# **City of Cambridge Community Development Department**

# Retail Land Use Zoning Petition

December 2020







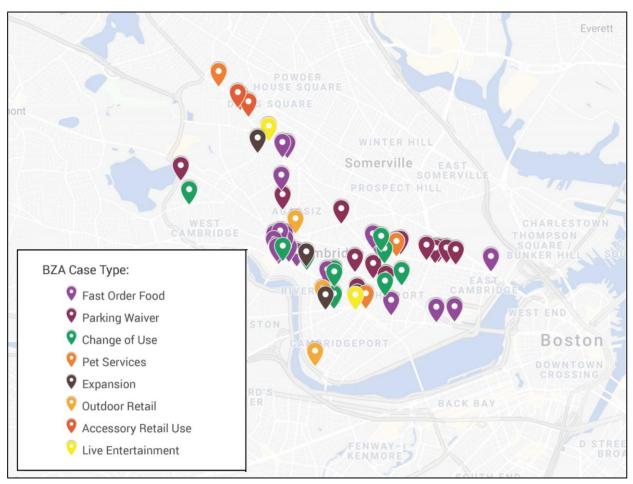


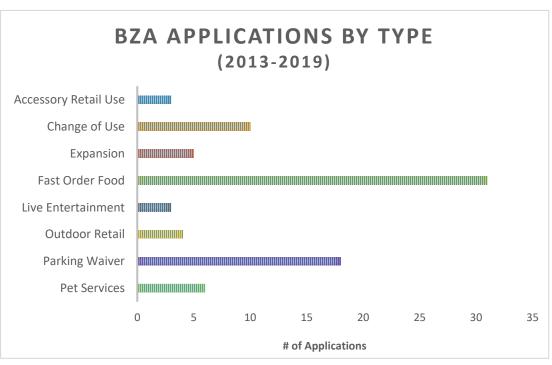


#### **Project Background**

- 2015: CDD engaged with planning consulting firm Community Opportunity Group, Inc. to develop the Commercial Land Use Classification Study, providing recommendations to the City on ways to update, consolidate, and clarify commercial classifications in the Zoning Ordinance
- 2017: In the Retail Strategy Plan, the City's consultants recommended that the City incorporate recommendations from the 2015 study to allow for more flexible and new retail uses
- 2019: In *Envision Cambridge* a near term action item is to revise the commercial land use classification to allow for more flexible retail formats and business models
- 2020: July & September hearings with the Economic Development and University Relations Sub-Committee

## Retail Business Permitting (2013-2019)





Map by Community Opportunities Group, Inc. Data Source: City of Cambridge, CDD. Basemap & Encoding: Google Maps. Last Updated: 6/28/2019.

#### **Examples**

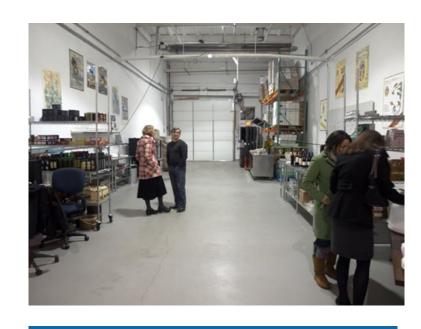






Honeycomb Creamery (1702 Mass. Ave.) Classified as Fast Food Required Variance Curio Spice Co. (2254 Mass. Ave.) Required a SP for Light Manufacturing/Assembly Lamplighter Brewing Co.
284 Broadway
No classification
Required Variance

#### **Examples**







Formaggio Kitchen Annex (67 Smith Place) Required SP to make a portion of the space a classroom Loyal Nine (660 Cambridge St.) Required a Parking Waiver for Additional Seats Black Sheep Bagel (56 JFK St.) Classified Fast Food Required SP

#### **Impact on Business**

#### Most Common BZA requests:

- Parking Waivers (SP and Variances)
- Fast Order Food Permits
- Variances for non-defined uses or mixed of uses
- Current uses are not clearly defined

#### Time and Costs:

- Average legal costs for SP/Variances: \$3,000
- Average delay in opening due to SP/Variances: 3-6 months

#### **Feedback from Business Outreach**

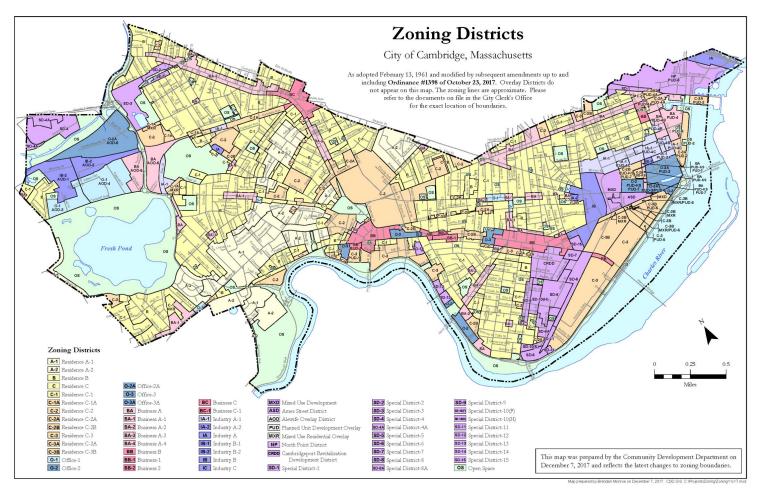
- Use table complicated to read too many footnotes, too many categories, definitions not up-to-date
- Food entrepreneurs face difficulties e.g., commercial kitchens, fast order food requirements
- Too much time to resolve zoning issues and obtain variances, costly for small businesses having to carry rent
- Parking requirements
- Non-conforming uses
- Allowing mixed uses in one space, different revenue streams

#### **Objectives of Retail Zoning Initiative**

- 1. Consistently define all retail use types
- 2. Add use types that are not listed
- 3. Regulate "hybrid" activities
- 4. Plan for unforeseen use types
- Consider relaxing some requirements (parking, change of use, & etc.)

# Zoning for Retail – Overview

### How does zoning affect retail?



- How are different types of retail categorized?
- Where are different types of retail allowed?
- What standards must be met (e.g., parking, signage)
- What review process might be required?

#### Past – How did we get to where are now?

- Most retail use zoning dates back to 1961
- Retail was mostly in concentrated shopping centers, car-oriented
- Parking, trash, and noise were major concerns



#### Today – Where are we?

 Retail and other amenities are a part of an active street life

Builds a sense of community

 Active ground floor uses are key to a mixed-use neighborhood



#### Future – Where are we going?

- How we purchase items and services is changing – in unpredictable ways
- Desire for items made local is increasing (especially pre-packaged food/beverage)
- Businesses are making creative use of unconventional spaces
- Experiences are an increasing part of retail (travel, shows, classes)





#### **Petition Overview**

Part	Approach	Objective	
1	Revise <b>retail use definitions</b> for clarity and consistency	More readily determine where a particular business fits in zoning	
2	"Additional retail" allowances	Regulate "hybrid" uses where retail is a smaller component of a larger use	
3	Revise <b>retail use table</b> and footnotes	Adjust regulations to align with current City goals	
4	Expand parking exemption	New businesses are not routinely forced to seek relief from the BZA	
5	Additional special permit criteria	Focus on relevant issues when a retail use needs a special permit	
	+ additional "clean up" throughout Ordinance		

## Part 1: Retail Land Use Definitions

#### Retail Use Types – Current Zoning

#### 4.35 Retail Business and Consumer Service Establishments

- a. Store for retail sale of merchandise <sup>23</sup>
- 1. Establishment providing convenience goods such as drug stores, food stores, tobacco, newspaper and magazine stores, variety stores, and liquor stores <sup>24</sup>
- 2. Other retail establishments
- b. Place for the manufacturing, assembly or packaging of consumer goods <sup>25</sup>
- c. Barber shop, beauty shop, laundry and dry cleaning pickup agency, shoe repair, self-service laundry or other similar establishment
- d. Hand laundry, dry cleaning or tailoring shop <sup>26</sup>
- e. Lunchroom, restaurant, cafeteria <sup>27</sup>
- f. Establishments where alcoholic beverages are sold and consumed and where no dancing or entertainment is provided:
- 1. Lunchroom, restaurant, cafeteria
- 2. Bar, saloon, or other establishment serving alcoholic beverages but which is not licensed to prepare or serve food
- g. Bar or other establishment where alcoholic beverages are sold and consumed and where dancing and entertainment is provided. Dance hall or similar place of entertainment
- h. Theatre or hall for public gatherings
- i. Commercial recreation
- j. Mortuary, undertaking or funeral establishment
- k. Printing shop, photographer's studio
- I. Veterinary establishment, kennel, pet shop or similar establishment <sup>29</sup>
- m. Sales place for new and used car, rental agency for autos, trailers and motorcycles 30
- n. Office including display or sales space of a wholesale, jobbing or similar establishment 31
- o. Fast Order Food Establishment
- p. Deleted
- q. Art/Craft Studio
- r. Bakery, Retail
- s. Cannabis Retail Store

