

ITEM	36
MANAGER'S REPORT NO.	75
COUNCIL MEETING	88/11/28

RE: EDMONDS TOWN CENTRE SOUTH
 APPLICATION FOR EXPANSION OF AN EXISTING
 INDUSTRIAL BUILDING - 6700 RUMBLE STREET -
 PPA 9086 (X. REF. RZ #78/87)
 LOT "A", DL 160, GROUP 1, NWD, PLAN 16046

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1988 NOVEMBER 21

FROM: DIRECTOR PLANNING
& BUILDING INSPECTION

SUBJECT: EDMONDS TOWN CENTRE SOUTH
 APPLICATION FOR EXPANSION OF AN EXISTING
 INDUSTRIAL BUILDING - 6700 RUMBLE STREET -
 P.P.A. 9086 (X.REF. R.Z. #78/87)
 LOT "A", D.L. 160, GROUP 1, NWD, PLAN 16046

PURPOSE: To inform Council of an application, in conflict with the Municipality's adopted Official Community Plan, for the substantial expansion of an existing industrial building on a property designated for residential redevelopment, and to recommend rezoning of the subject property to prevent such expansion.

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RECOMMENDATION:

1. THAT a rezoning Bylaw amending the zoning of the subject property at 6700 Rumble Street from M2 General Industrial District to CD Comprehensive Development District (based on the existing industrial development and M2 uses), be prepared and advanced to First Reading on 1988 December 12 and to a Public Hearing on 1989 January 24 at 19:30 hours.
2. THAT Council direct staff not to issue permits for industrial expansion on the site, pending adoption of the subject Rezoning Bylaw.
3. THAT a copy of this report be forwarded to the owner of the subject property and applicant for the proposed industrial expansion on it.

SUMMARY:

Both the adopted Edmonds Town Centre South Development Plan and the Burnaby Official Community Plan designate the subject property for multi-family residential development. A rezoning application providing for residential development was made by the owner and achieved Second Reading. The application was, however, subsequently withdrawn by the owner, who informed staff that he wished to pursue interim leasing of the existing industrial building on the property, and the subject rezoning bylaw was abandoned by Council.

A Preliminary Plan Approval application has now been received for a substantial expansion of the existing industrial building. Construction of this expansion would conflict with the adopted Development Plan and Official Community Plan, and would be detrimental to the public interest, as it would entrench industrial use within a planned residential enclave adjacent to parkland. Based on a review of the alternatives, it is consequently recommended that the zoning of the subject property be amended to Comprehensive Development District in order to permit interim use of the existing industrial building on a fully conforming basis, while preventing its expansion. Residential redevelopment in line with the adopted Development Plan and Official Community Plan would be appropriate in conjunction with a future amendment rezoning application.

R E P O R T

1.0 INTRODUCTION

An application has been received for a substantial expansion to the existing industrial building at 6700 Rumble Street (the former Spear and Jackson site). The subject property (see attached sketch 1) is included in the adopted Edmonds Town Centre South Development Plan (see attached sketch 2) and is designated for low density multi-family residential development, as are the adjacent properties. The Burnaby Official Community Plan adopted by Council also designates the subject area for multi-family residential development.

The proposed addition of some 3,460 m² (37,250 sq.ft.) of floor space represents an increase of approximately 50 per cent to the existing building on the site. It is estimated that this could involve an investment of over \$1,000,000 in continuing industrial use of the property. The proposal thus clearly conflicts with and would tend to impede realization of the Official Community Plan as well as the adopted Plan for the area. The proposal is generally consistent, however, with the existing M2 General Industrial District zoning of the property (although the currently submitted plans are incomplete and do not fully comply with applicable regulations). In accordance with established policy, this report is being submitted for Council's consideration of possible courses of action in the circumstances.

2.0 BACKGROUND

2.1 RESIDENTIAL CONCEPT PLAN

A concept plan for the residential development of the Edmonds Town Centre South Area (see attached sketch 3) was adopted by Council on 1986 January 13. This concept plan did not include the industrially-zoned area bounded by Rumble Street/Griffiths Avenue, Hart Street and Ron McLean Park within which the subject lot is located. Subsequently, however, a number of letters were received from owners and other interested parties in respect of these properties, proposing that the area be designated for multi-family residential development. One letter dated 1986 February 07 from Mr. R.W. Hancock (Project Manager, Imperial Ventures Ltd.) proposed that the subject property, 6700 Rumble Street, be designated for multi-family residential redevelopment at a density of 25 units per acre.

