



**CITY OF RICHMOND**

**REPORT TO COMMITTEE**

**TO:** Planning Committee  
**FROM:** Alan Clark  
Manager, Zoning  
**RE:** Zoning and Development Bylaw 5300  
Amendment Bylaw 7218

**DATE:** March 7, 2001  
**FILE:** 0107-10-01

**STAFF RECOMMENDATION**

That Bylaw 7218, which amends Zoning and Development Bylaw 5300 as it relates to the sale of outdoor plants and supplies as an accessory use to Household Furnishings and Appliances, be introduced and given first reading.

Alan Clark  
Manager, Zoning

Att.

FOR ORIGINATING DIVISION USE ONLY		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
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STAFF REPORT

ORIGIN

The Richmond Zoning and Development Bylaw 5300, Schedule 274. Limited Industrial Retail District (I4), permits Retail Sale of Building Materials, and Retail Sale of Household Furnishings and Appliances, but does not permit the sale of outdoor plants and supplies.

The Home Depot has made application to the City of Richmond for a text amendment to the Zoning and Development Bylaw to permit the retail sale of garden plants and landscaping supplies as an accessory use to the Retail Sale of Building Materials, and Retail Sale of Household Furnishings and Appliances. This report addresses the issue.

FINDINGS OF FACT

In the early 1990s, so-called "Warehouse" stores of all descriptions were relatively unknown quantities in Richmond. Their potential impact was of considerable concern to many types of established businesses.

When the owner of the Home Depot site requested permission to develop a major home improvement warehouse store in 1994, the City commissioned an economic impact study. That study concluded – as subsequent facts have borne out – that although such a store would have an immediate impact on small local retailers, most of these competitors would recover over time as the market continued to grow and they adapted to new market conditions.

The study thus determined that a major home-improvement "warehouse" would not cause excessive damage to existing hardware and other similar businesses and would therefore be appropriate in a zone that already permitted a wide range of "home – related" retail uses – from IKEA to The Lighting Warehouse and Merit Kitchens.

Unfortunately for the Home Depot, until its arrival in the I4 zone, garden centres had never been contemplated in the City of Richmond under the same roof with other home-improvement merchandise. They were perceived as a traditional use, mainly associated with nursery production in the Agricultural Land Reserve. The I4 zoning bylaw simply makes no mention of garden centres as a permitted use.

Home Depot purchased the site and built its Richmond store, including a 25,000 square foot garden centre, under the impression that the zoning permitted the sale of garden plants and supplies as a "home-related" retail use.

Having built and opened its garden centre, the Home Depot attempted to resolve the restrictive interpretation of the bylaw in court, but the Supreme Court of BC confirmed that the current zoning in fact does not permit such merchandise.

Since 1996, the Richmond Home Depot store has operated the garden centre on a restricted basis, stocking only those garden-related products that the City deems to be either construction materials or garden supplies for indoor use. More than 500 distinct products for the garden use that are available at all other Home Depot stores in the lower mainland are thus unavailable to Richmond gardeners through the Richmond Home Depot store.

ANALYSIS

Are traditional garden centres, roadside stands, and nurseries threatened by mass merchandisers in general, or Home Depot in particular?

Gardening is the top-rated hobby in North America, and BC gardeners spend more per household each year on gardening products than most gardeners in Europe, including Britain, Holland, and Germany. BC's gardeners are ranked among the keenest in the world in their annual garden spending – up to \$346 – an increase of 18 per cent over the past four or five years, or 86 per cent since 1992. Projecting this number in Richmond yields an annual expenditure today of \$17,620,050.

As might be expected, the dramatic growth in consumer interest has not only resulted in the expansion and evolution of the traditional retail garden centre, but has also prompted a wide range of mass-merchandising chains in Richmond, Safeway, Save-On Foods, I.G.A., Zellers, Costco, Home Hardware, London Drugs, Canadian Tire, Super Store, and The Bay, to enter this market, which was traditionally served by specialty nurseries and garden centres. With such growth, Richmond's I4 zoning limitation on the sale of garden plants and supplies has become an inconvenience and disadvantage to many Richmond gardeners while no longer protecting nurseries or garden centre elsewhere in Richmond.

The entry of Home Depot and other mass merchandisers into the gardening marketplace over the past decade has apparently not displaced traditional nurseries and garden centres, which have proliferated with the gardening boom. In fact, given forecasted growth in the market, there should be sufficient incremental demand over the next five to ten years to support growth in existing establishments as well as absorb the sale of outdoor plant products at Home Depot.

