

ALAMEDA CITYWIDE RETAIL POLICY

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*Prepared by:
MIG, Inc.*



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Introduction

In March 2003, the City of Alameda’s Economic Development Commission initiated a planning process to develop an updated policy document for citywide retail. The goal was to provide a set of recommendations for updating retail policies contained in the City’s General Plan and the Economic Development Strategic Plan. The project team included staff from the City’s Development Services Department, Planning Department and planning consultants from MIG, Inc. The effort was guided by the Retail Task Force of the Economic Development Commission.

Planning Process

The process has involved a series of Community Engagement Forums that have sought input from Alameda residents, property owners, employees and businesspeople. Each Forum was designed to maximize community participation and lead toward formulation of new proposed retail policies.

- Forum #1 invited participants to describe their overall visions for Alameda retail and goals and issues to be included in the citywide retail policy.
- Forum #2 featured a panel of local experts in commercial real estate, retail development and redevelopment who helped define some of the key issues and potential strategies for the community to consider.
- Forum #3 brought the visions, goals and issues together into a draft policy framework that defined the roles and market segments of each of Alameda’s current and proposed retail areas, as well as some ideas for implementing policy options. Participants reviewed and commented on initial draft retail policies.
- In Forum #4 Participants came together to comment on a draft of the final report of the Forum process, after

“Provide enough retail business and services space to enable Alameda to realize its full retail sales potential.”

-- Alameda General Plan

having had the opportunity to review the draft document on the City's website.

(Summaries from each of the Forums are included in *Appendix A: Summary of Community Engagement Forums.*)

Community Engagement

Between 60 and 110 participants attended each of the Forums, and over 165 different people have attended one or more of the Forums. A variety of methods were used to increase participation. In order to stimulate and capture the public's interest and attention, the EDC Retail Task Force was instrumental in urging for the preparation and distribution of A Retail Walking Tour Guidebook. Over 550 copies of the Retail Guidebook were distributed to the public by way of the Alameda Free Library and its branches, local business associations and public counters at City Hall. Participants conducted a self-guided walking tour and evaluation of retail areas in the City and recorded their comments and observations, which they brought to the first Forum. These comments provided the basis for the first Forum's discussion.

Quarter page ads were published in the Alameda Journal, and in the Alameda Sun and over 900 post cards and/or flyers were mailed prior to each forum. Over 25,000 flyers were inserted into the Alameda Journal, a paper that is distributed to every household in Alameda, and over 3,000 flyers were placed in all grocery store and drugstore check-out stands in Alameda prior to the first Forum. Forum meeting announcements were posted on the City's Home Page website, they were aired on the City's cable TV government channel, and press releases were distributed to the media. Draft products of the Forum meetings were posted on the City's website.

Feedback from participants indicates that they heard about upcoming Forums in even proportions between newspaper ads, direct mail and word of mouth.

Key Issues

As indicated by the turnout at these events, there has been a great deal of interest in the future of commercial development in the City. For the most part, participants confirmed the roles and niches of existing retail areas. There was a great deal of discussion focusing on development and redevelopment opportunities around the island. Some of the key issues that emerged from the discussions are described below, along with references to the proposed policy statements that address these issues.

- **Leakage** – There are types of retail goods and services that participants currently have to seek off the island but would like to find here in Alameda. These include books, entertainment, apparel, home furnishings and electronics.

There are a number of policies that describe the type of market segments envisioned for new retail development in Alameda. Proposed Citywide Policy 2 (CW2) suggests that new retail proposals demonstrate that they will primarily serve the community or meet a high-priority local need.

- **Supporting existing retail vs. attracting new retail opportunities** – Participants want to see existing Alameda businesses thrive; there is concern that new retail might threaten the viability of these businesses.

Proposed policies CW1 and CW2 seek to ensure that new retail centers complement rather than duplicate the primary roles and major economic segments of existing retail areas, and that they not have significant, long-term deleterious effects on existing retail areas and/or the local economy.

- **Scale and Design Character** – Participants expressed concern about “typical, monolithic, big-box” structures, instead favoring more parochial, articulated, pedestrian-scale design. They also felt that there were significant opportunities to capitalize

“Alameda has significant demand for an increase in gross retail square footage.”

*-- City of Alameda
Development Services
Department White Paper for
Citywide Retail Strategy*

on Alameda’s distinctive water orientation.

The concerns for scale and design character are addressed in several proposed policies. Proposed Regional Center Policy 1 (RC1) states that the City encourages projects that propose large floor-plate buildings to be designed and sized in a manner that is architecturally, aesthetically and operationally harmonious with the community and surrounding development. In addition, Citywide Implementing Policy 4 (CW-I4) proposes that the City seek to promote water-oriented development according to established best practices.

- **Local vs. regional markets** – Participants want to see Alameda retail better serve local needs; there is some concern that attracting off-island customers to spend their money in Alameda won’t offset the additional traffic impacts.

As noted above, CW2 suggests that the Planning Board may require that significant new retail proposals demonstrate that they serve the community or meet a high-priority local need.

- **Traffic, circulation and parking** – Participants want to see the potential cumulative impacts of enhanced retail opportunities on traffic, circulation and parking on the island evaluated and mitigation strategies developed.

Current City policies provide for parking standards in retail districts. Proposed Parking Policy 1 (PG1) proposes that for Main Street and Neighborhood Business Districts in particular other methods for providing parking may be appropriate, such as in-lieu fees that go towards transit or public parking facilities.

“The wonderful thing about Alameda is that you have some incredible opportunities to create that critical mass that retailers want and need.”

*-- Christine Firstenberg,
Metrovation Brokerage*

Implementing Actions

A number of specific action steps emerged from the policy development process that lead the way toward realizing some of the community's goals for Alameda retail:

Implementing Action 1:

Update the City's General Plan and Economic Development Specific Plan as applicable to align with the Citywide Retail Policy.

Implementing Action 2:

Strengthen the City's retail recruitment efforts targeting high-priority retail tenants, continue to facilitate the permitting process, especially for smaller-sized businesses, and consider incentives to assist in attracting desired retail tenants to Alameda.

Implementing Action 3:

Encourage and support retail projects that demonstrate high-quality design compatible with Alameda's historic character.

Implementing Action 4:

Work with the West Alameda Business Association and property owners to develop a strategic approach to capitalize on opportunities for Webster Street.

"I think Alameda can have ... different types of retail co-exist easily here – new energy on Webster Street, trendy, upscale businesses on Park Street, plus new tenants at South Shore and larger-format retail development on the West End."

*-- Christine Firstenberg,
Metrovation Brokerage*

I. INTRODUCTION

The purpose of the Citywide Retail Policy is to update the City's General Plan and Economic Development Strategic Plan based on current market trends and on the vision and goals of community members.

A number of factors contributed to the desire to update Alameda's citywide retail policy:

- Retail redevelopment projects on Park Street;
- Redevelopment opportunities at Bridgeside Shopping Center and Webster Street;
- South Shore Center's expansion plans;
- Possible new retail development opportunities at the Northern Waterfront, the former Del Monte site, the former Fleet Industrial Supply Center (FISC) area and Alameda Point;
- Updated market research identifying substantial retail leakage in certain economic segments.

Because of these reasons, Alameda's Economic Development Commission initiated a planning process to develop an updated citywide retail policy document.

The Planning Process

Guided by the EDC's Retail Task Force, the project team of Development Services Department staff and planning consultants from MIG, Inc. established an approach to engage community members in:

- a) identifying an overall vision for Alameda retail;
- b) articulating the roles and niches of the City's various commercial areas; and
- c) developing a set of policies to guide future retail development in the City.

A series of Community Engagement Forums sought input from Alameda residents, property owners, employees and businesspeople to provide guidance in policy development. The Forums were organized around the following elements:

- Forum #1 invited participants to describe their overall visions for Alameda retail and goals and issues to be included in the citywide retail policy.
- Forum #2 featured a panel of local experts in commercial real estate, retail development and redevelopment who helped define some of the key issues and potential strategies for the community to consider.
- Forum #3 brought the visions, goals and issues together into a draft policy framework that defined the roles and market segments of each of Alameda's current and proposed retail areas, as well as some ideas for implementing policy options.
- In Forum #4 Participants came together to comment on a draft of the final report of the Forum process, after having had the opportunity to review the draft document on the City's website.

(Summaries from each of the Forums are included in *Appendix A: Summary of Community Engagement Forums.*)

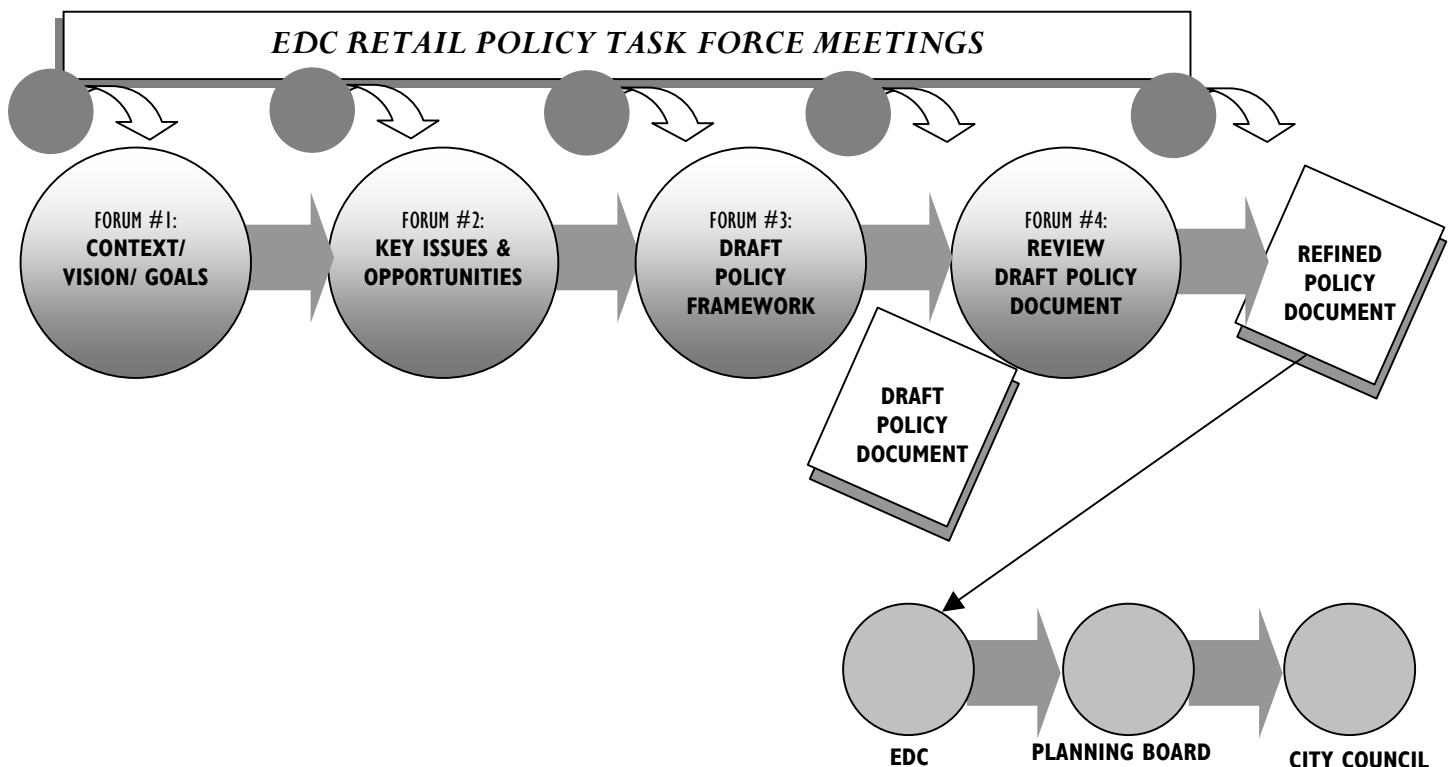
Community Engagement

Between 60 and 110 participants attended each of the Forums, and over 165 different people have attended one or more of the first three Forums. A variety of methods were used to increase participation. In order to stimulate and capture the public's interest and attention, the EDC Retail Task Force was instrumental in urging for the preparation and distribution of A Retail Walking Tour Guidebook. Over 550 copies of the Retail Guidebook were distributed to the public by way of the Alameda Free Library and its branches, local business associations and public counters at City Hall. Participants conducted a self-guided walking tour and evaluation of retail areas in the City and recorded their

comments and observations, which they brought to the first Forum. These comments provided the basis for the first Forum's discussion.

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II. EXISTING CONDITIONS

Alameda has a unique place in the retail economy of the San Francisco Bay Area. As an island with limited access points to the “mainland,” Alameda enjoys a relatively insulated existence. The City’s commercial districts have thus typically been focused on serving the needs of local residents. When the U.S. Naval Air Station in Alameda was decommissioned in 1994 the Navy took its population of approximately 15,000 employees and 8,000 residents with it.

At the same time, the departure of the Navy provided the City with new opportunities to redevelop the western end of the island for residential, commercial and recreational use. The Alameda NAS Community Reuse Master Plan was created and adopted in 1996 to establish development guidelines for the former naval base.

Since the mid-nineties, Alameda’s demographic makeup has changed dramatically, offering a growing market for retail development. At the beginning of the process, City staff prepared a background report that helped to frame Alameda’s retail challenges and opportunities from a market research perspective.

Current Retail Areas

The General Plan provides a useful classification system of Alameda’s retail districts with corresponding guiding policies, which helps in examining the citywide retail economy.

Regional Shopping Centers

South Shore Center, occupying 545,000 square feet¹ of retail space on 46.5 acres, is anchored by Mervyn’s and Ross national department stores and is undergoing major redevelopment and retenanting. The General Plan supports further South Shore

¹ The square foot figures for the retail districts are from the 1991 *General Plan*.

development, as outlined in Guiding Policy 2.5.d: “Encourage continuing improvements in the South Shore Center and other shopping centers.” Its major economic segments include:

- Department Stores
- Food Markets
- Miscellaneous Retail
- Apparel Stores

“Main Street” Business Districts

Park Street (356,000 square feet of traditional retail gross floor area) and Webster Street (205,000 square feet) have restaurants and specialty stores, but lack clusters of apparel stores that draw customers to larger shopping centers. The relevant guiding policy contained in the General Plan (Policy 2.5.b) states: “Revitalize Alameda’s historic downtown shopping districts on Park Street and Webster Street while maintaining their small-city scale.” Major businesses in the “Main Street” Districts include:

- Restaurants
- Drug Stores
- Specialty Retail
- Gas Stations

Community Shopping Centers

Bridgeside Shopping Center (90,000 square feet), Marina Village (115,000 square feet), and Harbor Bay Landing (60,000 square feet) each have a supermarket and a super drug store as anchors. Along with the three supermarkets at South Shore, the Community Shopping Centers help provide Alamedans with convenient access to a variety of competitively priced foods. The General Plan’s guiding policy 2.5.e instructs: “Maintain full-service community shopping centers serving all sectors of the City.”

The major businesses are:

- Food Markets
- Drug Stores
- Restaurants
- Miscellaneous Retail

Neighborhood Business Districts

The 17 compact corner business districts, 10 of them at former Red Train stations, are important components of the City's traditional, pedestrian-scaled ambience. As the General Plan notes, most neighborhood business districts have a small grocery, laundrettes/cleaners, small restaurants, and one or two other stores that mainly rely on customers who walk from their homes. The neighborhood districts also usually have little or no off-street parking.

Guiding Policy 2.5.f further promotes the districts, stating: "Maintain neighborhood business districts for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents."