Following a review of the area in question, a report recommending its inclusion in the concept plan for the Edmonds

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Town Centre South area was submitted to Council on 1986 April 28, and its recommendations adopted. The subject property, 6700 Rumble Street, was proposed for Garden Apartment (25 units per acre) and Low Rise Apartment (40 units per acre) redevelopment with a cul-de-sac running through the property (see attached sketch 4).

2.2 DEVELOPMENT PLAN AND REZONING APPLICATION

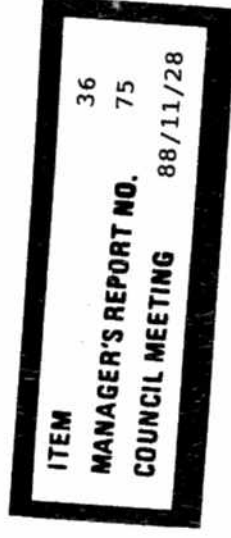
Subsequently, further study and refinement was pursued by staff to translate the Council-approved concept into a draft development plan for the area. The draft Development Plan (see attached sketch 5) was included in a report submitted to Council on 1987 March 09 at which time a recommendation that it be utilized as the basis for requesting public comments at an Open House was adopted. The draft Plan maintained the densities of multi-family residential development proposed for the subject site by the earlier concept, but included an improved alignment for the proposed cul-de-sac in the area.

During this time, staff had discussions with potential developers in the area, including Mr. R.W. Hancock (now President of Northmark Development Corporation) who suggested elimination of the proposed cul-de-sac and development of the subject property and adjacent properties to the east for townhousing, at lower densities than the apartment development provided for in the approved plan concept. During 1987 June, an application (RZ #78/87) for rezoning of these properties to allow for townhouse development at a density of approximately 12 units per acre was received from Mr. R.W. Hancock of Northmark Development Corporation. Reflecting this, the Edmonds Town Centre South Development Plan as recommended by staff on 1987 June 29, and adopted by Council on 1987 July 13, included a single amendment from the previous draft, incorporating townhousing at a density of 10 to 12 units per acre as an alternative land use for the area in question. The staff report on the rezoning application also noted that, depending on the subdivision pattern proposed by the developer, it might be possible to reduce or even eliminate entirely the cul-de-sac shown in the Plan.

Other than a very preliminary site plan sketch which did not meet relevant zoning regulations, no development plans for townhousing on the subject site were ever submitted for R.Z. #78/87. Instead, in 1988 February, the subject application was amended by Northmark Development Corporation to include 6700 Rumble Street only (excluding the adjacent properties to the east) and to provide for apartment development based on RM2 guidelines and seniors housing development based on P5 guidelines. A suitable plan of development was submitted in this regard, and the subject rezoning bylaw proceeded to First Reading on 1988 March 28, to a Public Hearing on 1988 April 19, and to Second Reading on 1988 May 02.

2.3 WITHDRAWAL OF REZONING APPLICATION

Following Second Reading, Rezoning Reference #78/87 for the site was not pursued, however, and a letter dated 1988 July 19 was received from the applicant, Mr. R.W. Hancock, President of Northmark Development Corporation, withdrawing the subject rezoning application. Contacted by staff to ascertain the



reasons for the withdrawal, Mr. R.W. Hancock described them as follows:

- The project became economically unviable due to construction cost and interest rate increases.
- The entire development was not approved for Provincial funding.
- Lack of confidence in the marketplace.
- Residential development of the site could be pursued in approximately five years; in the interim, a return on investment to date could be realized through leasing of the existing industrial building.

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In view of the rezoning application's withdrawal, it was recommended in a report submitted 1988 September 06, that the subject rezoning bylaw be abandoned. This was done on 1988 September 12.

During this time period, as a result of public enquiry, Planning staff was made aware that the entire site had been cleared of its natural trees and vegetation and a chainlink fence erected around its southerly and westerly perimeter, blocking off a trail link (which had previously been informally used by the public) on a portion of the property planned for future park. Staff contacted the owner of the subject site (Mr. R.W. Hancock) who advised that the clearing of the site was part of the overall rehabilitation of the premises for interim industrial leasing as mentioned previously, and that it was his intention to relandscape the cleared areas and possibly to develop additional parking areas (in which case Preliminary Plan Approval would be required).