#### 4.36 Open Air or Drive In Retail & Service

- a. Sales place for flowers, garden supplies agricultural produce conducted partly or wholly outdoors; commercial greenhouse or garden
- b. Automobile oriented fast order food service establishment
- c. Drive in bank and other retail or consumer service establishment where motorist does not have to leave his or her car
- d. Outdoor amusement park, outdoor sports facility conducted for profit
- e. Open air or drive in theatre or other open air place of entertainment
- f. Sale of new or used cars conducted partly or wholly on open lots, or rental agency for automobiles, trailer, motorcycles, conducted partly or wholly outdoors
- g. Automobile service station where no major repairs are made 32
- h. Car washing establishment using mechanical equipment for the purpose of cleaning automobiles and other vehicles
- i. Place for exhibition, lettering or sale of gravestones

#### **Overall Objectives**

- Each use has a clear, consistent definition (reduce footnotes)
- General definition of "retail" for types that do not fit an existing category
- Consolidate some items into a single use category
- Remove some burdensome and hard-to-enforce standards

#### What is "Retail"?

**Retail or Consumer Service Establishment.** An establishment whose principal purpose is the commercial provision of goods, personal services, prepared food and beverage, entertainment, recreational activities, and similar services (but excluding professional or financial services) directly to consumers. Such provision of goods and consumer services shall be conducted on-site, but may be supplemented by telephone and online transactions and devery services.

Must have a physical presence where customers can get direct service, but can have supplemental delivery or wholesale distribution (in some cases)

"Consumer services" distinct from "professional services," which might include a medical office or bank

#### Retail Use Types – At a Glance

#### 4.35 Retail or Consumer Service Establishments

**Retail Stores** 

**Personal Services** 

Food and Beverage Service

**Entertainment and Recreation** 

**Art Studios** 

Special Retail and Service

#### 4.36 Outdoor Retail or Consumer Service Establishments

"Pedestrian-Oriented"

"Auto-Oriented"

#### **Retail Stores**

	Use Type (summarized)	Proposed Change
4.35 a-1	Convenience Store	Added/refined definition. Increase from up to 2,500 SF to up to 5,000 SF
4.35 a-2	Merchandise Store (new name)	Added definition
4.35 a-3	<b>Grocery Store</b>	New use
4.35 b	Craft Retail and Production Shop (new name)	Remove limitation that ≥50% of merchandise is sold on premises
4.35 r	Bakery, Retail (for use at home)	No change

#### **Personal Services**

	Use Type (summarized)	Proposed Change
4.35 c	Barber shop, beauty shop, dry cleaning pickup, shoe repair, self-service laundry, "other similar"	Personal Services Establishment
4.35 d	Hand laundry, dry cleaning, tailoring	includes these and other services (e.g., electronics repair, bicycle repair, copying)
4.35 k	Printing shop, photographer's studio	repair, copying,

## **Food and Beverage Service**

	Use Type (summarized)	Proposed Change
4 <del>.35-e</del>	Restaurant – no alcohol	Added definition includes restaurants
4.35 f-1	Restaurant	with or without alcohol license
4.35 f-2	Bar (no food service)	Added definition
4.35 o	Fast Order <b>or Quick-Service</b> Food Establishment	Revised definition removes strict standards re: table seating, amount of dine in vs. takeout
4.35 f-3	Craft Beverage Establishment	New use
4.35 f-4	Food Stand/Kiosk	New use
4.35 f-5	Food Hall	New use

#### **Entertainment and Recreation**

	Use Type (summarized)	Proposed Change
4.35 g	Dance Hall or Nightclub	Added/revised definition to not include any establishment with "alcohol" and "entertainment"
4.35 h	Theater	Added definition
4.35 i-1	Commercial Recreation	Refined definition
4.35 i-2	Fitness Center	New use

#### **Art Studios**

	Use Type (summarized)	Proposed Change
4.35 q-1	Art/Craft Studio	No change
4.35 q-2	Performing Arts Studio	New use

## **Special Retail and Service**

	Use Type (summarized)	Proposed Change
4.35 j	Funeral Home/Mortuary	Added definition
4.35 l	Animal Services Facility (vet, kennel, pet shop)	Added definition
4.35 m	Indoor Auto Sales Facility	Added definition
4.35 n	Office with wholesale sales/display, "jobbing"	Deleted
<b>4.35</b> s	Cannabis Retail Store	No change

#### **Outdoor Retail or Consumer Service**

	Use Type (summarized)	Proposed Change
4.36 a	Open-Lot Retail Sales	Defined/revised – includes all outdoor sales, not just agricultural
4.36-b	Drive-In Food Service	Defined/revised – specifies "drive-in"
4.36 c	Drive-in Consumer Service	Defined (includes bank)
4.36 d	Outdoor Entertainment and Recreation	Defined/revised – specifies not auto- oriented
4.35 e	Drive-In Theater	Defined/revised – specifies "drive-in"
4.35 f	Outdoor Auto Sales (open lot)	Defined/revised

#### **Outdoor Retail or Consumer Service**

	Use Type (summarized)	Proposed Change
4.35 g	Auto Service Station	Defined
4.35 h	Auto Wash	Defined
4.35 i	Gravestone exhibition	Deleted
4.35 j	Temporary Outdoor Retail or Consumer Service	New use

# Part 2: Additional Allowed Retail

#### Additional ("Hybrid") Retail Uses

- Allowed when combined with another principal use
- No more than 25% of the size or duration of the other use
- No additional parking requirements
- Signage requirements combined with other use

Additional Uses	Examples
Sales Supplies, promotional materials	
Programming	Classes, workshops
Food and Beverage	Bar, café, concession
<b>Entertainment and Recreation</b>	Limited live performances, games

# Part 3: Retail Land Use Regulations

#### Ways to Regulate Use Types

**Zoning District 1** 

**Zoning District 2** 

Use Type 1

Yes

"permitted"
"as-of-right"

Yes<sup>1</sup>

"permitted, with limitations" "as-of-right, with limitations"

Use Type 2

SP

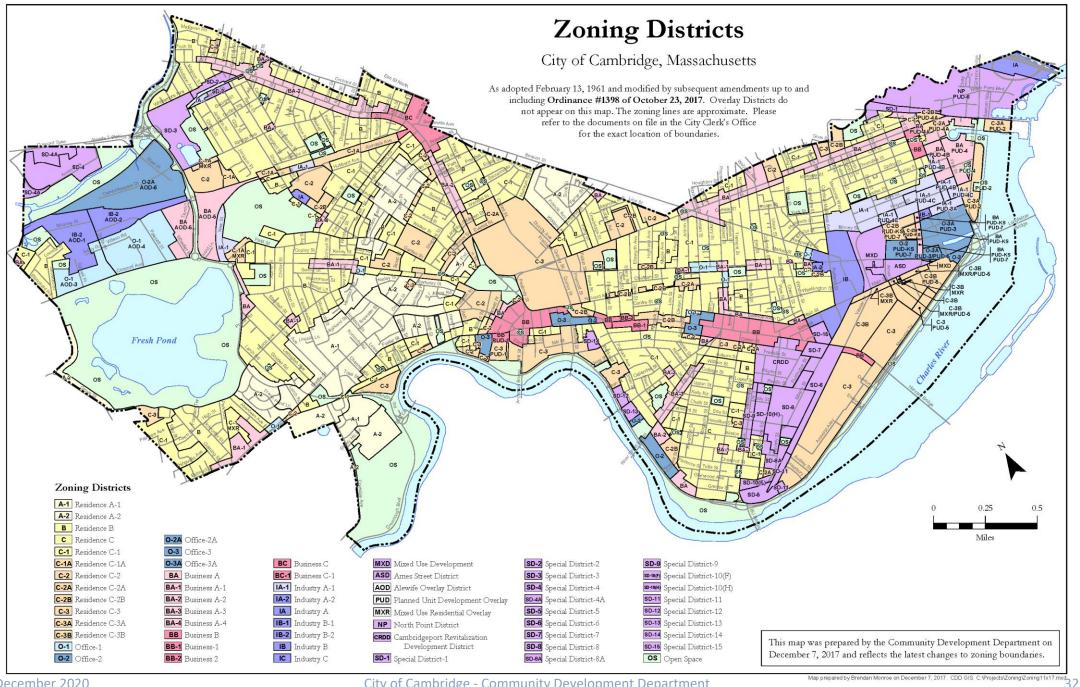
"special permit"
"conditional"