The largest economic segments, represented by well-established, stable tenants, include:

- Food Markets
- Miscellaneous Retail
- Restaurants
- Hardware/Home Furnishings

Sales Tax Profile

The Fourth Quarter Sales Tax Report for 2002 shows a loosely balanced distribution among Alameda's retail districts (see Chart A: Sales Tax).² South Shore and the "Main Street" Districts as major destinations generated roughly 24% and 31% of the City's sales tax respectively. The Community Centers and Neighborhood Districts combine for 16% of the sales tax. This percentage will increase with the revitalization of the Bridgeside Shopping Center, where the City has entered into a Disposition and Development Agreement with Foothill Partners for a high-end grocery anchored community shopping center.

The "other" remaining 29% of sales tax primarily includes business-to-business sales tax generated by light industries at Alameda Point and the business parks at Marina Village and Harbor Bay (e.g., Operon Technologies, Lucent Technologies, and Pitney Bowes).

² MBIA, *Sales Tax Analysis and Reporting Service for the City of Alameda: Preliminary Results Fourth Quarter, 2002.*

The City's annual sales tax by business category has remained very steady over the last three years, with the exception of a decline in business-to-business activities, which has been severely bruised by the sluggish economy (see Chart B: Sales Tax By Economic Category). As many economists have pointed out, consumer spending has been the stabilizing force in an otherwise wobbly economy. As one analyst put it, "at the end of the day, what drives consumer spending is cash flow, and the factors that affect cash flow are pretty positive right now." The key economic indicators that underpin consumer spending (e.g., real wages and interest rates) have remained steady. However, spending habits are changing as people shift away from high-end stores to look for lower prices.³

Citywide Retail Opportunities

Applied Development Economics (ADE) recently revised its Alameda retail analysis, which was originally completed for the City in 1999 in conjunction with the EDSP. ADE quantified a resident's current demand for retail spending by store type, the capture rates of existing businesses, and the amount of new square footage to meet demand by retail category.⁴

ADE's original 1999 study found that Alameda's total retail sales were comparatively low in relation to its population and average household incomes. Local residents spent roughly 27% of their retail dollars off the Island. ADE, therefore, concluded that Alameda offered a wide range of opportunities for new retail businesses.⁵ The most current information further substantiated these findings by quantifying "significant" sales leakage in the following retail categories (see Figure 1: Sales Opportunities):

³ Leslie Earnest, "Big Spenders Are Reluctant to Shop Through the Drop," *Los Angeles Times*, July 23, 2002.

⁴ Applied Development Economics, *Alameda Retail Analysis*, April 11, 2002.

⁵ Applied Development Economics, *Retail Baseline Report—Revised Draft*, November 10, 1999.

Furniture and Home Furnishing

Establishments—Alamedans spent roughly \$26.4 million for furniture off the Island, which ADE claims is significant market demand to attract more than one national furniture dealer, such as Breuners, Ethan Allen, or Helig Meyers. The average national furniture store captures between \$8 and \$12 million per year.

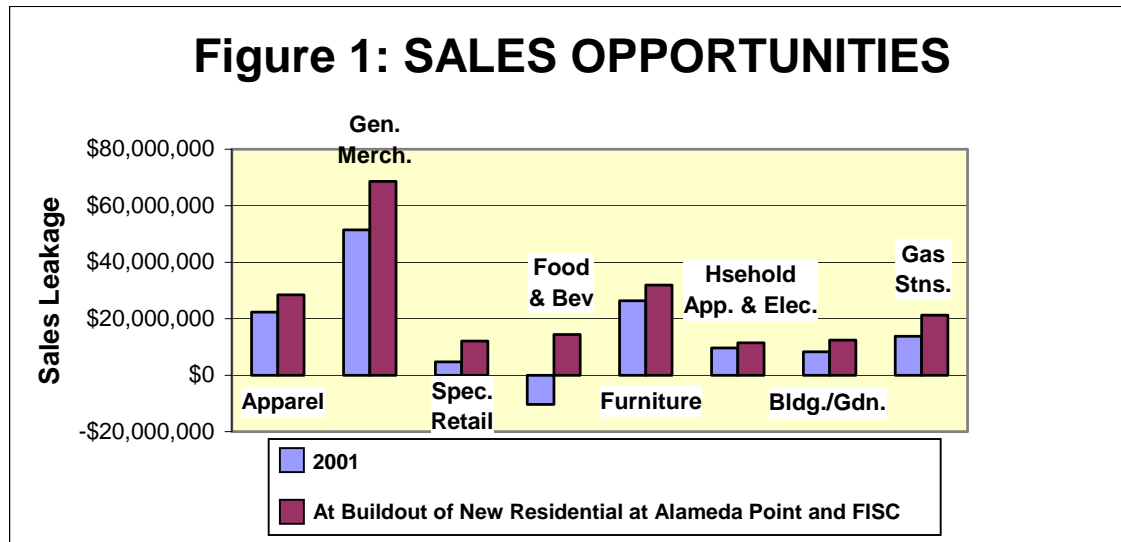
Discount Stores—Local residents spent \$37.1 million at discount stores, such as Target or Wal-Mart in San Leandro, or the K-Mart in Oakland. ADE said that this unmet demand is sufficient to attract a discount retailer, given that a typical Target captures \$26 million of sales annually.

Specialty Apparel—The demand for specialty apparel (\$23.3 million spent outside of Alameda) is sufficient to attract many national retailers that operate both large and small stores. The average GAP store earns \$3.7 million annually whereas Old Navy and Ross operate stores that earn between \$6 and \$7 million of annual sales.

Household Appliances and Electronics—Alameda residents bought \$9.7 million of appliances and electronic equipment elsewhere. ADE states such a sales leakage may be significant enough to attract a retailer like Good Guys (which has its corporate headquarters in Alameda) that earns approximately \$10 million per store.

Specialty Retail—ADE found specific opportunities among gift and novelty stores (\$1.9 million), sporting goods stores (\$2.7 million), book and stationery stores (\$1.4 million), office supply and computer equipment stores (\$6.3 million), jewelry stores (\$1.4 million), and specialty food stores (\$.9 million).

The ADE study shows that the level of sales at local restaurants exceeds the estimated local resident demand for eating at restaurants. This is why the chart on the following



page – Figure 1: Sales Opportunities -- shows a “negative demand” for restaurant space. However, if the additional retail demand from business-to-business transactions, from out-of-town shoppers and from non-resident employee spending is taken into consideration, ADE estimates that the total local demand may be as much as 25% more than indicated for local restaurants and other businesses.

A review of retail leakage data as it has been applied to other communities indicates that there is no standard for an acceptable level of retail leakages. Instead, the leakage data should be viewed as market opportunities, some of which a community can capture. The data provides a community with useful information on what type of retail businesses can realistically be pursued. It is up to the community and the private sector to decide what type of retail should be recruited, and whether or not any particular type of retail does not fit the community character. Many communities decide not to pursue certain market opportunities for reasons of urban design, community character, or a desire to retain a unique business character. In this regard, Alameda does have significant retail leakages, or unmet opportunities in specific store type categories, as discussed above.

“Leakage data should be viewed as market opportunities ... It is up to the community and the private sector to decide what type of retail should be recruited, and whether or not any particular type of retail does not fit the community character.”

*-- Applied Development
Economics*

Conclusions

ADE's current information, coupled with Fourth Quarter 2002 Sales Tax data, portray a strong Alameda retail marketplace. First, except for the business-to-business category, retail sales have been stable during the last three years, including the recession. Second, retail demand will increase with the planned building of new residential units and the continued trend of rising household incomes. Finally, significant demand exists right now for an increase in gross square footage. Moreover, retail demand for space is anticipated to increase by roughly 30% (an additional 212,788 square feet) with buildout of new residential at Alameda Point and FISC.

III. VISIONS, GOALS AND ISSUES

The policy development process began with a discussion of the overall vision for retail in Alameda, as well as some of the goals for each of the island's commercial areas.

The vision, goals and issues identified in the process represent the community's view of the desired roles and niches of each of Alameda's retail areas.

Overall Vision for Alameda Retail

Forum #1 participants were asked to describe their overall visions for Alameda retail. There were some themes that emerged from among the responses, including:

- **A diverse mix of businesses – lower-, middle- and high-end retail**
- **Comprehensive range of goods and services that minimizes the need to leave the Island**
- **Scale and design of retail consistent with the small town character of Alameda**
- **All of Alameda's business districts reaching their potential – and thriving**

Goals for a Citywide Retail Policy

Workshop participants were asked to identify important goals that should guide citywide retail policy.

- **Retain, maintain and revitalize existing Alameda retail.**
- **Attract new businesses to Alameda that Alamedans want.**
- **Recognize, reward and encourage retailers who support Alameda through high levels of community involvement, including such things as sponsorship of local community events and community projects.**
- **Build on unique assets of Alameda: water access and views.**
- **Generate sales tax revenue for the City.**

Key Issues

Participants were asked to describe issues that need to be addressed in order to achieve the vision and goals for Alameda retail.

- **Traffic, circulation, parking**
- **Remove City barriers to new businesses, rehabilitation/expansion of existing businesses.**
- **Overcome resistance to change.**

As part of the discussion initiated by the expert panel at Forum #2, participants debated the degree to which Alameda should seek to capture its retail leakage. Panelists described a range of opportunities, from open policies that allow extensive retail development to very restrictive policies that limit or prohibit commercial development.

Workshop participants seemed to take a “middle position” on the issue of retail leakage, expressing a desire to provide greater on-island retail opportunities for residents, but doing so cautiously, in a way that assesses potential impacts on existing retail and on other quality of life measures, such as circulation and parking.

The matrix shown on the following pages describes the primary and secondary roles, major economic segments and community visions and issues associated with the various commercial districts in Alameda. Taken as a whole, this matrix provides the rationale for the set of retail policies established in this process.

(Note: Due to the amount of public discussion of a possible retail project at Enterprise Landing, information on a potential project has been included in this summary. As of this date, the developer has not submitted a proposal nor a request for entitlements to the City for consideration.)

Roles and Niches of Retail Areas

Retail Center	Primary Role	Secondary Role	Major Economic Segments	Overlap	Community Vision	Performance Barriers/Community Concerns
Regional Shopping Centers						
South Shore <i>(hybrid)</i>	Regional Center	Community shopping center	Dept. stores, food markets, mid-sized anchors on the mid- to higher-end scale consisting of furniture, home furnishings, apparel, restaurants, potentially some hard goods. (Currently has sporting goods, books, office supply and a pet store.)	Historic business districts	Water orientation, middle and upscale tenant mix, primary emphasis on soft goods, apparel, home furnishings, housewares, and transit/bike/pedestrian friendly access	Outdated design, limited opportunities to take advantage of beachfront, constrained Park Street access, somewhat remote regional location, declining sales of regional department store anchor, lack of pride in store appearances and operation, use of grocery stores as anchors, and traffic & congestion due to lack of access
Enterprise Landing <i>(proposed)</i>	A proposed hybrid retail project focusing on hard goods such as furniture and home furnishings, etc.	Local serving stores	A high-volume general merchandise anchor; and midrange anchor stores, mid- to high-end concept with emphasis on hard goods. Examples include: high-volume, general merchandise retailers; furniture; home furnishings; household appliances & electronics; sporting goods; nurseries and garden supply; possibly apparel; larger format chain store restaurants; Tech-industry office space; no typical monolithic big box design	South Shore, historic business districts, Alameda Point, Marina Village	Water orientation, middle and upscale tenant mix, quality place making design	Coordination with Webster Street, Park Street, South Shore, and Alameda Point.
Alameda Point <i>(proposed)</i>	Local serving, community retail centers in the Civic Core and the West Neighborhood	If viable, regional, visitor-serving retail by the Marina	Supermarket, restaurants, misc. retail	Webster Street, Enterprise Landing	Water orientation	Coordination with West End, traffic

Retail Center	Primary Role	Secondary Role	Major Economic Segments	Overlap	Community Vision	Performance Barriers/Community Concerns
<i>Main Street Districts</i>						
Park Street	Downtown/civic center; traditional main street, pedestrian-scale retail destination		Restaurants, entertainment, specialty retail stores	South Shore	Upscale tenant mix, historical design elements	<i>Streamline the permit approval process (here and in general), parking</i>
Webster Street	Main street commercial serving area west of Grand Street, pedestrian-scale retail destination		Restaurants, specialty retail stores, and entertainment	Alameda Point	Upscale tenant mix, mix use, multi-cultural, historical design elements, anchor/catalyst project, and beach-related orientation possibilities	Coordination with new retail in the West End; and parking over the longer term when the street redevelops
<i>Community Shopping Centers</i>						
Marina Village	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.	Alameda Point, Webster St., Enterprise Landing		
Harbor Bay Landing	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.			
Bridgeside	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.		Water orientation, upscale tenant mix, should look as good as Harbor Bay and Marina Village	Concern: lack of progress and continued lack of grocery store anchor.
Northern Waterfront (proposed)	Neighborhood shopping center		Supermarket, restaurants, misc. retail.		Water orientation, upscale tenant mix	
<i>Neighborhood Districts</i>						
Neighborhood Districts	Pedestrian-scale/neighborhood orientation	Destination retail stores	Grocery store, restaurants, misc. retail		<i>Keep Neighborhood districts serving the needs of the locals</i>	Parking for specialty stores

IV. IMPLEMENTING ACTIONS

A number of specific action steps emerged from the policy development process that lead the way toward realizing some of the community's goals for Alameda retail:

Implementing Action 1:

Update the City's General Plan and Economic Development Strategic Plan as applicable to align with the Citywide Retail Policy.

Upon approval by City Council, this document is intended as an update to the retail portion of the EDSP originally presented to City Council in July 2000. Following acceptance by the Council, the Planning Board is expected to consider incorporating these policy recommendations into the General Plan Update.

Implementing Action 2:

Strengthen the City's retail recruitment efforts targeting high-priority retail tenants, continue to facilitate the permitting process, especially for smaller-sized businesses, and consider incentives to assist in attracting desired retail tenants to Alameda.

Participants consistently argued for the City working with existing property owners to recruit highly-desirable retail uses that don't currently exist. To the maximum extent possible City staff should reach out to attract retail in areas of significant leakage.

Implementing Action 3:

Encourage and support retail projects that demonstrate high-quality design compatible with Alameda's historic character.

Consider new retail development opportunities. Changing market conditions provide a significant opportunity to develop new retail that complements existing retail and would stem sales leakage from the island. There is also a need to meet the local needs for convenience shopping of

new residential households and employees. There may be a future opportunity to create visitor-serving retail oriented around waterfront development.

Implementing Action 4:

Work with property owners and the West Alameda Business Association to develop a strategic approach to capitalize on opportunities for Webster Street.

Webster Street is considered essentially a “main street” business district serving the retail goods and service needs of present and future residents west of Grand Street. Webster Street commercial district’s strengths are its historic character, increasing restaurant sales and incomes of nearby households. Its goal is to provide retailing that meets the daily shopping needs of the residential population west of Grand Street, and to emphasize retailing that is traditionally found in community shopping centers, including such things as full service grocery stores, drug stores, specialty stores, and daily convenience shopping including dry cleaners, banking, etc.

It will be important to create a Strategic Plan for Webster Street, which may include an anchor catalyst retail project. Analysis of possible retail opportunities may include matching new retail goods and services to meet the underserved retailing needs of the residential population and demographic mix of the area.

V. POLICIES

The draft retail policies—including both general policies and implementing policies/design guidelines—outlined below are organized according to a classification system contained in the City’s General Plan:

- Regional Shopping Centers;
- “Main Street” Business Districts;
- Community Shopping Centers; and
- Neighborhood Business Districts.

