

Report to Committee

Planning and Development Department

To: Planning Committee

From: Wayne Craig Director of Development Date: February 28, 2013

File: RZ 12-605932

# Re: Application by Frances S. Zukewich for Rezoning at 11351 No. 2 Road from Single Detached (RS1/E) to Single Detached (RS2/C)

#### Staff Recommendation

That Bylaw 9006, for the rezoning of 11351 No. 2 Road from "Single Detached (RS1/E)" to "Single Detached (RS2/C)", be introduced and given first reading.

Wayne Craig Director of Development

REPORT CONCURRENCE			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Affordable Housing Transportation		- for torly	

#### Staff Report

#### Origin

Frances S. Zukewich has applied to the City of Richmond for permission to rezone 11351 No. 2 Road (Attachment 1) from Single Detached (RS1/E) to Single Detached (RS2/C) in order to permit the property to be subdivided into two (2) single-family residential lots with a shared vehicle access off No. 2 Road.

#### Findings of Fact

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 2).

#### Surrounding Development

- To the North: Single-family dwellings on lots zoned Single Detached (RS1/E);
- To the East: Across No. 2 Road, large sites zoned Agriculture (AG) in Agriculture Land Reserve;
- To the South: A duplex on a lot zoned Two-Unit Dwellings (RD1) and then single-family dwellings on lots zoned Single Detached (RS1/E); and
- To the West: Single-family dwellings on lots zoned Single Detached (RS1/E) fronting Egret Court.

#### Related Policies & Studies

#### Steveston Area Plan

The subject property is located within the Steveston Area Plan, Schedule 2.4 of the Official Community Plan (OCP). The Land Use Map in the Steveston Area Plan designates the subject property for "Single-Family".

#### Floodplain Management Implementation Strategy

The applicant is required to comply with the Flood Plain Designation and Protection Bylaw (No. 8204). In accordance with the Flood Management Strategy, a Flood Indemnity Restrictive Covenant specifying the minimum flood construction level is required prior to rezoning bylaw adoption.

#### Affordable Housing Strategy

The Richmond Affordable Housing Strategy requires a suite on at least 50% of new lots, or a cash-in-lieu contribution of \$1.00 per square foot of total building area toward the Affordable Housing Reserve Fund for single-family rezoning applications.

The applicant has agreed to provide a voluntary cash contribution for affordable housing based on \$1 per square foot of building area for single-family developments (i.e. \$5,735.00). Should the applicant change their mind about the Affordable Housing option selected to providing a legal secondary suite on one (1) of the two (2) future lots at the subject site, the applicant will be required to enter into a legal agreement registered on Title, stating that no final Building Permit inspection will be granted until the secondary suite is constructed to the satisfaction of the City, in accordance with the BC Building Code and the City's Zoning Bylaw. This legal agreement will be a condition of rezoning adoption. This agreement will be discharged from Title on the lots without the secondary suite, at the initiation of the applicant, after the requirements are satisfied.

#### **Public Input**

The applicant has forwarded confirmation that a development sign has been posted on the site.

Staff received a letter from the adjacent property owners to the west at 5960 Egret Court, stating that they have no objection to the proposed subdivision at 11351 No. 2 Road. 5960 Egret Court is the only property on Egret Court that shares a common property line with the subject site.

Staff also received a letter from the property owners at 5951 Egret Court expressing their opposition to the proposed rezoning application. A list of concerns is provided below, along with City staff responses in *italics*:

1. The proposed rezoning and subdivision would allow two (2) new homes with secondary suites. Four (4) units on this site would increase traffic movements and congestion along No. 2 Road.

Transportation Division staff have reviewed the proposal. The proposed subdivision will result in a manageable increase in traffic generation compared to the existing single-family house. It is anticipated this increase will on average result in just two (2) additional vehicles per hour during the morning and afternoon peak period. This marginal increase is expected to have minimal impact to the surrounding road system as it translates to just one (1) additional car every 30 minutes and can be accommodated by the adjacent road network capacity and geometry with no significant impact to traffic on the nearby streets.

In addition, the applicant has advised that no secondary suites are proposed (hence voluntary cash contribution for affordable housing); the proposed subdivision will create two (2) lots with two (2) units in total, not four (4) units. Furthermore, there is no net increase in driveways. A larger front yard setback is also required under the proposed RS2/C zone to facilitate on-site turnaround.

2. The proposed lot sizes would be smaller than the neighbourhood average and would look out of place compared to the remainder of the streetscape.