No

"not permitted"

"prohibited"

"variance"\*



## **District Types**

District Types	Retail Uses (Generally)
Central Business	More permissive
Neighborhood Business	<b>\</b>
Industry	<b>\</b>
High-Intensity Office	<b>\</b>
Low-Intensity Office	<b>\</b>
Residential (multifamily/institutional)	<b>\</b>
Residential (single/two-family)	More restrictive

#### **Guiding Principles**

- Regulate "like" uses (e.g., food service, entertainment, recreation)
  in a more consistent way throughout City
- Fill "gaps" where retail is present or desired but is more restricted in zoning
- Where plans call for ground floor activation, recognize that retail
  has moved beyond "shops" it will require a broader range of uses

#### **Overall Issues**

Some **uses** are more **restricted** than others:

- Entertainment (limited areas)
- Commercial recreation (always requires a special permit)
- Fast order food (limited areas and always requires special permit)

Some **districts are** more **restrictive** than others:

- BA-1, BA-2, BA-3 (North Mass Ave, Western Ave, Observatory Hill, Huron Village)
- High-intensity office districts little to no retail allowed (exception: art/craft studios)

#### **Overall Issues**

Non-conforming retail in **residential districts**:

 Changes of use are not allowed – relies on variance process

### **Overall Issues**

- More permissive regulations create opportunities for more businesses (easier to open)
- More restrictive regulations give the City and residents more control (hurdles to open)

## **Zoning Strategy**

District Types	General Approach
<b>Business Districts Industry Districts</b>	<ul> <li>Retail generally allowed</li> <li>Special permit where site-specific impacts are a concern</li> </ul>
Office Districts	<ul> <li>Ground-story retail allowed in mixed-use development</li> <li>Special permit in Office-1</li> </ul>
Residential Districts (excl. 1-family)	<ul> <li>Special permit for limited retail types in pre- existing non-residential spaces</li> </ul>

#### **Proposed Zoning – Summary Table**

Category	Use Type	Business Districts	Industry Districts	Office Districts	Residential Districts (multifamily)
Stores	Retail Business or Consumer Service Establishment, not otherwise defined	Special Permit	Special Permit	No	No
	Convenience Store	Yes	Yes	<b>Ground story</b>	SP – Existing Space
	Merchandise Store	Yes	Yes	<b>Ground story</b>	No
	Grocery Store	Yes	Yes	<b>Ground story</b>	SP – Existing Space
	Craft Retail and Production Shop	Special Permit	Yes	<b>Ground story</b>	No
	Bakery, Retail	Yes	Yes	<b>Ground story</b>	No
Personal Services	Personal Services Establishment	Yes	Yes	<b>Ground story</b>	SP – Existing Space
Food and Beverage	Restaurant	Yes	Yes	<b>Ground story</b>	No
	Bar	Yes	Yes/Special Permit	<b>Ground story</b>	No
	Craft Beverage Establishment	Special Permit	Yes	Special Permit	No
	Food Stand or Kiosk	Yes/Special Permit	Yes	Ground story	No
	Food Hall	Yes/Special Permit	Yes	Special Permit	No
	Fast Order or Quick Service Food Establishment	Yes/Special Permit	Yes/Special Permit	Ground story	SP – Existing Space
Entertainment and Recreation	Dance Hall or Nightclub	Yes/Special Permit	Yes/Special Permit	Ground story	No
	Theater	Yes/Special Permit	Yes/Special Permit	Ground story	No
	Commercial Recreation Establishment	Yes/Special Permit	Yes/Special Permit	Ground story	No
	Fitness Center	Yes	Yes	Ground story	SP – Existing Space

#### **Proposed Zoning – Summary Table**

Category	Use Type	Business Districts	Industry Districts	Office Districts	Residential Districts (multifamily)
Special Retail	Funeral Home	Yes	Yes	Special Permit	No
	Animal Services Facility	Special Permit	Special Permit	Special Permit	No
	Indoor Auto Sales Facility	Yes	Yes/Special Permit	Ground story	No
	Cannabis Retail Store	Special Permit	Special Permit	No	No
Arts	Art/Craft Studio	Yes	Yes	Special Permit	Special Permit
	Performing Arts Studio	Yes	Yes	Special Permit	Special Permit
Outdoor Retail	Outdoor Retail or Consumer Service Establishment, not otherwise defined	Special Permit	Special Permit	No	No
	Open-Lot Retail Sales Establishment	Yes	Yes	<b>Ground story</b>	No
	Drive-In Food Service Establishment	Special Permit/No	Special Permit/No	No	No
	Drive-In Consumer Service Establishment	Special Permit/No	Special Permit/No	No	No
	Outdoor Entertainment and Recreation Facility	Special Permit/No	Special Permit	Ground story	No
	Drive-In Theater	Special Permit/No	Yes/No	No	No
Docombox 2020	Outdoor Auto Sales Facility	Special Permit/No	Special Permit/No	No	No
	Auto Service Station	Special Permit	Yes/SP/No	No	No
	Auto Wash	Special Permit/No	Special Permit/No	No	No
	Temporary Outdoor Retail or Consumer Service Use	Yes	Yes	Yes	Special Permit