Also, two sections are added at the beginning to address citywide policies (those policies that may pertain to more than one district) and parking. A separate section at the end focuses on Alameda Point. Each section outlines existing policies and possible additional policies for consideration. Existing policies are taken from the following documents:

- Alameda General Plan
- Municipal Code
- Economic Development Strategic Plan and the Alameda Downtown Vision
- Community Reuse Plan (for Alameda Point)
- Bicycle Master Plan

A. Citywide Policies and Policies Applicable to More than One District

Existing Policies

	<p>The General Plan contains a classification system of Alameda’s retail areas (<i>General Plan policy 2.5</i>):</p> <ul style="list-style-type: none"> • Regional Shopping Center—South Shore Center; • “Main Street” Business Districts—Park Street and Webster Street; • Community Shopping Centers—Fernside Shopping Center, Marina Village, and Harbor Bay Landing; and • Neighborhood Business Districts—the 17 compact corner business districts.
	<p>Provide enough retail business and services space to enable Alameda to realize its full retail sales potential (<i>General Plan policy 2.5a</i>).</p>
	<p>Support business associations in their efforts to increase the availability and quality of retail goods and professional services that meet the purchasing preferences of Alameda residents and the employees of Alameda firms by:</p> <ol style="list-style-type: none"> a. supporting Park and Webster as “Main Street” retail zones; b. supporting the Stations as “Neighborhood” retail zones; and c. limiting mall scale retail to Harbor Bay Landing, Marina Village and South Shore Center, and other potential sites of appropriate scale (<i>EDSP Strategy #2</i>).
	<p>Do not permit offices to occupy ground floor space suitable for retail within the Main Street business districts and the Neighborhood business districts (<i>General Plan policy 2.5c</i>).</p>
	<p>Provide ample space for local-serving offices by encouraging construction of offices on second and third floors over retail space (<i>Community Reuse Plan, 2-6; General Plan, 2.7a</i>).</p>
	<p>Existing commercial zones allow mixed use in a building (consistent with Measure A), provide no maximum building coverage, and allow up to 100’ in height (C-M District)—which are planning policies and approaches that encourage transit nodes with intensive land use.</p>
	<p>Encourage mixed-use residential development in existing commercial areas (<i>Housing Element policy 2.c.ix</i>).</p>
	<p>Encourage retention and addition of housing in the Park Street, Webster Street, and Neighborhood Business Districts (<i>General Plan policy 2.5j</i>)</p>
	<p>Maximize views of water and access to shorelines (<i>Community Reuse Plan, 3-21; General Plan policy 3.2a</i>)</p>

	<p>Enhance Alameda Commercial Districts for bicyclists. Target Commercial Districts (Park and Webster Streets) and community commercial areas for adequate bicycle parking and access points to shopping areas and adjacent neighborhoods (<i>Bicycle Master Plan, Policy 11.0</i>).</p>		
<p>Existing Implementing Policies</p>	<p>Improve public transit service to shopping areas (<i>General Plan implementing policy 2.5m</i>).</p>		
	<p>Amend the C-1 (Neighborhood Business Districts) and C-2 (Central Business Districts) District regulations to permit residential uses by right as long as these uses are (a) located in structures also containing non-residential uses, (b) are not located on the ground floor, and (c) meet all other zoning requirements, such as off street parking (<i>General Plan implementing policy 2.5o</i>).</p>		
<p>Possible Additional Policies for Consideration</p>	<table border="1"> <tr> <td data-bbox="459 919 557 1199"> <p>CW 1</p> </td> <td data-bbox="557 919 1412 1199"> <p>The primary focus of new retail centers, and particularly those with Community Improvement Commission involvement, should complement, not duplicate, the primary role/retail niche and major economic segments of existing retail areas. Retail areas, though, may have some overlapping target markets with the possibility of similar retailers locating in more than one location.</p> </td> </tr> </table>	<p>CW 1</p>	<p>The primary focus of new retail centers, and particularly those with Community Improvement Commission involvement, should complement, not duplicate, the primary role/retail niche and major economic segments of existing retail areas. Retail areas, though, may have some overlapping target markets with the possibility of similar retailers locating in more than one location.</p>
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CW 3	<p>Planning Board may require that significant new retail proposals demonstrate, through independent economic analysis, that they meet the following standards:</p> <ul style="list-style-type: none">▪ The proposed use will primarily serve the community or it will meet a high priority local need, identified through studies such as the EDSP, strategic plans, etc;▪ The proposed use will be consistent with established retail policy of the General Plan and Economic Development Strategic Plan and not have significant long term deleterious effects on existing retail areas and/or the local economy;▪ The primary focus of a proposed sizing of tenant space is appropriate to current retailing practice and is intended to fill a documented aspect of retail sales leakage for the geographic area to be served.
CW 4	<p>New commercial/retail development along a waterfront should be consistent with best practices for waterfront-oriented development.</p>

**Possible
Additional
Implementing
Policies for
Consideration**

<p>CW-I1</p>	<p>New retail development should be walkable, reduce auto dependency, and should contain:</p> <ol style="list-style-type: none"> 1. Wide sidewalks and other improvements to accommodate pedestrian traffic, and promote such desired activities as strolling, window-shopping and sidewalk dining. 2. Clear pedestrian passage, as well as a zone for street trees, street furniture, and other street amenities, when possible. 3. Enhanced crosswalk paving should be incorporated, especially at key signalized intersections. Such treatment indicates that there is a safe and dedicated zone for pedestrian crossing. 4. Street trees. 5. Pedestrian scaled street lamps. 6. Street furniture, such as benches, trash receptacles, planters, newspaper vending machines, kiosks, bus shelters, etc. 7. Public signage including street signs, directional signs, gateway markers, street banners, and pedestrian-oriented directories.
<p>CW-I2</p>	<p>Commercial infill projects in the Park and Webster Business Districts and in the Neighborhood Business Districts should create an attractive street frontage that is pleasant for pedestrians and neighbors - entrances and storefront windows directly on the street; restaurants, cafes, or shops along the street in locations that can support this kind of commercial activity, etc. (complements existing General Plan policies 3.3f and 3.3h)</p>
<p>CW-I3</p>	<p>Where feasible, new infill retail development should improve existing sidewalks; add street trees, benches, mini-parks, or plazas to help create a pedestrian-friendly environment.</p>
<p>CW-I4</p>	<p>City should survey best practices of waterfront development that maximize public access to the waterfront and that promote waterfront oriented commercial/retail development, and modify the Development Code as necessary.</p>
<p>CW-I5</p>	<p>Expand the City's technical assistance programs to support existing businesses in reaching their potential and meeting local demand.</p>

B. Parking for Retail Uses

An important ancillary element to retail land use policy involves vehicle parking. In recognition of this, the process identified some proposed strategies for supporting commercial vitality while minimizing negative impacts on circulation in the retail districts.

Existing Policy

Off-street parking and loading requirements are established to achieve the following purposes: to relieve congestion on the streets, and to provide more fully for the movement of traffic; to protect neighborhoods from parking and vehicular traffic generated by adjacent nonresidential districts; and to promote the general welfare and convenience and prosperity of residential, commercial and manufacturing developments that depend upon the availability of off-street parking facilities (*Municipal Code 30-7-1*).

Existing Implementing Policies

Accessory off-street parking spaces shall be provided for:

- All new buildings;
- Any expansion of existing nonresidential buildings, which in any 10 year period would either (a) be more than 25% of the existing gross floor area, or (b) require 5 or more additional parking spaces;
- Any change of use, number of employees, or seating capacity of any existing building less than 10 years old that is changed in a manner that would require 20% or 5 more, additional off-street parking spaces. (*Municipal Code 30-7-2*).

Required minimum off-street parking for general retail and restaurant is 1 space per 200 square feet of ground floor area; 1 space per 400 square feet of upper floor space including mezzanines (*Municipal Code 30-7-6*).

For mixed-use development, parking is allowed to be shared where appropriate, with residents using it at night and office workers or shoppers during the day (*Municipal Code 30-7-7*).

	<p>Required minimum off-street parking may be reduced, upon approval of the Planning Board, if the applicant can demonstrate that parking demand will be reduced for the life of the project through 1 or more of the following methods:</p> <ul style="list-style-type: none"> • Transportation systems management techniques such as employee subsidies for public transit, car- and vanpool, etc. • Improvement of bus stops, including providing bus shelters, benches, turnout areas, etc. • Payment to the City of in-lieu fees, as defined in Municipal Code 30-7-13.
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Possible Additional Policies for Consideration

PG1	<p>In those areas served by transit or public parking, the provision of existing on-site parking may not be necessary or desirable. Consider other methods of providing parking on- and off-site, which may include payment of in lieu fees towards transit or public parking.</p>
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Possible Implementing Policies for Consideration

PG-11	<p>In Main Street and Neighborhood Business Districts, amend the Zoning Ordinance to provide the possibility to lessen or remove the parking standards.</p>
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C. Regional Shopping Centers

- **South Shore Center**, occupying 545,000 square feet of retail space on 46.5 acres, is anchored by Mervyn’s and Ross national department stores and is undergoing major redevelopment and retenanting.
- A proposal to amend approved entitlements for R & D Office space at **Enterprise Landing**, substituting a hybrid retail project involves a proposed 450,000 square feet retail project may create Alameda’s second regional shopping center.
- At **Alameda Point**, the General Plan also envisions up to 130,000 square feet of regional, visitor-serving retail (in addition to two, 50,000 square foot local-serving, community retail centers located in the Civic Core and the West Neighborhood).

Existing Policies	Encourage continuing improvements in the South Shore Center and other shopping centers (General Plan policy 2.5d)
Existing Implementing Policies	Plan for multilevel parking to serve the intensively developed retail segments of Park and Webster streets. Encourage construction of multilevel parking in shopping centers where necessary to enable them to reach full potential. Provide retail uses in the front portion of the structures’ ground floors where necessary to provide continuity of ground floor retail uses or to connect such uses where they are separated (<i>General Plan implementing policy 2.5l</i>).
	Improve public transit service to shopping areas (<i>General Plan implementing policy 2.5m</i>).
	Require that large parking areas serving shopping centers or other commercial uses be adequately landscaped with large-growing trees and that the trees be maintained in a manner that preserves and promotes natural growth form (<i>General Plan implementing policy 2.5n</i>).

**Possible
Additional
Policies for
Consideration**

RC1	The City welcomes retail commercial development projects that are pedestrian-oriented, reflects the architectural styles and features common in the city’s most attractive commercial areas, and meets the retail needs of the community. Certain retailers may require larger floor plates. The City encourages project applicants who are proposing larger floor plate buildings to present projects that are designed and sized in a manner that is architecturally, aesthetically, and operationally harmonious with the community and surrounding development.
RC2	Any new regional retail center in the West End (at Alameda Point, Enterprise Landing or the Northern Waterfront) should be coordinated with, and if possible enhance, existing, planned and approved retail in Alameda.
RC3	An additional regional center differentiated from South Shore may address unmet retailing needs of the Alameda community and work force, as projected through 2006.
RC4	Support South Shore’s efforts to expand and to attract more mid-range tenants and lifestyle retailers that require footprints of between 5,000 and 40,000 square feet of gross leasable space. Typical tenants would include such things as soft goods, apparel, home furnishings, and housewares.
RC5	Support, encourage and foster development of a new regional retail center on the West End (at Enterprise Landing, Northern Waterfront or Alameda Point) with quality place-making design and a tenant mix strategy that is a mid- to high-end concept with emphasis on hard goods (furniture and home furnishings, electronics and sporting goods) and larger format chain restaurants. Examples of tenant mix would include such things as: general merchandise retailers; furniture; home furnishings; home improvement; household appliances & electronics; hardware; and possibly some apparel; larger format, chain restaurants and especially those oriented to the shopper, so as to avoid diluting the Main Street business districts’ emphasis on entertainment and independent and fine-dining restaurants.
RC6	Provide for construction of a new grocery store-/drug store-anchored shopping center at a location other than

	Enterprise Landing, and in a location within the West End, where a grocery store would be critically needed as an anchor tenant for surrounding retail. (See MS3.)
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**Possible
Additional
Implementing
Policies**

RC- II	<p>Regional Shopping Center design should mitigate the visual and aesthetic impacts of large-scale retail development. Considerations should include the following:</p> <ul style="list-style-type: none">a. Site planning should emphasize pedestrian/bicycle/public transit oriented features, even though most customer trips to these facilities may be by auto.b. Ensure that building facades have variety, are articulated to pedestrian scale, and are interesting. Avoid blank walls or long, uniform building fronts. Even if projects are large, break up the facades so that they give the impression of smaller-scaled buildings.c. Parking lots should be designed to be pedestrian, bicycle and vehicular oriented. Safe accommodation for pedestrians is essential and must be an integral part of site design.d. Building design should be site-specific, and incorporate design themes and features reflecting Alameda’s character and history. Building details should relate to the scale of pedestrians as well as passing motorists.e. Loading areas and truck delivery areas should minimize disruption to residences.f. Landscaping and lighting should enhance the development.
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D. "Main Street" Business Districts

The Main Street Business Districts (Park Street and Webster Street) are intended to provide a wide range of retail sales, services and entertainment uses meeting community-wide and regional market demands. The designation applies to the City's pedestrian-oriented central business district, where historical patterns of development create limitations on building form and the ability for individual businesses to provide on-site parking. Ground floor, street-fronting uses are generally limited to those that attract frequent pedestrian traffic. The designation seeks to maintain, enhance, and extend desirable characteristics, and also accommodate carefully integrated new development.

Existing Policies

	Revitalize Alameda's historic downtown shopping districts on Park Street and Webster Street while maintaining their small-city scale. <i>(General Plan policy 2.5b)</i>
	Encourage off-site and multi-level parking in the Park Street and Webster Street business districts as essential to Main Street character. To maintain pedestrian character and visual interest, avoid locating parking structures at street level on corners and along retail streets. <i>(General Plan policy 3.3g)</i>
	Regulate development in the Park Street and Webster Street business districts to encourage two- and three-story buildings extending to the front of the property lines, with entrances directly facing the sidewalk, and parking at the rear. <i>(General Plan policy 3.3h)</i>
	Using City Hall as the centerpiece, develop the surrounding area as an identifiable civic center that will enhance civic pride in Alameda. <i>(General Plan policy 3.4a)</i>
	Rely on design character and provision of coordinated open spaces rather than narrow restrictions on use to create a sense of civic center. In addition to public and institutional facilities, permitted uses are to include pocket parks, offices, retail stores, residential units, and parking. <i>(General Plan policy 3.4b)</i>

**Existing
Implementing
Policies**

	<p>Prepare a Specific Plan for the Webster Street Business District. <i>(General Plan implementing policy 2.5g)</i></p>
	<p>Amend the Zoning Ordinance to limit building heights in the Park Street and Webster Street business districts to three stories above grade, measuring 35 to 40 feet, depending on roof configuration. Parking structures are to be limited by height only. <i>(General Plan implementing policy 2.5h)</i></p>
	<p>Plan for multilevel parking to serve the intensively developed retail segments of Park and Webster streets. Encourage construction of multilevel parking in shopping centers where necessary to enable them to reach full potential. Provide retail uses in the front portion of the structures' ground floors where necessary to provide continuity of ground floor retail uses or to connect such uses where they are separated. <i>(General Plan implementing policy 2.5l)</i></p>
	<p>Prepare a list of desired public and private civic center users and their space needs. In addition to a new library, the list might include City functions now located elsewhere, a museum, a new theatre, or a refurbished Alameda Theater, a downtown mini-park, offices, and restaurants. <i>(General Plan implementing policy 3.4c)</i></p>

**Possible
Additional
Policies for
Consideration**

MS1	<p>The Main Street Business Districts (Park Street and Webster Street) are intended to provide a wide range of retail sales, services and entertainment uses meeting community-wide and regional market demands. The designation would be applied within the City's pedestrian-oriented central business district, where historical patterns of development create limitations on building form and the ability for individual businesses to provide on-site parking. Ground floor, street-fronting uses would generally be limited to those that attract frequent pedestrian traffic. The designation would maintain, enhance, and extend desirable characteristics, and also accommodate carefully integrated new development.</p>
MS2	<p>Continue to support and promote Park Street as Alameda's downtown, the entertainment, cultural, social and political center of the City, as well as home for those who live in its historic neighborhoods. The City wants its commercial core to be economically healthy, and realizes</p>