The width of the lots on the west side of No. 2 Road ranges from 15.24 m (50 ft.) to 21.34 m (70 ft.). The adjacent duplex lot to the south of the subject site may be rezoned and subdivided into two (2) 12 m (39 ft.) wide lots based on current City policy. The proposed 13.71 m (45 ft.) wide lot would add to the lot width variety on this block. Discussion on Neighbourhood Character is provided in the "Analysis" section.

3. The proposed development would be in contrary to the wish of the property owners in the Westwind Subdivision to maintain the existing larger lot sizes in the area.

It is noted that an application was submitted in 2002 (RZ 02-219330) to rezone and subdivide 11851 No. 2 Road (at the southwest corner of No. 2 Road and Kittiwake Drive) into two (2) small lots (approximately 10.0 m or 33 ft. wide) with access via a new back lane parallel to No. 2 Road. Considerable objection from the property owners on No. 2 Road and the Westwind Subdivision was received with regard to the proposed lane establishment. The application was then withdrawn by the applicant after the Public Hearing for that proposal.

With regards to the subject development application, no lane establishment is being proposed. If approved, access to the future single-family lots would be via a shared access from No. 2 Road. In addition, the proposed lot width (approximately 13.71 m or 45 ft.) is more comparable to the existing lot widths along this block of No. 2 Road than the 10 m (33 ft.) wide lots as previously proposed at 11851 No. 2 Road. Discussion on Neighbourhood Character is provided in the "Analysis" section.

4. The raise of site grade at the development site to meet the minimum flood construction level with respect to No. 2 Road would create a drainage problem along the abutting lower properties.

Regardless of the rezoning application, any new house on the subject property would be required to meet the flood construction levels in the Flood Management Bylaw. Perimeter drainage will be required at the Building Permit stage.

5. Any new homes built (which could be 2-1/2 storey high) on the proposed development site (with a higher minimum flood construction level) would tower over the adjacent properties and reduce privacy of the neighbouring homes.

The provisions related to rear yard setback and building height are exactly the same between the Single Detached (RS1/E) and the Single Detached (RS2/C) zones. Under the existing RS1/E zoning, a 2-½ storey house totalling approximately 418 m2 (4,500 ft2), not including a 50 m2 (538 ft2) garage, could be built at 11351 No. 2 Road. The property owners to the immediate west of the development site have no objection to the proposed 2-lot subdivision. Impact on other nearby properties in terms of privacy loss, due to the proposed subdivision, should be nominal.

6. The encroachment of density and decrease in ambience to the neighbourhood would decrease property value.

There is no indication that new subdivision would decrease property value in the neighbourhood.

#### Staff Comments

#### Tree Preservation and Replacement

A Tree Survey and a Certified Arborist's Report were submitted in support of the application. The City's Tree Preservation staff have reviewed the Arborist Report and concurred with the recommendations made by the Arborist. Although there is no bylaw-sized tree on site, a minimum of six (6) new trees (3 per new lot) are recommended to meet the objective of developing a sustainable urban forest.

There are three (3) trees located on the adjacent property to the west (5960 Egret Court) and to the south (11371 No. 2 Road). These trees are to be retained and protected as per Arborist Report recommendations (see Tree Protection Plan in Attachment 3). Tree protection fencing is required to be installed to City standards prior to any demolition and/or construction activities occurring on-site. In addition, a contract with a Certified Arborist to monitor all works to be done near or within the tree protection zone is required prior to final adoption of the rezoning bylaw.

#### Agricultural Advisory Committee

This rezoning application was reviewed by the Agricultural Advisory Committee (ACC) on February 13, 2013 and the Committee passed a motion to "support the proposed redevelopment as presented to the AAC".

Registration of a restrictive covenant to identify the buffer area along the front property line is required to prevent the removal of the buffer landscaping. In response to questions of the AAC, the legal agreement would also indicate that the property is located adjacent to active agricultural operations and subject to impacts of noise, dust and odour.

In order to ensure that this landscape buffer work is undertaken and the replacement trees are planted, the applicant has submitted a landscape plan (Attachment 4) and agreed to provide a landscape security in the amount of \$9,770.00 prior to final adoption of the rezoning bylaw.

#### Site Servicing and Subdivision

No servicing concerns. A Restrictive Access Covenant is required to ensure vehicular access to the future lots is via a single shared driveway crossing, and driveways are designed to allow vehicles to turn around on-site, which will also require a Cross-Access Easement at subdivision.

At the subdivision stage, the developer will be required to pay Development Cost Charges (City and GVS & DD), School Site Acquisition Charge, Address Assignment Fee, and Servicing Costs. Also, a statutory utility right-of-way along the entire No. 2 Road frontage may be required to accommodate Storm Inspection Chambers and Water Meter boxes etc.

