Chapter 4. Consumption

Food consumption includes all activities and processes by which an individual, society and culture acquires (e.g. purchases, strategizes, manages, ingests, digests) and utilizes food material that has been produced and distributed.[92]

Food plays a large role in the overall health of a community and of individuals. **The quality, accessibility, affordability and cultural appropriateness of food within a community should be a critical measurement of community sustainability.** With an increased awareness of the linkages between food and health, communities have begun to focus on food retail as an important intervention point in improving the sustainability of the food system. Food retail can serve as community gathering places (especially restaurants and market-type establishments), and vibrant, community-serving food retail establishments have the potential to revitalize neighborhood commercial centers.

This chapter will discuss the general infrastructure of Oakland's food retail sector, including food expenditures, amount and types of "traditional" commercial retail establishments as well as farmers" markets. We will also discuss the limitations of this infrastructure that contribute to food insecurity among segments of the City's population, as well as current city activities that relate to food retail and food security, as well as suggestions for how these resources might be better employed.

Oakland Food Retail – Why is it Important?

Because Oakland residents rely on some form of food retail for consumption, understanding the food retail landscape (both through "traditional" grocery or corner stores, as well as direct-marketing models such as farmers' markets) is central to the success of a "30% Local Food" plan. A food retail sector that is capable of effectively and sustainably serving its community offers a culturally appropriate, accessible, and affordable selection, preferably of **fresh, nutritious, locally produced and processed foods.**

Food Retail Demand

One way to assess food retailing and the potential market for local food in Oakland is an analysis of Oakland's current market demand for food. This aggregate number can tell us the food purchasing power of Oakland residents. It can also be compared with the value of food produced in our local foodshed, defined as the area within the City of Oakland and 32 surrounding counties in three distinct regions (See "Chapter 2, Production" for a detailed discussion of the local foodshed, the types of food products currently grown, as well as the total value of food products produced).

[92] "2004 Annual Report: Partners Growing Toward the Future, Food Systems Consortium Highlights." www.foodsystemconsortium.org/files/Consortium_InsideFINAL.pdf

Table 4.1: Oakland Annual Food Expenditures: Market Demand

Number of consumer units ("households")*	150,888		
Total income before taxes (thousands)**	$11,375,452		
Total average annual expenditures (thousands)**	$8,474,176	100.0%	
Food (thousands)	**$1,072,512**	**12.7%**	
Food at home	$587,860	6.9%	
Cereals and bakery products	$78,160		*13.3%*
Meats, poultry, fish, and eggs	$147,116		*25.0%*
Dairy products	$58,846		*10.0%*
Fruits and vegetables	$119,051		*20.3%*
Other food at home	$184,838		*31.4%*
Food away from home	$484,653	5.7%	
Measuring Demand Potential for Local Food			
		% of Local Foodshed Value	
Total Value of Food Produced in Local Foodshed (thousands)***	$16,000,000		
100% of Oakland Food Expenditures (thousands)	**$1,072,512**	**6.7%**	
30% of Oakland Food Expenditures (thousands)	**$321,754**	**2.0%**	

**U.S. Census Bureau, 2000*
***U.S. Bureau of Labor Statistics. Average annual expenditures and characteristics, Consumer Expenditure Survey, 2003-2004*

****United States Department of Agriculture. 2002 Census of Agriculture*

Table 4.1 shows Oakland's annual expenditures on food and the demand potential for local food. By comparing Oakland's food expenditures as demand, and the value of products produced in our local foodshed, we see that there is substantial demand for food that could be met by regional and local products. Oaklanders spend over $1 billion on food per year, representing 12.7 percent of their total yearly expenditures. Of food expenditures, a little over half are made on food within the home, and a little under half are made on food away from home. If 100 percent of the $1 billion in annual Oakland food expenditures was invested in locally-produced products, this would account for only approximately 7 percent of the $16 billion in food value produced by our local foodshed. **If 30 percent of Oaklander's food expenditures were spent on local food, this would represent a market demand of over $300 million,** or 2 percent of the total food value

"If 100 percent of the $1 billion in annual Oakland food expenditures was invested in locally-produced products, this would account for only approximately 7 percent of the $16 billion in food value produced by our local foodshed"

produced by our local foodshed. An increase in expenditures on local food would bring multiple local economic benefits by tapping into the development potential created through recycling local dollars in the local economy as well as providing viable markets for regional and local agriculture.

One of the current efforts taking place in Oakland to increase local purchasing, including local foods, is an initiative undertaken by the **Business Alliance for Local Living Economies (BALLE)**. BALLE, an alliance of local business networks dedicated to building "Local Living Economies," comprises 28 business networks with more than 4,500 business members nationwide.[93] The Oakland Merchant's Leadership Forum has joined the BALLE network, and plans to develop a local "food-focused" directory as part of its "**Local First**" campaign, in conjunction with the City's "**Shop Oakland**" campaign, to encourage citizens to buy from locally owned businesses whenever possible to keep money circulating within the community.

Full Service Grocery Demand in Underserved Communities: Oakland Examples

It is important to point out that food retail demand in the inner-city in general is often unmet. This creates a potential for expanding market opportunities in capturing local expenditures. As discussed in the California Food Policy Advocate's (CFPA) report, "Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities," there is significant demand in currently under-served areas of Oakland for food retail. For example, a 1992 study conducted by the Walter A. Haas School of Business at the University of California, Berkeley, in Oakland's Fruitvale district found that nearly 80 percent of the neighborhood's $44 million potential food expenditures was lost to food stores outside of Fruitvale.[94]

CFPA also cited a number of studies showing that inner-city stores in Oakland actually outperform regional averages for sales per square foot, of which the presence of a large, concentrated consumer base as well as large unmet demand contributes.[95] Among the main criteria that consumers listed influencing their choices of where to shop were:

- High quality produce
- High quality meat
- A wide selection of products
- Store cleanliness and convenience of locations
- Having products in stock

Local food has the potential to represent a significant source of nutritious, fresh, and healthy food products to meet consumer demand. Even though these products are typically pinned

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[93] "Home." *Business Alliance for Local Living Economies*. 31 March 2006. < http://www.livingeconomies.org/>
[94] Bolen, Ed; Hecht, Ken. "Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities." *California Food Policy Advocates*. January 2003. January 2006. <http://www.cfpa.net/Grocery.PDF>.
[95] Ibid.

as "premium" products that only demanded by wealthy communities, the CFPA report importantly found that low-income communities are concerned with the freshness and quality of produce. Local food could serve consumer demand at many income levels, if available at retail outlets.