	<p>that private and public investments in the downtown support each other. Downtown should provide a wide variety of professional and governmental services, serving the region as well as the City. The commercial core is a preferred location for retail uses suitable for pedestrian access, off-site parking, and compact building spaces. Civic, cultural and commercial parts of downtown should be a major tourist destination. Downtown’s visitor appeal should be based on natural, historical, and cultural features, retail services, and numerous and varied visitor accommodations.</p>
MS3	<p>Webster Street is considered essentially a “main street” business district serving the retail goods and service needs of present and future residents west of Grand Street. Webster Street commercial district’s strengths are its historic character, increasing restaurant sales and incomes of nearby households. The goal is to revitalize Webster St. as a commercial center for the West End. Provide retailing that meets the daily shopping needs of the residential population west of Grand Street, and emphasize retailing that is traditionally found in mature neighborhood business districts with an upscale tenant mix, including such things as full service grocery stores, drug stores, specialty stores, restaurants and entertainment and daily convenience shopping, including dry cleaners, banking, etc. Include mixed-use, and consider beach-related orientation possibilities.</p>
MS4	<p>Encourage mixed-use development in Main Street Business Districts.</p>
MS5	<p>The City should modify the General Plan's descriptions of Main Street Business Districts and Community Shopping Centers to strengthen the role of Main Streets as the City's primary concentration of specialty shops.</p>

**Possible
Additional
Implementing
Policies**

MS-I1	Complete the new Park Street and Webster Street streetscape projects in order to improve the pedestrian environment.
MS-I2	The Housing Element commits to the creation of a density bonus ordinance within one year after the Housing Element's adoption (Housing Element Revisions, 3-12-03, page II-9, policy B.4.k). Density bonuses may be appropriate for downtown revitalization projects, office/retail projects that provide housing, projects that are close to transit stations/stops, or projects that provide identified services such as childcare.
MS-I3	Revise the existing General Plan policy 2.5g (calling for preparation of a Specific Plan) with a revised policy that calls for preparation of a Strategic Plan for Webster Street, including an anchor catalyst retail project. Analysis of possible retail opportunities should include matching new retail to meet the underserved retailing needs of the residential population and demographic mix of the area.
MS-I4	Consider ways to encourage mixed-use and developing residential over retail in Main Street Business Districts.
MS-I5	Explore redevelopment opportunities in the Main Street Business District that will help meet local retail demand.
MS-I6	Explore the use of Community Improvement Commission Owner Participation Agreements in order to solve extraordinary problems related to site design and development; e.g., parking.

E. Community Shopping Centers

Along with the two supermarkets at South Shore, the Community Shopping Centers help provide locals with convenient access to a variety of competitively priced foods, every day commodities, and services.

- **Bridgeside Shopping Center** (90,000 square feet), **Marina Village** (115,000 square feet), and **Harbor Bay Landing** (60,000 square feet) each have a supermarket as anchors. New community shopping centers are proposed for: (1) the **Northern Waterfront** (a grocery store and restaurants at the Encinal/Del Monte Lofts); and (2) 100,000 square feet of community-serving retail in the civic core and west neighborhoods of **Alameda Point**.

Existing Policy

Maintain full-service community shopping centers serving all sectors of the City. (*General Plan policy 2.5e*)

Possible Additional Policies for Consideration

CC1	Community Shopping Center design should encourage coherent internal circulation, coherent design theme and signage, plazas and/or open space for pedestrians (particularly a water-oriented feature if adjacent to the Estuary), buffer from adjacent uses, landscaping, multi-modal transportation (bike lockers/racks, bus transit center or turnout, etc.).
CC2	Consider a policy for stand-alone structures, such as drive-through fast food restaurants, in commercial shopping districts.
CC3	Encourage community facilities, such as community meeting rooms, childcare centers, etc., to be located within shopping centers.

**Possible
Additional
Implementing
Policies**

CC-11	Maintain full-service community shopping centers serving all sectors of the City.
CC-12	Provide incentives for mixed-use buildings in Alameda Point’s Civic Core, Inner Harbor, and Marina Districts. Add shops, restaurants, and offices to neighborhood, and increase the flexibility of Master Developer to make infill development work financially.
CC-13	Where viable, require commercial development at Alameda Point to add wide sidewalks, street trees, benches, mini-parks, or plazas to help create a pedestrian friendly environment.

F. Neighborhood Business Districts

The 17 compact corner business districts, 10 of them at former Red Train stations, are important components of the City’s traditional, pedestrian-scaled ambience. As the General Plan notes, most Neighborhood Business Districts have a small grocery, laundrettes/cleaners, small restaurants, and one or two other stores that mainly rely on customers who walk from their homes. The neighborhood districts also usually have little or no off-street parking.

Existing Policies

Maintain Neighborhood Business Districts for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents. <i>(General Plan policy 2.5f)</i>
Regulate development in Neighborhood Business Districts to maintain a street-wall, with most structures built to the property line, entrances directly facing the sidewalk, and parking at the rear. <i>(General Plan policy 3.3f)</i>

Existing Implementing Policies

Reduce the extent of Neighborhood Business Districts by re-designating residential parcels zoned for commercial use to residential use wherever detailed study of each district demonstrates that an acceptable residential environment can be maintained or created. <i>(General Plan implementing policy 2.5i)</i>
Limit the size of stores in Neighborhood Business Districts in order to avoid traffic and parking demand inconsistent with residential character. Where only small stores are permitted, a lower ratio of parking spaces to floor area than is required in larger commercial areas may be reasonable. <i>(General Plan implementing policy 2.5k)</i>

**Possible
Additional
Policies for
Consideration**

ND1	Modify the General Plan’s description of Neighborhood Business Districts to indicate that they provide retail sales and personal services primarily for the surrounding residential areas, in small-scale, pedestrian-oriented development. Specialty stores may be included if they are a minor part of the shopping district and serve primarily the neighborhood rather than the citywide or regional market.
ND2	<p>Explore the need for expanding existing or creating additional Neighborhood Business Districts so that there is an equitable and even distribution of neighborhood convenience shopping areas to serve new and existing residents Island-wide.</p> <p>For example:</p> <ul style="list-style-type: none">▪ The P-X has closed at the former Naval Air Station, and new residential units are being built at FISC. Furthermore the existing residential area bounded by Webster St., Central Ave., Main St. and Atlantic Ave. is an underserved area lacking a neighborhood business districts▪ The Northern Waterfront area is experiencing new residential development and may be underserved with respect to neighborhood-serving businesses.

G. Alameda Point

The General Plan envisions developing roughly 100,000 square feet of retail space to service the neighboring residential development. In addition, the Community Reuse Plan and the General Plan mention another 130,000 square feet of “visitor-serving retail” adjacent to and dependent upon the success of the proposed marina and marina green. The following policies are provided for background. Alameda Point retail is discussed as part of preceding sections of the report.

Existing Policies

Cluster supporting uses such as retail and local serving office and civic uses in mixed-use neighborhood centers (Community Reuse Plan, 2-14).
Create neighborhood centers for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents (Community Reuse Plan, 2-22; General Plan, 2.5f).
Limit the size of stores in the Business Districts in order to avoid traffic and parking demands inconsistent with residential character (Community Reuse Plan, 2-23; General Plan 2.5k).
Cluster mixed-use residential, retail commercial, and other supporting uses in a neighborhood center along the extension of Pacific and Lincoln Avenue (Community Reuse Plan, 2-31).
Regulate development in business districts to maintain a street-wall, with most structures built to the property lines, entrances directly facing the sidewalk, and parking at the rear (Community Reuse Plan, 2-45; General Plan, 3.3f).
Establish a ferry terminal at the southern edge of the existing piers with potential destinations including San Francisco, Angel Island, Treasure Island, and Alcatraz (Community Reuse Plan, 2-48).
Optimize the use of transit in all development at NAS Alameda (Community Reuse Plan, 3-4).
Where possible, align roadways to frame important views (Community Reuse Plan, 3-20).
Develop the Civic Core as a major new center to the community of Alameda (Community Reuse Plan, 3-32).
Focus uses that create pedestrian traffic in mixed-use neighborhood centers (Community Reuse Plan, 3-34).
Provide a system of pedestrian and bicycle paths, bicycle lanes and bicycle routes to encourage both commute and recreational bicycling (Community Reuse Plan, 4-19).

APPENDICES

- Forum #1 Summary
- Forum #2 Summary
- Forum #3 Summary
- Forum #4 Summary

Alameda Citywide Retail Policy
Community Engagement Forum #1

Grand View Pavillion
Wednesday, April 30, 2003
7:00 pm – 9:15 pm

MEETING SUMMARY

INTRODUCTION

On April 30, 2003, more than 110 people participated in the City of Alameda's Community Engagement Forum on Citywide Retail Policy. The purpose of this workshop was to discuss vision, goals and issues important to the community regarding retail uses in the City. The Forum opened with remarks from **Gail Wetzork**, chair of the Retail Policy Task Force of the Economic Development Commission. Mr. Wetzork then introduced Redevelopment Manager **Bruce Knopf**, who described for attendees the purpose of the Forums in helping to shape the eventual new Citywide Retail Policy. He turned the microphone over to **Lou Hexter** of Moore Iacofano Goltsman, Inc. (MIG), who provided an overview of the agenda and served as the meeting facilitator. **Eric Fonstein** of the City's Development Services Department then delivered a brief background presentation on the status of Alameda retail.

Participants were next invited to walk around the hall and visit a series of stations representing various retail districts in the City. This allowed for an opportunity to learn about specific plans, projects and programs at the various locations. The remainder of the meeting was devoted to facilitated small group discussions on the future of Alameda retail. In addition to the ideas generated in the small groups, the City received a total of 45 written comments via a comment card.

The input received at the workshop – from both verbal and written comments – is summarized below, first in the Executive Summary, followed by a transcription of comment cards and flip chart notes.

EXECUTIVE SUMMARY

Results of the small group discussions, as captured on the summary flip chart pages and maps, have been compiled, along with the written comment cards that were turned in to the City. Key themes and issues for further discussion from all of the participants' input are provided in this Executive Summary. A more detailed listing of comments is presented in the pages following.

A. Overall Vision for Alameda Retail

Workshop participants were first asked to describe their overall vision for Alameda retail. There were some themes that emerged from among the responses, including:

- **A diverse mix of businesses – lower-, middle- and high-end retail**
- **Comprehensive range of goods and services that minimizes the need to leave the Island**
- **Scale and design of retail consistent with the small town character of Alameda**
- **All of Alameda's business districts reaching their potential – and thriving**

B. Important Goals for a Citywide Retail Policy

Workshop participants were asked to identify important goals that should guide citywide retail policy.

- **Retain, maintain and revitalize existing Alameda retail.**
- **Attract new businesses to Alameda that Alamedans want.**
- **Build on unique assets of Alameda: water access and views.**
- **Generate sales tax revenue for the City.**

C. Key Issues

Participants were asked to describe issues that need to be addressed in order to achieve the vision and goals for Alameda retail.

- **Traffic, circulation, parking**
- **Remove City barriers to new businesses, rehabilitation/expansion of existing businesses.**
- **Overcome resistance to change.**

Key Themes for Further Discussion

- **Leakage** – There are types of goods and services that participants currently have to seek off the island but would like to find here in Alameda. These include, books, entertainment, apparel and food.
- **Supporting existing retail vs. attracting new retail opportunities** – Participants want to see existing Alameda businesses thrive; there is concern that new retail might threaten the viability of these businesses.
- **Scale** – There needs to be further clarification about the size of “big box” retail that might be acceptable to Alamedans, as well as further discussion about where such larger-scale retail might be located.
- **Local vs. regional markets** – Participants want to see Alameda retail better serve local needs; there is some concern that attracting off-island customers to spend their money in Alameda won’t offset the additional traffic impacts.
- **Traffic, circulation and parking** – Participants want to see the potential cumulative impacts of enhanced retail opportunities on traffic, circulation and parking on the island evaluated and mitigation strategies developed.
- **Regulatory policies** – There is a need to understand the regulatory environment, in terms of both constraints and opportunities for achieving desired goals of retail development and redevelopment. Parking and land use policies are examples of areas that can be modified to support new retail policy.

SUMMARY OF COMMENT CARDS

The following is a summary of the comment cards submitted to the City following the workshop. Numbers in parentheses indicate the number of mentions a particular comment received.

A. Overall Vision for Alameda Retail

- Continue station area, shopping centers (current sites), revitalize South Shore per plan.
- Develop Catellus Project.
- Well-landscaped business areas.
- Inner island public transportation service.
- Invest in streetscaping and public art in retail spaces. (card #1)
- Availability of a good bookstore, clothing store.
- Other points—clean sidewalks, more landscape, parking garage, community/public space and art.
- Balance, greater unification.
- Prime retail locations. Not nails, hair salon, dry cleaners.
- Retail affordability for every income level here in the City of Alameda and throughout the state that are in confines of and do not exceed the boundaries of Measure I “Living Wage Ordinance.”
- Relocation of auto dealership to another site to create an Auto Row.
- Recognize cultural diversity of the island.
- More restaurants, leisure and entertainment; movie theaters and bookstores and other “anchors” to catalyze improved small-scale retail; place to stroll as well as do targeted shopping; improve street/building appearance; more up-to-date shops and restaurants; blend of chains and independents.
- A diverse mixture of businesses that minimize the need to leave town to shop.
- Create a balanced approach—mix of lower, middle and high-end retail (diversification)
- Emphasize live/work on the Island.
- Strengthen neighborhood and historic character.
- Use our assets—water, views.
- Department store or store that meets needs as target.
- Higher end stores meeting basic needs and mix of needs. (No high density!)
- Waterfront retail.
- Live/work
- Capitalize on the uniqueness of the island—beach, Victorians, small town quality.
- Wherever retail is built, the space needs to be as flexible as possible to allow businesses to come and go easily. Big, freestanding boxes are not flexible in terms of tenants.

- No retail store is an “island.” Plan must be developed to attract and support existing and new retail in coordinated efforts.
- Synergistic clusters of retail which lead to.
- Vital and pedestrian/community-directed nodes of activity and shopping.
- Retail should be “island” oriented, i.e. not Cinema II but Parklane (movie plus dinner). Art galleries, northern California manufacturers, more service and light industry. Parking—cluster for long-term. Think small chain, think unique. Transportation inner island (electric shuttles) connecting to AC Transit for off island traffic. (Card#13)
- That “moderation prevails”—less can be better if we have quality and quantity that meets needs of Island residents.
- The existing stores are fine—I shop in them.
- We need places to shop for household good that now we go out of town for. These household goods would include furniture and other household furnishings.
- I would like to be able to purchase clothes for my kids who live elsewhere. They like Gap/Penneys/etc.
- I would like a “Best Buy” type store where we could buy electronic goods.
- Variety and choice, more upscale retail, particularly larger general merchandise, big box type appropriate to our demographics (i.e. Home Depot, CompUSA, REI, etc.). Reflect retail areas like SF’s Union Street and Chestnut Street; Oakland’s College Ave. and Piedmont Ave.
- I want to be able to stay on the island for shopping, eating, entertainment now and in the future.
- Upscale shopping, dining, etc. must be worked on.
- Fill Bridgeside!
- Better stores—pedestrian friendly!
- Retail should be primarily local-serving, not regional. Retail should complement and enhance quality of life in Alameda—not detract from it (i.e. traffic issues, pollution issues, support of local schools, youth sports teams, cultural events, etc.)
- Maintain small town atmosphere.
- Revitalize existing shopping areas first.
- Maintain Alameda small town feel while meeting most retail and day-to-day needs.
- Stable, steady stream of revenue for City to support public services and infrastructure needs will be less vulnerable to state and county take backs.
- Park and Webster: revitalization—Main Street retail.
- Anchors/mix of boutique tenants—sexy tenants.
- Boxes—big—but not little tenants.
- Movie theater downtown with parking. Huge draw.
- Catalyze projects. Barbell theory.
- Density increase on Webster.
- I would like to see all of Alameda’s business districts reach their potential. The foundation is there. A mix of retail options where people can shop without having to go

off the Island would be optimal—New retail that preserves Alameda’s character, i.e. medium size general merchandisers, not national merchandisers like Wal-Mart. Alameda needs to retain its character as a historic part of the Bay Area.