#### Analysis

The subject application is being brought forward for consideration based on site-specific factors.

#### Redevelopment Potential

In determining the appropriate form of redevelopment for the subject site, it is important to understand how the surrounding lots are likely to change in the future.

- The east side of No. 2 Road between Steveston Highway and Great West Cannery Park is within the boundary of Agricultural Land Reserve; therefore, no redevelopment potential.
- The west side of No. 2 Road between Steveston Highway and Moncton Street is not included in the Arterial Road Policy; therefore, no redevelopment potential for either compact lot or multiple-family developments.
- The adjacent property to the south at 11371/11391 No. 2 Road is zoned Two-Unit Dwellings (RD1) and has an existing duplex on the property. It is the City's policy to consider the rezoning and subdivision of duplex-zoned lots into no more than two (2) single-family residential lots. If this lot is subdivided, each future lot will be approximately 452 m<sup>2</sup> (4,865 ft.<sup>2</sup>) in size and 12.15 m (39.86 ft.) in width. The appropriate zoning for this future development would be Single Detached (RS2/B).

#### Neighbourhood Character

- The lots on the west side of No. 2 Road between Steveston Highway and Kittiwake Drive have lot areas ranging from 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) to 780 m<sup>2</sup> (8,400 ft<sup>2</sup>) and lot frontage ranging from 15.24 m (50 ft.) to 21.34 m (70 ft.).
- Under the existing zoning, the subject site would remain as one (1) large 1,002 m<sup>2</sup> (10,784 ft<sup>2</sup>) lot with a frontage of 27.43 m (90 ft.). This is the largest and widest lot on the west side of No. 2 Road between Steveston Highway and Moncton Street.
- With a rezoning to Single Detached (RS2/C), the subject lot would be able to subdivide into two (2) lots each approximately 501 m<sup>2</sup> (5,400 ft<sup>2</sup>) in size and 13.71 m (45 ft.) in width (Attachment 5). The lot size would be slightly smaller than the minimum lot size required under the current Single Detached (RS1/E) zone, which is 550 m<sup>2</sup> (5,920 ft<sup>2</sup>). The lot width would be between the lot width of the potential lots at 11371/11391 No. 2 Road (at 12.15 m or 40 ft.) and the existing non-conforming Single Detached (RS1/E) lots on the same block (at 15.24 m or 50 ft.).
- No other lots (except for 11371/11391 No. 2 Road) between Steveston Highway and Moncton Street would be large and wide enough to be subdivided under Single Detached (RS2/C) or Single Detached (RS2/B) on their own (i.e., approving this rezoning application would not create a precedent).

#### Front Access Development

The development of front access single-family lots on arterial roads is not considered an appropriate development solution in the majority of cases due to concerns related to traffic operation and aesthetics. However, in this particular case, an exception is being considered for the following reasons:

- 1. The property is located on a local arterial road (versus major arterial);
- 2. Only one (1) shared vehicle access will be provided for the future lots to limit vehicle access. The shared vehicle access will be secured through the registration of a cross-access agreement;
- 3. Adequate space in the front yard is provided for the shared access and driveways with turn-around capability (a 9.0 m or 29 ft. front yard setback is required under the provision of Single Detached (RS2/C) where a lot is intended to be serviced by a driveway accessing a section line road); and
- 4. A landscape plan has been submitted to ensure adequate landscaping will be planted in the front yard (Attachment 4). The applicant has agreed to provide a landscaping security to ensure the landscaping works will be undertaken.

#### Proposed Development

Staff support the proposed development to rezone and subdivide 11351 No. 2 Road based on its own merits for the following reasons:

- The only other redevelopment potential on this block is the adjacent duplex which could be rezoned and subdivided into two (2) narrower lots. The proposed development could be considered a transition development between the future narrow lots (RS2/B - 12 m or 39 ft. wide) to the south and the existing standard RS1/E lots to the north.
- 2. Since there are a number of non-conforming RS1/E lots with lot frontage as narrow as 15.24 m (50 ft.) on this block; the proposed 13.71 m (45 ft.) wide lots would not appear to be out of place.
- 3. An ALR Buffer will be provided along the No. 2 Road frontage. The required landscape plan will give the City more control on the landscaping along the road frontage. In addition, the required restrictive covenant will prevent the removal of the buffer landscaping and will help to alert future owners of the properties that agricultural land is located across the street.
- 4. With the proposed RS2/C zoning, a 9.0 m (29 ft.) front yard setback is required to provide turnaround capability on-site. This will reduce the occasion where vehicles have to back out to an arterial road.

5. There is no net increase in access driveways onto No. 2 Road since a single shared access to the future lots is required.