3.0 CURRENT SITUATION

As mentioned above, a Preliminary Plan Approval application was received from Northmark Construction Limited on 1988 November 02, for an expansion of the existing industrial building on the subject site by approximately 50 per cent. It is estimated that this expansion, which totals some 3,460 m² (37,250 sq.ft.) of additional floor space, could involve an investment of over \$1,000,000 in the continuing industrial use of the property. Although the currently submitted plans are incomplete and do not fully comply with applicable regulations, the proposal is generally consistent with the existing M2 General Industrial zoning of the property.

The proposed industrial expansion, however, clearly conflicts with, and would tend to impede realization of, the Official Community Plan's and adopted Development Plan's objective that the property be redeveloped for multi-family residential use. This is significant in view of the subject property's size (some 2 ha or 5 acres) and location (central to the subject area, adjacent to parkland and in close proximity to the SkyTrain Station). Entrenchment of the industrial use on the subject property would also tend to be detrimental to the planned development of adjacent properties for residential use, both in terms of land use compatibility (industrial/residential interface) and access (the cul-de-sac planned for the area is located primarily on the subject property). In this regard it is noted that, based on recent discussions, it appears likely that residential development of the

adjacent Bancroft properties to the east may be pursued in the near future.

4.0 DISCUSSION OF ALTERNATIVES

In view of the circumstances outlined above, and the significance of the subject property, it is desirable to review Council's alternatives to allowing approval of the current application for industrial expansion to proceed under the existing M2 zoning. These alternatives are discussed below.

4.1 PURCHASE THE SUBJECT PROPERTY

This approach would require cooperation in negotiations between the owner and the Municipality in order to reach a fair settlement. The 1989/1990 assessed value of the subject property is \$1,350,100 (\$983,550 land, \$356,550 buildings and \$10,000 exempt). A sizable investment on the Municipality's part would be required, and its financial implications and the potential time frame for residential redevelopment of the property would need to be investigated. However, the site is considered attractive as a social housing opportunity, and based on recent public enquiries, it is our understanding that it is available for sale.

4.2 REZONING TO RM1 MULTIPLE FAMILY RESIDENTIAL DISTRICT

Under this approach the existing industrial development could be maintained as a legally non-conforming use, but its expansion would not be permitted. Redevelopment of the site based on RM1 zoning regulations could be achieved through a Preliminary Plan Approval application without further rezoning, without dedication of the cul-de-sac planned for the area, and without servicing to the standard normally applicable. Redevelopment at the RM2 density provided for in the adopted Plan for the southern part of the site, or taking advantage of the greater flexibility possible under the Comprehensive Development approach, would however require a further rezoning application.

4.3 REZONING TO CD COMPREHENSIVE DEVELOPMENT DISTRICT

Rezoning of the subject property to CD Comprehensive Development District based on the existing industrial development would provide for the interim maintenance of the existing development on a fully-conforming basis, and would also provide for a future rezoning amendment at the initiative of the owner to allow multi-family residential redevelopment in accordance with the adopted Development Plan. Expansion of the existing industrial development would not, however, be permitted. Required road dedications, park strip dedication (with value offset against applicable Parkland Acquisition Charges), and servicing would be achieved as prerequisites of the future rezoning amendment permitting residential redevelopment at the densities provided for under the adopted Plan.

5.0 CONCLUSION

Rezoning of the site is recommended in order to permit continuing use of the existing building based on M2 District uses while preventing further building expansion. The regulation of land use including the siting, size and dimensions of buildings through rezoning is considered a primary power or responsibility as delegated to the Municipality under the Municipal Act. This power has been granted to the

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Municipality in order to assure compliance with the Municipality's
Official Community Plan and Area Development Plans as adopted by **239**
Council.

Based on an analysis of the alternatives outlined above, it has been concluded that rezoning to the CD Comprehensive Development District is the preferred option. In contrast to rezoning to RMI, this provides for the interim maintenance of the existing industrial development on a fully-conforming basis, but still prevents its expansion. In the future, a rezoning amendment at the initiative of the owner would allow multi-family residential redevelopment at the densities provided for under the adopted Plan. The community interest is protected in that required dedications and servicing can be achieved as prerequisites to a future amendment rezoning. Accordingly it is recommended that the subject property be rezoned to CD Comprehensive Development District (based on the existing industrial development and M2 uses).