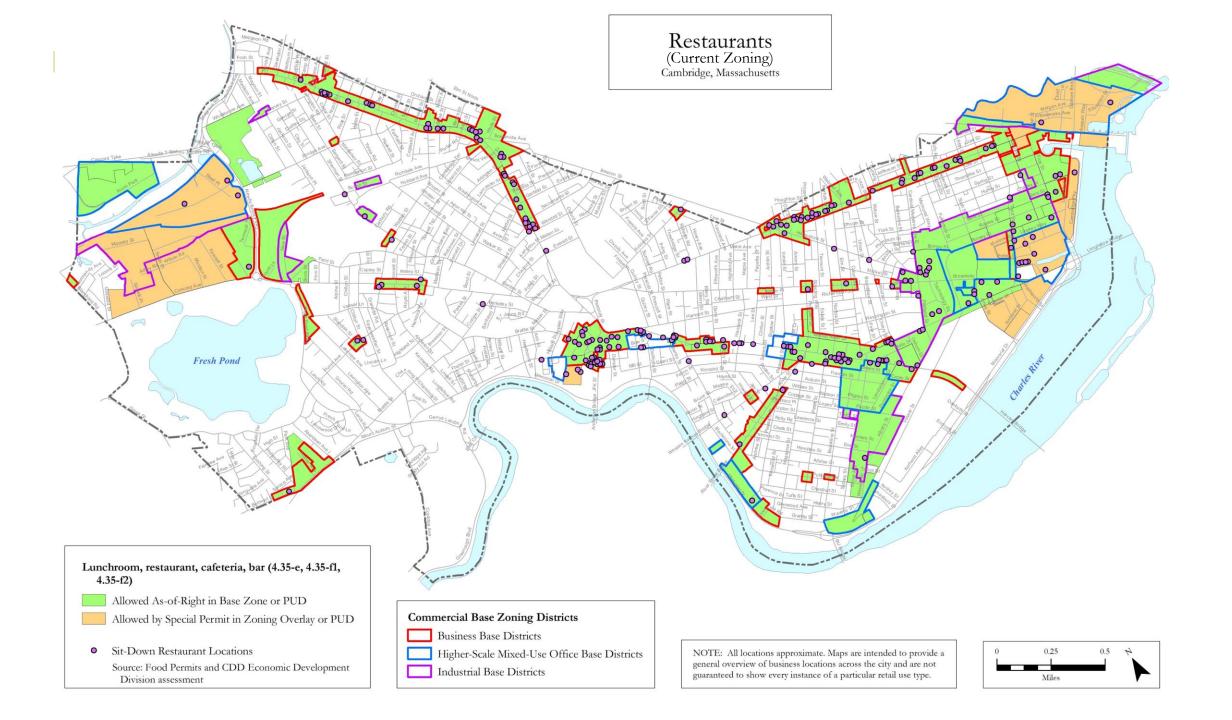
### **Some Maps**

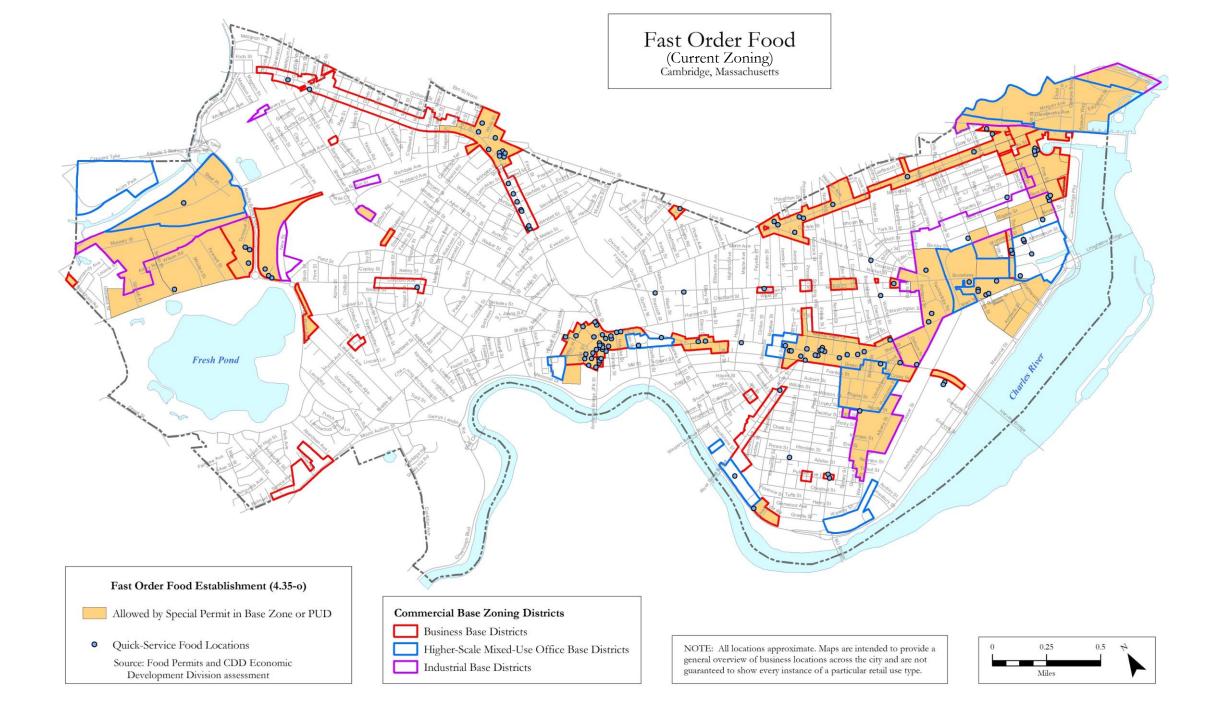
- Food and Beverage Service
- Entertainment & Recreation
- Craft Retail Shops & Arts Studios
- Outdoor Retail

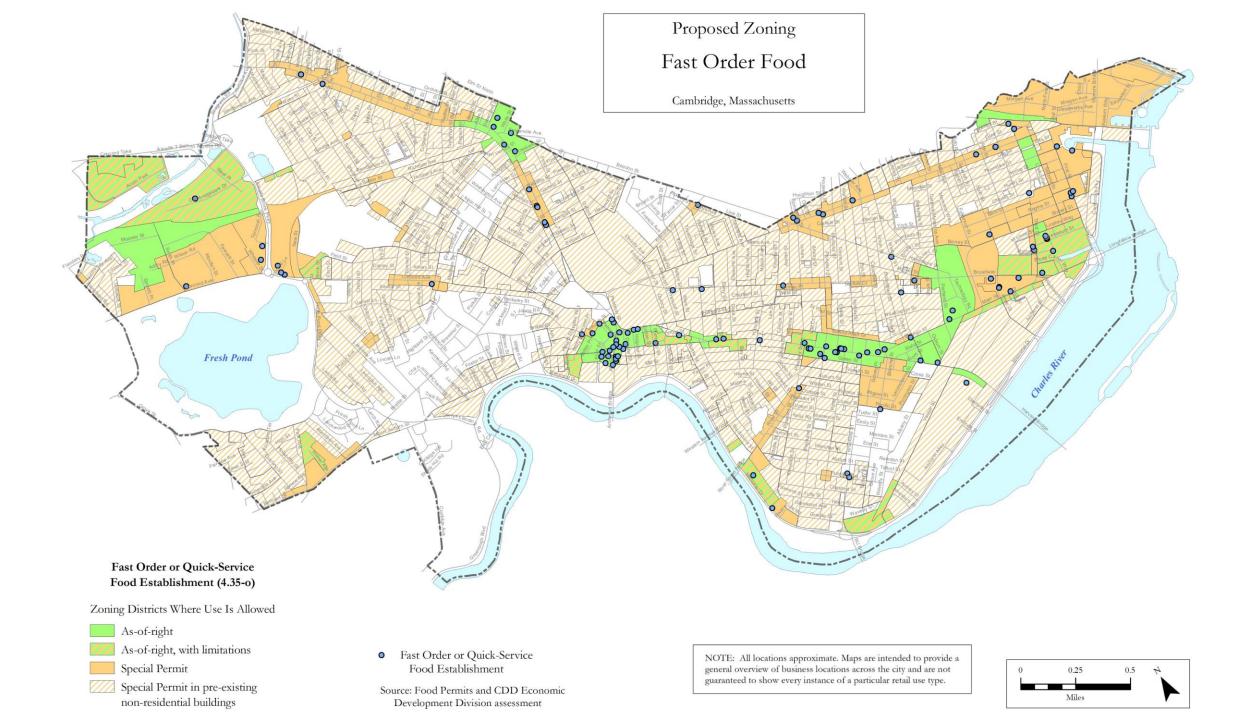
Note: Establishment locations are approximate.