Some Richmond businesses already benefit from Home Depot's participation in the retailing of garden plants at its other stores in the Lower Mainland. A Richmond grower – TSC Nurseries – is currently the largest single supplier of garden plants to the entire Lower Mainland chain of Home Depot stores, including products actually grown by other Richmond growers. Some of the other twenty nine Richmond based suppliers to Home Depot, such as CCI Industries which manufactures Landscape Brick, would likely benefit from the spin-off effects of permitting retail sales of garden plants and supplies at the Richmond store.

Staff are recommending that it would now be appropriate to amend the Limited Industrial Retail District (I4) to add the "Retail Sales of Garden Plants and Landscaping Supplies" as an accessory use to the Retail sale of Household Furnishings and Appliances. The accessory use being clearly incidental to that of the principal use of the building.

#### FINANCIAL IMPACT

None.

#### CONCLUSION

With the rapid evolution and expansion of the home gardening market place over the past five years, Richmond's I4 zoning limitation on the sale of garden plants and supplies has become an inconvenience to Richmond gardeners who arrive expecting the same selection and pricing of garden plants and supplies that are carried and advertised at all other Home Depot stores in the Lower Mainland. But they find that they must make separate trips to purchase such goods

March 7, 2001

- 4 -

elsewhere – either in Richmond, - or, mostly, at other Home Depot stores outside Richmond to take advantage of the advertised goods and prices.

Staff are recommending that it would now be appropriate to amend Zoning and Development Bylaw 5300, Schedule 274. Limited Industrial Retail District (I4), to permit the Retail sale of garden plants and landscaping supplies as an accessory use to the Retail Sale of Household Furnishings and Appliances.



Alan Clark  
Manager, Zoning

AJC:ajc

CITY OF RICHMOND

BYLAW 7218

RICHMOND ZONING AND DEVELOPMENT BYLAW 5300  
AMENDMENT BYLAW 7218

The Council of the City of Richmond enacts as follows:

1. Richmond Zoning and Development Bylaw 5300 is amended by adding to Division 200, 274 Limited Industrial Retail District (I4) 274.1 Permitted Uses after Retail Sale of Household Furnishings and Appliances, the following:  
  
"Including Garden Plants and Landscaping Supplies as an Accessory Use"
2. This Bylaw is cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7218".

FIRST READING

SECOND READING

THIRD READING

ADOPTED

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CITY OF RICHMOND
APPROVED for content by originating dept. <i>AE</i>
APPROVED for legality by Solicitor <i>[Signature]</i>

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK





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February 27, 2001

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

Fax: 278-5139

Attention: Councilor Brodie and the Planning Committee

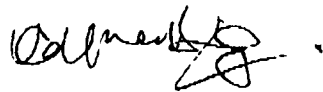
Dear Sirs/Madams:

**Re: Home Depot Rezoning Application**

I am a resident of Richmond and a customer of the Home Depot store on Bridgeport Road. I was surprised to find that the current zoning bylaw does not permit this store to sell garden plants in its garden centre section.

This makes no sense to me. Everyone from Costco to Safeway and London Drugs sells garden plants in Richmond these days, why stop Home Depot? It's just an inconvenience to me, because I have to drive outside Richmond to another Home Depot store to get their prices.

Yours truly,



Joanna Ko  
22260 McLean Avenue  
Richmond, B.C. V6V 2P3  
Tel. 522-7083







February 27, 2001

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

Fax: 278-5139

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Attention: Councilor Brodie and the Planning Committee

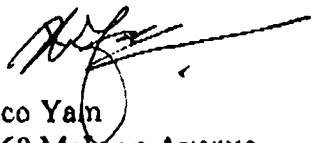
Dear Sirs/Madams:

**Re: Home Depot Rezoning Application**

I am writing to express my opinion as a Richmond resident and gardener about the proposal to permit the sale of garden plants and supplies in the I4 zone along Bridgeport Road.

I support this proposal because the garden business is booming these days. The prices at the specialty stores have gone sky high for many items. These stores hardly need protection these days - they need more competition.