- Develop unique character of Alameda—not standard shopping center character. Emphasize waterfront for restaurants/recreation-oriented business.
- Block off retail streets from cars—pedestrian only.
- To see it develop into a shopping environment that offers quality services/stores. We have a few but would like to see more. Starbucks on Park St. was nice touch, start. Trader Joe’s.
- The retail stores should be based on what residents of Alameda need. These shops should be based on what the expectations of the population projections.
- A mix of some practical chains (personally I’d love a Target at Alameda Point) and independent stores, restaurants. I’d like to see stores like 4th St in Berkeley, home furnishings, books/music, children’s clothes and hike Oak Park, IL.
- Preserve history/architecture attraction and build on that—THE place to shop for Victorian and Craftsman furnishings, hardware.
- More choice along the continuum of shopping opportunities from general merchandise chains to small boutiques, specialty, arts-oriented shops.
- More apparel, men and women.
- Pedestrian-oriented, destination experiences.
- More entertainment, evening activities.
- High quality architecture (utilize water), amenities, more retailers.
- Pedestrian friendly shopping districts that maintain historic atmosphere, yet attracts both independent retailers and recognized names. Offers a variety of choices, including products and prices.
- Keep unique quality. Develop value of Carmel ideas. Use Victorian concept for storefronts. Design storefronts to entice buyers. (card #32)
- Provide retail services for all kinds of buying needs.
- I’m not that hot on getting more people coming onto the island unless they work here. I want to keep the small town feel, and I want to bring more jobs to the island. Then when they work here, I would like them to spend money here.
- Ability to purchase basic (food, clothing) of quality in a pleasant shopping environment.
- Better retail mix in well-designed buildings (better architecture) whether in a shopping center or in a business district. A better mix could include some chains.
- There is an especially great need to have a beautiful Webster St. shopping district.
- Add density to the business districts (e.g. housing and office).
- Small unique shops. Examples: San Rafael, 4th St. Berkeley, Pleasanton, Carmel.
- We need to focus on what Alamedans want rather than what people from outside of Alameda want it to be.
- Alameda is a charming city that should capitalize on its history, architecture, and charm. My vision is to have a concentration of shops and restaurants like those in Walnut Creek, i.e. California Pizza Kitchen, Williams-Sonoma, Bodestau*, etc. with bigger name stores

at South Shore. The bigger name restaurants should have the water views. These stores would keep Alamedans in Alameda rather than force us to go elsewhere to shop. Park St. would have a classy movie theater and excellent small stores and restaurants. Focus on architectural details; antique style lights (maybe our acorn lights) would give us a feel that no other city around here would have. Eliminate the duplicative crosswalks and add London Plane Sycamore trees and wow! (card #37)

- Sophisticated safe environment for individuals and families to roam. Variety of products, services, food (not fast food), centralized shopping districts (South Shore, Webster, Park). The Station Map (old electric train route) is a nice curiosity but shouldn't be focus. Alameda is a very nice climate, warm environment but it needs (fascia, streetscape, big name shops) that make Alameda a place to spend a weekday, weekend day.
- Shop Alameda web page—shared-use. Laptop (486 level) dashboards with a keyword search engine by product. Give selected list of shops. (card #39)
- Specialty retail mix that can draw from outside island but has good local patronage. What is geographic area island can draw from.
- Theater district.

B. Important Goals for a Citywide Retail Policy

- Set limits to how many of the same type of retail—nail shops, hair salons, etc.
- Revitalize existing shopping areas.
- Remember the architecture of Alameda when accepting developer designs for retail.
- Retain, protect, the special Alameda retail such as Pagano's, Brogus Wojgu*, Thompson Nursery. (Card#2)
- Keep districts—invest in them.
- Better property maintenance.
- Take advantage of the water, e.g. Bridgeside, oriented to the Estuary.
- There are Native American burial grounds located in Alameda—suggestion of implementing casino atmosphere.
- No one address/the Payless Store located near the Fruitvale Bridge.
- Market Alameda; go after businesses that we want and help them get established in Alameda.
- Retain character of buildings, history, “island”, while creating a lively, energetic corridor on Webster and Park.
- Make entrances to the island more attractive.
- Attract long-term tenants.
- Attract businesses that best serve Alameda residents.
- Maintain a diverse mixture so that no type(s) of business dominate.
- Assist business and property owners to attract business that will fit and be successful.
- Ombudsman to assist business to open and be successful.
- Understand what makes a retail center work, what draws customers.
- Don't just let leakage studies drive plan—some leakage may be ok.
- Keep in mind the special quality of the Island.
- Anchor stores that would bring other retailers into town.
- Traffic—flow of.
- Building on existing transportation—bus, bicycle, car or walking.
- Because of the City's geographic limits, I think it is very difficult to expect large, regional centers to draw enough business to be successful. Access would need to be significantly improved to keep shoppers coming. With large-scale operations like Emeryville so close, the competition is keen and people will frequent the most convenient.
- Find out what makes retail areas thrive in the changed (from 20-25 years ago) retail shopping patterns.
- What critical mass? Size? Number, quality and mix of “stores” and entertainment?
- Open spaces for community/resident interaction.
- Difficult destinations for different ages, shopping needs.
- Effective/efficient transit (all modes) and parking.

- Vital resident friendly waterfront.
- Walk and bike to shops equals need for delivery of purchases. Bookstore—why doesn't any one support Waldenbooks? Expand it and make it better. Also need another one.
- Design and enforce signage codes.
- Preserve “historic flavor” of community in various shopping areas.
- Restore Alameda Theater soon!
- Shopping centers with easy parking for vehicles.
- Shopping areas where it's easy to ride your bike to and visit the stores—now it's difficult to ride on Webster and Park St.
- I like the existing small neighborhood shops-coffee/laundry/grocery/beauty shops that are easy to walk to.
- I would like a destination type shopping area that also has nightlife (restaurants/music venues).
- I would like a movie house destination—we used to visit the South Shore Movie House even when the heaters didn't work and the rain came through the roof.
- Generation of sales tax.
- Decrease sales leakage.
- Satisfaction of unfulfilled retail needs and wants of Alameda first.
- Build retail mix in West Alameda.
- Take advantage of natural assets like water, to create additional incentive to promote retail.
- Diversity in types of stores. Quality doesn't have to mean expensive in order to satisfy all income levels.
- Don't forget the youth of the city. Give them something to do that is safe.
- Avoid redundancy of shops.
- Businesses should stay open in evening.
- Help property owners understand citizens' desires and fill the gaps in balanced mix of quality goods and services.
- Maintain historic atmosphere.
- Take full advantage of waterfront for appropriate retail (not McDonald's!)
- Start implementing goals that have already been established.
- Balanced mix of stores.
- Protect Webster/Park Streets.
- Size and use limitations on uses from Big Box Centers (rules of game for new development).
- Condemnation/eminent domain power—public financing assistance to make catalyst projects move.
- Don't make Alameda Retail destination for rest of area because of traffic; serve Alameda primarily.
- Increase density of housing/office 2nd and 3rd floors.

- Goals for citywide retail policy should benefit all Alamedans and the City.
- Alameda is unique among East Bay cities in almost all aspects, e.g. history, architecture, etc.
- Alameda's waterfront history is especially unique—Alaska Pargers, 1st container cranes in East Bay (in China now) and the NAW. Alameda's heritage should not be ignored. It's a great asset! National chains need to be allowed but not in a strip mall type development.
- Serve residents as highest priority; off-islanders only as supplemental customers.
- Bring back trolleys/shuttle connecting the “stations” for shoppers.
- Bookstore with reading area.
- Traffic issues, parking. Find demographics of the city to gain a better idea of what type of retailers to invite.
- All shopping areas should be centrally distributed. Meaning that there should be a central plan for all so that these developments are not trying to woo the same large retailers.
- Things like this forum: overall planning—not just taking 1st developers that hand over a check.
- Need to coordinate development but not at cost of this taking another 10 years.
- Build on neighborhood commercial districts.
- Use the stations as “feeders” or “incubators” for the historic downtowns.
- Improve historic storefronts and improve modernize buildings to accommodate newer-type uses, i.e. restaurants, 2nd story office.
- Improve mix at South Shore, Park and Webster. Provide some focus, e.g., recreation, outdoor, entertainment, leisure on Webster, apparel, galleries, art, specialty on Park, etc.
- Retail to serve all Alamedans regardless of age, family size, income levels, etc.
- Generate sales tax money for city.
- Provide a user friendly, central office for new businesses to start the permit process and receive support beyond that.
- Utilize geography with water-oriented businesses.
- Positive mix of independent shops and chains.
- Provide a wide range of stores to meet buying needs. Department stores.
- Provide a design plan for architectural development of area. Develop a “theme” for development.
- Develop old brick buildings in art studios, shops, and art workshops.
- Provide entertainment, nice clubs, meeting places for singles, live music, possibly with dancing. Movie theater.
- Outdoors seating in front of variable shops like cafes or ice cream parlors.
- Get a theme or goal or mission statement. Island mentality—Art—can we control the type of chain that comes here? Can we support independent retailers who are not a franchise or a chain?
- Keep scale constant with town size (no “big box”)
- Same as above and add entertainment such as books, movies, and better restaurants.

- Consider attracting a Ranch99 Grocery store. It is a large chain supermarket format, like Safeway, but is focuses on the Asian market. There is one in Fremont, El Cerrito and Honolulu. It could go into the Bridgeside Center.
- Encourage more upscale stores such as Gap, Chico's, Talbot's, Ann Taylor.
- We certainly want to maintain our charm, focus on our pretty architecture, our history, etc. and have distinctive areas.
- South Shore—larger stores and restaurants (Williams Sonoma, CPK, Crate and Barrel, upscale). Take advantage of waterfront. (The restaurant currently on the water, Picante, was poorly planned. It's not a full service restaurant and hardly anyone sites near the window.
- Park St.—small retail, restaurants focused on arts, jazz club (classy).
- Navy Yard—theater for upscale performances.
- Code enforcement (numbers, types, restrictions, number of bars, nail shops)
- Tax deals to draw in big names.
- Emphasis on Alameda's historical features.
- Pedestrian only weekends.
- 2 am – 6 am only trucks offloading goods.
- Common Victorian theme, beaded awnings, canopies.
- Light electric neighborhood vehicles.
- Talk with retailers and what they look for so they will make commitment to community.

C. Key Issues

- Traffic at Park St.
- Private property ownership.
- Bridgeside.
- Access
- Traffic, parking
- Private property owners—off island, who won't change/improve type of retail store.
- False advertisement in sales papers of supermarkets and department stores.
- Illegal soliciting outside the department stores.
- More outside security in parking lots outside department stores and supermarkets.
- Casual carpool incorporating the West End.
- Lighting—Marina Shopping Center. (I have notice that the lighting schematic is blue. It does not draw me to the shopping center. My suggestion is to change to either red or white light to attract customers, particularly the Kiosk. Please change.)
- Old-time Alameda resistance to change.
- People are too afraid of parking/traffic issues; some of us are willing to look around for parking a little longer if there were actually places we wanted to go to.
- Restaurants are outdated, lack style and innovation; feels like we're back in time instead of within one of the best culinary regions in the world!
- Go off Island for evening entertainment, furniture/housewares and apparel shopping: would like to stay.
- No place we like to take visiting family and friends. We end up going to Berkeley or parts of Oakland.
- Educate potential tenants as to the positive change in Alameda's demographics. Remember that any centers with decent retail will also attract substantial traffic from Oakland.
- Parking and transportation (walk, bike, bus, not just autos).
- Education for property and business owners so they understand the vision.
- Learn to look at our island as a unique asset rather than seeing the island as a constraint.
- Traffic generated.
- Implement what has already been planned.
- Better image building.
- Issues—navy town—transitory—alcohol/too many bars/small shops selling alcohol.
- There needs to be a compromise between what retail the residents desire and the city's need to generate tax dollars for services.
- Why did Alameda's retail community die off in the last 20 years?
- What do changes in shopping patterns mean to Alameda?

- Why do places like Stoneridge, Walnut Creek, 4th Street draw people and thrive in new retail environment? Synergy? Critical mass? Excitement? Mix (unique for each cluster)?
- What problems/opportunities do the changing demographics present to the City?
- Always remember WIIF M. (Card#14)
- Reality check please—just building new, more, bigger, better doesn't mean people will come and spend money.
- Need to persuade commercial property owners that renewal/upkeep, etc. is cost effective for them.
- Traffic and parking are probably the big issues that should be addressed.
- Truck traffic to serve the stores should be mitigated as noise and safety.
- The recent Park St and Webster St designs that I read about seem like a good idea and should lead to nicely designed pedestrian areas.
- Balance traffic impacts and need to generate destination retail.
- Attract supporters to public meetings rather than just naysayers.
- Address community issues—make sure community is happy.
- Increased traffic from additional retail should be looked at citywide, not on a property-by-property basis.
- Property owners tend to rent to first person with money to fill a vacancy—need to consider quality of goods and retail mix when filling vacancies.
- New projects should not compete with each other or with existing shopping areas.
- Parking.
- Attracting business—incentives.
- How about a Saturday morning farmers' market downtown.
- Traffic patterns. Especially with more shopping areas to be developed in the future.
- Powerful city with power of eminent domain and DDA's and not afraid to use it.
- Traffic—Webster/Park Streets.
- Parking for downtown at Park and Webster.
- Coordination of **Box** retail with Webster. (Card #23)
- We need to avoid the library-parking structure syndrome. What is decided should be implemented.
- Traffic/pedestrian safety, bicycle-friendly.
- Are the retail businesses meeting the needs of the community? The Naval Base is closed now. We don't need all those bars on Webster St. Maybe more children stores, stores to benefit the growing elderly community.
- I need to see the projected population census materials based on demographics.
- Access to island—if we want to attract outside bus as well—need to know how to get here.
- Traffic increase is concern, esp. through tube.
- Overcome “professional” naysayers in town. Allow mainstream voice to be heard. Use it to create jobs and job training. Eliminate blighted properties.

- Balance of business, traffic, and parking.
- Improve access to neighborhood stations (parking).
- Help South Shore to be community supporting and vacant ships quickly.
- Main streets need to be clean and bright to encourage people to stop rather than drive through.
- Shortsighted vision. Movie theater. Traffic. Parking. Cut through red tape in order to get goals moving ahead.
- Traffic.
- Parking space.
- Improve street environment.
- Reward owner investment
- Park street entry at bridge. Relocate auto support (dealers are ok but too much support-body shops, etc.).
- Park St. traffic.
- Need to encourage density in the business districts. Encourage it by new zoning ordinances that relaxes parking, allows greater building height to 45' and need to amend Measure A to allow lofts, apartments, condos or town homes.
- Our retail is all over the place. We need distinct focus on different areas.
- We need trees—not privets*—big beautiful trees. (card #37)
- Focus on architecture. Restrictions on big tacky signs. Classy signs and classy storefronts.
- Small buses for transportation throughout the city.
- Victorian focus on our Victorian charm.
- Focus on walking city. Do away with multi-crosswalks. It's too dangerous.
- Sign size, uniformity, and restrictions on “neon” lights.
- No “cheap” goods.
- Enforcing cleanup of blighted, distressed areas “first impression area.”
- Business-friendly City Hall.