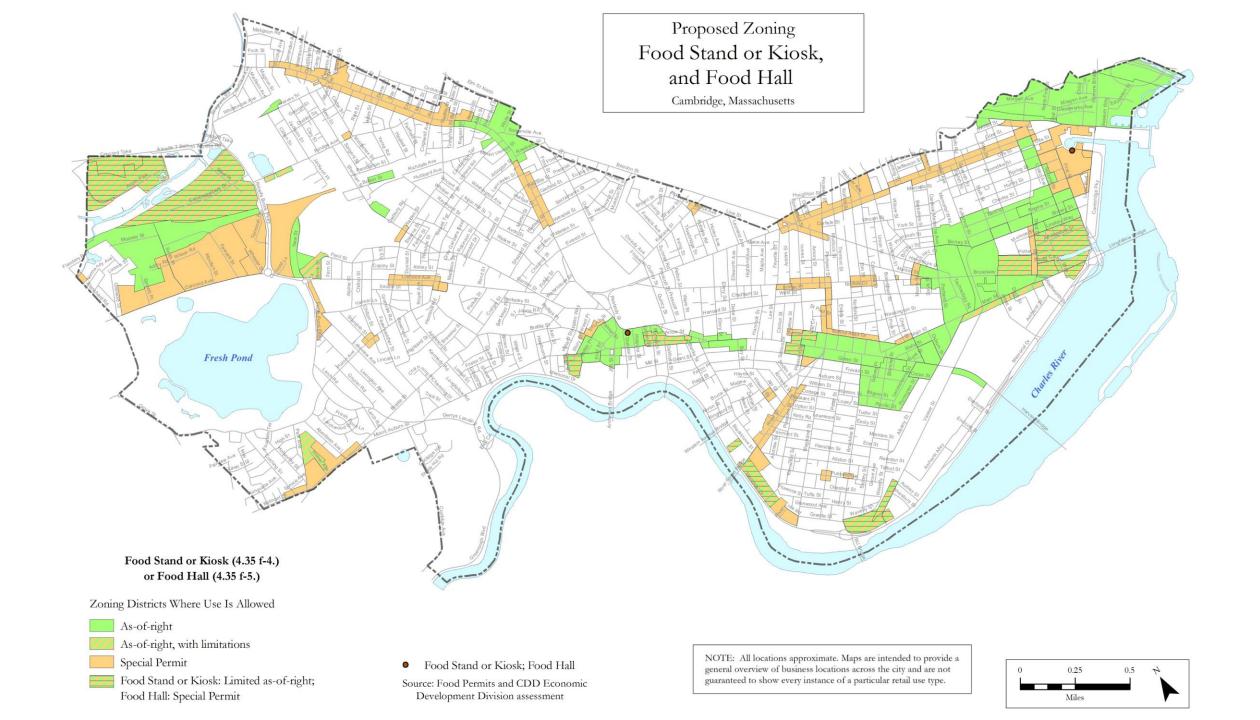
## **Food and Beverage Service**

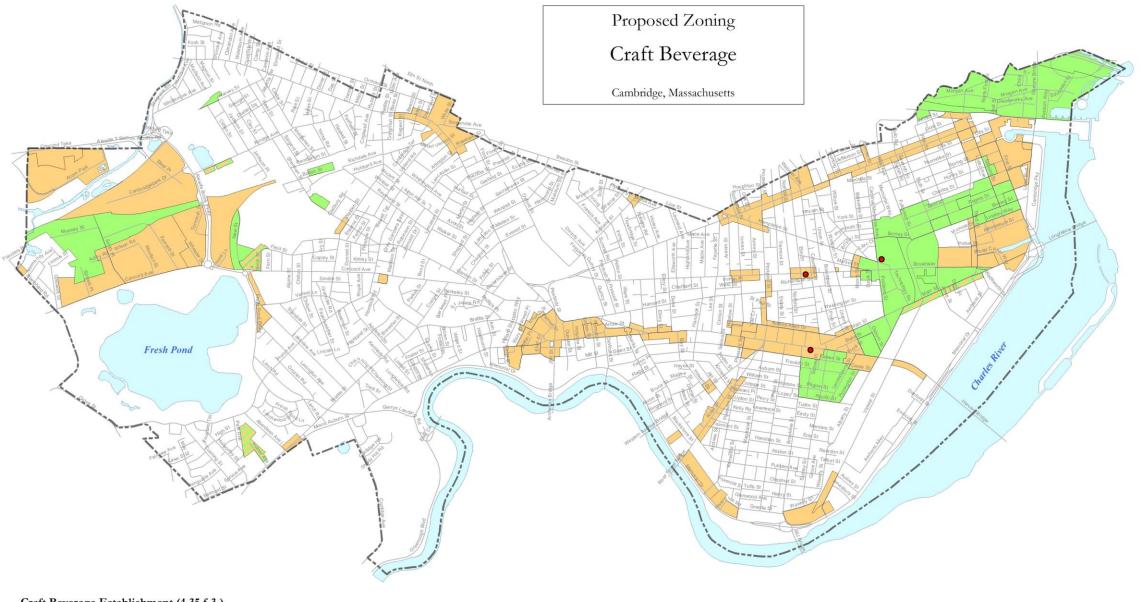
- Restaurants
- Fast Order Food
- Food Stand, Kiosk or Hall
- Craft Beverage











#### Craft Beverage Establishment (4.35 f-3.)

Zoning Districts Where Use Is Allowed

As-of-right

As-of-right, with limitations

Special Permit

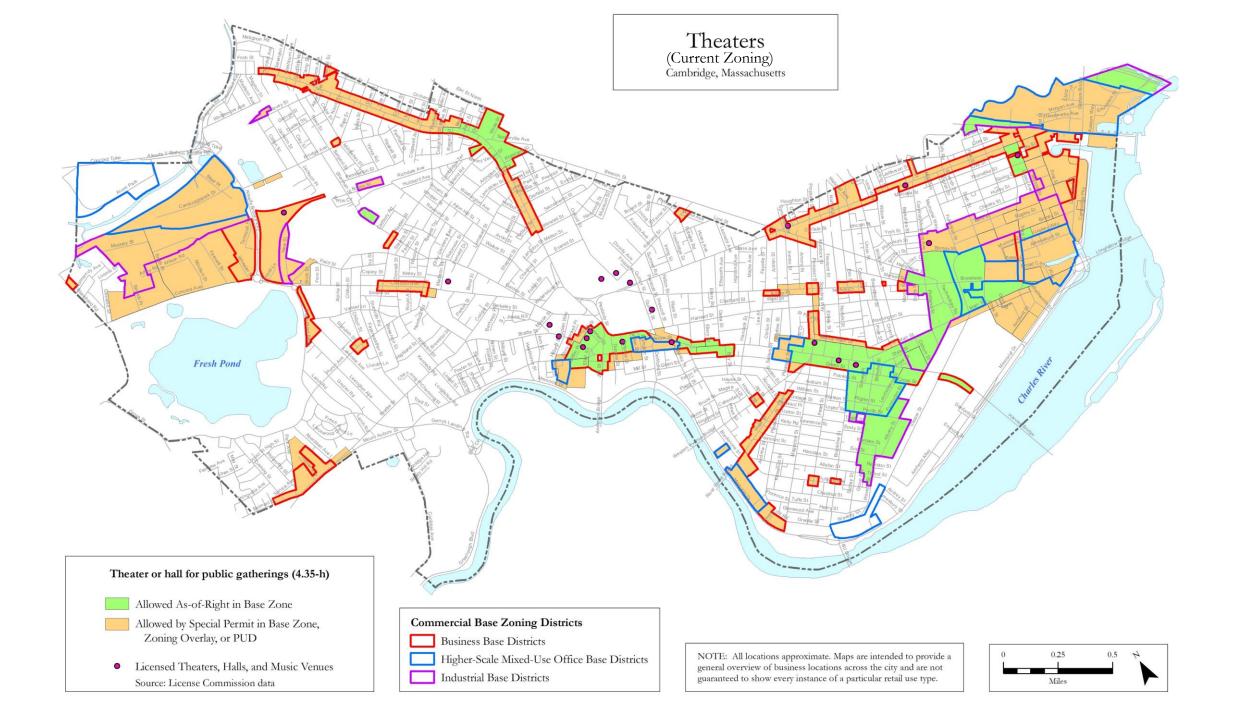
Craft Beverage Establishment

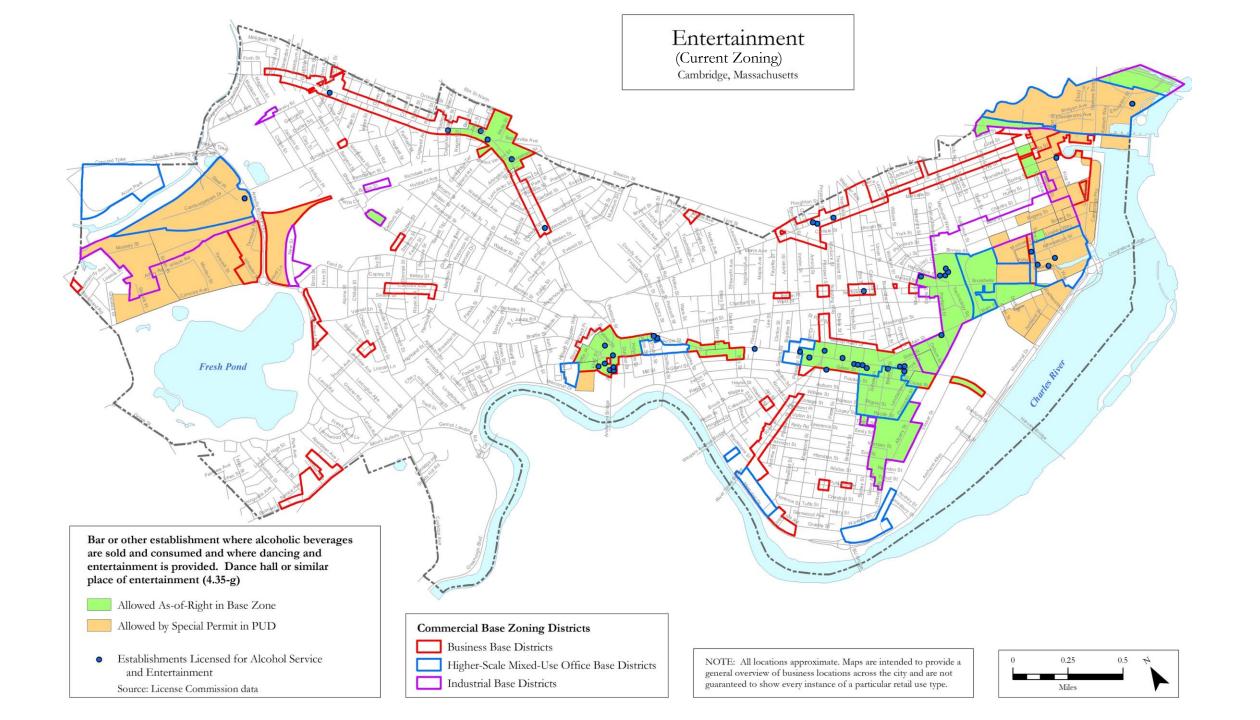
Source: Food Permits and CDD Economic Development Division assessment

