

# Planning Vancouver Together

Employment Lands & Economy Review Quick Start Actions

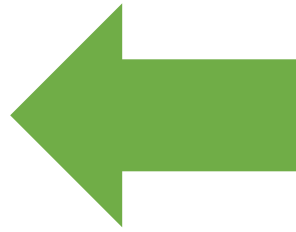
**Initial Zoning & Development Bylaw Amendments to Support  
Neighbourhood Grocery Stores**

January 21, 2021

# Employment Lands & Economy Review

## Emerging Directions

for consideration through the  
Vancouver Plan



## Quick Start Actions

to support small business,  
non-profits and community-  
wellbeing



# ELER Quick Start Actions

*Referred to Public Hearing at November 24, 2020 Council Meeting:*

- a) Zoning and Development By-law Amendments to Remove Barriers to New Work-only Artist Studios in Industrial Areas (RTS 14083)
- b) Mount Pleasant I-1 Amendment and New I-1C District Schedule (RTS 14082)
- c) Downtown-Eastside/Oppenheimer District Official Development Plan Text Amendment – Retail Continuity Policy Review for Flexibility of Ground Floor Uses (RTS 14081)

**d) Initial Zoning and Development By-law Amendments to Support Neighbourhood Grocery Stores (RTS 14080)**

ELER Quick Start Actions:

# Initial Zoning & Development Bylaw Amendments to Support Neighbourhood Grocery Stores



# Overview | Goals & Objectives

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- 1. Modernize regulations for Neighbourhood Grocery Stores**
  - **Reduce risks for existing stores** associated with prolonged periods of closure (note: risk elevated during COVID)
  - **Enable opportunities for new stores**
- 2. Advance Council-approved policies and motions** related to climate emergency (access to daily/weekly needs), food-friendly neighbourhoods, local-serving retail, and economic recovery
- 3. Support Complete Neighbourhoods;** undertake further work as part of Vancouver Plan activities

*Recommendations discussed today are intended as the first phase of work to support corner stores and other small-scale commercial enterprises.*

# Overview | Recommendations

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1. Amend s.11 Additional Regulations (Zoning & Development Bylaw) for Neighbourhood Grocery Stores
  - Remove requirement that stores be “existing as of July 29, 1980”
  - Add additional mechanisms to support the review of applications
2. Amend residential district schedules; ensure NGS included as use
3. Amend and streamline associated dwelling allowances
4. Receive, for information: Outline of next steps on Corner Stores

# Context | Policy & Council Motions

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- **Vancouver Food Strategy (2013)** – Encourages local food retail in Vancouver neighbourhoods
- **Grandview-Woodland Community Plan (2016)** – Policy to support small scale commercial & use of deactivated retail sites
- **Climate Emergency Response (2019)** – Big Move #1 / Access to Daily Needs
- **Council Motion (June 24, 2020) - *Corner Stores in 21st Century Vancouver: Achieving Complete Communities and Food-Friendly Neighbourhoods***
- **Vancouver Plan – Provisional Goals (2020)** – Complete, Connected, Culturally Vibrant Neighbourhoods
  - ***Supplemental Motion: Council Involvement in Engagement on Quick Starts***
- **Employment Lands & Economy Review (2020)** – Quick Start Actions



# Background | Key Terms

1

Neighbourhood  
Grocery Store,  
Residential Zone

1



2

Non-conforming small-  
scale retail, Residential  
Zone

2



3

"Corner store" (small-  
scale neighbourhood  
commercial), C-1 zone

3



4

Deactivated retail site,  
residential zone

4





# Background | Key Terms

1

Neighbourhood Grocery Store, Residential Zone

2

Non-conforming small-scale retail, Residential Zone

3

“Corner store” (small-scale neighbourhood commercial), C-1 zone

4

Deactivated retail site, residential zone

1



**Focus of Quick-Start Recommendations**

2



3



4



# Background | Timeline

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**Late 19thc / Early 20<sup>th</sup>c** – Little restriction on location of retail/commercial; organic development.