#### Financial Impact or Economic Impact

None.

#### Conclusion

The proposed rezoning and subsequent subdivision of the property is an in-fill project that will result in a corresponding smaller building form and denser lot pattern. The applicant has agreed to all of the rezoning consideration items (Attachment 6) to ensure an orderly development. On this basis, staff recommend that rezoning application be approved.

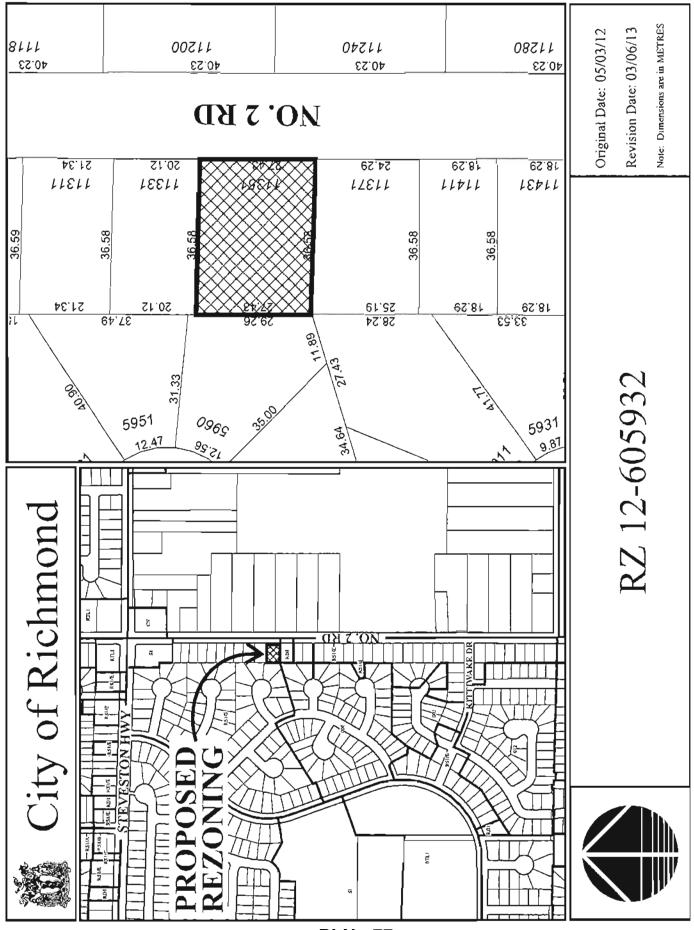
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Edwin Lee Planning Technician – Design (604-276-4121)

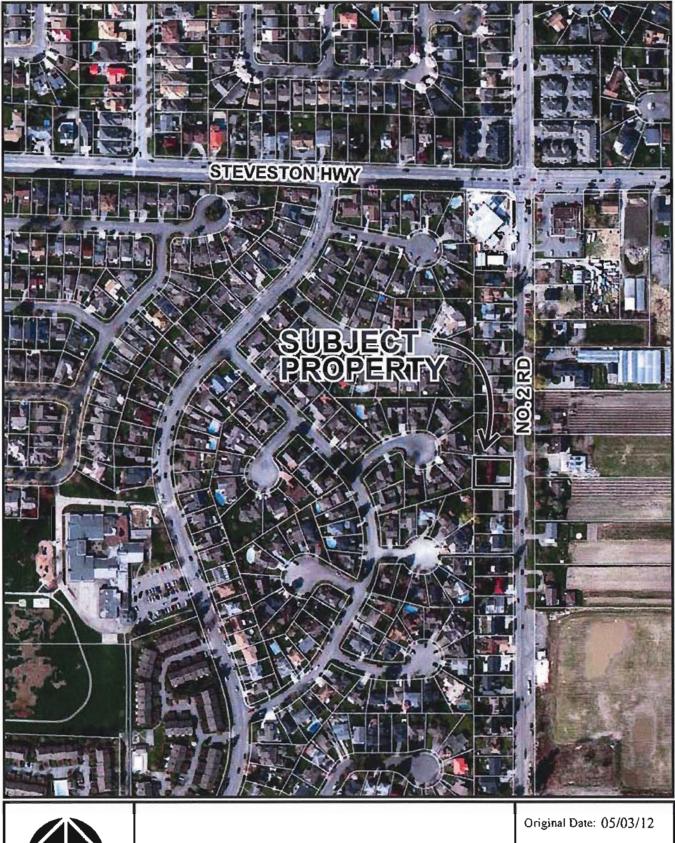
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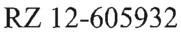
Attachment 1: Location Map Attachment 2: Development Application Data Sheet Attachment 3: Tree Protection Plan Attachment 4: Landscape Plan Attachment 5: Preliminary Site Plan and Street Elevations Attachment 6: Rezoning Considerations Concurrence