D. Other Comments

- Most important there is a serious need for employment availability.
- Stores always need to be accessible to those with disabilities.
- No address. Religious organization building needs.
- Youth Center.
- Hair Salons—ethnic diversity needs. (The Island has an America flavor)
- Let's get a bookstore/café, open late, where people of all ages may shop and spend leisure time.
- Thanks to the City for hosting this first retail summit. It's a great first step!
- Theater and live performance could provide anchor.
- Coordinate transportation issues with revitalization and growth of retail.
- What does Alameda do best? 1. Tree lined streets, 2. Historic housing, 3. "Clusters" of Main Street and Station (neighborhood) retail opportunities that are currently underwhelming. Must be looked at as "opportunities." Build these elements into a consistent development/redevelopment plan. 4. We are a small town—capitalize on that too.
- Feel strongly that you need to revisit port efforts (prior to 1991) of Redevelopment Task Force, Chamber of Commerce. Without the buy-in of owners of buildings in business district, much of the "Vision" will evaporate.
- Here's some of our purchases over the last five years for our house: [list of ten major purchases of appliances and home furnishings mainly outside of Alameda]
- I would like a copy of the suggestions that were made at this meeting. (Card#17)
- I was encouraged by the SRO turnout and by quality of comments and concerns voiced in my breakout group. It was suggested that the other 2 events might also be held at Grand Pavilion. I recommend different venues around town to give everyone a chance to participate and Grand Pavilion may be too small and noisy for a group this size.
- We greatly appreciate the progress that has been made here in Alameda, i.e. Starbucks, Picante, but are anxiously awaiting more progress, i.e. Bridgeside Center and Theater.
- Retail development that takes places should complement and build on Alameda's heritage and not be detrimental to existing businesses.
- Decisions need to be based on solid demographics—present or projected.
- How far off are these plans in coming together? The developers seem to be driving the projections of what will happen. I would like to see the city take lead and make sure it is the primary driving vision.
- I came to the Downtown Vision meetings 4 years ago and seems like same kinds of conversations with only movement being Trader Joe's and another Starbucks. While I appreciate the opportunity for input, it's taking a long time for any change to take place.
- Silva's books is exactly the type of business we want more of and should have worked to retain—independent, drawing pedestrian traffic on Park, a business we need.
- Need more retail in town.

- It takes too long for action to happen in Alameda. Change is not easy for old-time businesses. Entertainment and interesting things for young people are needed.
- No more Starbucks!
- Electric rental cars that go 25 mph for employees who work on the island.
- I think we should focus on bringing upscale.
- Alamedans want Williams-Sonoma, Crate and Barrel, Pottery Barn, California Pizza Kitchen, etc.
- Alamedans care less about what everyone else wants (Oakland, Berkeley, etc.). We Alamedans go to other areas for shopping for type of stores, atmosphere, safety and cleanliness of business districts.
- How about community fundraising for “donated” benches, streetlights, etc. Stimulate interest by involvement.
- Alameda’s phone book has numerous photos and reminders of nice parts of Alameda’s past business districts.
- Niche retailers (professionals) that will draw customers from total Bay Area. The community would like to meet the “they”.

SUMMARIES OF MAP & FLIP CHART NOTES

This section contains comments recorded on the summary flip chart pages used in the reports to the large group.

A. *Overall Vision for Alameda Retail*

[1]

- Chains and “mom-and-pops” can co-exist.
- Keep Alameda dollars in Alameda.
- Attract new and exciting businesses.
- Take advantage of our small town community, and provide more opportunities to communicate and get together.
- The City should assist small businesses more.

[2]

- Revitalize existing neighborhood shopping areas (first).
- City government proactively supports local businesses.
- Maintain small-town retail atmosphere to include new businesses (e.g., Peet’s, Jamba Juice).
- Unified mix of merchants on Park and Webster Streets.
- Commercial property owners participate in the community.

[3]

- Keep and maintain historic atmosphere
- Create an ethnic market at Bridgeside
- More variety, upscale
- Create identity/destination/overall marketing concept
- Establish specialty shopping districts, not strip malls
- Create themed retail, with variety within a category
- Design attractive buildings
- Use our natural assets: waterfront, views
- Be pedestrian-friendly
- Encourage multi-modal transportation
- Build on Alameda design heritage

[4]

- **Allow Alamedans to live and work in Alameda.**
- **Develop a strategy to bring in appropriate businesses.**
- **Focus on retail on the waterfronts.**
- **Retail should complement and enhance quality of life.**
- Retail as a catalyst for bringing people together in public places.
- Provide retail for all income levels.

[5]

- Integrate all retail areas.
- Provide different types of retail centers.
- Create an identity that is “uniquely Alameda.”
- Park and Webster Sts. have different functions.
- Historic shopping.
- Attract better restaurants (Il Fornaio, PF Chang’s)
- Understand that this is a quality of life issue
- Make retail pedestrian-friendly, welcoming
- Utilize the waterfront
- Provide diversity of retail experiences
- Cleanliness
- Organization
- Non-competing clusters
- Mixed-use development with retail
- Increase evening circulation.

[6]

- Avoid strip mall.
- Keep character of Alameda (pedestrian-oriented/locally-owned).
- Provide entertainment center (West end) to help create foot traffic for other businesses.
- Keep some warehouse development as is for the boating industry.
- Develop Bridgeside.

[7]

- Use City’s resources to create an identity.
- Create flexible retail space.
- Quality retail clothing store.
- More upscale restaurants.
- An improvement of what’s now available.
- Shopping shuttle.
-

[8]

- **Provide higher quality of shops.**
- **Meet basic needs.**
- **Retain small town feeling, especially along Park and Webster Streets.**
- Create a destination (like 4th Street in Berkeley).
- Create a more sustainable and stable community of shoppers by increasing housing density along Park and Webster Streets.
- Tie in transportation access – parking, bicycle routes, shuttle from BART

- Provide basic shopping services – dry cleaner, shoe repair – through neighborhood retail districts.
- Provide balanced retail options.
- Provide access to information -- events, store hours, types of business -- through City/Chamber of Commerce websites.

B. Important Goals for a Citywide Retail Policy

[1]

- **Improve and beautify our existing businesses.**

[2]

- **Attract destination, “hangout”-type bookstores.**
- **Work within economic realities.**
- **Respect Alameda architectural character and customer desires with a responsive planning process.**
- Renovate Bridgeside.
- Create a parking structure in the vicinity of Park Street.
- Enforce codes, including signage.
- Attract health- and recreation-oriented merchants.
- Protect and foster unique, niche, Alameda-originated retail.

[3]

- Re-use vacant storefronts
- Increase sales tax revenues/decrease leakage
- Build retail mix in West Alameda
- Be more welcoming for new businesses and business expansion by:
 - relaxing some rules (e.g., permits, parking requirements, etc.)
 - establishing an ombudsperson
- Create a “unique selling proposition”
- Create an exciting atmosphere (e.g., street entertainment, local talent)
- Support independent retailers

[4]

- **Develop retail that can be supported by ferry and water taxi.**
- **Explore possibility of water access at South Shore.**
- **Establish a functioning movie theater.**
- **Help property owners understand and fill the gaps to create a balanced mix.**
- **Retain/Promote neighborhood-serving retail that people can walk to.**
- City more friendly toward new businesses.
- Push to make existing business more successful.
- More parking for the disabled.

- Better security around parking areas.
- More bookstores.
- Better lighting in shopping areas (esp., Marina Village).

[5]

- Retail that is economically viable.
- Retail that is responsive to marketplace.
- Retail that permits competition.
- Pedestrian-friendly
- Quality
- Meet changing demographics, changing ethnic diversity
- Pleasant, clean shopping experience
- Uniqueness of the Island: Boating, waterfront access to retail, affordable ferry services
- Diverse culinary
- Walking-biking ties
- New auto retail
- Small town with quality character
- Coffee shop on Webster St.
- Need to develop Webster St. before Alameda Point
- Provide bike access all the way around the island.

[6]

- City should have its own goals and plans, not be steered by developers as to retail mix and design
- Provide more access to Alameda (e.g., new bridge, ferries, access to BART, light rail from Fruitvale BART)
- No big box stores (e.g., Kmart)

[7]

- Encourage a “strolling” atmosphere – people walking to shops.
- Use the waterfront area better – a shopping attraction.
- Add curb extensions.
- Provide a ratio of on-Island/off-Island customers.
- Encourage diverse businesses.

[8]

- Actually implement plans.
- Retain architectural character of Park and Webster Streets
- Create a clear vision supported by the community (City Council, citizens and businesses).
- Decent shopping mall
- Anchor stores.

C. Key Issues

[1]

- Elderly population needs more attention.

[2]

- Traffic on Park Street to South Shore Center is too congested.
- Poor quality of merchant signage.
- Private property rights.
- Full-impact traffic studies (including Oakland, etc.) need to be done for Park St.
- Parking on Park St.
- Restore name of Fernside Shopping Center.
- Provide bike racks for security.

[3]

- City staff need to be more friendly and helpful to new businesses.
- Provide parking throughout the City, including satellites, especially for neighborhood districts.
- Balance traffic impacts with retail needs.
- Attract supporters/mainstream to public meetings.
- Do not exclude transitional population.
- Provide shopping for all income levels, including the homeless.
- Eliminate blighted properties.
- Support the boating industry.

[4]

- **Need to know what kinds of things draw people to today's retail centers.**
- **Making parking attractive and accessible to retail.**
- Encourage property owners to consider quality and retail mix when attracting new tenants.
- Need to be concerned about South Shore plan based on attracting traffic and people from off island.
- Concern about lack of parking at South Shore.
- Overcome negative perceptions of the past.
- Concern about too much competition between new retail areas.
- Businesses may fail because there are too many of the same type.
- Local businesses tend to support community activities more than regional/national franchises.
- Consider traffic implications of combined projects.

[5]

- Relocate auto row
- Electronic stores (Good Guys, Circuit City)
- National chains

- Continuity of development
- Safety
- Lighting
- Certain types of retail are not available:
 - Men's clothes
 - Women's clothes
 - Furniture and rugs
 - Perfume
 - Higher retail
- Bicycle access
- Support local community and economy
- Park St. and other retail needs improvement in attractiveness
- Link to Internet
- Cultural
- No 24 retail
- No check cashing
- Wholesome youth retail
- After 9:00 p.m.
- Bookstores
- Movie theater
- Provide signage in different languages
- Better connections to the Webster St. area by tube
- Lost opportunity @ South Shore
- Lost waterfront at Park Street Bridge
- Upscale grocery (Nob Hill Foods) and restaurants

[6]

- Vacant buildings/absentee landlords
- Homes built too close to truck route
- Housing density
- Mandate upkeep of property frontage
- Develop street appeal (architecture, window displays)

[7]

- Need to gather information from retailers (both potential and existing) on what they are looking for.
- What is the projected population/demographics?
- Several merchants are not open after 5:00 or 6:00 p.m. How will new business retailers impact them?
- Synergistic mix of customers to retailers.
- Need adequate parking for new retailers.

[8]

- Address new development in Alameda – there are too many people
- Public apathy vs. consensus
- Fix the tube sooner and get more people coming to the island. West end development makes the situation worse.

D. Other Issues

[5]

What We Like

- Stations
- Walking
- Intimate w/retailers
- Encinal Market, relationship
- Customer service
- Specialty stores
- Small town

Alameda Citywide Retail Policy
Community Engagement Forum #3

Grand View Pavillion
Monday, August 4, 2003
7:00 pm – 9:15 pm

M E E T I N G S U M M A R Y

Introduction

On August 4, 2003, approximately 60 people participated in the City of Alameda's Community Engagement Forum on Citywide Retail Policy. The purpose of this workshop was to confirm the roles & niches of each of Alameda's retail areas and to begin the process of reviewing and evaluating a set of draft policies that have emerged from the two previous forums and from research into other cities' retail policies. The input received at Community Engagement Forum #3 has been summarized in this report.

The Forum opened with a welcome from **Gail Wetzork**, chair of the Retail Policy Task Force of the Economic Development Commission. Mr. Wetzork then introduced **Lou Hexter** of Moore Iacofano Goltsman, Inc. (MIG), who provided an overview of the agenda and served as the meeting facilitator. Mr. Hexter offered a brief recap of the previous Community Forums, which served as a foundation for the discussions to be held at this session.

I. Roles and Niches of Retail Centers

This section of the report focuses on the retail matrix that was created out of information gathered at previous Forums. Participants were asked to review and comment on the matrix and to confirm the roles and niches envisioned for each of Alameda's retail areas. The revised matrix is shown below, with the inclusion of any new information represented by *italicized* text.

Retail Center	Primary Role	Secondary Role	Major Economic Segments	Overlap	Community Vision	Performance Barriers/Community Concerns
<i>Regional Shopping Centers</i>						
South Shore (Hybrid)	Regional Center	Community shopping center	Dept. stores, food markets, misc. retail.	Historic business districts	Water orientation, <i>middle and</i> upscale tenant mix, primary emphasis on soft goods, apparel, home furnishings, housewares, <i>farmers market on weekends, and transit/bike/pedestrian friendly access</i>	Outdated design, limited opportunities to take advantage of beachfront, constrained Park Street access, somewhat remote regional location, declining sales of regional department store anchor, <i>lack of pride in store appearances and operation, use of grocery stores as anchors, and traffic & congestion due to lack of access</i>
Enterprise Landing (proposed)	A proposed minimum 300,000 sf hybrid retail project focusing on hard goods such as furniture and home furnishings, etc.	Local serving stores	A high-volume general merchandise anchor; and midrange anchor stores, mid- to high-end concept with emphasis on hard goods. Examples include: high-volume, general merchandise retailers; furniture; home furnishings; household appliances & electronics; sporting goods; nurseries and garden supply; possibly apparel; larger format chain store restaurants; <i>Tech-industry office space; no typical monolithic big box design; and consider an Auto Mall</i>	South Shore, historic business districts, Alameda Point, Marina Village	Water orientation, <i>middle and</i> upscale tenant mix, quality place making design, primary emphasis as "life style" center	Coordination with Webster Street, Park Street, South Shore, and Alameda Point.

Retail Center	Primary Role	Secondary Role	Major Economic Segments	Overlap	Community Vision	Performance Barriers/Community Concerns
<i>Regional Shopping Centers (continued)</i>						
Alameda Point	Local serving, community retail centers in the Civic Core and the West Neighborhood	If viable, regional, visitor-serving retail by the Marina	Supermarket, restaurants, misc. retail; <i>consider Auto Mall</i>	Enterprise Landing, Webster Street	Water orientation	Coordination with West End, traffic
<i>Main Street Districts</i>						
Park Street	Downtown/civic center; traditional main street, pedestrian-scale retail destination		Restaurants, entertainment, specialty retail stores	South Shore	Upscale tenant mix, historical design elements	<i>Streamline the permit approval process (here and in general), parking</i>
Webster Street	Neighborhood, local serving (West of Grand Street), pedestrian-scale retail destination		Restaurants, specialty retail stores, and entertainment	Alameda Point	Upscale tenant mix, mix use, multi-cultural, historical design elements, anchor/catalyst project, and water orientation possibilities	Coordination with West End, parking
<i>Community Shopping Centers</i>						
Marina Village	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.	<i>Alameda Point, Webster St., Enterprise Landing</i>		
Habor Bay Landing	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.			
Bridgeside	Neighborhood shopping center		Supermarket, drug store, restaurants, misc. retail.		Water orientation, upscale tenant mix, <i>should look as good as Harbor Bay and Marina Village</i>	Concern: lack of progress and continued lack of grocery store anchor.
Encinal Del Monte Lofts	Neighborhood shopping center		Supermarket, restaurants, misc. retail.		Water orientation, upscale tenant mix	
<i>Neighborhood Districts</i>						
Neighborhood Districts	Pedestrian-scale/neighborhood orientation	Destination retail stores	Grocery store, restaurants, misc. retail		<i>Keep Neighborhood districts serving the needs of the locals</i>	Parking for specialty stores

II. Policy Considerations for Retail Districts

The next two sections of the report are broken into policy considerations & land use and design considerations, each containing five subcategories. Forum participants were asked to indicate whether they disagreed or agreed (1-Strongly Disagree to 5-Strongly Agree) with the proposed policy. Additionally, extra comments on the proposals were gathered and are recorded along with the average level of agreement. In some instances several of the same comment were received on a particular proposal. These multiple comments are denoted by a ✓ symbol.