APL

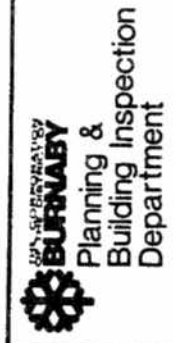
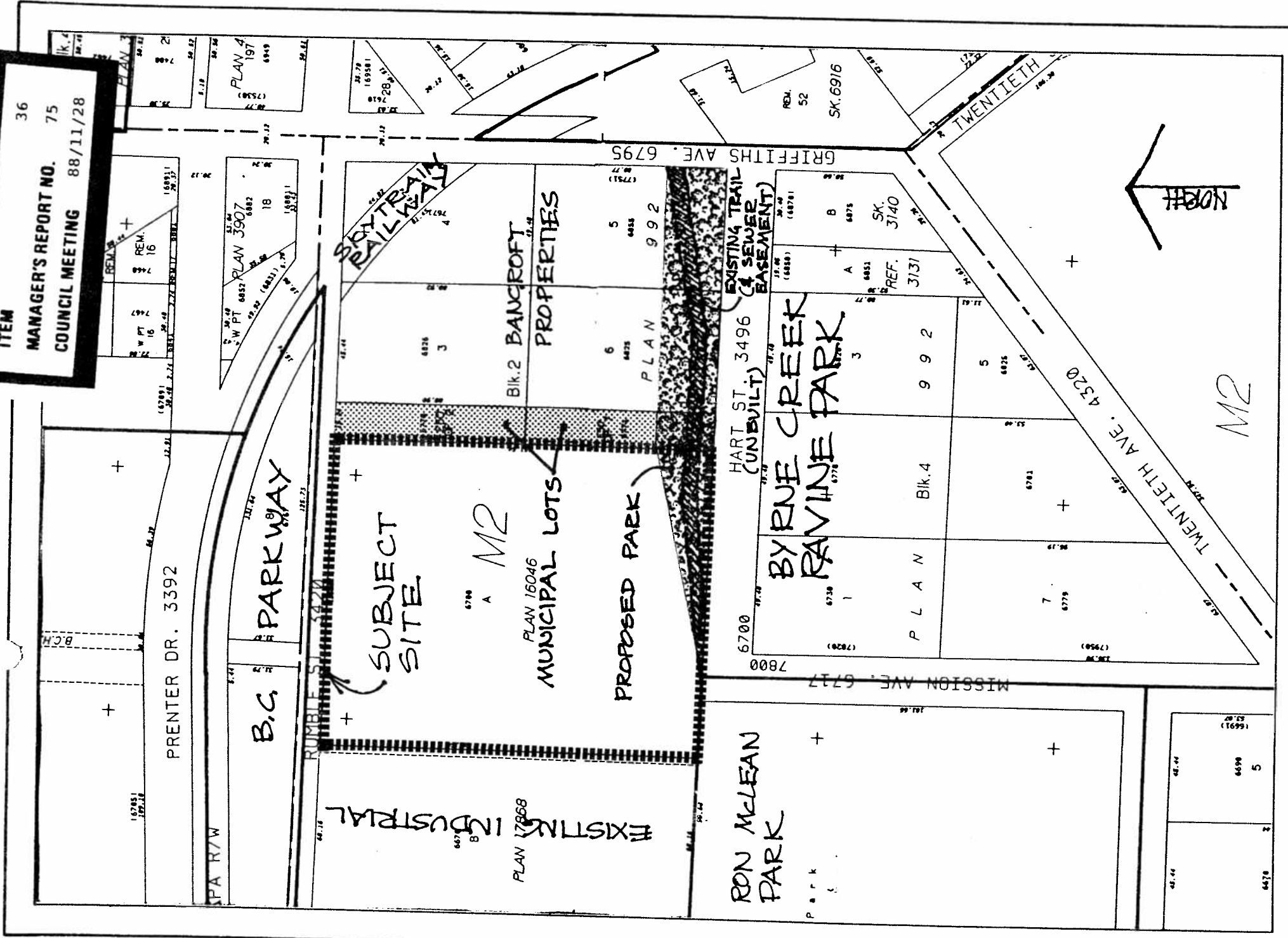
RR:ap

Attachments

cc: Municipal Solicitor

A. L. Parr
A. L. PARR
DIRECTOR PLANNING &
BUILDING INSPECTION

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Date: 1988 NOV.
 Scale: 1:2000
 Drawn By:

6700 RUMBLE STREET 240

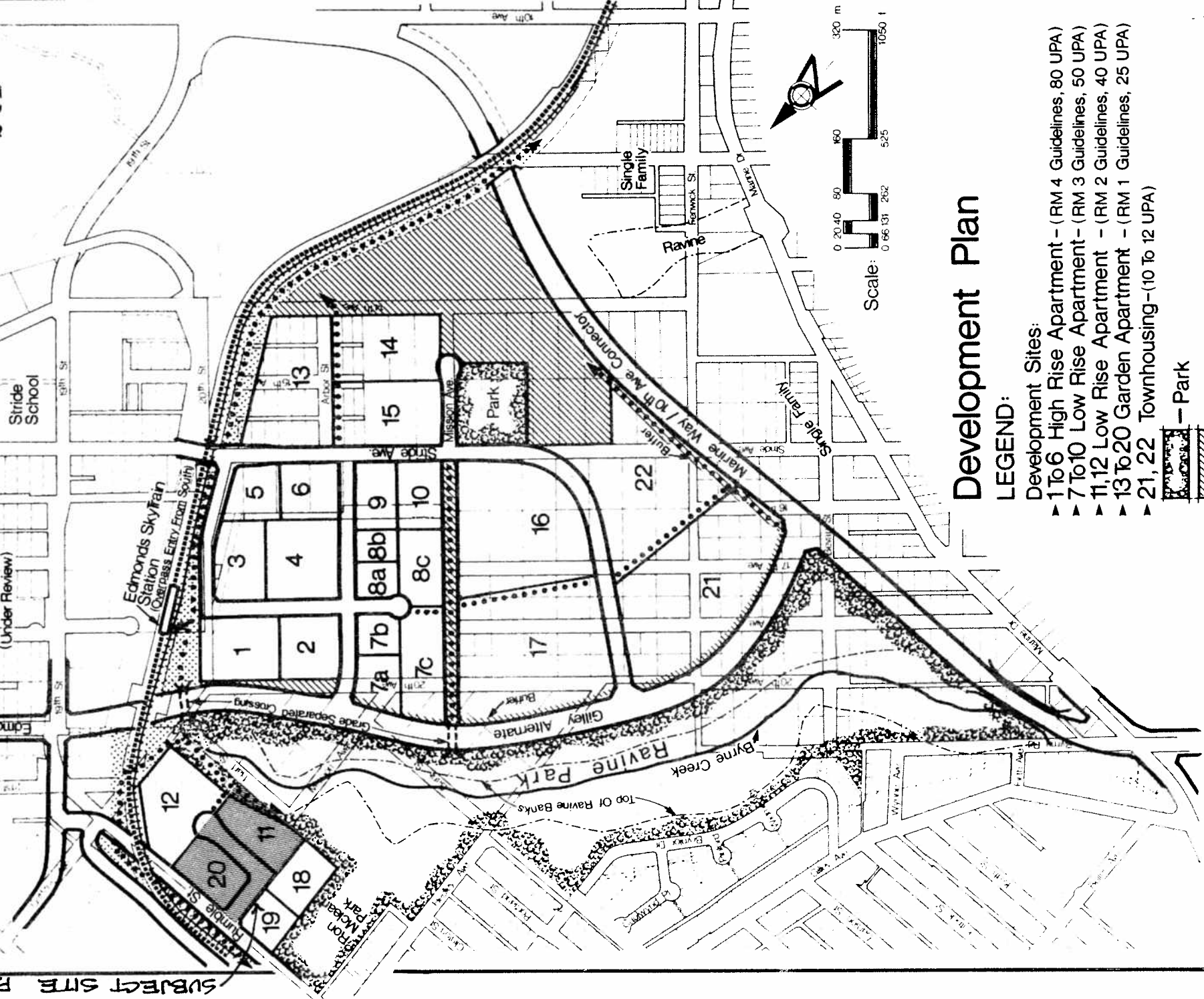
P.P.A. APPLICATION NO. 9086

SKETCH 1

SUBJECT SITE P.R.A. 9086

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Development Plan

LEGEND:

Development Sites:

- ▶ 1 To 6 High Rise Apartment - (RM 4 Guidelines, 80 UPA)
- ▶ 7 To 10 Low Rise Apartment - (RM 3 Guidelines, 50 UPA)
- ▶ 11, 12 Low Rise Apartment - (RM 2 Guidelines, 40 UPA)
- ▶ 13 To 20 Garden Apartment - (RM 1 Guidelines, 25 UPA)
- ▶ 21, 22 Townhousing - (10 To 12 UPA)