### ATTACHMENT 1



**PLN - 77** 





Amended Date: 03/06/13

Note: Dimensions are in METRES



## **Development Application Data Sheet**

**Development Applications Division** 

#### RZ 12-605932

Address: 11351 No. 2 Road

Applicant: Frances S. Zukewich

Planning Area(s): \_Steveston (OCP Schedule 2.4)

	Existing	Proposed
Owner:	Frances S. Zukewich	No Change
Site Size (m <sup>2</sup> ):	1,002 m <sup>2</sup> (10,784 ft <sup>2</sup> )	501 m <sup>2</sup> (5,392 ft <sup>2</sup> )
Land Uses:	One (1) single-family dwelling	Two (2) single-family dwellings
OCP Designation:	2041 OCP Land Use Map: Neighbourhood Residential	No Change
Area Plan Designation:	Steveston Area Plan: Single-Family	No Change
702 Policy Designation:	n/a	No Change
Zoning:	Single Detached (RS1/E)	Single Detached (RS2/C)
Number of Units:	1	2
Other Designations:	n/a	No Change

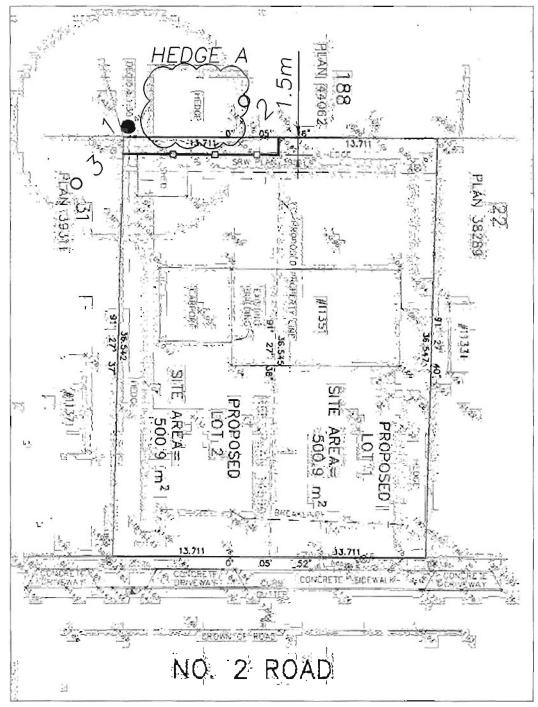
On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 0.55	0.55	none permitted
Lot Coverage – Building:	Max. 45%	Max. 45 %	none
Lot Coverage – Non-porous:	Max. 70%	Max. 70%	none
Lot Coverage – Landscaping:	Min. 25%	Min. 25%	none
Setback – Front Yard (m):	Min. 9 m	Min. 9 m	none
Setback – Interior Side Yards (m):	Min. 1.2 m	Min. 1.2 m	none
Setback – Rear Yard (m):	Min. 6.0 m	Min. 6.0 m	none
Height (m):	Max. 2 1/2 storeys	Max. 2 1/2 storeys	none
Lot Size:	Min. 360 m <sup>2</sup>	501 m <sup>2</sup>	none
Lot Width:	Min. 13.5 m	13.71 m	none

Other: Tree replacement compensation required for loss of bylaw-sized trees.