**1929** – *Bartholomew Plan* advanced separation of land-uses. Considered small-scale neighbourhood retail undesirable.

**1930 – onward** – General decline in small-scale neighbourhood commercial businesses.

**1980** – Creation of “Neighbourhood Grocery Store” zoning category for *existing* grocery stores in residential zones.

**2016** – Neighbourhood Grocery Store definition updated to allow sale of prepared foods, small seating areas.



## Background | Bartholomew Plan (1929)

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*“[T]he scattering of stores promiscuously throughout residence districts has done considerable damage to the city’s appearance. The nearly universal custom of building stores out to the street line has hurt the appearance of a good many residence streets and at the same time has injured adjoining lots by making them less desirable for living purposes and reducing their saleable value. The zoning by-law will remedy this condition and tend to prevent residence districts from becoming blighted.”*



# Background | Timeline

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1930 – onward – General decline in small-scale neighbourhood commercial businesses.

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# Current Context | By the Numbers

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**88** Small-scale neighbourhood serving commercial businesses in residential zoned areas.

*of these*

**34** Neighbourhood Grocery Stores (incl. an estimated 20 with associated residential uses).

**96** Deactivated commercial sites.



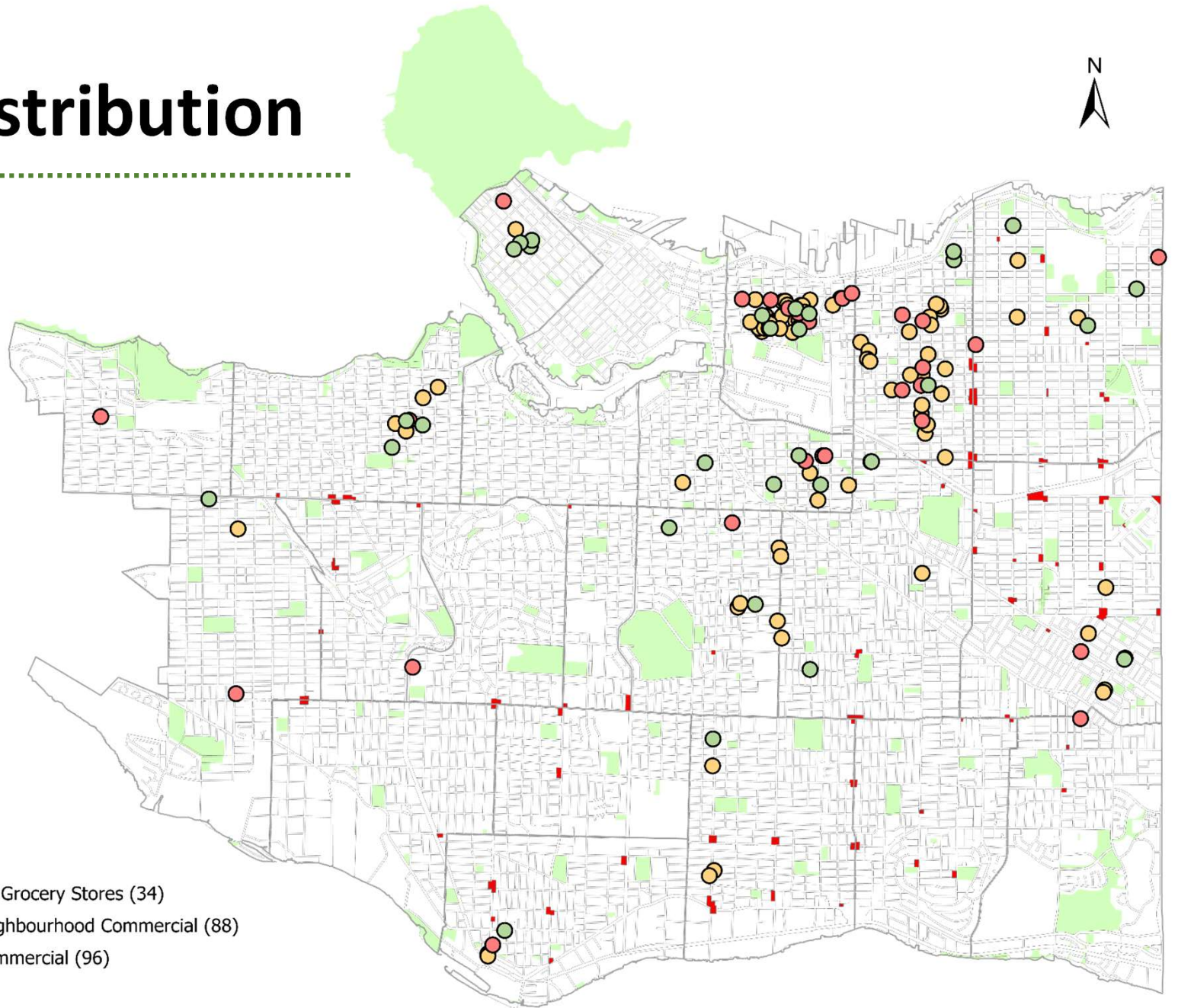


# Current Context | Distribution

*Current and former small-scale commercial sites can be found in higher concentrations in NE areas – notably Strathcona, Grandview-Woodland, and Mount Pleasant.*

- Neighbourhood Grocery Stores (34)
- Small Scale Neighbourhood Commercial (88)
- Deactivated Commercial (96)
- C-1 Zones

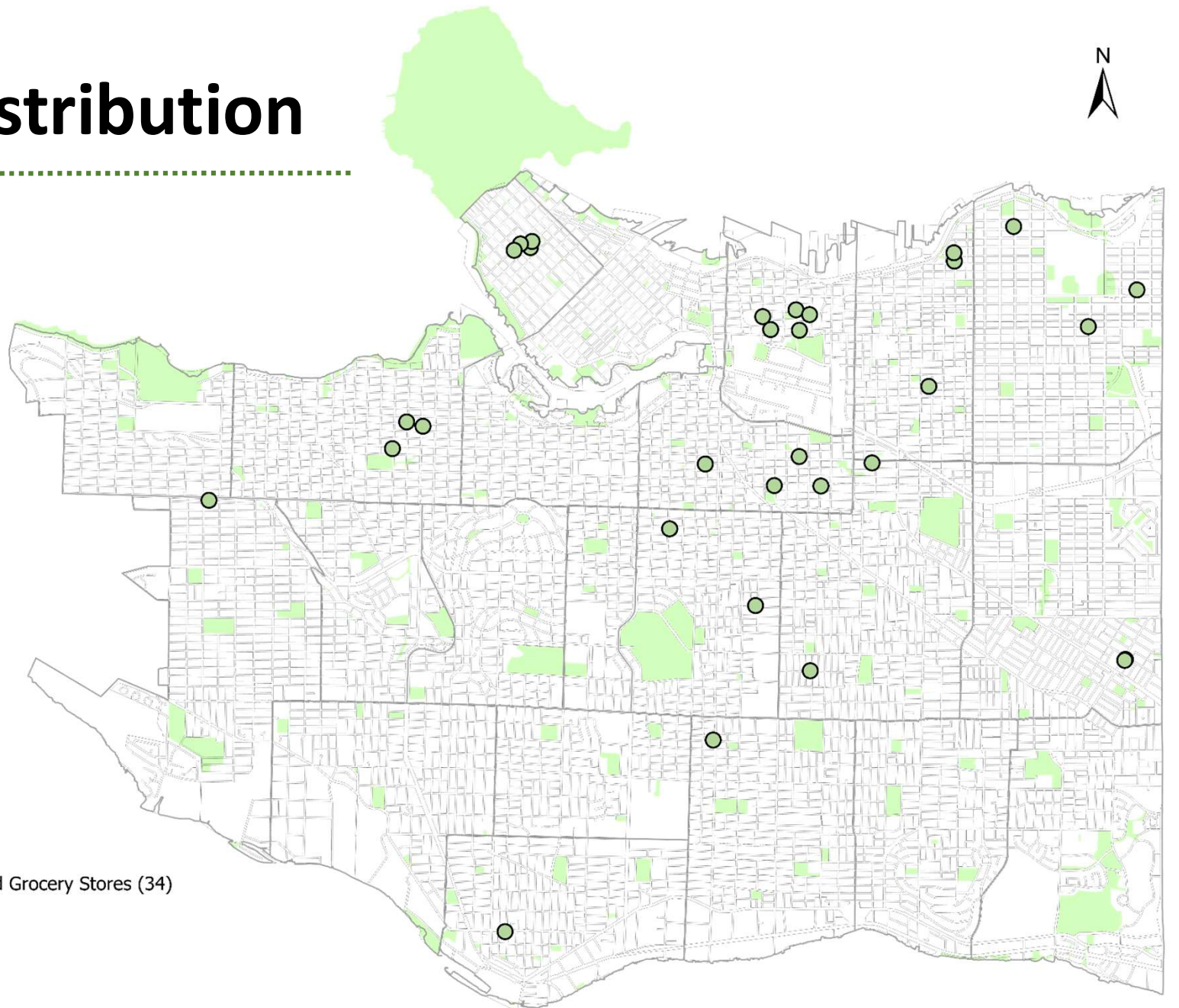
Note: total small scale commercial (88) includes NGS sites