- Park
- Open Space
- B.C. Parkway

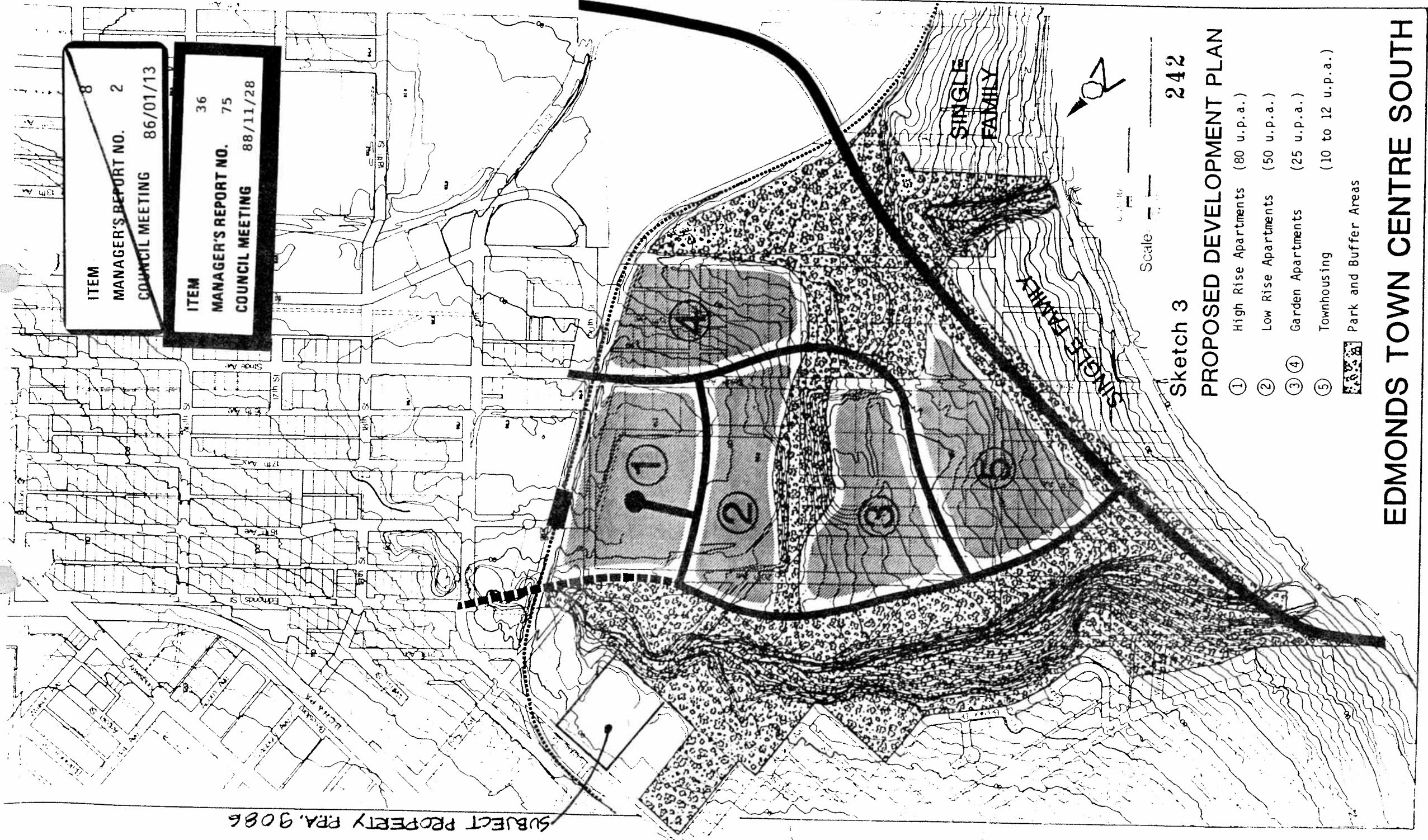
..... - Walkways, Trails

SKETCH 2

Edmonds Town Centre - South

Adopted 1987 July 13
Updated to 1988 August

SUBJECT PROPERTY PPA. 9086



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Scale: 100'