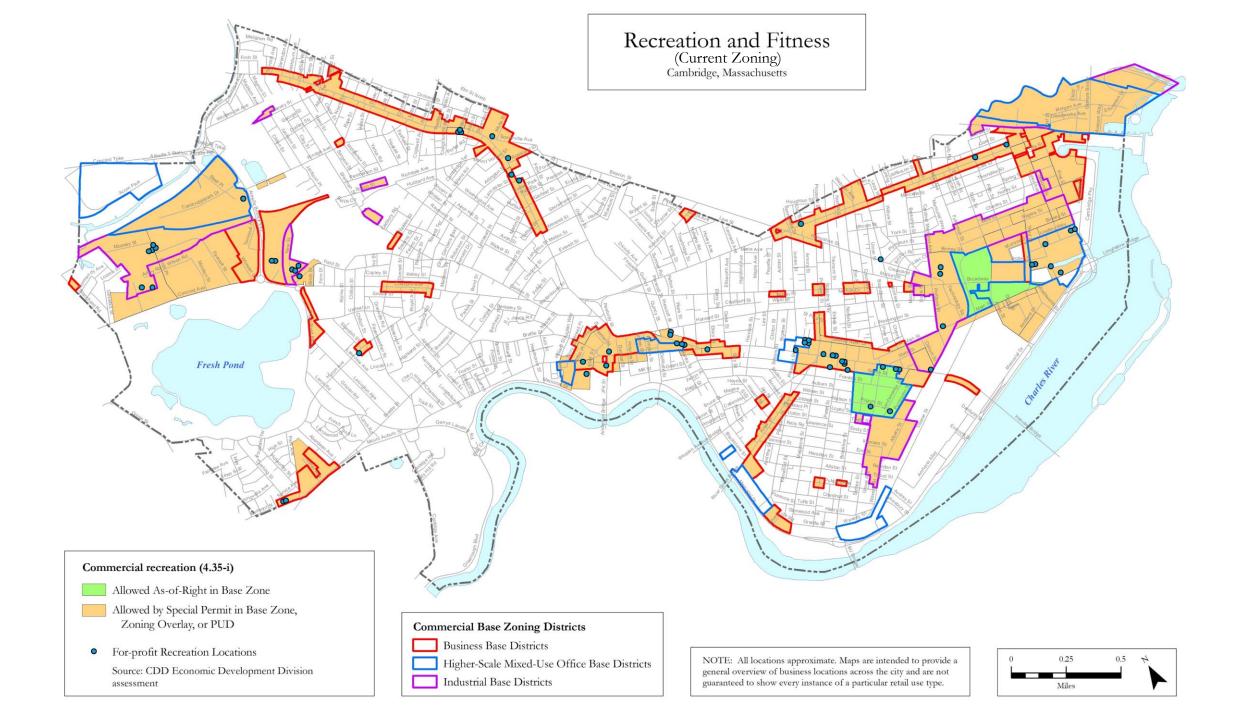


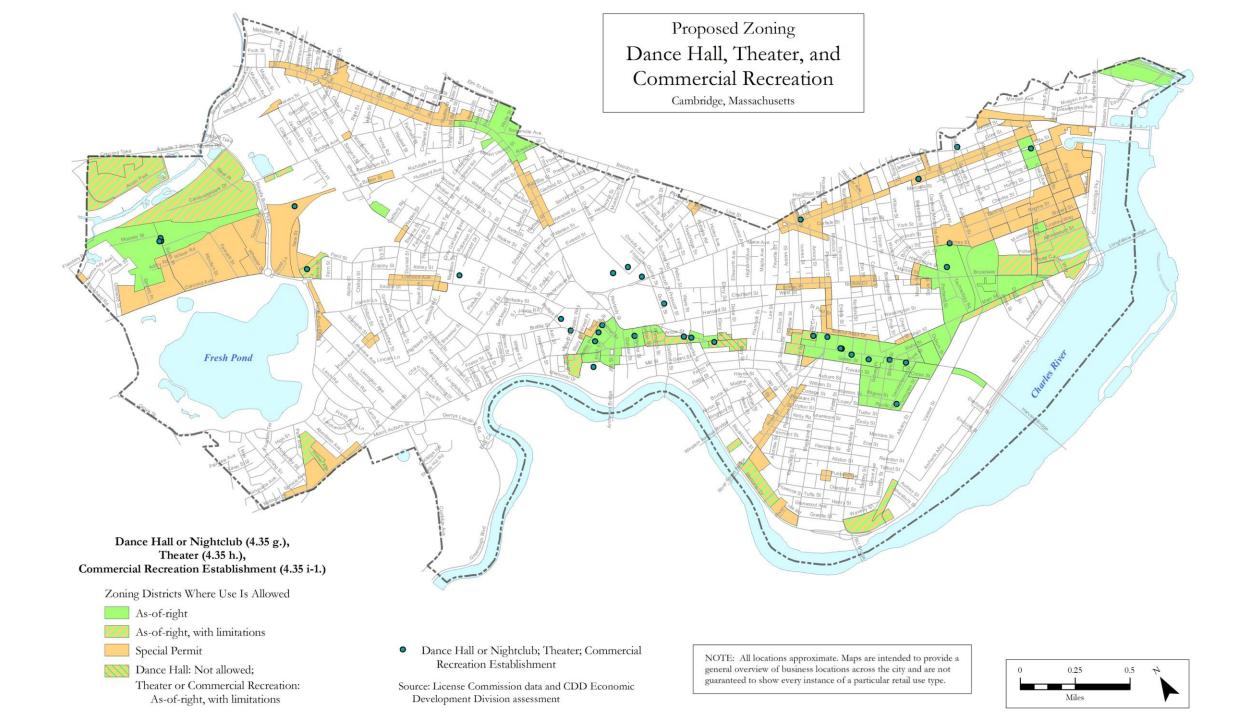
### **Entertainment and Recreation**

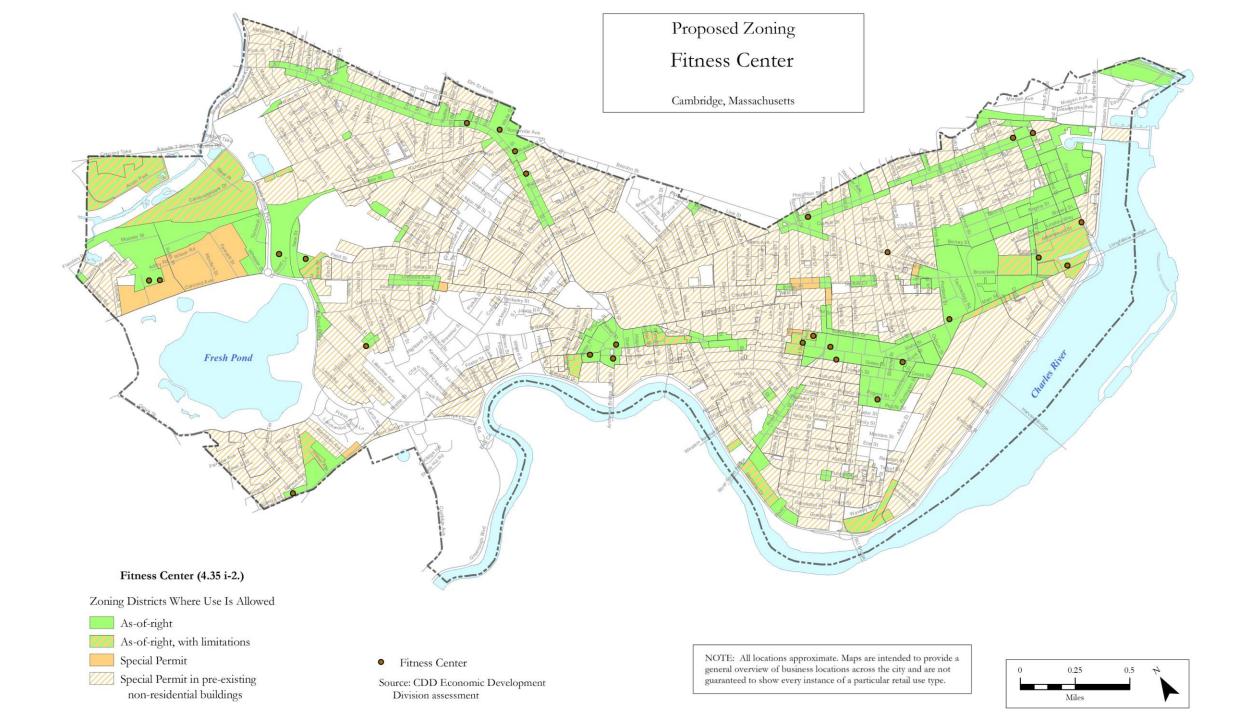
- Theaters
- Entertainment/Dance Hall
- Fitness
- Commercial Recreation