# Current Context | Distribution

*Existing Neighbourhood Grocery stores are located predominantly north of 16<sup>th</sup> Ave – Strathcona, West End, Mt. Pleasant, Grandview-Woodland.*




● Neighbourhood Grocery Stores (34)

# Background | Neighbourhood Grocery Store Use

**1980.** “A premises with a maximum of 1200 sq.ft. of retail and storage floor area selling groceries and ancillary convenience goods and services in a residentially zoned district and may include dwelling units.”

- **Businesses Required to be “Existing as of July 29, 1980”**

**2016.** “[T]he use of premises in a residential district for the primary purpose of selling groceries and convenience goods, and may include selling and serving prepared food and beverages for consumption on or off the premises, but does not include the sale of beer, wine, spirits, or other products that are intended for human consumption, containing more than 1% alcohol by volume.”



**NEIGHBOURHOOD GROCERY STORE PUBLIC MEETING**  
街坊雜貨店  
公聽會

The Vancouver Planning Department has recently completed a study of neighbourhood grocery stores throughout Vancouver. We have concluded that neighbourhood grocery stores should be allowable uses in residential areas with permission of the Director of Planning. This requires a change to the Zoning By-law. We want to hear your opinions on this proposed change (and any other ideas you have on neighbourhood grocery stores.) **Plan to attend this meeting and make your views known.**

溫哥華城市設計部  
曾檢討本市的街坊  
雜貨店情況後，同意  
應保留此等雜貨店  
在住宅區內，但此  
舉須要修訂區域條  
例。我們希望獲悉你  
對修訂提案的意見。  
請出席此一公聽會  
並發表意見。

**DATE:** WEDNESDAY, FEBRUARY 13, 1980  
日期：一九八零年二月十三日星期三

**PLACE:** MOUNT PLEASANT COMMUNITY CENTRE (3161 Ontario Street)  
地點：多倫多山社區中心

**TIME:** 7:30 P.M.  
時間：下午七時三十分



# Quick Starts | Identified Regulatory Challenges

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- July 29, 1980 “Date limitation” increases risk for existing Neighbourhood Grocery Stores and prevents any new NGS sites from opening
- District Schedules inconsistent in their presentation of NGS as allowable use
- Regulations limit dwelling options associated with NGS – even though new housing opportunities have been approved since 1980





## Recommendation | A (i) Removing the date limitation

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Neighbourhood Grocery Store ~~existing as of July 29, 1980~~

### Rationale:

- Any NGS site that closes for a prolonged periods of time can re-open. Reduces risk.
- New businesses will be considered an allowable use – but remain subject to all other provisions set out in district schedules.

**Question:** Will this result in an a influx of new neighbourhood grocery stores?

**Answer:** Based on an initial assessment of land economics, this is unlikely.

# Recommendation | A (i) Additional review mechanisms

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## Zoning & Development Bylaw: Additional Regulations, s 11.24.6

Before granting a development permit, the Director of Planning must:

- (a) notify surrounding property owners and residents; and
- (b) consider:
  - (i) the design of any proposed building addition,
  - (ii) the proposed solid waste program for collecting, storing and disposal of garbage and recycling,
  - ADD > (iii) the proposed delivery, loading and goods movement program, and**
  - (iv) the impact on adjacent property owners and residents of a proposed building addition or solid waste program

**Rationale:** This provides an additional grounds for City staff to review applications for Neighbourhood Grocery Stores – enabling a more complete response to potential operational impacts.

