September of last year to examine R-5 density at 620 E. Maude (Armory Site). Each of these properties is located near a major transportation corridor or transit.

Other sites with General Plan and zoning designations for Very High Density Residential include Downtown Specific Plan Blocks 14, 15, and 16 (west side of Mathilda) at 51-55 units/acre and the Lakeside Specific Plan (former Four Points Sheraton) at 42 units/acre. As part of the Lawrence Station Area Planning effort expected later this year, very high density housing is one of several land use designations that will be evaluated.

The increased density of the subject sites would result in a higher density than neighboring development. The neighboring development to the west, Villa Del Sol Apartments, which had been similarly occupied by a commercial office building prior to 1999, was built at a density of 41 units per acre on a 3-acre site. Properties on the south side of Evelyn include the recently built 29 unit per acre condominium on Block 5 and numerous older single-family homes along Bayview and Washington Avenues.

Based on the number of units, staff would likely require a traffic impact analysis to evaluate potential traffic impacts from the proposed development. Due to its proximity to the railroad, a noise study would also be required to help identify mitigation measures to address noise attenuation through project design. A preliminary design of the project anticipates several multi-unit buildings built over an underground parking structure. Landscaping is noted around the perimeter and middle of the site within designated courtyard areas (See Attachment E).

If the study is initiated staff would continue to work with the applicant to refine details of the site plan. An architectural concept has not been identified at this time but would be reviewed as part of a formal application.

2. Downtown Specific Plan
Currently, properties on the south side of Evelyn Avenue form the northern boundary of the Downtown Specific Plan (DSP) area. Current staff does not know the reason why the boundary did not include land all the way to the railroad. Staff thinks the reason these parcels were not folded into the DSP is because the sites included lands recently developed or under other specialized
plans or under other jurisdiction (a recently redeveloped Murphy Square office, what is now Villa del Sol, a city parking lot and the train station).

If the General Plan Amendment is initiated by the City Council the applicant anticipates requesting rezoning the site at 457 & 475 E. Evelyn Ave. from C-4 to a density which allows up to 65 units per acre, and a modification to the DSP-4 zoning to also allow 65 units per acre. Outside of Specific Plans, the highest density zoning district is R-5 which allows up to 45 units per acre (higher densities are only possible through density bonus programs).

The Council could consider enlarging the boundaries of the Downtown Specific Plan to include the site at 457 and 475 E. Evelyn. Once one property on the north side of Evelyn is part of the Downtown Specific Plan it begs the question of whether the other sites should also be considered part of the planning area. Due to their recent redevelopment, these sites would not benefit as much from the DSP for development guidance, but it is an opportunity to provide conforming zoning and land use for these sites. As previously explained, the Villa del Sol site residential use is not consistent with the C-4 zoning district, although it is consistent with the current Specific Plan for the site. Looking at the map, there is one other property along this segment of Evelyn zoned C-4 (470 Marshall currently developed with a tri-plex). Staff suggests that if the City Council initiates the study this parcel also be included in any studies of general plan, specific plan and zoning in the vicinity. Staff further recommends that the properties north of Evelyn, just west of Sunnyvale Avenue (Murphy Square, Caltrain Station, etc.) also be included in the boundary analysis.

**Scope of Study**

If the Council authorizes the General Plan Amendment and DSP amendment studies, appropriate environmental review and public outreach would be necessary. As mentioned above, noise and traffic analyses, at a minimum will be required. The study would evaluate whether the higher density is compatible with existing and other planned development in the area.

The applicant has demonstrated conceptually that the site can accommodate the required parking within an underground parking garage. Further details regarding required landscaping and open space have not been provided; these would be evaluated as part of the site planning reviews. The analysis will include a review of the on-site open space as well as park dedication or in-lieu fee options. Basic options to be evaluated include:

- On-site land dedication for a public park;
- Use of in-lieu fees for park improvements to serve future residents in the general downtown area;
• Use of in-lieu fees for possible land acquisition, with a general assessment of possible sites for a downtown park and the estimated acquisition and development costs.

Staff would require separate applications for the site currently zoned C-4 and the site currently zoned DSP-4. The applications could be processed concurrently (as would any companion development applications such as rezoning and development permits).

**FISCAL IMPACT**

Fiscal impact for a General Plan Amendment study is minimal. The applicant would pay appropriate City fees for the study and associated environmental and architectural review. These fees defray costs of the study.

**ENVIRONMENTAL REVIEW**

This action is not considered a “project” under the California Environmental Quality Act (CEQA) because initiation of a General Plan Amendment study has no potential to create a significant environmental impact (California Resources Code Section 21065). If a General Plan Amendment study is initiated, staff has determined additional environmental analysis will be necessary for this site. This analysis will be paid for by the applicant.