#### Attachment 2

ATTACHMENT 3

# FIGURE 1



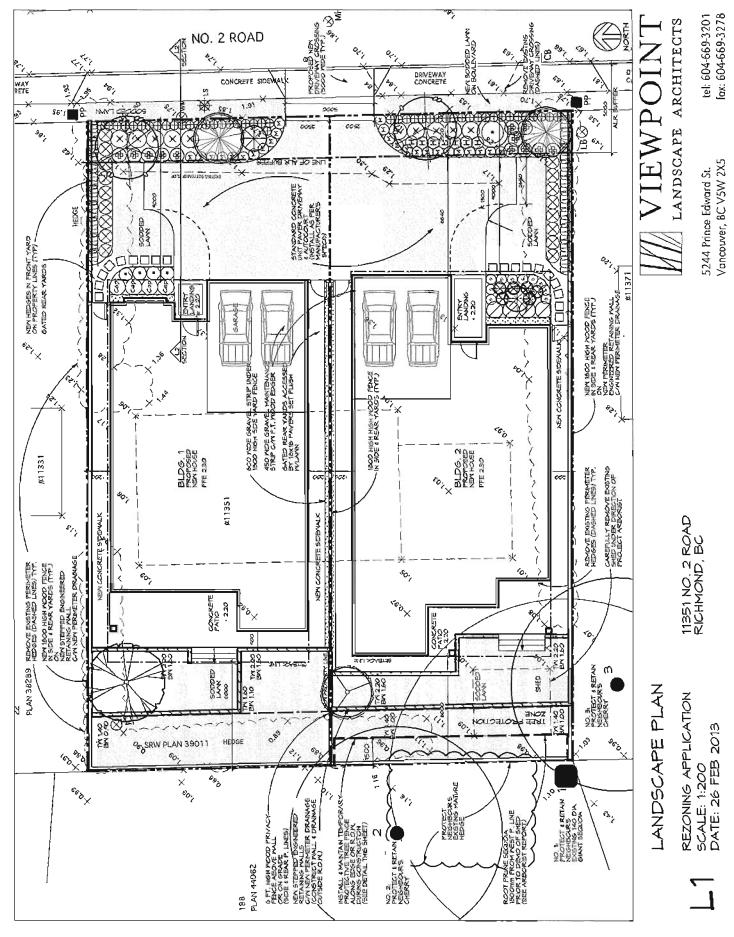
PLN - 80



Scale NTS

NORTH

#### ATTACHMENT 4



PLN - 81



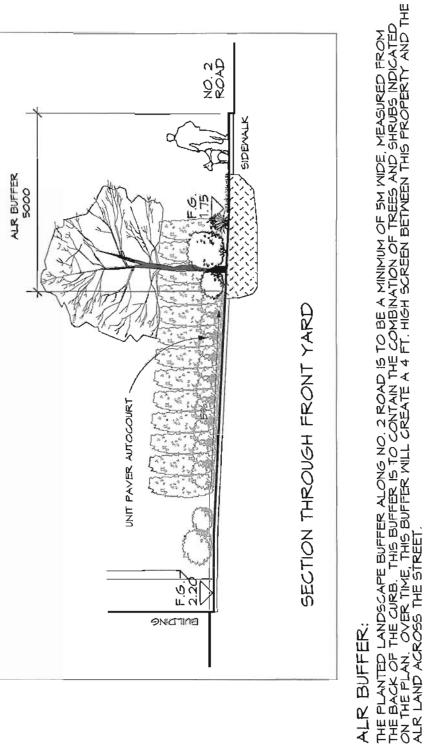
fax: 604-669-3278

11351 NO. 2 ROAD RICHMOND, BC

REZONING APPLICATION 5CALE: 1:100 DATE: 26 FEB 2013

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LANDSCAPE SECTION



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PLN - 83

Armstrong Maple	B4B, 5 cm cal.
SCARE DIC MARLING	040' D C(1) CB'
Red Japanese Maple	B4B, 3.0m high, good form
Sweet Sum	B4B, 5 cm cal.
Norway Spruce	B4B, 3.0m high at planting
Blue Oat, Grass	No. 2 Pot. 60cm o.c.
Yellow Repeat Day Lily	No. 1 Pot. 45cm o.c.
Blue Hiblscus	No. 3 Pot, good form
Coastal Leucothoe	No. 3 Pot, good form
Oregon Grape	No. 2 Pot, 60cm o.c.
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	No. 3 Pot, 40cm o.c.
	No. 2 Pot, 90cm o.c.
	No. 1 Pot, 60cm o.c.
Duard Skimmla	No. 2 Pot. 15cm o.c.
Marle's Double File Viburnum	No. 3 Pot. good form
Emerald Cedar	B4B, 1.2m hidh
Acer paimatum Bioodogood Liguidampar styracifiua Picea ables Hemiclotrichon sempervirers Hemerocallis Stella d'Oro Hiblscus syrlacus Biue Bird Latucches duraus Biue Bird Latucches Domilio Fruns mugo pumilio Fruns mugo pumilio Fruns auco ambio Strococca hookir en vate Sarcococa hookir en vate Sarcocococa hookir en vate Sarcococa hookir en vate S	الله بي الله الله الله الله الله الله الله الل

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PLANE CONTRACTOR OF CONTRACTOR CO	TECTION FENCE
Posts Month	TEMPORARY TREE PROTECTION FENCE AS PER CITY OF RICHMOND TREE BYLAW

POINT	ARCHITECTS	tel: 604-669-3201	fax: 604-669-3278
T VIEW	<b>LANDSCAPE</b>	Prince Edward St.	ouver, BC V5W 2X5