Citywide Policies		
CW1	The primary focus of new retail centers, and particularly those with Community Improvement Commission involvement, should complement, not duplicate, the primary role/retail niche and major economic segments of existing retail areas. Retail areas, though, may have some overlapping target markets with the possibility of similar retailers locating in more than one location.	<p>Average agreement level: 4.2</p> <ul style="list-style-type: none"> ▪ No big box retail. ▪ Competition can raise the quality of retail. ▪ Need safeguards to support existing retailers but not the weak ones.
CW2	The City should modify the General Plan's descriptions of Main Street Business Districts and Community Shopping Centers to strengthen the role of Main Streets as the City's primary concentration of specialty shops.	<p>Average agreement level: 4.2</p> <ul style="list-style-type: none"> ▪ Storefronts should have curb appeal and the owners should mind sidewalk cleanliness. ▪ Webster should be multi-cultural. ▪ We need to encourage mixed use development, transit oriented development. ▪ We need higher density housing in our MSBD's. ▪ Encourage alternative transportation options to the single occupancy auto.
CW3	The City should modify the General Plan's description of Neighborhood Shopping Districts so that specialty stores may be included so long as they are a minor part of the centers.	<p>Average agreement level: 3.2</p> <ul style="list-style-type: none"> ▪ Neighborhood shopping district should include specialty stores, no chains. ✓ ▪ No dry cleaning in these areas.

Citywide Policies (continued)		
CW4	<p>Planning Board may require that significant new retail proposals demonstrate, through independent economic analysis, that they meet the following standards:</p> <ol style="list-style-type: none"> (1) The proposed use will primarily serve the community or it will meet a high priority local need, identified through studies such as the EDSP, strategic plans, etc; (2) The proposed use will be consistent with established retail policy of the General Plan and Economic Development Strategic Plan and not have significant long term deleterious affects on existing retail areas and/or the local economy; (3) The primary focus of a proposed tenant mix and the design and sizing of tenant space is appropriate to current retailing practice and is intended to fill a documented aspect of retail sales leakage for the geographic area to be served. Overlap of tenant mix strategy with existing and/or approved retail areas should be minimized; (4) The nature of the use requires a larger size in order to function; and (5) The building in which the use is to be located is designed in discrete elements 	<p>Average agreement level: 3.9</p> <ul style="list-style-type: none"> ▪ Good direction but sounds too rigid. ▪ Sounds too wordy and new policies should be business friendly not paper intensive. ▪ High density housing and mixed uses. ▪ Independent traffic study should be done on management & impact. ✓✓ ▪ Need to show that benefits of sales tax revenues outweigh the costs of traffic impacts. ▪ <i>Aesthetically pleasing (trees and vegetation).</i> ▪ <i>Traffic congestion.</i>
CW5	<p>City should survey best practices of waterfront development that maximize public access to the waterfront and that promote waterfront oriented commercial/retail development, and modify the Development Code as necessary. New commercial/retail development along a waterfront should be consistent with best practices for waterfront-oriented development.</p>	<p>Average agreement level: 4.4</p> <ul style="list-style-type: none"> ▪ Developers should be required to provide their tenant list as part of the approval process. ▪ What are the best practices that will be followed? ▪ Restaurants that have outside seating. ▪ Promote tourism. ▪ Add housing. ▪ Harbor Bay development is a good example of waterfront development. ▪ <i>Serve Island shopping priorities of residents.</i> ▪ <i>Minimize traffic congestion.</i> ▪ <i>Don't want Emeryville or San Leandro model, we do not need to compete with them</i>

Regional Shopping Centers

South Shore Center, occupying 500,000 square feet of retail space on 46.5 acres, is anchored by Mervyn's and Ross national department stores. A proposal to amend approved entitlements for R & D Office space at Enterprise Landing, substituting a minimum 300,000 square foot hybrid retail project (including: a 150,000 square foot, high-volume, general merchandise retailer and five to six, mid-range (15-30,000 square foot) specialty retailers may create Alameda's second regional shopping center. At Alameda Point, the General Plan also envisions up to 130,000 square feet of regional, of visitor-serving retail if viable (in addition to two, 50,000 square foot local-serving, community retail centers located in the Civic Core and the West Neighborhood). The City should modify the General Plan's description of "regional shopping center" to include Enterprise Landing and the visitor-serving component of Alameda Point.

RC1	The City welcomes retail commercial development projects that are pedestrian-oriented, of "human scale," reflects the architectural styles and features common in the city's most attractive commercial areas, and meets the retail needs of the community. Certain retailers may require large floor plates. The City encourages project applicants who are proposing large floor plate buildings to present projects that are designed and sized in a manner that is architecturally, aesthetically, and operationally harmonious with the community and surrounding development.	Average agreement level: 3.9 <ul style="list-style-type: none"> ▪ We need a design review board. ▪ <i>Needs to be pedestrian oriented</i>
RC2	Any new regional retail center in the West End (at Alameda Point, Enterprise Landing or the Northern Waterfront) should be coordinated with existing and approved retail in Alameda.	Average agreement level: 4.2
RC3	South Shore Center has been the City's primary Regional Shopping Center. South Shore has applied for approvals of an expansion involving a total of approximately 120,000 square feet. An additional regional center differentiated from South Shore may address unmet retailing needs of the local population and work force, as projected through 2006.	Average agreement level: 3.4 <ul style="list-style-type: none"> ▪ An additional shopping area might be needed in the future as Alameda grows. ▪ Enlarging Safeway should not happen. ▪ We need to coordinate with other retailers. ▪ The gas station should stay. ▪ There needs to be a transit/bike/ped. friendly plan.; ▪ Harsch excluded the community from its pre design process

Regional Shopping Centers (continued)		
RC4	Support South Shore's efforts to expand and to attract more mid-range tenants and Life Style retailers that require footprints of between 5,000 and 40,000 square feet of gross leasable space. Typical tenants would include such things as soft goods, apparel, home furnishings, and housewares.	<p>Average agreement level: 3.9</p> <ul style="list-style-type: none"> ▪ No big boxes ▪ Emphasize high end quality retailers. ✓✓ ▪ Shop owners need to mind the cleanliness of South Shore. ▪ Needs to be attractive. ▪ Demolish the SSC and put a regional center elsewhere.
RC5	Support, encourage and foster development of a new regional retail center at Enterprise Landing with quality place-making design and a tenant mix strategy that is a mid- to high-end concept with emphasis on hard goods (furniture and home furnishings, electronics and sporting goods) and larger format chain store restaurants. Examples of tenant mix would include such things as: general merchandise: high-volume, general merchandise retailers; furniture; home furnishings with product lines differentiated from the South Shore market position; home improvement; household appliances & electronics; hardware; nurseries and garden supply – especially that which is targeted to the higher-end shopper to differentiate from Home Depot/Lowe's type retailers; and possibly some apparel - especially that which is differentiated from South Shore market position; larger format, chain restaurants and especially those oriented to the shopper, so as to avoid diluting the Main Street business districts' emphasis on entertainment and independent and fine dining restaurants.	<p>Average agreement level: 3.6</p> <ul style="list-style-type: none"> ▪ I like the Auto Row idea. ▪ A regional shopping center should be at Alameda Point. ▪ Timing is uncertain, however. ▪ Big box will not serve city residents. ▪ We need apparel stores (Gap/Target). ▪ We need a place to buy women's apparel (not Mervyn's or Ross). ▪ <i>Focus on water front and the "Island City concept"</i> ▪ <i>Create an arts district.</i>
RC6	Construction of a new, grocery store/drug store-anchored community center at a location other than Enterprise Landing and in a location within the West End such as Webster Street, Alameda Point or the Northern Waterfront (e.g.) Encinal/Del Monte Lofts would benefit that area through the important creation of daily shopping trips.	<p>Average agreement level: 3.1</p> <ul style="list-style-type: none"> ▪ And upscale grocer on Webster St. should jumpstart development. ✓ ▪ Maybe a library branch at Enterprise Landing or Alameda Point. ▪ Water front shopping areas need to be high end and small scale. ▪ No more chain grocery stores.

Main Street Business Districts

Park Street (356,000 square feet of gross floor area) and Webster Street (205,000 square feet) have restaurants and specialty stores.

MS1	<p>The Main Street Business Districts (Park Street and Webster Street) are intended to provide a wide range of retail sales, services and entertainment uses meeting community-wide and regional market demands. The designation would be applied within the City's pedestrian-oriented central business district, where historical patterns of development create limitations on building form and the ability for individual businesses to provide on-site parking. Ground floor, street-fronting uses would generally be limited to those that attract frequent pedestrian traffic. The designation would maintain, enhance, and extend desirable characteristics, and also accommodate carefully integrated new development.</p>	<p>Average agreement level: 4.4</p>
MS2	<p>Park Street is considered Alameda's downtown, the entertainment, cultural, social and political center of the City, as well as home for those who live in its historic neighborhoods. The City wants its commercial core to be economically healthy, and realizes that private and public investments in the downtown support each other. Downtown should provide a wide variety of professional and governmental services, serving the region as well as the City. The commercial core is a preferred location for retail uses suitable for pedestrian access, off-site parking, and compact building spaces. Civic, cultural and commercial parts of downtown should be a major tourist destination. Downtown's visitor appeal should be based on natural, historical, and cultural features, retail services, and numerous and varied visitor accommodations.</p>	<p>Average agreement level: 4.2</p> <ul style="list-style-type: none"> ▪ Create an arts district. ▪ Museum downtown with a café. ▪ Both main streets should be of interest to all residents and visitors. ▪ This area should not be a major tourist area. ▪ Emphasis should be on historical presentation and upscale retail. ▪ The new sections created this year are great, we need the rest to comply. ▪ What about the waterfront potential?
MS3	<p>Webster Street is considered essentially a "main street" business district serving the retail goods and service needs of present and future residents west of Grand Street. Webster Street commercial district's strengths are its historic character, increasing restaurant sales and incomes of nearby households. It's goal is to provide retailing that meets the daily shopping needs of the residential population west of Grand Street, and to emphasize retailing that is traditionally found in community shopping centers, including such things as full service grocery stores, drug stores, specialty stores, and daily convenience shopping including dry cleaners, banking, etc.</p>	<p>Average agreement level: 3.7</p> <ul style="list-style-type: none"> ▪ No more dry cleaners. ▪ Needs to be kept attractive. ▪ More service stores. ▪ <i>This could be a tough tradeoff decision to make with new West End and competition.</i>

Main Street Business Districts (continued)		
MS4	Revise the existing General Plan policy 2.5g (calling for preparation of a Specific Plan) with a revised policy that calls for preparation of a Strategic Plan for Webster Street, including working with landowners to assemble land and develop an anchor catalyst retail project. Analysis of possible retail opportunities should include matching new retail to meet the underserved retailing needs of the residential population and demographic mix of the area.	<p>Average agreement level: 3.8</p> <ul style="list-style-type: none"> ▪ Vision means going beyond the current retail needs. ▪ There needs mixed use housing and mass transit. ✓
MS5	In Main Street and Neighborhood Business Districts, amend the Zoning Ordinance to provide the possibility to lessen or remove the parking standards. In those areas served by transit or public parking lots, the provision of parking may not be necessary or desirable. Instead payment of in lieu fess towards transit or public parking lots may be more appropriate.	<p>Average agreement level: 3.7</p> <ul style="list-style-type: none"> ▪ Using good judgment. ▪ Have on-site parking. ▪ There needs mixed use housing and mass transit. ▪ <i>This is not compatible with Park Ave.</i>

Community Shopping Centers		
<p>Bridge Side Shopping Center (87,000 square feet), Marina Village (115,000 square feet), and Harbor Bay Landing (60,000 square feet) each has a supermarket as an anchor. A new community shopping center has been proposed for: the Northern Waterfront (a grocery store and restaurants at the Encinal/Del Monte Lofts); and one is expected to be proposed as part of 100,000 square feet of community-serving retail in the civic core and west neighborhoods of Alameda Point.</p> <p>Along with the two supermarkets at South Shore, the Community Shopping Centers help provide locals with convenient access to a variety of competitively priced foods, every day commodities, and services.</p>		
CC1	Provide a design policy that encourages coherent internal circulation, coherent design theme and signage, plazas and/or open space for pedestrians (particularly a water-oriented feature if adjacent to the Estuary), buffer from adjacent uses, landscaping, multi-modal transportation (bike lockers/racks, bus transit center or turnout, etc.). The design needs of a community shopping center are different from Alameda's Main Streets and Neighborhood Business Districts	<p>Average agreement level: 4.2</p>

Community Shopping Centers Continued		
CC2	Consider a policy for stand-alone structures, such as drive-through fast food restaurants, in commercial shopping districts.	<p>Average agreement level: 3.4</p> <ul style="list-style-type: none"> No more fast food restaurants. ✓✓✓✓✓✓✓
CC3	Consider a policy to encourage community facilities, such as community meeting rooms, childcare, etc., in shopping centers.	<p>Average agreement level: 3.6</p> <ul style="list-style-type: none"> This should be a requirement

Neighborhood Shopping Districts		
<p>The 17 compact corner business districts, 10 of them at former Red Train stations, are important components of the City's traditional, pedestrian-scaled ambience. As the General Plan notes, most Neighborhood Business Districts have a small grocery, laundrettes/cleaners, small restaurants, and one or two other stores that mainly rely on customers who walk from their homes. The neighborhood districts also usually have little or no off-street parking.</p>		
ND1	Modify the General Plan's description of Neighborhood Business Districts to indicate that they provide retail sales and personal services primarily for the surrounding residential areas, in small-scale, pedestrian-oriented development. Specialty stores may be included if they are a minor part of the shopping center and serve primarily the neighborhood rather than the citywide or regional market.	<p>Average agreement level: 3.6</p> <ul style="list-style-type: none"> A specialty shop is needed in each area. ✓ We should have light rail between neighborhood areas. <i>Add more local restaurants.</i>

III. Land Use & Design Considerations for Retail Districts

Citywide Policies		
CW-LUD1	<p>New development should be walkable, reduce auto dependency, and should contain:</p> <ol style="list-style-type: none"> 1. Wide sidewalks and other improvements to accommodate pedestrian traffic, and promote such desired activities as strolling, window-shopping and sidewalk dining. 2. Clear pedestrian passage, as well as a zone for street trees, street furniture, and other street amenities, when possible. 3. Enhanced crosswalk paving should be incorporated, especially at key signalized intersections. Such treatment indicates that there is a safe and dedicated zone for pedestrian crossing. 4. Street trees. 5. Pedestrian scaled street lamps. 6. Street furniture such as benches, trash receptacles, planters, newspaper vending machines, kiosks, bus shelters, etc. <p>Public signage includes street signs, directional signs, gateway markers, street banners, and pedestrian-oriented directories.</p>	<p>Average agreement level: 4.5</p> <ul style="list-style-type: none"> ▪ Would rather see secluded backyard dining than street dining. ▪ Trees definitely. ▪ Signage on all stores should be carefully and tastefully done. ▪ Make bike accessible as well. ▪ Especially when coming out of the Posey tube. ▪ Use a master lease to consolidate property for planning development. ▪ Use existing city parking plan to develop parking behind businesses. ▪ Transit access needs to be done first. ▪ <i>More tees.</i>
CW-LUD2	<p>Commercial infill projects in the Park and Webster Business Districts and in the Neighborhood Business Districts should create an attractive street frontage that is pleasant for pedestrians and neighbors - entrances directly on the street; restaurants, cafes, or shops along the street in locations that can support this kind of commercial activity, etc. (complements existing General Plan policies 3.3f and 3.3h).</p>	<p>Average agreement level: 4.5</p> <ul style="list-style-type: none"> ▪ We need to permit housing in these areas. ▪ Building maintenance and appearance standards must be set and enforced. ▪ Park and Webster should have 2 lane traffic. ▪ Design guidelines need to be developed for Webster Street.
CW-LUD3	<p>Where feasible, new development should add wide sidewalks, street trees, benches, mini-parks, or plazas to help create a pedestrian friendly environment.</p>	<p>Average agreement level: 4.6</p>

Regional Shopping Centers		
RC-LUD1	<p>Adopt commercial design guidelines that would mitigate the visual and aesthetic impacts of retail development. These guidelines would describe the City's expectations for quality and excellence in the design of retail projects. The standards in the Commercial Design Guidelines would address the following:</p> <ol style="list-style-type: none"> (1) Site planning should emphasize pedestrian/bicycle/public transit oriented features, even though most customer trips to these facilities may be by auto. (2) Ensure that building facades have variety, are articulated to pedestrian scale, and are interesting. Avoid blank walls or long, uniform building fronts. Even if projects are large, break up the facades so that they give the impression of smaller-scaled buildings. (3) Parking lots should be designed to be pedestrian, bicycle and vehicular oriented. Safe accommodation for pedestrians is essential and must be an integral part of site design. (4) Building design shall be site-specific, and incorporate design themes and features reflecting Alameda's character and history. Building details should relate to the scale of pedestrians as well as passing motorists. (5) Loading areas and truck delivery areas should minimize disruption to residences. <p>Landscaping and lighting should enhance the development.</p>	<p>Average agreement level: 4.5</p> <ul style="list-style-type: none"> ▪ No palm trees. ✓✓✓ ▪ Commercial guidelines need to be addressed. ▪ No messy mix of different styles ▪ No open parking on the street. ▪ Make sure that the parking lots are safe. (Emeryville's are too dangerous) ▪ Alameda is a transit first city and our policies should reflect this.