Gateway Foods and **Gazzali's** are both examples of full-service grocery stores that have opened in Oakland's underserved communities. Gateway foods was developed though a partnership between the East Bay Asian Local Development Corporation, the Oakland Community Organizations and the Westside Economic Development Corporation. When it opened in 2000, Gateway Foods was the first full-service grocery store to open in West Oakland in roughly a decade. The original owner was lauded as an independent grocer who was brought lower prices and better selection than existing infrastructure of corner stores had to offer. However, he sold the store after four years, citing a lack of community support. The new owner, Keven Kim, had owned a smaller neighborhood Asian-oriented market. After this sale, Gateway Foods was reborn as a largely Korean and Asian specialty foods store, provoking some outcry from the neighborhood's African-American community, who felt their cultural food preferences were not being met.[96]

Fresh, Nutritious and Local Food: Low-Income Demand

"Research…shows that low-income individuals want to buy healthy foods such as fresh produce. Surveys at "whole health" food stores — where 30 percent of the shoppers had incomes of less than $35,000 — found no distinction between income levels among health-conscious shoppers seeking highly nutritious food. Similarly, a focus group of low-income women conducted for the Berkeley Youth Alternatives Garden Patch project found a strong preference for high quality, fresh produce."

For more information, see:: "Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities." *California Food Policy Advocates.* January 2003. January 2006. <http://www.cfpa.net/Grocery.PDF>.

The story of Gateway Foods is a product of the history of a neighborhood that had no grocery stores; there is a significant amount of pressure on the store to cater to the residents' needs while attempting to succeed in a market where many people may have been forced to alter their shopping patterns, eating fast food or shopping at corner stores for a few types of durable food goods instead of patronizing a grocery store.

Gazzali's opened in Eastmont Town Center, in 2004. Eastmont had not had a supermarket since 1996. The 30,000 square foot store required $1.8 million in renovation. The presence of the supermarket has helped contribute to a rise in the number of tenants in Eastmont

[96]Burt, Cecily. **"**Residents upset by grocery's changes," *Oakland Tribune.* Nov 22, 2004. February, 2006. < http://www.ourbigcountry.com/p/articles/mi_qn4176/is_20041122/ai_n14587918>.

Town Center, which went from 30 percent leased in the five years before Gazzali's opened to 85 percent leased.[97]

Another independent, popular full-service grocery store is **Farmer Joe's**. Farmer Joe's expanded its original Laurel district grocery store to a second location in a former Albertson's in the Dimond district. Farmer Joe's is primarily a natural foods and produce store.[98] The neighborhood was enthusiastic about the new store, setting up web message boards where community members could post suggestions for particular items, how to make the store accessible as a "community store," or simply messages of support.[99]

Both **People's Grocery** and the **West Oakland Food Collaborative** are exploring options to open cooperative grocery stores in West Oakland. People's Grocery plans to open a **"**revitalized mixed use commercial and health service district and low-moderate income housing facility." This "Lifestyle center" format will combine "office, retail, non-profit services, residential and open space to promote healthy lifestyles, community gathering and dialogue." Included in this development will be a full-service grocery store featuring local produce, a "demonstration/education garden" and "living produce department" in which customers harvest fresh herbs," as well as cooking classes, a holistic health clinic, and a café.[100]

The Environmental Justice Institute (EJI) and other members of the West Oakland Food Collaborative, are currently in lease negations with BRIDGE Housing for a space at the new Mandela Gateway Apartments. The coop will be a full service worker-owned store that features African American and other ethnic foods, and can set the trend for the new West Oakland BART transit village as a cultural destination. (For more information on these organizations activities, see "Community Food Security Initiatives in West Oakland," in Part Two of this Chapter, "Food Security.")

While each of these stores maintains a different format and community focus, they all represent examples of a recent trend in Oakland: independent, full-service grocers entering vacant or underutilized spaces (often left from national chain grocery stores, such as Albertsons or Safeway). In acutely underserved areas, grocery stores may face the pressure to be more responsive to community needs, and community support for these stores is critical to their success. However, there are also many opportunities for full-service grocery stores to capture the retail demand of these neighborhoods and provide accessible, culturally-appropriate, affordable food. Emphasizing fresh, nutritious and local foods to these retail stores would go even further in serving consumer demand while promoting sustainable food system community goals.

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[97] Bailey, Chauncey. "Gazzali's, Eastmont center's new supermarket, praised." *Oakland Tribune*. 8 June 2004. March 2006. <http://www.findarticles.com/p/articles/mi_qn4176/is_20040608/ai_n14575696>.
[98] Casey, Laura. "Goodbye, Crazy John's; hello, Farmer Joe's." *Oakland Tribune*. 24 September 2004. March 2006. <http://www.findarticles.com/p/articles/mi_qn4176/is_20040924/ai_n14586254>.
[99] "Show Support for Farmer Joe's." *Dimond district internet message board.* 8 August 2005. March 2006. <http://www.dimondnews.org/forum/viewforum.php?f=71>.
"Farmer Joe's Seeking Input for 'Community Store.'" *Dimond district internet message board.* 26 February 2006. March 2006. <http://www.dimondnews.org/forum/viewforum.php?f=24>.
[100] People's Grocery. "Overview." Personal Communication. 8 March 2006.

Food Retail Stores

Food retail takes a number of forms in Oakland. Grocery stores, convenience or "corner stores," specialty food stores, and farmers' markets all represent different types of food retail. The location of these stores, types of food available, and affordability of food offered may vary significantly by type and size. Considering the case of farmers' markets separately, we can analyze food retail establishments in Oakland based on accessibility, affordability, and selection (particularly of fresh, nutritious foods such as fruits and vegetables, dairy and meats).[101] "Access" implies physical location as well as context and organization. For example, a food retail outlet offering a good selection of fresh and culturally appropriate food might be located 1 mile from a consumer. How the consumer is connected to that retail outlet via available transportation (i.e., public transit, walking, or private vehicle) may greatly affect the "accessibility" of the site.

Organic Food Stores in Oakland

Farmer Joe's Marketplace
3501 MacArthur Blvd./35th Ave., 510-482-8178

Farmer Joe's Produce & Market
3501 MacArthur Blvd, Oakland, CA
(510) 482-8178

Food Mill
255 W. MacArthur Blvd./Piedmont Ave., 510-595-3633
3033 MacArthur Blvd./Coolidge Ave., 510-482-3848