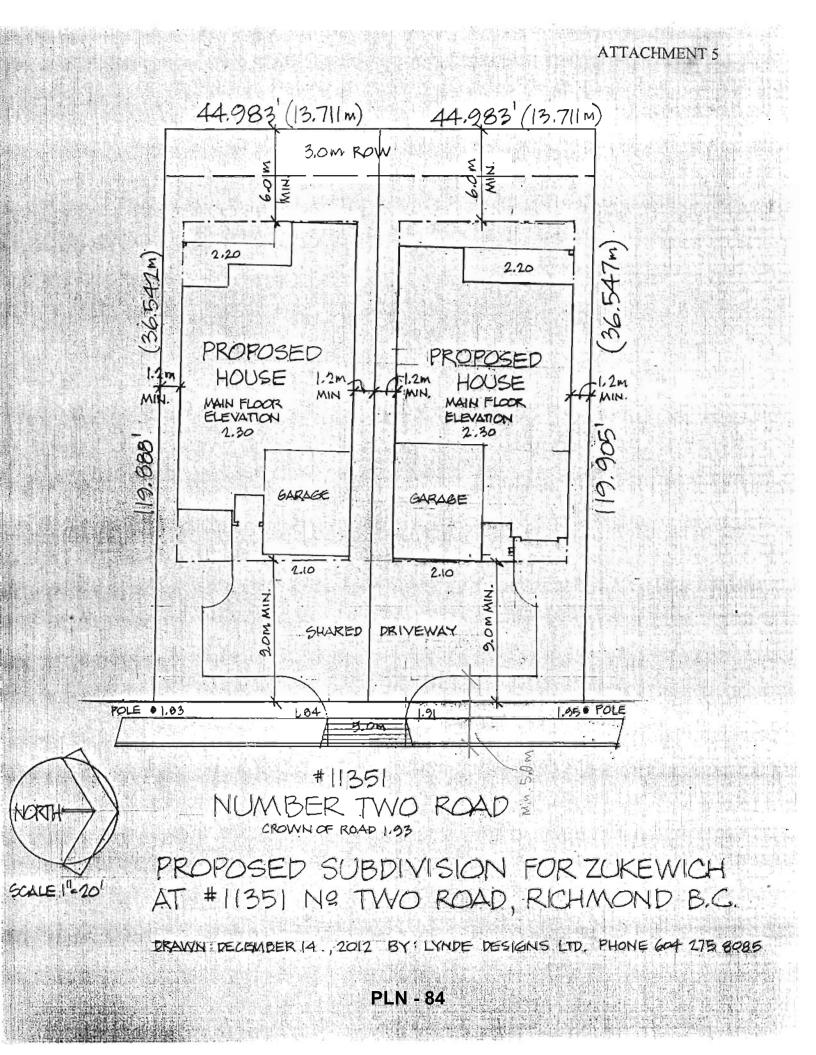
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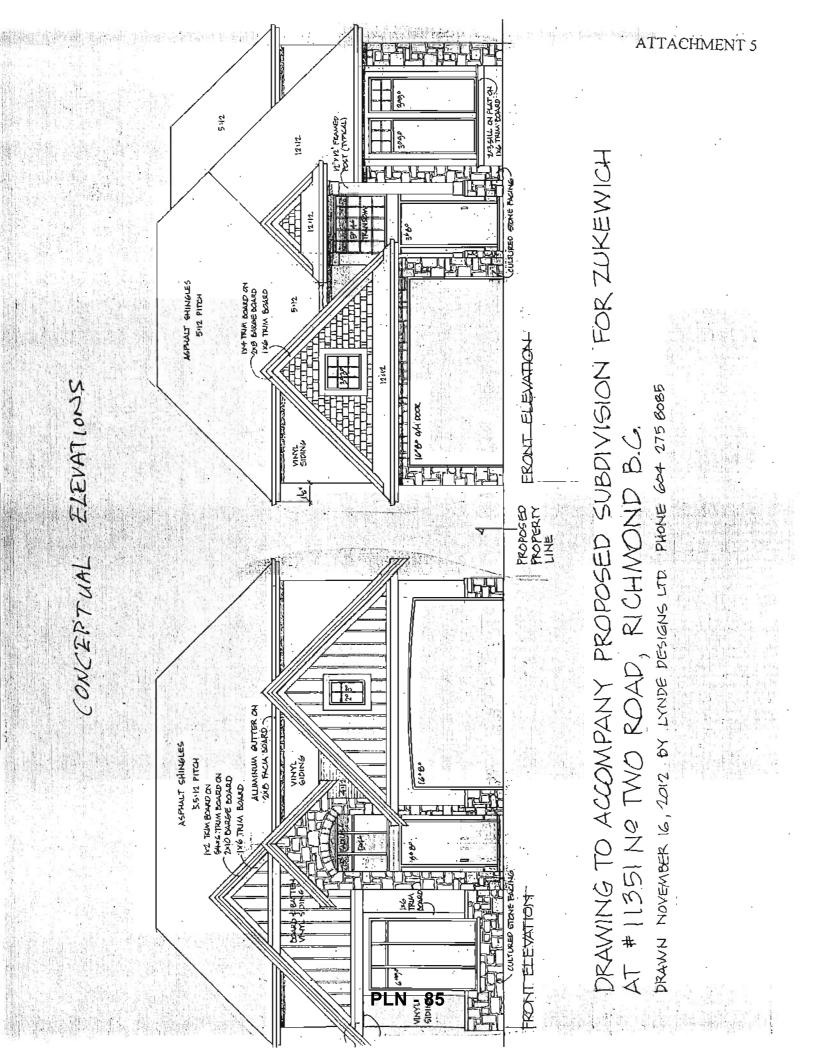
11351 NO. 2 ROAD RICHMOND, BC