Sketch 3 242

PROPOSED DEVELOPMENT PLAN

- ① High Rise Apartments (80 u.p.a.)
- ② Low Rise Apartments (50 u.p.a.)
- ③④ Garden Apartments (25 u.p.a.)
- ⑤ Townhousing (10 to 12 u.p.a.)
- Park and Buffer Areas

EDMONDS TOWN CENTRE SOUTH

SUBJECT PROPERTY P.P.A. 9086

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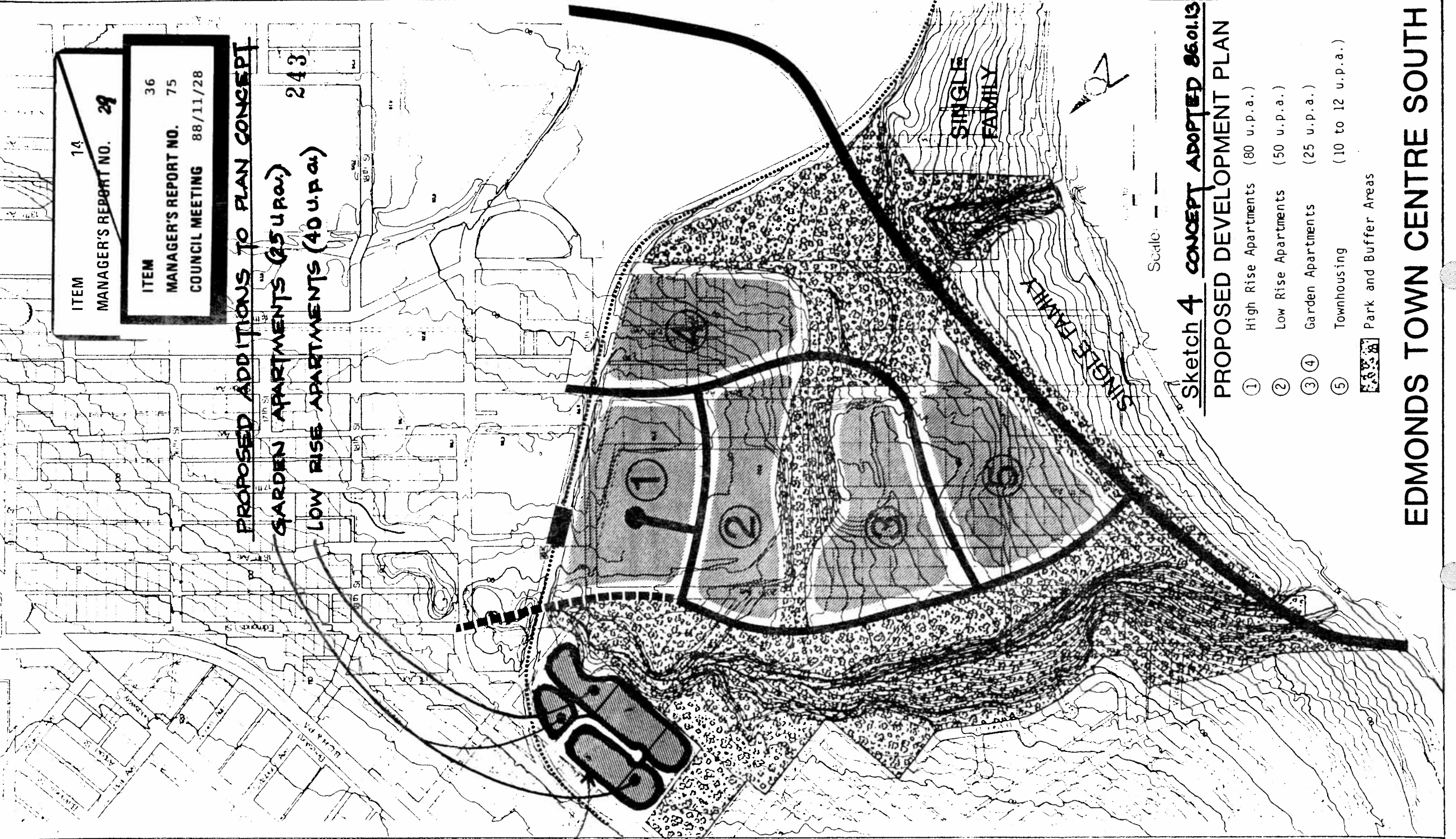
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PROPOSED ADDITIONS TO PLAN CONCEPT

GARDEN APARTMENTS (25 u.p.a.)

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LOW RISE APARTMENTS (40 u.p.a.)