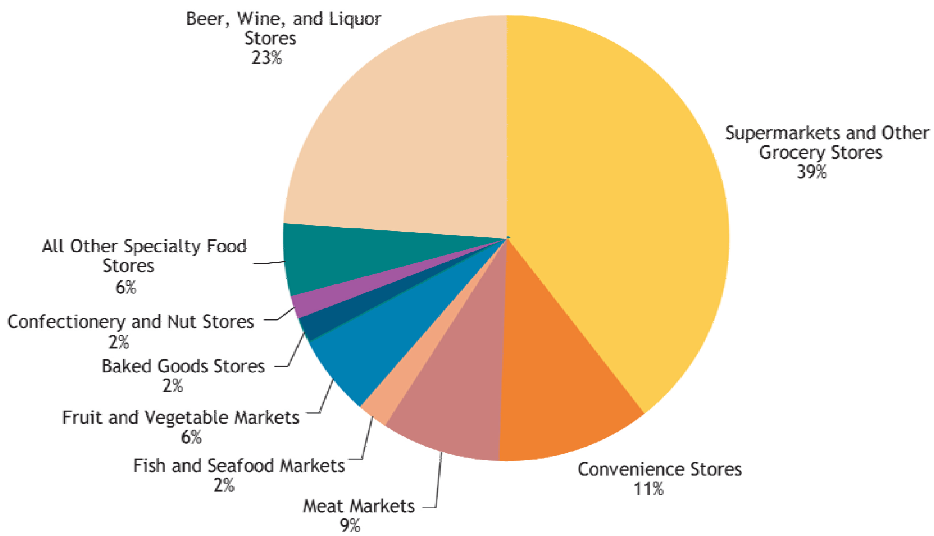
Great Harvest Bread Co.
5800 College Ave., 510-655-4442

Organic Restaurants in Oakland

A Cote · Arizmendi Bakery · Baywolf · Blue Bottle Coffee Co. · Caffe 817 · Dona Tomas · Dopo · Jojo · Nelly's Java · Nomad Café · Oliveto · Pizzaiolo

Source:: "Find Organics." *Om Organics. March 2006. <http://www.omorganics.org/page.php?pageid=63>.*

Figure 4.1: Food Retail by Store Type, Oakland 2004



[101] While fine-grained survey information on retail locations and food offerings is not available at the City level for Oakland, we can make generalizations based on the NAICS classifications and store size as to selection and accessibility.

Table 4.2 shows food retail by type in Oakland, according to the North American Industry Classification System (NAICS):

Table 4.2: Food Retail by Store Type, Oakland, 2004[102]

Type of Retail	*Type of Food Product*	*Number of Establishments*	*% of Total*
Supermarkets and Other Grocery (except convenience) Stores	General line of food, such as canned and frozen foods; fresh fruits and vegetables; and fresh and prepared meats, fish, and poultry. Includes delicatessens.	143	39.5%
Convenience Stores	A limited line of goods that generally includes milk, bread, soda, and snacks.	40	11.0%
Meat Markets	Fresh, frozen, or cured meats and poultry.	31	8.6%
Fish and Seafood Markets	Fresh, frozen, or cured fish and seafood products.	8	2.2%
Fruit and Vegetable Markets	Fresh fruits and vegetables.	21	5.8%
Baked Goods Stores	Baked goods not for immediate consumption and not made on the premises.	7	1.9%
Confectionery and Nut Stores	Candy and other confections, nuts, and popcorn.	6	1.7%
All Other Specialty Food Stores	Miscellaneous specialty foods (except meat, fish, seafood, fruit and vegetables, confections, nuts, popcorn, and baked goods).	20	5.5%
Beer, Wine, and Liquor Stores	Packaged alcoholic beverages, such as ale, beer, wine, and liquor.	86	23.8%
All Food and Beverage Stores:		362	100%

It should be noted that this data comprises only part of the food retail picture; it represents the limited ability of the NAICS to categorize and measure food retail. Smaller establishments or stores that sell food may not be listed in this count, especially those which do not earn the majority of their income from food sales (gas stations, for example). Others establishments may be misclassified. Yet, this data is the best available way to measure food retail activities at the city level.

As shown in Table 4.2 and Figure 4.1, and "Supermarkets & other grocery (except convenience) stores" comprise the majority of food retail establishments in Oakland. Although supermarkets and other grocery stores comprise the largest portion of food retail at the City level at 39% (and 83% of total food sales[103]), **it is important to look at how the location and size of these stores affects the accessibility, affordability and selection of food**.

[102] City of Oakland Community and Economic Development Agency (CEDA), 2004.
Please note that this information is derived from NAICS business classification, and may contain some classification inaccuracies. However, this represents the most available data on food retail.
[103] City of Oakland Community and Economic Development Agency (CEDA), 2004.

Figure 4.2: Oakland Food Retail by Store Type, Population Density per Square Mile