Main Street Business Districts		
MS-LUD1	Complete the new Park Street and Webster Street streetscape projects in order to improve the pedestrian environment.	<p>Average agreement level: 4.7</p> <ul style="list-style-type: none"> ▪ Have landowners bring the present sites up to some better standards. ▪ Two lane traffic set up, wider sidewalks, and no parking structures
MS-LUD2	The Housing Element commits to the creation of a density bonus ordinance within one year after the Housing Element's adoption (Housing Element Revisions, 3-12-03, page II-9, policy B.4.k). Density bonuses may be appropriate for downtown revitalization projects, office/retail projects that provide housing, projects that are close to transit stations/stops, or projects that provide identified services such as childcare.	<p>Average agreement level: 4</p> <ul style="list-style-type: none"> ▪ Housing at Bridgeside makes sense. ▪ Chapter section 26 needs to be revised
MS-LUD3	Review the General Plan's floor-area-ratios (FARs) for appropriate densities within Main Street Business Districts.	<p>Average agreement level: 4.1</p> <ul style="list-style-type: none"> ▪ And for other retail areas as well.

Community Shopping Centers		
CC-LUD1	Strengthen the "maintain" policy to "retain" existing centers.	<p>Average agreement level: 3.7</p> <ul style="list-style-type: none"> ▪ Also set standards for store interiors and management quality. ▪ Yes for Alameda Point and Enterprise, and No for South Shore.
CC-LUD2	Provide a design policy that encourages coherent internal circulation, coherent design theme and signage, plazas and/or open space for pedestrians (particularly a water-oriented feature if adjacent to the Estuary), buffer from adjacent uses, landscaping, multi-modal transportation (bike lockers/racks, bus transit center or turnout, etc.). The design needs of a community shopping center are different from Alameda's Main Streets and Neighborhood Business Districts.	<p>Average agreement level: 4.3</p> <ul style="list-style-type: none"> ▪ Buildings need to be architecturally pleasing.

Neighborhood Shopping Districts		
ND-LUD1	Modify the General Plan's description of Neighborhood Business Districts to indicate that they provide retail sales and personal services primarily for the surrounding residential areas, in small-scale, pedestrian-oriented development. Specialty stores may be included if they are a minor part of the shopping center and serve primarily the neighborhood rather than the citywide or regional market.	<p>Average agreement level: 3.6</p> <ul style="list-style-type: none"> ▪ Not even a desirable goal. ▪ <i>Do not over regulate this.</i>

Alameda Point		
AP-LUD1	Provide incentives for mixed-use buildings in Civic Core, Inner Harbor, and Marina Districts. Add shops, restaurants, and offices to neighborhood, and increase the flexibility of Master Developer to make infill development work financially.	<p>Average agreement level: 4.2</p> <ul style="list-style-type: none"> ▪ Apply this to Webster St. as well. ▪ Add housing.
AP-LUD2	Where viable, require commercial development at Alameda Point to add wide sidewalks, street trees, benches, mini-parks, or plazas to help create a pedestrian friendly environment.	<p>Average agreement level: 4.5</p> <ul style="list-style-type: none"> ▪ Have the developers pay fees for these things first. ▪ <i>Water oriented where feasible and viable.</i>

¹ The square foot figures for the retail districts are from the City of Alameda's 1991 *General Plan*.

Alameda Citywide Retail Policy
Community Engagement Forum #2

The O' Club and Conference Center
at Alameda Point
Thursday, June 5, 2003
7:00 pm – 9:15 pm

MEETING SUMMARY

INTRODUCTION

On June 5, 2003, approximately 65 people participated in the City of Alameda's Community Engagement Forum on Citywide Retail Policy. The purpose of this workshop was to discuss the types of retail appropriate for Alameda, and to identify policy options the City should consider to attract and retain desirable commercial activities citywide. The Forum opened with a welcome from **Gail Wetzork**, chair of the Retail Policy Task Force of the Economic Development Commission. Mr. Wetzork then introduced **Lou Hexter** of Moore Iacofano Goltsman, Inc. (MIG), who provided an overview of the agenda and served as the meeting facilitator. Mr. Hexter offered a brief recap of the ideas and issues raised at the initial Community Forum, which served as a foundation for the discussions to be held at this session.

He then introduced a panel of local experts with experience in developing and redeveloping commercial properties. The panelists were invited to share their perspectives on the visions, goals and issues articulated at the April 30 Forum, and to provide some "food for thought" for conversations about specific retail types and potential policy options.

Christine Firstenberg, a commercial real estate broker with Metrovation/Terranomics, opened the panel with comments on sales leakage in Alameda. She responded to several ideas she heard raised previously about desired retail uses, and plainly indicated she believed Alamedans could have the type of commercial activity they want without sacrificing their quality of life.

Ron Gerber, currently Redevelopment Director for the City of Novato, offered his views on the opportunities for attracting desirable retail uses to Alameda. He pointed to examples in a number of other communities, both within the Bay Area and beyond, of context-sensitive architectural, landscape and streetscape design, as well as important municipal policies that have helped shaped new and redeveloped commercial districts.

Darryl Broman and **Eric Cross** were the other panelists and provided additional ideas for encouraging new retail to come to Alameda and for assisting existing businesses to remain and be successful.

The remainder of the meeting was devoted to facilitated small group discussions on the future of Alameda retail. In addition to the ideas generated in the small groups, the City received a total of 45 written comments via a comment card.

The input received at the workshop – from both verbal and written comments – is summarized below, first in the Executive Summary, followed by a transcription of comment cards and flip chart notes.

EXECUTIVE SUMMARY

Results of the small group discussions, as captured on the summary flip chart pages and maps, have been compiled, along with the written comment cards that were turned in to the City. Key themes and issues for further discussion from all of the participants' input are provided in this Executive Summary. A more detailed listing of comments is presented in the pages following.

A. *Preferred Types of Retail*

Workshop participants were first asked to the types of retail they considered most appropriate for Alameda. There were some themes that emerged from among the responses, including:

- **A diverse mix of businesses – lower-, middle- and high-end retail**
- **Comprehensive range of goods and services that minimizes the need to leave the Island**
- **Scale and design of retail consistent with the small town character of Alameda**
- **All of Alameda's business districts reaching their potential – and thriving**

B. *Important Goals for a Citywide Retail Policy*

Workshop participants were asked to identify important goals that should guide citywide retail policy.

- **Retain, maintain and revitalize existing Alameda retail.**
- **Attract new businesses to Alameda that Alamedans want.**
- **Build on unique assets of Alameda: water access and views.**
- **Generate sales tax revenue for the City.**

C. *Key Issues*

Participants were asked to describe issues that need to be addressed in order to achieve the vision and goals for Alameda retail.

- **Traffic, circulation, parking**
- **Remove City barriers to new businesses, rehabilitation/expansion of existing businesses.**
- **Overcome resistance to change.**

Key Themes for Further Discussion

- **Leakage** – There are types of goods and services that participants currently have to seek off the island but would like to find here in Alameda. These include, books, entertainment, apparel and food.
- **Supporting existing retail vs. attracting new retail opportunities** – Participants want to see existing Alameda businesses thrive; there is concern that new retail might threaten the viability of these businesses.
- **Scale** – There needs to be further clarification about the size of “big box” retail that might be acceptable to Alamedans, as well as further discussion about where such larger-scale retail might be located.
- **Local vs. regional markets** – Participants want to see Alameda retail better serve local needs; there is some concern that attracting off-island customers to spend their money in Alameda won’t offset the additional traffic impacts.
- **Traffic, circulation and parking** – Participants want to see the potential cumulative impacts of enhanced retail opportunities on traffic, circulation and parking on the island evaluated and mitigation strategies developed.
- **Regulatory policies** – There is a need to understand the regulatory environment, in terms of both constraints and opportunities for achieving desired goals of retail development and redevelopment. Parking and land use policies are examples of areas that can be modified to support new retail policy.

Alameda Citywide Retail Policy
Community Engagement Forum #4

Grand View Pavilion
Tuesday, January 13, 2004
7:00 pm – 9:15 pm

M E E T I N G S U M M A R Y

Introduction

On January 13, 2004, approximately 60 people participated in the City of Alameda's fourth Community Engagement Forum on Citywide Retail Policy. The purpose of these Forums is to involve residents and business leaders in constructive dialogues to focus and strengthen retail services to meet local needs.

While the previous Forums centered on developing vision and goals, policy options, and roles and niches for retail districts in Alameda, the objectives of this workshop were to:

- review and discuss the Draft Retail Policy document to ensure that it captures the key vision elements identified through the community engagement process; and
- explore how the implementation of the Citywide Retail Policy will guide development and redevelopment of Alameda's commercial districts.

The Forum opened with a welcome from **Gail Wetzork**, chair of the Retail Policy Task Force of the Economic Development Commission. Mr. Wetzork then introduced **Lou Hexter** of Moore Iacofano Goltsman, Inc. (MIG), who provided an overview of the agenda and served as the meeting facilitator.

Mr. Hexter started the workshop with a brief recap of the previous Community Forums and a presentation on the process and development of Draft Retail Policies. The presentation was followed by a facilitated group discussion to review draft policies.

Bruce Knopf, Redevelopment Manager for the City, gave a presentation on how implementation of retail policies would guide development in Alameda's business districts. The presentation was followed by a facilitated group discussion on implementation strategies.

Comments from both the group discussions were recorded on a wallgraphic. In addition, participants provided more detailed feedback on a comment card, included in the agenda packet. The input received at Community Engagement Forum #4 is summarized in this report.

Review of the Draft Retail Policy Document

- Clarify what proportion of retail leakage is acceptable, or unavoidable.
- Clarify whether these are policies or guidelines.
- Clarify whether there are policies to attract people from outside Alameda, i.e., a marketing strategy or a convention/visitors bureau.
- Need a new theatre multiplex, along with a parking structure.
- Need clothing retail such as Macy's and Casual Corner.
- Need a national retailer in Alameda for purchases such as a CD player for my daughter, cologne for my husband, a Clinique lipstick for my mother, a JC Penney gift certificate for my father.
- Explore the opportunities for retail on west side, such as a large grocery store.
- Explore the market for an upscale grocery store.
- Focus on substantial retail services, not upscale.
- Identify opportunity sites for grocery store outside Enterprise Landing.
- Need Whole Foods Market in Alameda Point.
- Deliver more accessible retail services - residents shop in Walnut Creek, San Francisco, and Emeryville retail centers.
- Address needs of the middle/lower classes and the elderly. Being able to walk to retail is important.
- Need a lot of new retail, especially better women's apparel.
- Support the Catellus retail proposal. South Shore is a dismal shopping center.
- Carefully consider the type and amount of retail at Enterprise Landing - a mega development - and its impact on the Webster Street commercial area. Otherwise the FISC and Alameda Point areas will become enclosed communities.
- Improve South Shore shopping center. Mervyn's & Ross cater to lower income demographics. Many Alamedans have the disposable income to support better retail services.
- Develop policies to take advantage of the waterfront.
- Encourage waterfront restaurants.
- Encourage mixed use on the Park & Webster Street retail districts. Encourage more dense residential development in the business districts. Resolve conflict with Measure A.
- Develop Alameda into a more attractive town, one that integrates the historical aspects with new, attractive, sometimes trendy markets. There is too much emphasis on existing business.
- Steer away from Wal-Mart-type of retail chains that draw low-income shoppers from other cities, creating more unnecessary traffic.
- Maintain the quaint quality of Alameda. Downtown Burlingame, for instance, reflects the essence of a small town by integrating the landscape.
- Review the proposed policies with business districts' organizations for their input.
- Incorporate children's areas such as museums and playgrounds to support the family-oriented culture of the town.
- Continue to move this project forward. Alameda is a lovely town that combines the benefits and essence of city life, waterfront living, and small town charm. To let nay-sayers slow down the process of development would be a shame.

- Retail is the only segment of the four major development areas that shows growth in the Bay Area for the next couple of years. Therefore timing is critical to accomplish the “showstoppers” to retail development.
- Plan for security and natural disasters such as earthquakes.
- Develop, collaboratively, a citywide wholesale retail policy if we plan to have stores like Pac & Save, Food For Less, and Home Depot.
- Ensure that concentration of retail activity (to attract spending and plug leakage) does not take sales away from established retail services.
- Ensure that new retail complements existing businesses and districts (both large and small businesses)
- Account for the impact of additional 500,000 to 800,000 sq.ft. retail in west end, especially Big Box and unimaginative collections of chain stores.
- Encourage the vitality of retail districts - mixed use. Also supports longer hours of operation.
- Allocate resources for neighborhood retail to support walking/biking.
- Ensure adequate parking. Support shuttles and bicycle paths for improving access.

Policy Implementation Opportunities

- Clarify the timeline for build-out of Alameda Point.
- Account for the impact of 800,000 square feet of additional retail development in Alameda in the next 10-12 years.
- Ensure continuous shoreline access to the public.
- Retain the U.S.S. Hornet in west end and other antiques at Alameda Point.
- Steer away from micro-managing the type/location of retail businesses.
- Implement the retail policies with support from residents, registered voters, vendors and the City Council.
- Identify the actual policies that need to be changed and move to propose changes that are needed quickly; i.e. permit processing and Measure A conflicts.
- Resolve Measure A, as it applies to mixed use.
- Engage in proactive recruitment, strategic initiatives and marketing for desirable retail in Alameda.
- Establish training and education assistance for small vendors to improve quality of existing retail.
- Track information on retail development in Oakland (current economic environment).
- Upgrade and update the retail map (show all retail).

Next Steps

The process for finalizing the Citywide Retail Policy is **tentatively** scheduled as follows:

- On February 19, the Citywide Retail Policy will be presented to the Economic Development Commission.
- On March 8 the policy document will be heard by the Planning Board, followed by the Transportation Commission on March 17.
- The City Council will review the Citywide Retail Policy document at its April 20 meeting.