Scale: ---

Sketch 4 CONCEPT ADOPTED 86.01.13

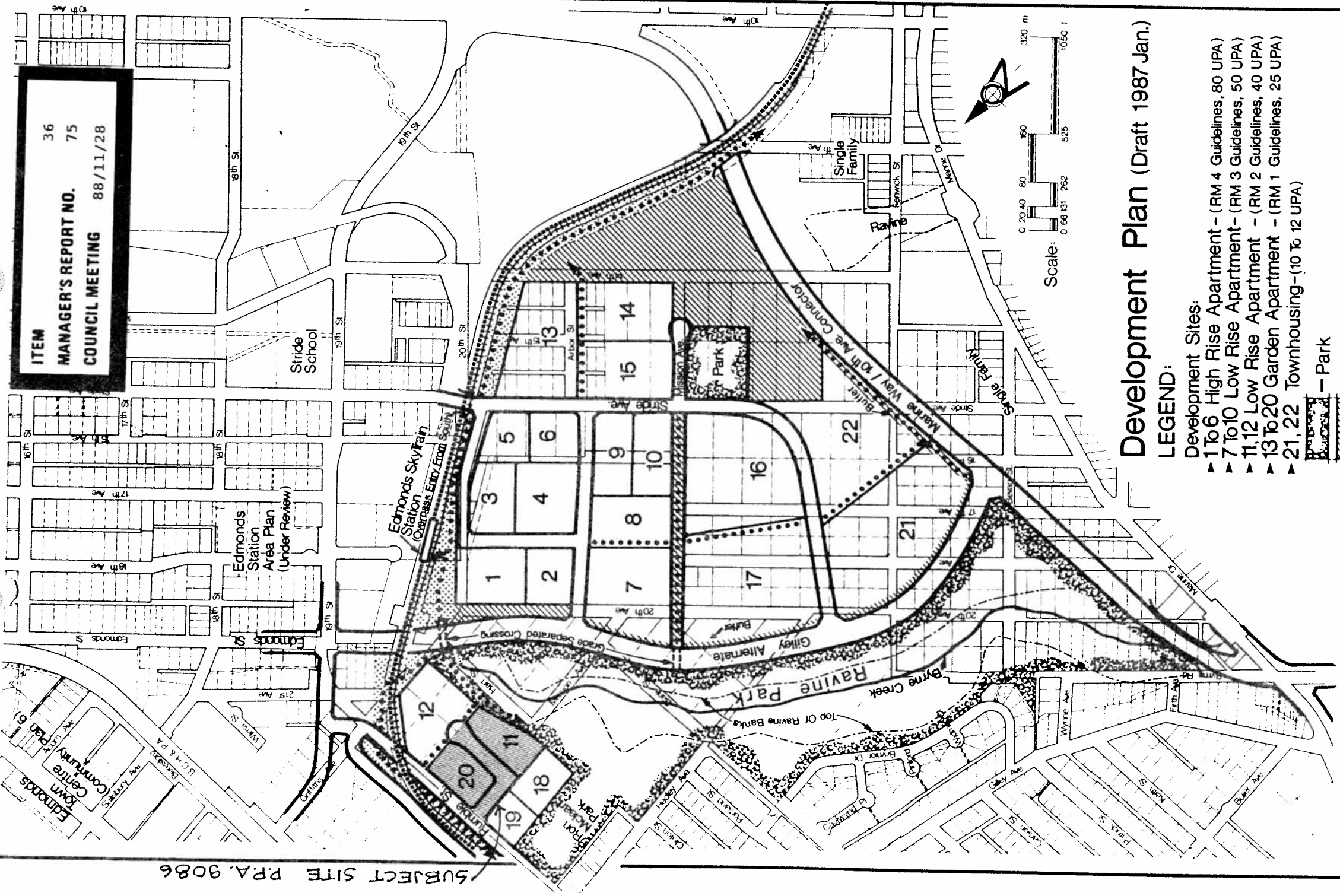
PROPOSED DEVELOPMENT PLAN

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- ⑤ Townhousing (10 to 12 u.p.a.)

⑤ Park and Buffer Areas

EDMONDS TOWN CENTRE SOUTH

SUBJECT SITE P.P.A. 9086



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Development Plan (Draft 1987 Jan.)

LEGEND:

Development Sites:

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- Park
- Open Space
- B.C. Parkway

..... - Walkways, Trails