Yours truly,



Bosco Yam  
22260 McLean Avenue  
Richmond, B.C. V6V 2P3  
Tel. 522-7083





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March 1, 2001

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

Fax: 278-5139

Attention: Members of the Planning Committee

Dear Sirs/Madams:

**Re: Home Depot Rezoning Application**

I am a resident of Richmond and a customer of the Home Depot store on Bridgeport Road. I was surprised to find that the current zoning bylaw does not permit this store to sell garden plants in its garden centre section.

This makes no sense to me. Everyone from Costco to Safeway and London Drugs sells garden plants in Richmond these days, why stop Home Depot? It's just an inconvenience to me, because I have to drive outside Richmond to another Home Depot store to get their prices.

Yours truly,



David Lo  
10548 Yarmish Drive  
Richmond, B.C. V7E 5E7  
Tel. 275-5645



**Lois and Jeff Jenken**  
 11219 Daniels Road  
 Richmond, B.C. V6X 1M5  
 Home & Fax Phone 1-604-207-1041  
 Email [jjenken@home.com](mailto:jjenken@home.com)

To: Manager,  
 Zoning for  
 inclusion with  
 application to  
 Planning Committee

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✓	Deb	Richardson

January 08, 2001

Planning Committee  
 City of Richmond  
 6911 No. 3 Road  
 Richmond, British Columbia  
 V6Y 2C1

**PHOTOCOPIED  
 & DISTRIBUTED**  
 DATE: Jan 17/01 RS

**ACTING CITY CLERK**

**Members of the Planning Committee**

We are writing to express our opinions as Richmond residents and avid gardeners about the proposal to permit the sale of garden plants and supplies in the 14 zone along Bridgeport Road.

We are customers of the Home Depot store on Bridgeport Road as they are only 10 minutes away and we use them for most of our home improvement needs. We find they host many workshops and children's activities which is excellent for the community. We were surprised when we went there to get some grass seed and fertilizer to find that the current zoning bylaw does not permit this store to sell garden plants or garden supplies in its garden centre section. We ended up going to Home Depot in Surrey to obtain these goods as we knew the specific brand we wanted was carried by them.

This makes no sense to us. Everyone from Costco to Safeway and London Drugs sells garden plants in Richmond these days so why stop Home Depot or other home improvement stores? We find it very inconvenient as we have to drive outside Richmond to another Home Depot store to get their prices. Richmond is losing out in tax revenue besides the boost to their local economy.

We believe that the current zoning restriction that prevents home improvement stores like the Richmond Home Depot from selling garden plants, etc. is anti-competitive and bad for the consumer. We should have as much choice as possible where we buy our bedding plants and hanging baskets so that this competition proves to be good for the consumer. A garden centre is a more logical extension of home improvement than for example grocery, drug or department stores so it makes no sense to stop these businesses from selling plants if they want to.

We find Home Depot staff to be extremely knowledgeable in all other areas as well as the indoor plants area and feel that our outdoor gardening questions would be answered promptly and with expertise. They stand behind their products with a store guarantee which we believe is as good or better than other present garden vendors.

In conclusion, we as tax payers urge the planning committee to approve this application.

Yours truly,  
  
 Lois Jenken &   
 Jeff Jenken











**PHOTOCOPIED  
& DISTRIBUTED**  
DATE: *Mar 05 2001*

To: Manager, Zoning  
for appropriate action  
CITY CLERK

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February 22, 2001

6680 Gibbons Drive  
Richmond, BC  
V7C 2E1

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, BC  
Canada V6Y 2C1

Attn: Members of the Planning Committee

Dear Sir,

**Re: Home Depot Applying for Selling Outdoor Plants**

We are residents of Richmond for over 12 years. We would like to support Home Depot to supply outdoor plants to residents in Richmond. By allowing them to do this, it provides us competitive prices as well as convenience when we shop in Home Depot. I do not support restriction in area 14. Hope our city can consider their application.

Thanks for your attention.

Yours truly,

*Kari Leoganda*  
Kari Leoganda



**PHOTOCOPIED  
& DISTRIBUTED**  
DATE: Mar 05/01 RB

To: Manager, Zoning  
for appropriate action

ACTING CITY CLERK

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February 27, 2001

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

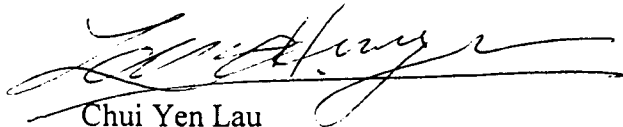
Attention: Councilor Brodie and the Planning Committee

Dear Sirs/Madams:

**Re: Home Depot Rezoning Application**

I support the zoning proposal to permit stores like the Home Depot on Bridgeport Road to sell outdoor plants. It is inconvenient and costly to Richmond gardeners who must travel outside Richmond to get the discounts on garden supplies that Home Depot offers everywhere else in the Lower Mainland.