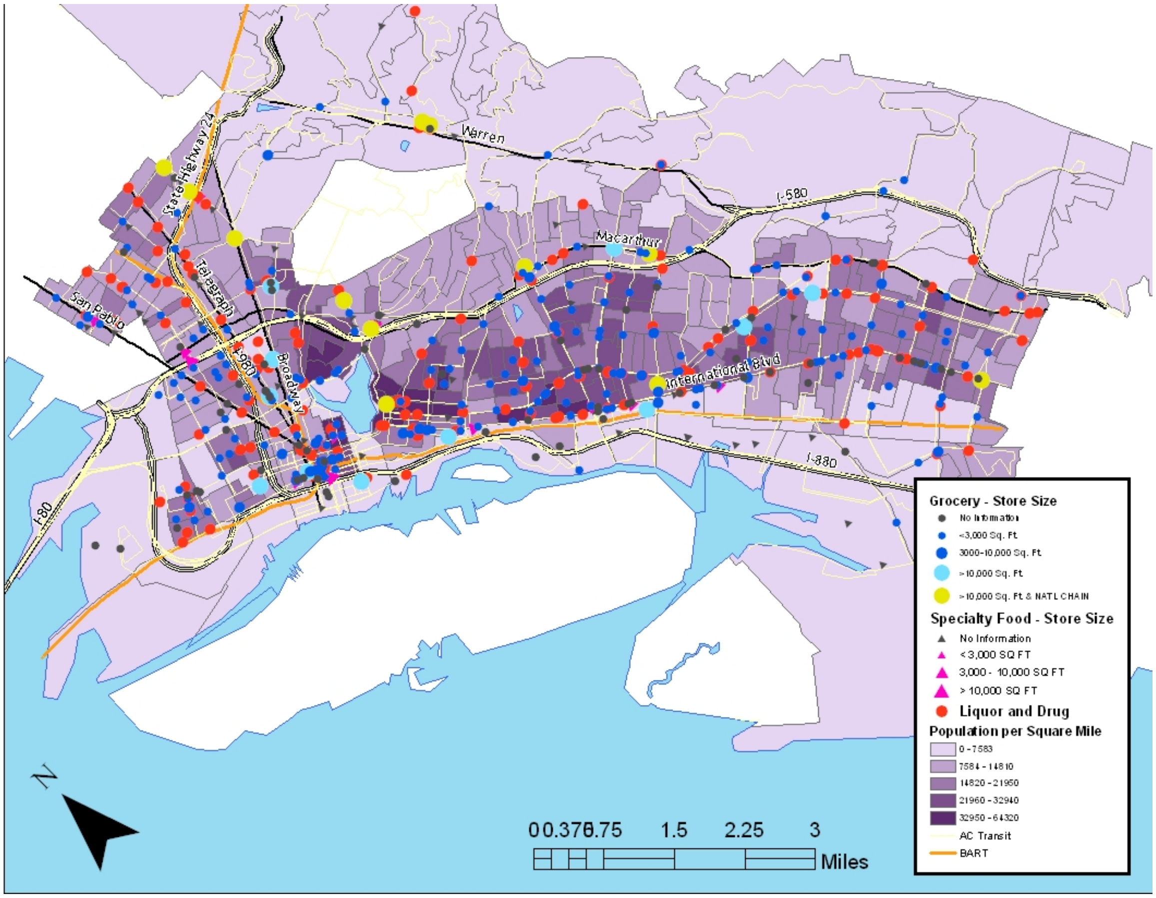


Figure 4.2 shows food retail stores in Oakland and population density per square mile. Food retail is differentiated by type ("Grocery," "Liquor and Drug," and "Specialty Food.")[104] Within these categories, square footage distinctions are made for the "Grocery" and "Specialty Food" categories.[105] For stores over 10,000 square feet, "Grocery" is additionally categorized by whether or not the store is a national chain.[106] Types of food retail available vary in different parts of the city, with some areas that lack large food retail stores being primary served by small liquor and food retail establishments (convenience or "corner stores.")

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[104] Categories were aggregated from Oakland Community and Economic Development Agency categories for food retail.
[105] Alameda County Department of Public Health, 2005.
[106] Ibid.

The affordability and selection of food offered at a retail establishment is generally associated with store size ("square footage"), with larger food retail (10,000-45,000 square feet, or over) providing full-service grocery, and smaller stores (3,000 square feet or less) catering more to convenience items such as packaged snacks, tobacco, alcohol, etc. For many communities, full service grocery stores are the most desirable type of food retail, as they provide a wider variety of food and generally lower prices than corner stores.

In Oakland, some neighborhoods have been historically underserved by full-service grocery stores, which can contribute to community food insecurity (see "Food Insecurity – Why is it Important? p. 62) In these neighborhoods, smaller convenience stores or corner stores fill the food retail gap left by a lack of full service grocery. While they may be accessible, they often lack a selection of foods that meet the fresh and nutritious criteria.

Figure 4.3 shows "full-service" grocery stores (10,000 square feet or larger), and percent of households without access to a car. The "buffers" around each location represent ¼ mile and 1 mile "service areas" along Oakland streets, with ¼ mile being the distance a person would reasonable walk to a grocery store, and 1 mile representing a 20 minute walk or a 5 minute drive. This figure shows that households in some neighborhoods (West Oakland, Central East Oakland, and Far East Oakland) are more likely to lack access to full service grocery. Especially for those neighborhoods where rates of access to cars is low, proximity to full-service grocery outlets is even more critical to accessibility.

Figure 4.3: "Full-Service" Food Retail and Vehicle Access, Oakland

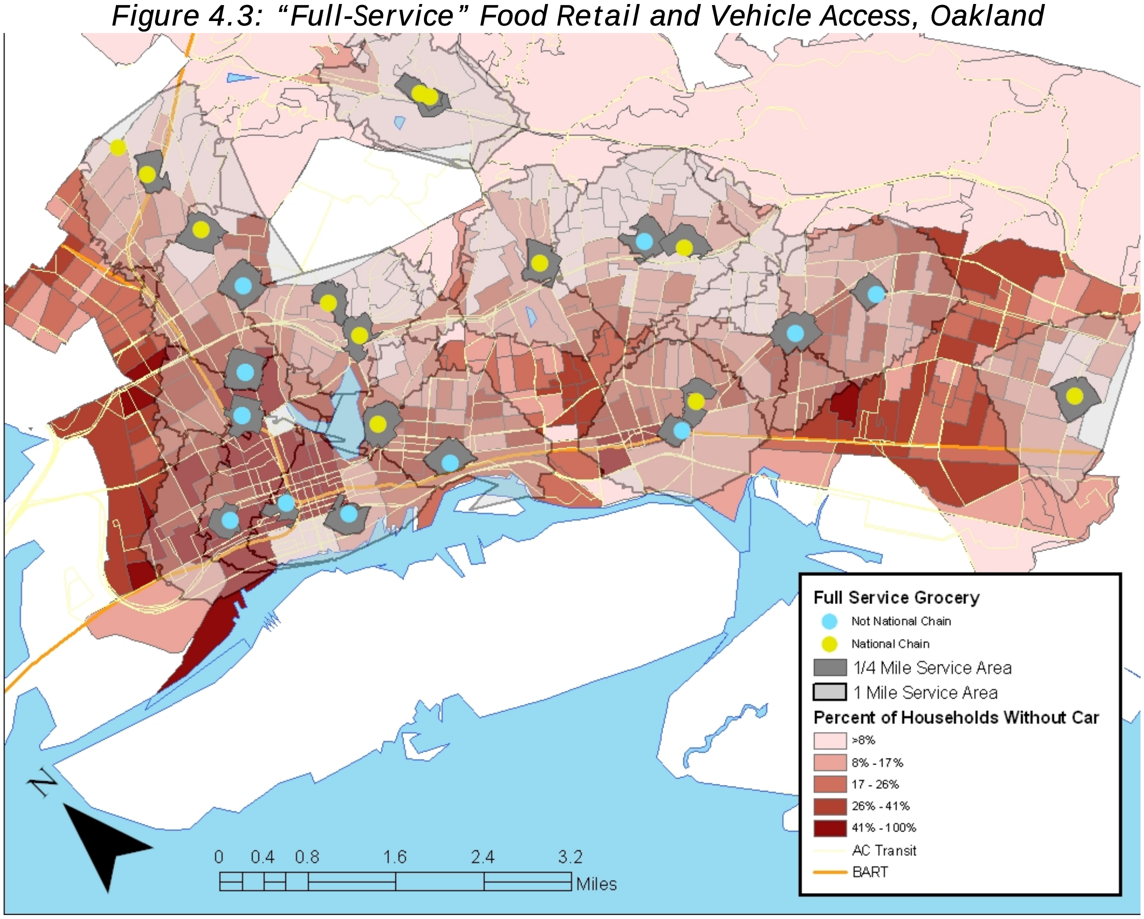

Table 4.3 shows food retail data on stores by size. As shown in Figure 4.4, one of the most significant pieces of information revealed by this analysis is that **approximately 85% of food retail establishments in Oakland are less than 3,000 square feet**. This means that the vast majority of food retail establishments are small, neighborhood-serving stores.