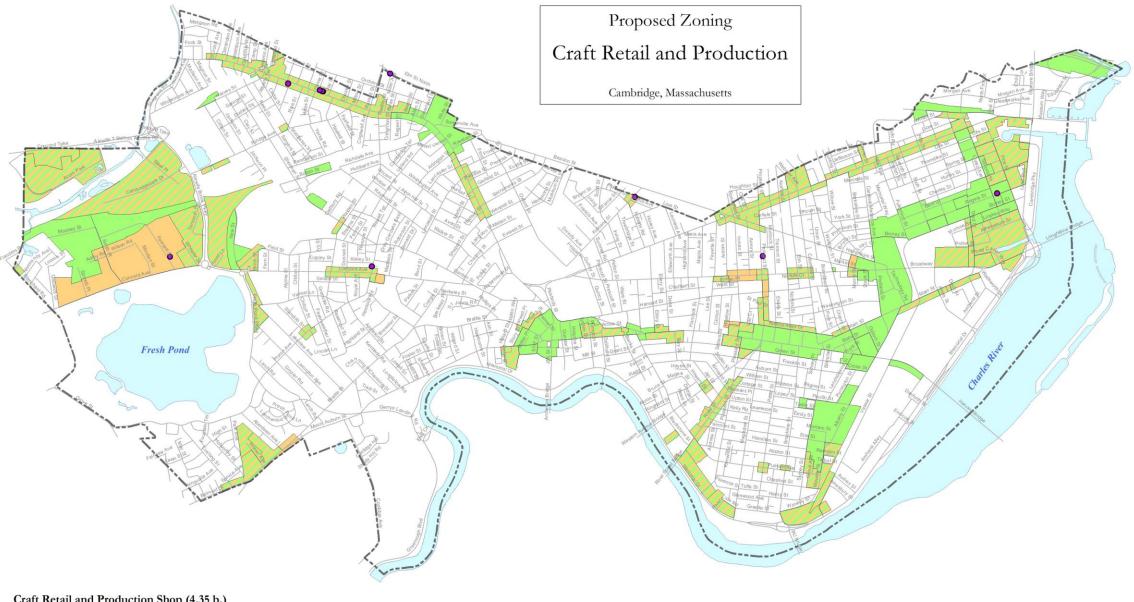






## **Craft Retail Shops & Arts Studios**

- Craft Retail and Production
- Arts Studio/Performing Arts Studio



#### Craft Retail and Production Shop (4.35 b.)

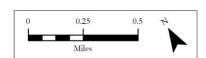
Zoning Districts Where Use Is Allowed

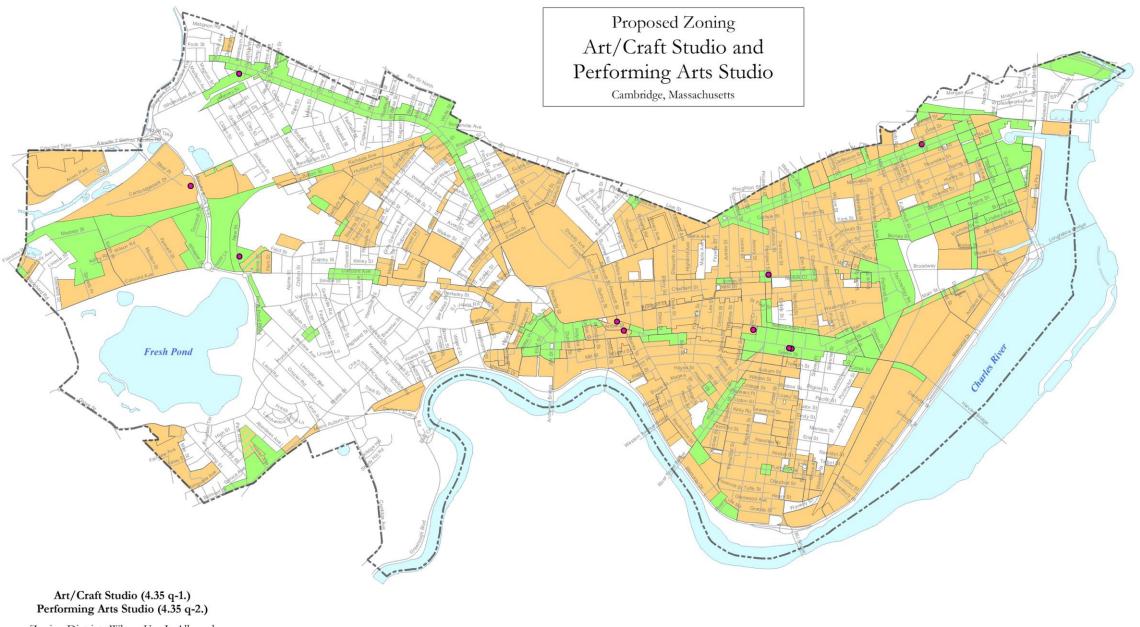
As-of-right

As-of-right, with limitations

Special Permit

 Craft Retail and Production Shop Source: Food Permits and CDD Economic Development Division assessment





Zoning Districts Where Use Is Allowed

As-of-right

As-of-right, with limitations

Special Permit

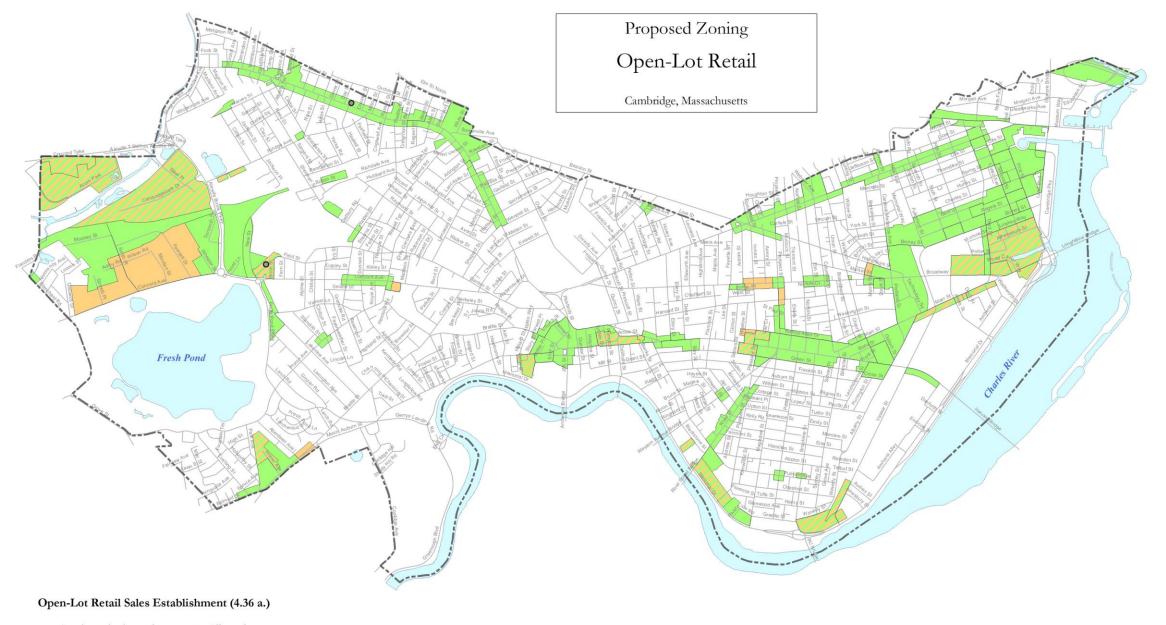
Art/Craft Studio; Performing Arts Studio

Source: CDD Economic Development Division assessment



### **Outdoor Retail or Consumer Service**

- Open Lot Retail Sales
- Outdoor Entertainment and Recreation
- Temporary Outdoor Retail or Service