REZONING APPLICATION SCALE: N.T.S. DATE: 26 FEB 2013

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PLANT LIST & NOTES







Rezoning Considerations Development Applications Division 6911 No. 3 Road, Richmond, BC V6Y 2C1

#### Address: 11351 No. 2 Road

File No.: RZ12-605932

# Prior to final adoption of Zoning Amendment Bylaw 9006, the developer is required to complete the following:

- 1. Registration of a flood indemnity covenant on title.
- 2. Registration of a legal agreement on title to identify the Agriculture Land Reserve (ALR) buffer area (5.0 m wide, measured from the back of curb), to ensure that landscaping planted within this buffer is maintained and will not be abandoned or removed, and to indicate that the subject property is located adjacent to active agricultural operations and subject to impacts of noise, dust and odour.
- Registration of a restrictive covenant that requires the implementation of one (1) shared driveway for the future two (2) lot subdivision.
- 4. Submission of a Contract entered into between the applicant and a Certified Arborist for supervision of any on-site works conducted within the tree protection zone on site for protected trees on adjacent properties. The Contract should include the scope of work to be undertaken, including: the proposed number of site monitoring inspections, and a provision for the Arborist to submit a post-construction assessment report to the City for review.
- 5. Submission of a Landscaping Security to the City of Richmond in the amount of \$9,770.00 for the landscape works as per the landscape plan attached to the report (Attachment 4).
- 6. The City's acceptance of the applicant's voluntary contribution of \$1.00 per buildable square foot of the single-family developments (i.e. \$5,735.00) to the City's Affordable Housing Reserve Fund.

Note: Should the applicant change their mind about the Affordable Housing option selected prior to final adoption of the Rezoning Bylaw, the City will accept a proposal to build a secondary suite on one (1) of the two (2) future lots at the subject site. To ensure that a secondary suite is built to the satisfaction of the City in accordance with the Affordable Housing Strategy, the applicant is required to enter into a legal agreement registered on Title as a condition of rezoning, stating that no final Building Permit inspection will be granted until a secondary suite is constructed to the satisfaction of the City, in accordance with the BC Building Code and the City's Zoning Bylaw.

#### Prior to approval of Subdivision, the applicant is required to do the following:

- 7. Payment of Development Cost Charges (City and GVS & DD), School Site Acquisition Charge, and Address Assignment Fee.
- 8. Registration of a Cross-Access Easement/Agreement as directed by the Approving Officer to permit vehicles to cross property lines as they enter or exit their properties via a single-shared driveway.

#### Prior to Building Permit Issuance, the developer must complete the following requirements:

- Submission of a Construction Parking and Traffic Management Plan to the Transportation Division. Management
  Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and
  proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of
  Transportation) and MMCD Traffic Regulation Section 01570.
- Obtain a Building Permit (BP) for any construction hoarding. If construction hoarding is required to temporarily
  occupy a public street, the air space above a public street, or any part thereof, additional City approvals and associated
  fees may be required as part of the Building Permit. For additional information, contact the Building Approvals
  Division at 604-276-4285.

#### Note:

\* This requires a separate application.

Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants
of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encombrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

 Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.

[signed copy on file]

Signed

Date



## Richmond Zoning Bylaw 8500 Amendment Bylaw 9006 (RZ 12-605932) 11351 No. 2 Road

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it SINGLE DETACHED (RS2/C).

P.I.D. 004-682-262 Parcel One (Reference Pln 14590) of Lot "A" Section 1 Block 3 North Range 7 West New Westminster District Plan 4974

2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 9006".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

APPROVED by Director or Solicitor

CITY OF

MAYOR

CORPORATE OFFICER