## Recommendation | A (ii) Affirm Neighbourhood Grocery Stores as an allowable use

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Ensure Neighbourhood Grocery Store (and associated dwelling uses) are included in the following zones:

RS-1B, RS-3, RS-3A, RM-11/N and RM-12N

Clarify that the use is not permitted in FM-1 and RA-1

**Rationale:** Neighbourhood Grocery Stores are currently described as an allowable use in “all residential districts except FM-1.” This recommendation ensures that the use is included in the RS and RM district schedules listed above. It further clarifies the role of the RA district, which, is subject to separate ALR legislation.



# Recommendation | A(iii) Consistent Dwelling Allowances

<b><u>CURRENT</u> Dwelling Allowance Uses</b>	<b>Applicable Zones</b>
Dwelling Unit in conjunction with a neighbourhood grocery store existing as of July 29, 1980	RS-1, RS-1A, RS-5, RS-6
Dwelling Units, up to a maximum of two, in conjunction with a neighbourhood grocery store existing as of July 29, 1980.	RS-2, RS-7, RT-1, RT-2, RT-3, RT-4, RT-5/N, RT-6, RT, 7, RT-8, RT-9, RT-10/N, RT-11/N, RM-1/N, RM-7 (all), RM-8 (all), RM-9 (all), RM-10 (all)
Dwelling Units in conjunction with any of the other uses set out in this Schedule (incl Neighbourhood Grocery Store)	RM-6
Dwelling Units in conjunction with a neighbourhood grocery store existing as of July 29, 1980	RM-2, RM-3, RM-3A, RM-4,
Dwelling Units in conjunction with a neighbourhood grocery store, or with a Laundromat or Dry Cleaning Establishment existing as of September 26, 1989.	RM-5A, RM-5B, RM-5C, RM-5D
No Associated Dwelling Use	RS-1B, RS-3, RS-3A, RM-11/N, RM-12N

# Recommendation | A(iii) Consistent Dwelling Allowances

## PROPOSED Dwelling Allowance

## Applicable Zones

Dwelling Units in conjunction with a neighbourhood grocery store.

RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6, RS-7, RT-1, RT-2, RT-3, RT-4, RT-5/N, RT-6, RT, 7, RT-8, RT-9, RT-10/N, RT-11/N, RM-1/N, RM-2, RM-3, RM-3A, RM-4, RM-5A, RM-5B, RM-5C, RM-5D, RM-6, RM-7 (all), RM-8 (all), RM-9 (all), RM-10 (all), RM-11/N, RM-12N

**Rationale:** Streamlining the dwelling units associated with Neighbourhood Grocery Stores ensures that all sites can access the full array of dwelling options available in a given zone. This provides more housing choices in conjunction with corner stores, while maintaining the overall intent of each district schedule.

**Question:** Will this allow apartments to be built in RS or RT zones?

**Answer:** No. The overall provisions of a given zone remain the same.

# For Information | Next Steps (Phase 2 & 3)

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## *Ph 2: Near-term Opportunities – Small-scale Commercial in Existing Buildings*

1. Test changes to **neighbourhood grocery store definition**
2. Explore **existing non-conforming commercial uses**
3. Consider **non-commercial uses** (social & cultural);
4. Review **deactivated commercial sites**
5. Assess **other policy, zoning and licensing changes**

## *Ph. 3 Exploring New Building/Program Typologies*

1. Explore new **building typologies and configurations**
2. Assess other **interventions** – e.g. **placemaking**
3. Identify other **programmatically or regulatory changes**

Phase 2 and 3 activities will include **community and stakeholder engagement** as part of Complete Neighbourhoods work. It will also support the Council motion of October 6, 2020, directing staff to “consider ways or forums to enable enhanced **involvement and leadership of Council.**”



## Recap | Recommendations

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1. Amend the Additional Regulations (Zoning & Development Bylaw) for Neighbourhood Grocery Store
  - Remove requirement that stores be “existing as of July 29, 1980”
  - Add additional mechanisms to support the review of applications
2. Amend residential district schedules; ensure NGS included as use
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