Zoning Districts Where Use Is Allowed

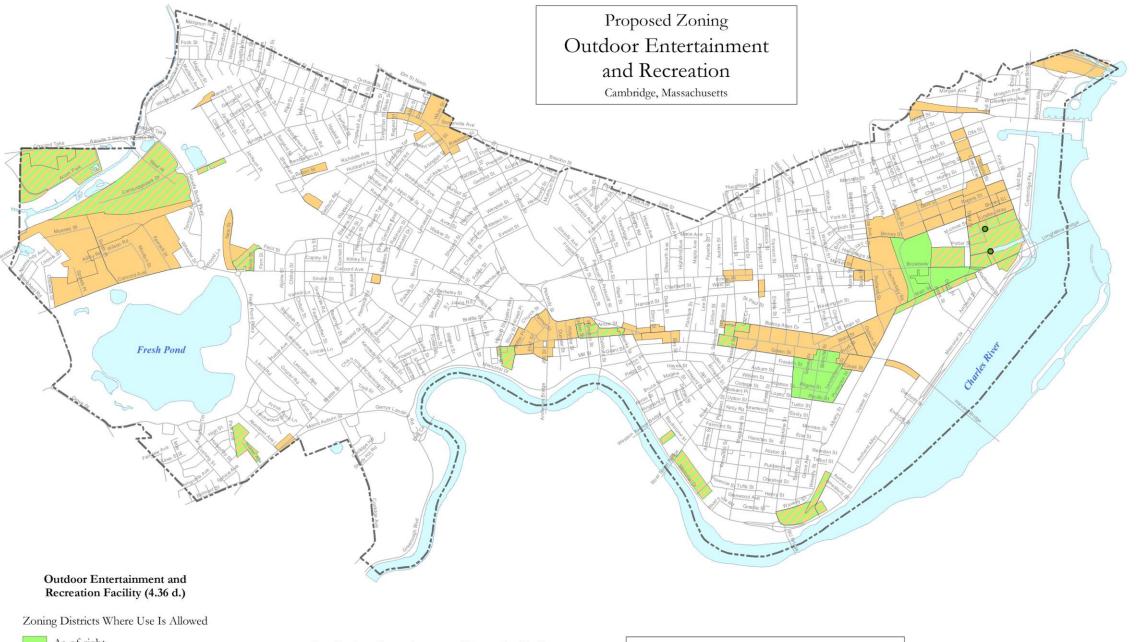
As-of-right

As-of-right, with limitations

Special Permit

Open-Lot Retail Sales Establishment
 Source: CDD Economic Development
 Division assessment

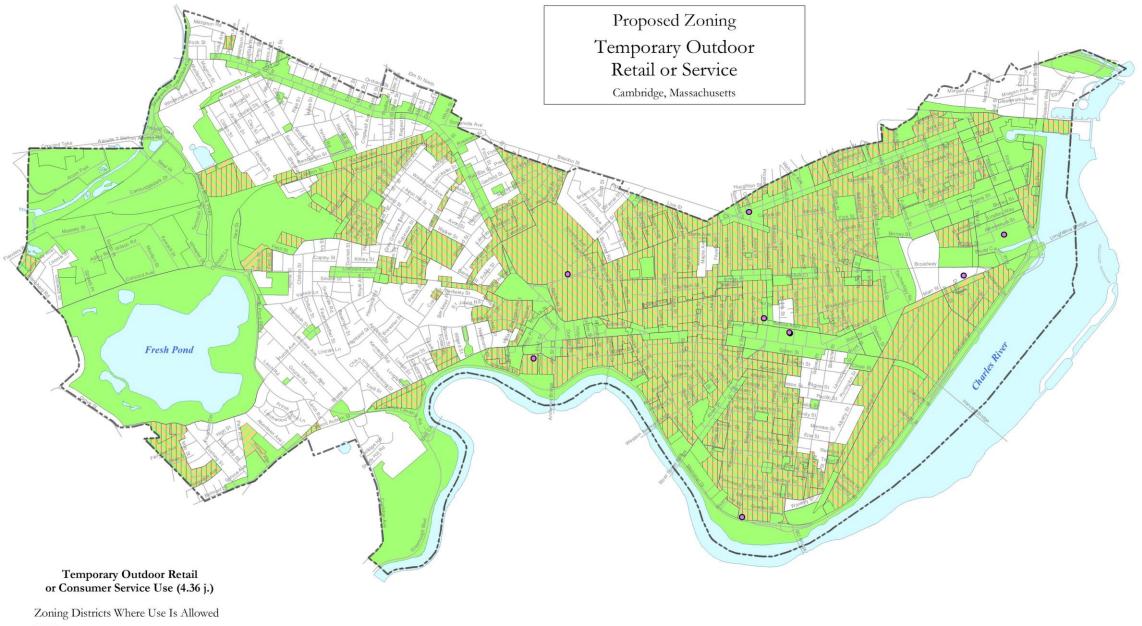




As-of-right
As-of-right, with limitations
Special Permit

Outdoor Entertainment and Recreation Facility
 Source: CDD Economic Development Division
 assessment





As-of-right

As-of-right, with limitations

Special permit, or as-of-right if on municipal-owned land

Temporary Outdoor Retail or Consumer Service Use

Source: CDD Economic Development Division assessment



# Part 4: Parking Exemption

## Parking Min/Max Varies by Use

Retail Use Types	<b>Current Parking Requirements</b>	
General Retail, Personal Services	Low min/max	
Specialty Retail and Services	<b>\</b>	
Restaurants, Theaters, Recreation	High min/max	

## Simple Recommendation – Expand Relief

Small business exemption provides relief from parking requirements in many cases (Section 6.32.1).

#### **Current Zoning**

Parking requirement waived for any non-residential use in office, business, or industrial district requiring up to 4 spaces, in a building with up to 10,000 square feet total non-residential use.

#### **Recommended Change**

Additionally, do not require new parking for any non-residential use occupying space in an existing building.

## Schedule of Parking and Loading (6.36)

- Minimal substantive changes
- Updated for consistency with use table
- Standards based on seating or occupancy revised to Gross Floor Area

# Part 5: Special Permit Criteria

### **Special Permit Criteria**

Special permits will **normally be granted** where specific provisions of this Ordinance are met, **except** when **particulars of the location or use, not generally true of the district or of the uses permitted in it**, would cause granting of such permit to be to the **detriment of the public interest** because:

# General SP Considerations (current) Zoning requirements

Zoning requirements

Congestion, hazard, or change in neighborhood character due to traffic

Adverse effect on adjacent uses

Nuisance or hazard to occupants or citizens

Integrity of district, intent of zoning

**Urban Design Objectives** 

#### **Retail Considerations (proposed)**

Delivery and loading operations

Environmental nuisance to neighbors – dust, odors, smoke, noise, light

Compatibility of façade with visual character of the area

Meeting objectives in citywide or area plans

# **City of Cambridge Community Development Department**

# **Home Occupations Zoning Petition**

December 2020









### **Home Occupations**

Home Occupation. For an occupation customarily carried on at home, the use of a room in a dwelling as an office, studio, or work room by a person residing on the premises and in connection with which there is kept no stock in trade nor commodity sold on the premises.

### **Home Occupations**

#### **Current Zoning Allows:**

"A customary home occupation or the office of a resident physician, dentist, attorney-at-law, architect, engineer, properly licensed massage therapist, or member of other recognized profession shall be considered as an accessory use, provided that no more than three persons shall practice or be employed on the premises at any one time. In the case of a massage therapist, no more than one person shall practice or be employed on the premises at any one time."

#### **Suggested Amendment Allows:**

- Professional office (up to three workers on premises)
- Licensed massage therapist
- Artist home studio
- Retail Residential Kitchen

#### Requirements:

- Primary practitioner is a residential occupant of the dwelling unit
- No more than one person is practicing or employed on the premises at any one time unless otherwise specified
- All activities take place entirely within a building
- No offensive noise, vibration, smoke, dust or other particulate matter, heat, humidity, glare, or other objectionable effects are produced
- Accessory and incidental to the primary residential use

#### **Retail Residential Kitchens**

- Residents will be allowed to use their primary residence for a Cottage Food Operation <u>See Massachusetts State Sanitary Code</u> <u>Chapter X (105 CMR 590.10)</u>
- Cottage Food Operation: A person who produces Cottage Food Products (e.g., jams, baked goods) only in the residential kitchen of that person's primary residence and only for sale directly to the consumer (which includes events like farmers markets, craft fairs, sales by mail). Products must be prepackaged prior to sale with an ingredient label.
- Staff have started to discuss a new Cottage Food Permit and process



# Thank You!