Figure 4.4: Food Retail by Store Size, Oakland 2004

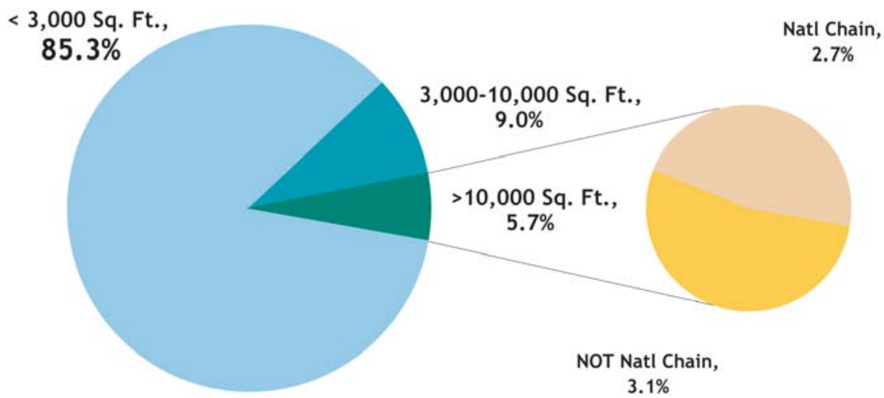

Table 4.3 Food Retail by Store Size, Oakland, 2005[107]

	% of Total
Number of Stores < 3,000 Sq. Ft.	85.3%
Number of Stores 3,000-10,000 Sq. Ft.	9.0%
Number of Stores >10,000 Sq. Ft.	5.7%
Number of Stores >10,000 Sq. Ft. & Natl Chain	*2.7%*
Number of Stores >10,000 Sq. Ft., NOT Natl Chain	*3.1%*
Total:	100%

This has important policy implications, suggesting that policy specifically designed to improve community food security and food system sustainability should necessarily include measures designed for smaller stores, such as "**corner store conversions**." Corner store conversions typically involve an existing small retail business adding to or expanding store stock to produce and other fresh food products.

There are barriers to expanding the availability of fresh, nutritious, and local produce through small stores, including locating funding sources for conversion, obtaining appropriate city permits and paying fees, investing in additional infrastructure and marketing, and investing in business plan development or appropriate training for store owners and managers. Corner stores may also have to address crime issues, such as loitering or drug

[107] Alameda County Department of Public Health, 2005.

dealing, which requires the cooperation of the surrounding community as well as Oakland Police. Perhaps the greatest challenge is locating willing, eager store owners and managers for whom the investment risk of changing store formats is balanced by the opportunity to expand sales and generate new revenue through a community-oriented product line. Shifting a sales base from alcohol or tobacco to fresh food does in fact represent a significant risk for store owners; however, given the community benefits, including lessoned neighborhood problems related to alcohol consumption and increased health benefits of limiting tobacco sales and providing access to fresh nutrition foods that result from these conversions suggests that the City has a legitimate interest in promoting conversions.

These small stores represent many existing Oakland businesses, and offer significant local economic development opportunities through the expansion of produce and other fresh, nutritious food sales. Corner store conversions have the potential to contribute to store revenue as well as creating positive relationships between retailers and the community, by becoming major community assets. A special focus might be corner stores near schools, where children stop to purchase after-school snacks and where the availability of healthy, fresh food choices is especially important.

(For more details on recommendations and case studies, see "Chapter 6. Toward a Sustainable Food Plan for Oakland: Conclusions and Recommendations" on "Recommendations for Food Security.")

Farmers' Markets

Farmers' Markets currently represent one of the clearest connections between Oakland residents and local food production, and one that is enjoying increasing popularity and success. Farmers' markets are an example of a specific type of food retailing known as "direct marketing" (along with Community Supported Agriculture), where producers sell directly to consumers, reducing the food markup from distributors and retailers, and creating a direct connection between the people who grow food and those who eat it. Because in many cases farmers themselves sell at farmers' markets, there is a practical limit to the distance that the food travels before reaching consumers, which generally conforms to Oakland's local foodshed. Shopping at a farmer's market is one way that consumers can maximize their food dollars, by supporting those farms which employ sustainable and organic farming practices, that grow regional and culturally specialties, that minimize energy consumption by transportation and storage, and that re-circulate dollars directly back into the local and regional economy.

There are currently nine farmers' markets operating within many Oakland neighborhoods. The majority are open on the weekends or at the ends of the week (see Table 4.5). All farmers' markets accept WIC and Senior Farmers' Market checks, and three accept EBT/Food Stamps, making farmers' markets affordable to many Oakland residents.

Table 4.4: Oakland Farmers' Markets (2006)[108]

Name	*Location*	*Day, Time, Seasonality*
East Oakland Faith and Deliverance Center	73rd Ave. and International Blvd.	Fridays, 10-1 (April-Nov)
East Oakland Senior Center	9255 Edes Ave. at Jones Ave.	Wednesday, 10:30-2:30 (Year Round)
Fruitvale Transit Village	34th Ave and International Blvd.	Sundays, 10-3 (Year Round) *Accepts EBT/Food Stamps
Grand Lake	Grand Ave. and MacArthur Blvd.	Saturdays, 9-2 (Year Round)
Jack London Square	End of Broadway at Embarcadero	Sundays, 10 - 2 (Year Round) Wednesdays, 10-2 (May-Oct)
Millsmont	MacArthur Blvd., between Seminary & 61st Ave.	Saturdays, 10 - 2 (May - Oct) *Accepts EBT/Food Stamps
Montclair Village	Moraga Ave. and La Salle Ave.	Sundays, 9 – 1, (May –Oct)
Old Oakland	Ninth St. at Broadway	Fridays 8 - 2 (Year Round)
West Oakland / Mandela Farmers Market	Mandela Pkway at 7 th St., near BART	Saturdays, 10 – 4 (Year Round) *Accepts EBT/Food Stamps

All farmers' markets accept WIC and Senior Farmers' Market Checks

[108] For more information on farmers' markets in Oakland and around the Bay Area, see the USDA Agriculture Marketing Service, <http://www.ams.usda.gov/farmersmarkets/States/California.htm>, and the California Federation of Certified Farmers' Markets, <CAfarmersmarkets.com>.