**PUBLIC CONTACT**

Public contact was made by posting the Council agenda on the City's official-notice bulletin board outside City Hall, at the Sunnyvale Senior Center, Community Center and Department of Public Safety; and by making the agenda and report available at the Sunnyvale Public Library, the Office of the City Clerk and on the City's Web site. Nearby property owners and tenants are not notified until a study has been initiated. If a study is initiated, the applicant would be required to submit subsequent discretionary applications for a General Plan Amendment, Rezoning, Special Development Permit and applicable application fees. These related applications would be subject to hearings by the Planning Commission and City Council. Staff would also conduct a public outreach meeting prior to public hearings.
ALTERNATIVES

1. The City Council initiates General Plan Amendments to study:
   a. Amending the General Plan land use designation for 457-475 E. Evelyn Avenue from Commercial General Business to Residential (up to Very High Density);
   b. Amending a portion of the Downtown Specific Plan Block-4 land use designation to allow higher density (up to 65 dwelling units per acre) for the four parcels within DSP Block-4 at the corner of Bayview Avenue and E. Evelyn Avenue; and,
   c. Amending the boundaries of the Downtown Specific Plan to include properties currently zoned C-3 and C-4 on the north side of Evelyn Avenue, including determining appropriate land use and densities for those properties (see Attachment F).

2. The City Council initiates General Plan Amendments with modifications to the maximum densities to study.

3. The City Council initiates General Plan Amendments with modifications to the properties to include in the Downtown Specific Plan boundary changes.

4. The City Council does not initiate General Plan Amendment studies.

RECOMMENDATION

Staff recommends Alternative 1, to initiate GPA studies to evaluate changes to the General Plan and Downtown Specific Plan land use designations, and to allow consideration of a change in the Downtown Specific Plan boundary on an expanded study area.

Although the subject proposals increase density levels of the surrounding area, the site is close to the Caltrain station where development will benefit from and support transit. The study would evaluate whether the higher density is compatible with existing and other planned development in the area. Initiating the study does not bind the City to amend the General Plan or to any particular density if residential uses are found appropriate. Staff considers the study of a change from Service Commercial to residential uses warranted based on the character of the neighborhood and proximity to transit (Caltrain & VTA bus). Construction techniques are available to protect residents from train noise; higher densities increase the options for noise attenuation.

Although the conversion of the site would result in the loss of a commercial use, the site is located within a residential neighborhood and ideally situated for increased residential opportunities. As stated previously, including the
neighboring Villa del Sol property in the study provides an opportunity to clarify the long term intended use of the property as residential.

Reviewed by:

Hanson Hom, Director, Community Development  
Prepared by: Ryan Kuchenig, Associate Planner  
Reviewed by: Trudi Ryan, Planning Officer

Approved by:

Gary M. Luebbers  
City Manager

**Attachments**

A. Vicinity Map  
B. General Plan Land Use Map  
C. Zoning District Map  
D. Applicant’s letter requesting initiation of a General Plan Amendment study.  
E. Conceptual Plans  
F. Map of Recommended Downtown Specific Plan Study Area Boundaries
City of Sunnyvale General Plan Land Use Designations
457-475 E Evelyn Ave & 394 E Evelyn Ave

Land Use Designations
- **Downtown Specific Plan**
- **Office**
- **Industrial**
- **Civic Center**
- **Parks**
- **Schools**
- **Low Density Res (0-7 du/ac)**
- **Low-Medium Density Res (7-14 du/ac)**
- **Medium Density Res (14-27 du/ac)**
- **High Density Res (27-45 du/ac)**
- **Commercial General Business**
- **Industrial to Residential (Low-Med Density)**
- **Industrial to Residential (Med Density)**
- **Commercial Neighborhood Shopping**

200 Feet
City of Sunnyvale Zoning Designations
457-475 E Evelyn Ave & 394 E Evelyn Ave

Zoning Districts
- R0 - Low Density Residential
- R2 - Low Medium Density Residential
- R3 - Medium Density Residential
- R4 - High Density Residential
- MS - Industrial and Service
- M3 - General Industrial
- C1 - Neighborhood Business
- C2 - Highway Business
- C3 - Regional Business
- C4 - Service Commercial
- PF - Public Facilities
- DSP - Downtown Specific Plan

Combining Districts
- PD - Planned Development
- O - Office
- O-PD - Office/Planned Development
- HH - Heritage Housing District
- ECR - Precise Plan for El Camino Real
- ITRR3 - Industrial to Residential (Med. Density)

200 Feet
March 19, 2012

City of Sunnyvale City Council
Anthony Spitaleri
Dave Whittum
Jim Davis
Jim Griffith
Tara Martin-Milius
Patrick Meyering
Christopher Moylan
City of Sunnyvale
456 West Olive Avenue
Sunnyvale, CA 94088

RE: Request for Initiation of General Plan Amendment and Rezoning:
457 & 475 East Evelyn Avenue and 394 East Evelyn Avenue

Dear Honorable Mayor and Council Members,

Prometheus Real Estate Group respectfully and formally requests that the Sunnyvale City Council initiate a General Plan Amendment and Rezoning Study to expand the boundary of the Downtown Specific Plan to include the properties located at 457 & 475 East Evelyn Avenue and increase total units allowed at 394 East Evelyn Avenue which is part of Block 4 of the Downtown Specific Plan. The properties are diagonally across the street from one another.