Yours truly,



Chui Yen Lau  
10051 Hollycroft Gate  
Richmond, B.C.  
Tel. 241-0395



**PHOTOCOPIED  
& DISTRIBUTED**  
DATE: *Mar 05/01RS*

*To: Manager, Zoning  
for appropriate action*

ACTING CITY CLERK

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March 2, 2001

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

Fax: 278-5139

Attention: Councilor Brodie and the Planning Committee

Dear Sirs/Madams:

**Re: Home Depot Rezoning Application**

As a Richmond resident and taxpayer, I believe that the current zoning restriction that prevents home improvement stores like the Richmond Home Depot from selling garden plants, etc. is anti-competitive and bad for the consumer.

Competition is good for the consumer. We should have as much choice as possible where we buy our bedding plants and hanging baskets.

Yours truly,

*Kitty Lo*  
Kitty Lo  
#8-8111 General Currie Road  
Richmond, B.C. V6Y 1L9  
Tel. 231-9985



**Mrs. Sheila M. Gow**

**Tel: (604) 274-6510**

**7631 Steveston Hwy. #110  
Richmond, British Columbia  
Canada V7A 4L7**

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January 28, 2001

Chairman  
Planning Committee  
City of Richmond  
691' 1 No. 3 Road  
Richmond, BC  
V6Y 2C1

Dear Sir:

I have been a resident of Richmond for some 20 years and am an ardent gardener, having won first place in the 1999 Richmond Landscape & Garden Contest (Community Garden - Allotment Plots).

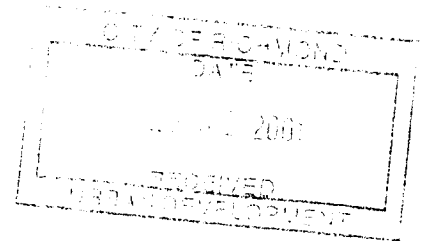
I am writing to express my disappointment that Home Depot on Bridgeport Road is not permitted to sell garden plants because the current zoning bylaw does not permit this.

I am at a loss to understand why this should be so, in view of the fact that Safeway, Save-On Foods & Drugs, London Drugs, Costco, etc. are permitted to sell annuals and perennials. There is already healthy competition; surely Home Depot joining the list can do no harm.

I support a proposal to allow Home Depot to sell garden plants. Why should I have to seek out a Home Depot store outside Richmond to benefit from their discount?

Yours sincerely,

*Sheila M. Gow*



Pamela Gibson  
#41 - 8491 Ryan Road  
Richmond, B.C.  
V7A 2E8

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March 1, 2001

To: Manager, Zoning  
for appropriate  
action

Planning Committee  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

**PHOTOCOPIED  
& DISTRIBUTED**  
DATE: Mar 6 2001

CITY CLERK

ATTN: Councilor Brodie,  
Chairman of the Committee

Dear Councilor Brodie:

SUBJECT: Home Depot, Richmond  
Proposal to Sell Outdoor Plants

I believe that the Richmond Home Depot store should be allowed to sell outdoor plants. Since Richmond consumers can purchase outdoor plants from other large chains such as Safeway, Canadian Tire, and Save-On-Foods, it is unfair that Home Depot is restricted from doing the same.

Preventing Richmond residents from purchasing our outdoor plants at the Richmond Home Depot store does not force us to buy from local nurseries. It only causes us to spend extra time and expense driving to a neighbouring community to purchase reasonably priced plants from the Home Depot there. The Richmond consumer is not benefiting from this restriction, and neither are the Richmond nurseries. The old proverb "You can lead a horse to water, but you can't make him drink" certainly applies in this instance.

I understand that Home Depot stores purchases their bedding plants from local nurseries. If the Richmond Home Depot store were allowed to sell outdoor plants, the Richmond nurseries would benefit by supplying Home Depot with bedding plants. In my opinion, that would be a "win-win" situation.

I ask that the Planning Committee reconsider, and remove the restrictions that have been placed on the Home Depot in Richmond. Competition is a good thing, from which both consumers and businesses benefit.

Sincerely,

Pamela Gibson