Table 4.5: Oakland Farmers' Markets by Day

Wednesday	*Friday*	*Saturday*	*Sunday*
East Oakland Senior Center	East Oakland Faith and Deliverance Center	Grand Lake	Fruitvale Transit Village
Jack London Square	Old Oakland	Millsmont	Jack London Square
		West Oakland / Mandela Farmers' Market	Montclair Village

Figure 4.5: Oakland Farmers' Markets, Population Density per Square Mile

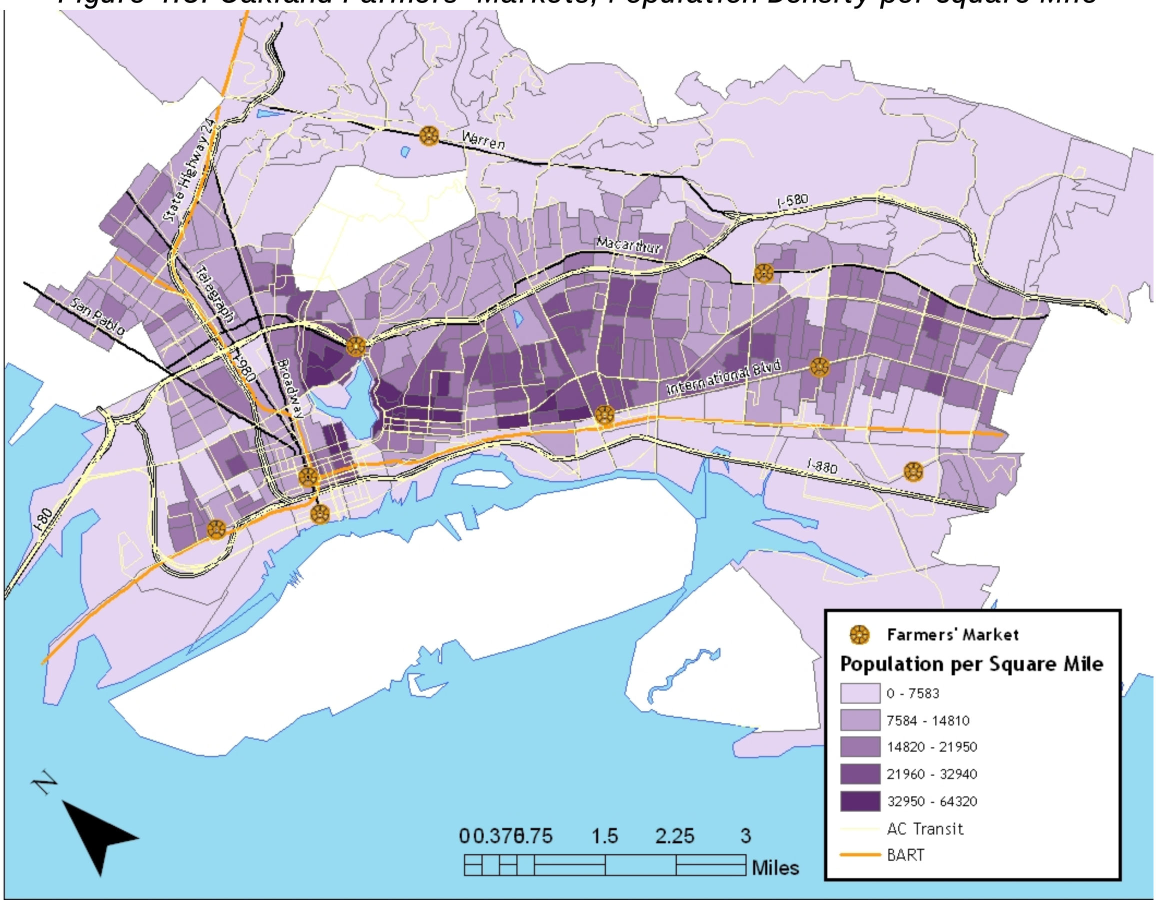

Figure 4.5 shows Oakland Farmers' Markets and population density per square mile.

City Initiatives and Policies

Community and Economic Development Agency

Food retail is an economic activity (as well as a social, cultural and political activity). Oakland's Community and Economic Development Agency is responsible for many of the planning and policy related to food retail, such as redevelopment, business development, and planning and zoning.

Commercial District Incentives

Commercial District Incentives are available within specific areas of Oakland. The **Neighborhood Commercial Revitalization** programs include assistance and services for business façade and other improvements, "to transform older, neighborhood commercial districts into vital shopping districts by improving their physical and economic conditions."[109] The **Commercial Property Façade Improvement Program** provides, "Free architectural assistance and 50% matching grants up to $20,000 (Downtown) or $10,000 (specified neighborhood commercial districts) are available to property and business owners for eligible projects. The program is intended to enhance the visual appearance of targeted commercial districts by stimulating the rehabilitation of commercial and mixed-use buildings. Grant funds can be used to rehabilitate historic façades, exterior repairs, windows, painting, cleaning, removal of old signs and installation of new signs, awnings, exterior lighting, improvement or removal of safety grilles and guards, fencing, and landscaping."[110]

Exterior renovation is often essential to corner store conversions as well as new full service grocery stores that seek to improve the store's marketability and connect the store visually to the community. However, exterior improvements are only part of the financial needs that food retailers have when adding fresh products and produce to their store's stock. Interior improvements, such as purchasing coolers or other infrastructure, are requirements for many of these stores. Food retail has a strong potential to serve as a community gathering place, revitalizing small neighborhood commercial corners and larger commercial centers. **Corner store conversions could be incentivized using "Food and Façade Improvement Program,"** where the specific infrastructure and upgrading needs of food retail were incorporated into funding for exterior store improvements to promote marketing.

Connecting stores that utilize these programs to innovative non-retail wholesale distribution programs, such as those used by the Grower's Collaborative, could provide store owners with a good source of affordable, fresh, local produce and fresh food efficiently and conveniently. (For more information on non-retail wholesale distributors, see "Example of Social Equity in Local Produce Distribution: The Grower's Collaborative" in Chapter 3).

Given the importance of food retail as well as the existing barriers to change, additional incentives and policy tools may also be required, such as **Food Retail Enterprise Zones,** whereby food retailers that provide nutritious foods in these neighborhoods are exempt