This General Plan Amendment and Rezoning Initiation would allow for the study of a project consisting of 65 units per acre at 457 & 475 East Evelyn Avenue which is consistent with other properties sharing a similar close proximity to the Sunnyvale Train Station. Initiation of this General Plan and zoning change will allow two single-story, outdated office buildings with a current zoning designation of “C-4” Service Commercial, to convert to much needed rental housing within walking distance of the Sunnyvale Train Station and Transit Center as well as the Sunnyvale Downtown, and is consistent with the uses of numerous properties within the Downtown Specific Plan.

This General Plan Amendment and Rezoning Initiation would also allow for the study of an increase in units at 394 East Evelyn Avenue. 394 East Evelyn Avenue is located in Block 4 of the Downtown Specific Plan. Block 4 of the Downtown Specific Plan allows for 48 Units per acre. A recently approved project on this 0.98 acre site consists of 47 units (46 Two-Bedroom units and 1 One-Bedroom unit) totaling 65,000 square feet of livable space. This General Plan Amendment study would review the benefits of a project consisting of 64 units including 22 Two-Bedroom units and 42 One-Bedroom units with a total of 60,000 square feet of livable space and seven less overall bedrooms.

We believe that this request is fully consistent with Sunnyvale’s vision and goals of providing housing opportunities near transit and the downtown. This 2.3 acre site sits just two blocks from the Sunnyvale Train Station and Historic Murphy Street. LT-3.4a states, “locate higher-density housing with easy access to transportation corridors, rail transit stations, bus transit corridor stops, commercial services and jobs.” In keeping with this, we request the study of a proposal which will allow for a residential development at 457 & 475 East Evelyn Avenue comprising four stories of residential units over an underground parking garage with a total of 151 units and the study of a proposal which will allow for a residential development at 394 East Evelyn Avenue comprising three and four stories of residential units over an underground parking garage with a total of 64 units.
The 457 & 475 East Evelyn Avenue property as it exists now is the last remaining C-4 zoned property in the area. The C-4 commercial zoning district is reserved for the construction, use and occupancy of service rather than retail facilities such as repair shops, crafts shops or custom fabricators, contractors’ offices, and materials suppliers. The surrounding properties and the majority of the neighborhood have converted to high-density residential in line with the surrounding residential neighborhood and General Plan goal LT-4.4a, which “requires infill development to compliment the character of the residential neighborhood.” This current use is no longer in keeping with the surrounding residential uses. We believe this project will continue to complete the residential transformation of the neighborhood and locate higher intensity land uses and developments so that they have easy access to transit services (LT-1.7a). This General Plan Amendment and Rezoning will also promote the use of public transit by intensifying land use and activities near transit cores as defined by Downtown Specific Plan Goal C.3.

The 394 East Evelyn Avenue property as it exists now consists of four parcels located on the northeastern boundary of the Downtown Specific Plan (DSP) area. The existing structures include a one-story commercial building, two single-story residences, a one-story multi-family residential structure and a two-story multi-family residence (low-cost boarding facility). The boarding house, Hotel Sunnyvale, was formerly on the City’s heritage resource inventory. In July 2006 it was approved to be removed from the list by the Heritage Resource Commission. The boarding houses serve primarily lower-income residents. Per Policy C.9 of the Housing & Community Revitalization Sub-Element of the General Plan which states, “Minimize displacement impacts on tenants as a result of rehabilitation programs or land use changes,” any new development proposal would keep in place the Relocation Assistance Program already approved at the time of existing project approval and included as Attachment E of Staff Report 2007 – 0828.

As a brief introduction to our firm, Prometheus owns and/or manages over 18,000 apartment homes on the west coast and is the largest private owner of apartments in the Bay Area. We own over 11,000 of these apartments and the vast majority are located in the Silicon Valley. Prometheus Real Estate Group built its first project in Sunnyvale back in 1968, a 216 unit apartment community called Shadowbrook Apartments. Kensington Apartments on Fair Oaks was developed by Prometheus in the 1980’s. Prometheus still owns and manages both of these properties. This is consistent with Prometheus’ philosophy of developing and managing apartment communities over the very long term. Both projects are managed by our award winning management team. Prometheus prizes both properties and their residents and is in the process of spending millions of dollars to again refurbish Shadowbrook for the benefit of its residents and the Sunnyvale community.

We appreciate your consideration of this request. Please contact myself should you have any questions regarding our proposed plans or our firm.

Respectfully submitted,

[Signature]

Jon Moss
Executive Vice President & Partner
Prometheus Real Estate Group
1900 South Norfolk Street, Ste. 150
San Mateo, CA 94403
CC:
Richard DiNapoli
Ken Rodrigues
Community Development Department, Planning Division
<table>
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