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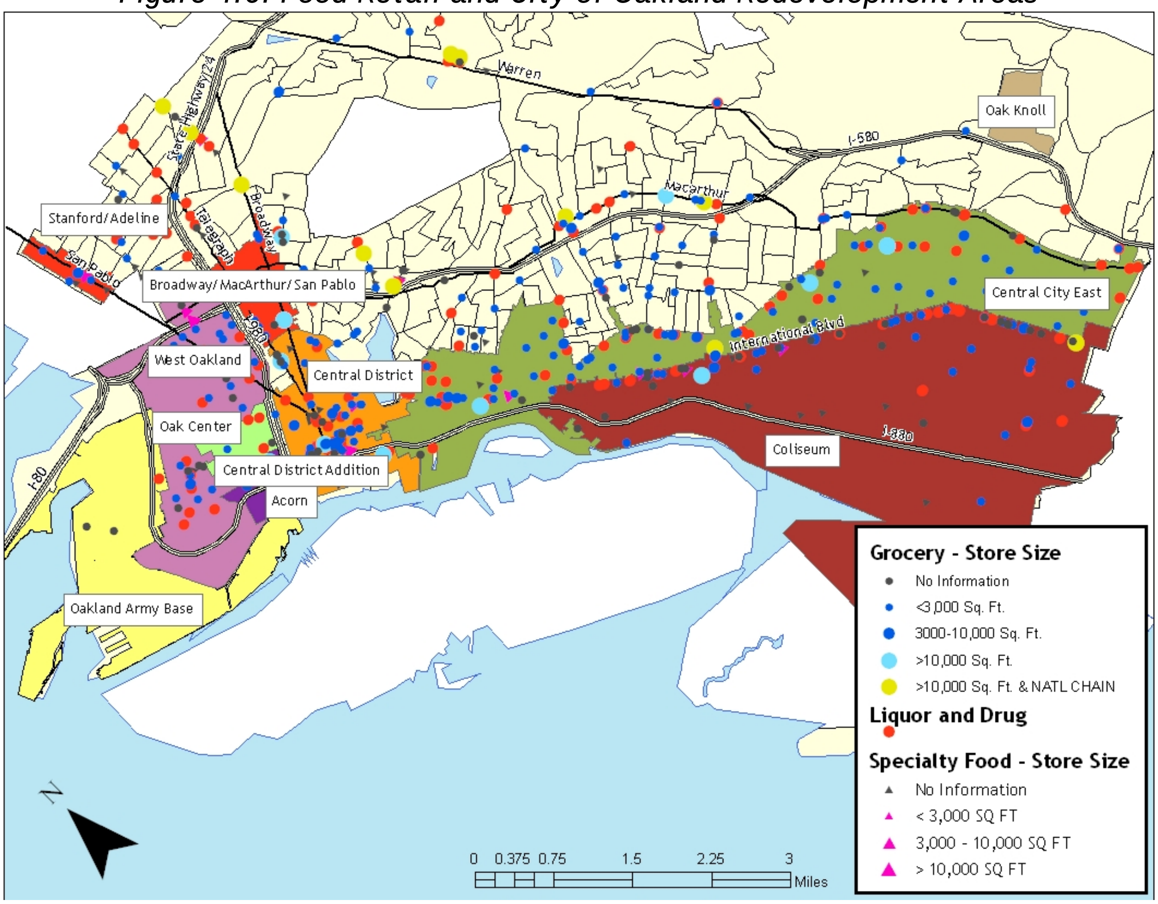
[109] "Oakland CEDA Neighborhood Commercial Revitalization." Oakland Community and Economic Development Agency (CEDA). March 2006. <http://business2oakland.com/main/commercialdistrictincentives.htm>.
[110] Ibid.

from Oakland business taxes.[111] A certification program, such as the Green Business certification program, could be developed in partnership with relevant agencies (such as the Alameda Department of Public Health) where retail establishments that stock food or offer menu items conforming to specific criteria (fresh, nutritious, local, etc.) would be awarded a **"Green and Healthy Oakland" certification**.

Redevelopment

Redevelopment is a legal mechanism that allows cities to use municipal powers and finances to created redevelopment areas, within which they may assemble properties and provide infrastructure to encourage private development. The tool that cities use to raise money for parcel assembly and infrastructure investment is the issuance of bonds against the future tax increment (the difference between current and future tax revenues), also known as Tax Increment Financing (TIF). Community Development Law and TIF have been used to finance a wide variety of projects in Oakland and around the country. As shown in Figure 4.6, many of Oakland's existing food retail businesses are located within Redevelopment Areas, allowing them to qualify for redevelopment fund assistance.

Figure 4.6: Food Retail and City of Oakland Redevelopment Areas



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[111] San Francisco Food Systems Council and the San Francisco Department of Public Health have proposed "Food Retail Enterprise Zones" for San Francisco's Eastern Neighborhoods.

Redevelopment funds are available to food retailers who want to upgrade an existing business or renovate a site for a new business. While this list does not comprehensively describe all available programs, it represents some of the financial assistance programs most appropriate for food retail.

The **Tenant Improvement Program**, available in some redevelopment areas, "offers matching grants to property and/or new business owners for tenant improvements to the interiors of vacant commercial spaces. The program is only available for commercial spaces that have been vacant for six months or longer and have a prospective tenant. Free, but limited, design services are also available for projects."[112]

The **Retail and Entertainment Catalyst Tenant Improvement Program (TIP)** "provides incentives to attract key entertainment and retail businesses to targeted locations in the downtown areas." These incentives include "coverage of expenses related to asbestos abatement, compliance with the Americans with Disability Act (ADA), ventilation, off-site improvements, and other tenant improvements including demolition, mechanical, plumbing, electrical and interior historic restoration. The Tenant Improvement Program can be used with the existing Downtown Façade Improvement Program. Targeted areas include Uptown, the Downtown Historic area, the Latham Square area, Old Oakland, Chinatown, and Lower Broadway."[113]

The **Façade Improvement Program** "offers matching grants for property and/or business owners to remodel and improve the appearance of the exterior of their properties. The program also offers free but limited design services."[114]

Redevelopment services should be more explicitly targeted to the needs of food retailers, given the important contribution of food retail to the vibrancy of Oakland neighborhoods. Corner store conversions as well as new full-service grocery stores should be encouraged to utilize these programs.

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[112]For more information on Neighborhood Commercial Revitalization, see, "Oakland CEDA Neighborhood Commercial Revitalization." Oakland Community and Economic Development Agency (CEDA). March 2006. <http://business2oakland.com/main/commercialdistrictincentives.htm>.
[113]For more information on the Retail and Entertainment Catalyst Tenant Improvement Program (TIP), see, "Oakland CEDA – Financial Incentives." Oakland Community and Economic Development Agency (CEDA). March 2006. <http://business2oakland.com/main/financialincentives.htm#/main/itemfinancialincentives_005.htm>.
[114] For more information on the Tenant Improvement Programs, see, "Broadway-MacArthur-San Pablo – Oakland CEDA." Oakland Community and Economic Development Agency (CEDA). March 2006. <http://www.business2oakland.com/main/broadway.htm#TenantImprovementProgram>.

Land Use Regulations

While the creative and flexible strategies that that economic development tools have to offer are essential to creating more effective communities of food retail, there are number of food retail components that may require utilizing the land use tools present in Oakland's General Plan and zoning ordinances.

Food retail can be considered a "land use" connected to an individual or community by relative location (including transportation). The relationships between a community's spatial elements and transportation networks between elements can lead to increased or reduced accessibility.

Land use tools are one of the planning tools that can play an important role in improving accessibility of food retail, both indirectly through transportation planning (such as assessing how well existing bus and other transit routes link low-income communities and food retail) and directly by encouraging the development of traditional grocery stores, corner markets that stock fresh produce, farmers' markets, and food trucks/food stands. Some of the policy suggestions made by planners concerned with food consumption and access include parcel identification, assembly, and clean-up, and a willingness to assist with re-zoning and negotiate site issues, such as parking and smaller site designs.[115]

Restricting the location of fast food and other food retail linked with obesity and overweight is another tool that has been employed by cities to promote a healthy food retail environment, and healthy communities. For example, in California, Berkeley, Carlsbad, Calistoga, Davis, San Francisco, Solvang, and Westwood Village (Los Angeles) all have legislation that controls fast food

Nutrition and Land Use

"The same land use tools that control the location and operation of alcohol outlets, tobacco outlets and firearms dealers logically can be extended to issues related to nutrition. Child and adolescent obesity is an epidemic in the United States.[1] Poor nutrition and physical inactivity are responsible for more presentable deaths I the United States than AIDS, violence, drugs, and car crashes combined.[2]

The prevalence of "fast food" outlets offering menus filled with nutritionally deficient food and promoting "super-sized" portions, in combination with a scarcity of health alternatives, is an important public health issues. **It is reasonable – and certainly "rational" – for a local government to employ its land use powers to mitigate the rising epidemic of poor nutrition.** One of many imaginable approaches would be to require restaurants falling below certain nutritional standards – perhaps in combination with other criteria- to obtain a CUP [Conditional Use Permit] imposing any of a wide variety of restrictions."

For more information, see: Ashe, M., Jernigan, D., Kline, R., and Galaz, R. "Land Use Planning and the Control of Alcohol, Tobacco, Firearms and Fast Food Restaurants." *American Journal of Public Health*. 93.9 (2003)

1. Centers for Disease Control and Prevention. Overweight and obesity. Available at: <http:www.cdc.gov/nccdphp/dnpa/obesity/index.htm>.

2. McGinnis, J.M., Foege, W.H. Actual causes of death in the United States. *Journal of the American Medical Association*. 270 (1993): 2207-2212

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115 Pothukuchi, Kameshwari. "Attracting Supermarkets to Inner-City Neighborhoods: Economic Development Outside the Box." *Economic Development Quarterly*. (19)3 August 2005: 232-244

establishments. These cities (and many others outside California) have used different land use mechanisms in this process, including regulating density, enacting quotas, buffering from other uses (such as schools), and placing bans on fast food establishments in certain areas.[116] Especially with "non-traditional" food consumption/retail models, such as farmers' markets or even "entrepreneurial" urban agriculture (urban agriculture operations that intend to generate revenue, sometimes including job training programs)[117] or the Fruteros of East Oakland, creative land use regulatory mechanisms may need to be developed and employed.

Success Story in East Oakland

For many years a group of approximately 30 unconnected Mexican-American street vendors (Fruteros) in the largely Latino Fruitvale District were seen as a nuisance by the police and as an environmental health hazard by the local public health department. The official response was sporadic citation of individual vendors and confiscation of their products, a combination of prepared fresh fruit and vegetables, hot corn on the cob, or hot tamales. The police joined in the issuing of citations because the city had no ordinance that allowed street vending. This prevented the Fruteros from obtaining a city business license, thus excluding these entrepreneurs from the legitimate business community and leaving them disenfranchised. While the desired impact of the applicable sections of the Health and Safety Code is to protect the public food supply, the enforcement approach did little to insure that safety.

The situation changed dramatically when a unique partnership was formed between the Fruteros, the Alameda County Public Health Department, the Community Health Academy, and the UC Berkeley School of Public Health. Over a period of two-years the street vendors organized, formed a mutual aid corporation, obtained a jointly-operated commercial kitchen, purchased approved push carts, and influenced the City of Oakland to create an ordinance allowing street vending in the Fruitvale district. The result has been that the entire cohort of 30 Fruteros is code compliant, their economic status has improved, and the neighborhood is improved by the Fruteros increased presence.

Source:: Vitale, Larry. "Fruteros organizing project: An innovative approach to reducing an environmental health hazard by using principles of asset-based community development." Public Health and the Environment. *American Public Health Association. March 2006.* <http://apha.confex.com/apha/132am/techprogram/paper_89734.htm>.

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116 Mair, Julie Samia; Peirce, Matthew; Teret, Steven. "The City Planner's Guide to the Obesity Epidemic: Zoning and Fast Food." Oct. 2005. March 2006. <http://www.publichealthlaw.net/Zoning%20City%20Planners%20Guide.pdf>.

117 "The Diggable City: Making Urban Agriculture a Planning Priority." Prepared for the City of Portland, OR. Nohad A. Toulan School of Urban Studies and Planning, Portland State University. June 2005. Nov. 2005. <http://www.portlandonline.com/shared/cfm/image.cfm?id=82131>.

Summary of Key Findings and Barriers

Food retail is one of the most important links in the food system, since it often marks the place where individual consumers and communities are connected to the rest of the food system. The food retail landscape, that is, the accessibility, affordability, variety and cultural appropriateness of food available at retail establishments is a major component of community health and quality of life.

One of the challenges involved in researching food retail is the lack of baseline data on availability, price, and selection of products throughout the City. Surveying and monitoring this type of information is not currently conducted at the City level, which contributes to the difficulty of assessing the amount of local food currently sold in Oakland, as well as those areas where improvements in food access, selection, and affordability are most critically needed. Although the data presented in this chapter represents an attempt to quantify and measure food retail, it should be noted that there is a substantial need for more concrete data on food. In particular, it fails to actually measure price, selection, or cultural appropriateness of food both at the City level and within neighborhoods – critical food qualities for food security. These measurements also do not account for the amount of fresh, nutritious, or local food, of which this broad assessment intends to increase consumption as a component of food system sustainability. Surveys that target accessibility, affordability, nutrition, and sustainability indices of all food retail (traditional food retail establishments as well as farmers' markets and other community food retail) and provide a "**community food index**" could be incorporated into food systems planning in order to monitor change over time at both the City and neighborhood level.

Barriers to improving the food retail landscape include developing full-service grocery models that can tap into the substantial demand in underserved communities (such as those highlighted in this chapter), as well as improving the food offerings at smaller food retail stores, which comprise the majority (85%) of food retail in Oakland. These are significant food retail development issues, which require entrepreneurialism and creative policy mechanisms and incentives.

Existing City policies and programs, such as Commercial District Incentives and Redevelopment programs should be used where appropriate for food retail improvements, and new programs (such as **Food and Façade Improvement Programs**, **Food Retail Enterprise Zones**, and **Green and Healthy Oakland Certification)** should be utilized to promote food goals. In tandem with improving the offerings of existing and new food retail establishments, land use planning can be utilized to restrict the location and amount of fast food restaurants.

Food system sustainability requires a sustainable, functioning food retail sector as a critical link for consumers to fresh, nutritious, local products. The City of Oakland should undertake those steps that will lead to improvements in the food retail landscape in order to better the health, wellbeing, and sustainability of all Oakland residents. For more recommendations, see "Chapter 6. Toward a Sustainable Food Plan for Oakland: Conclusions and Recommendations."