

CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah A. Edgerly
FROM: Community & Economic Development Agency
DATE: February 19, 2008

RE: **Report and Recommendations Adopting a Motion Establishing a City-wide Industrial Land Use Policy**

SUMMARY

The City Council previously reviewed and considered current policies, options and analysis concerning industrial land conversion, preservation and retention in June 2005, November 2005, January 2006 and September 2006. The Planning Commission also reviewed and considered potential policy changes required to protect industrial lands.

This staff report outlines the major points of previous agreement, summarizes the remaining areas of controversy, and recommends a policy statement and other actions.

The November 8, 2005 agenda report to the Community and Economic Development Committee is included as Attachment A as it presents the most comprehensive overview of the research previously presented to Council.

FISCAL IMPACT

This report presents alternatives and recommendations for City Council consideration. No specific legislative actions are contemplated at this time. Future City actions pertaining to the preservation of industrial lands and/or the conversion of lands from industrial to other uses may have impacts on job-growth, tax increment projections, property taxes and other revenues, given redevelopment efforts.

BACKGROUND

The Planning Commission initiated discussions of industrial land conversion after review of several large projects which proposed to convert existing industrial lands to residential. Staff completed extensive analysis and research splitting the City's industrial zones into 17 sub-areas. In January 2006, the Zoning Update Committee (ZUC) held a workshop to gain property owner and community comments to the preliminary recommendations regarding the type and extent of conversion.

The results of that workshop were presented to the City Council in September 2006. That meeting resulted in a motion to retain several of the identified subareas as industrial as shown in the minutes:

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Agency/Councilmember Quan made a substitute motion, seconded by Agency/Councilmember Nadel, to approve keeping Subareas 2, 6, 7 and 14 solely as industrial and keeping the following subareas as industrial with the specified provisions accordingly: 3 and 13 with taking advantage of visibility to permit retail along freeway, and 4 –with keeping industrial between freeway and tidewater, and upon call of the roll, the motion passed by Ayes: Agency/Councilmember: Brooks, Brunner, Chang, Kernighan, Nadel, Reid, and Quan - 7, No: President of the Council De La Fuente -1

The remaining subareas were sent back to the Planning Commission for further investigation. The Planning Commission sent the subareas to the Zoning Update Committee (ZUC) for additional hearings. The ZUC held hearings from December 2006 through July 2007 on each of the subareas. The ZUC decided that they were not going to address the issue of potential General Plan amendments on a subarea basis. Rather, the ZUC felt that the Planning Commission should consider General Plan Amendment requests as part of the project for which they were requested. They also requested City Council guidance regarding the criteria for evaluating those project requests. The ZUC did make recommendations by subarea as to which proposed new industrial zoning districts should be applied in those subareas. The Planning Commission will discuss the ZUC recommendations on February 13, 2008. Any recommendations that the Planning Commission makes will be after the publication date of this report.

Related to this discussion of Industrial Policy, the Planning Commission did make a unanimous recommendation for industrial zoning text amendments to the City Council. These recommendations contain four new zoning districts, and other related text changes, to bring the industrial zones into compliance with the current General Plan designations. These text amendments are scheduled for hearing at the Community and Economic Development Committee on March 11, 2008.

KEY ISSUES AND IMPACTS

Issue Overview:

The Industrial Land Use Policy discussion is one aspect of a three part effort to bring more predictability to the administration of industrially designated land. The second part is the adoption of new zoning districts to implement the 1998 General Plan policies for industrial lands designated as Business Mix and General Industry and Transportation. These proposed zoning districts are scheduled for hearing at the Community and Economic Development Committee on March 11, 2008. The final aspect is the effort by Business Development Services to create an industrial district strategy to help retain, expand, and attract business to Oakland. This strategy will include infrastructure assessment, forming of business associations, and marketing and “branding” the districts to promote job growth.

All three efforts are required for an integrated approach to management of City industrial lands and all three efforts contribute to the predictability that most stakeholders express as needed to stimulate re-investment, both public and private, in the industrial areas of the City. The industrial district strategy will help predictability by defining areas where the City is committing public funds to improve infrastructure. New zoning districts provide a definitive set of rules about what activities are permitted, conditionally permitted and prohibited in the areas where the zoning is applied.

The Industrial Land Use Policy effort deals with the General Plan designation of industrial areas and whether that designation could be changed to allow alternative uses. A General Plan amendment to change the designation of an area is by its very nature a step away from certainty and predictability. A General Plan amendment changes the previously declared intent of the City to have certain uses in an area and allows other uses (that may have previously been prohibited) to now exist.

Staff recommends that a City-wide Industrial Land Use Policy be based on the following factors: industrial land is a scarce resource in Oakland; conversion of industrial land to residential use should be restricted because of the scarcity and because once industrial land is re-classified to allow residential uses, that re-classification is permanent; and given the need to periodically adjust land use more frequently than General Plan updates occur, a set of criteria should be developed to evaluate any proposed conversion of industrial land. Each of these factors is discussed in the following sections.

Scarcity of industrially designated land:

The total land area of the City of Oakland, including Port lands, is approximately 35,550 acres. The General Plan has two designations, Business Mix and General Industry and Transportation, which allow for industrial uses. According to figures from the General Plan EIR and calculations from the City's Geographic Information System (GIS), there are approximately 4,770 acres in the General Industry classification, 1,545 acres in Business Mix and a further 443 acres in various Light Industrial classifications that were added as part of the Estuary Policy Plan. In total these areas make up 19% of the City's land area. This compares to 53% of the City land area in residential General Plan designations, 15% in Resource Conservation and Open Space designations, 7% in Commercial designations and the other 6% in a combination of Institutional, Housing Business Mix and other Estuary Policy Plan designations.

Of the 19% of the total City land area in Industrial designations, the vast majority of that land is under the land use control of the Port of Oakland. Only 5% of the total City land area is in Industrial designations under the land use jurisdiction of the City. Of the 5% total land area outside the Port, 2% of the total land area is in Business Mix, approximately 1.75% in General Industrial and 1.25% in Light Industrial Estuary Policy Plan designations. These areas with an Industrial General Plan designation are a scarce resource in the City of Oakland.

While comparisons between jurisdictions are difficult, this is roughly equal to San Francisco which has approximately 4.5% industrial land but is well behind San Jose with 13% industrial land. Other large cities on the west coast have comparatively more industrial land, ranging from Los Angeles with 8% to Seattle with 12% to Portland with 17% industrial land. Locally, Oakland is at the low end of percentage of industrial land along with San Leandro, which has 4.7% industrial land. Oakland lags Fremont 7.7%, Union City 8.7%, Dublin 9% and Hayward with 15.6%.

Conversion of Industrial to Residential likely to be permanent:

Once land is converted to residential use it rarely changes back to commercial or industrial use. This is especially true in areas, such as the Bay Area, where demand for housing is high. Housing on previously industrial land is often located in areas where continuing industrial operations take place. The consequence of this is ongoing land use conflicts due to the difficult interactions between industrial and residential uses, which tend to make the price of units lower than similar units in predominantly residential neighborhoods. The land use conflicts between residential and industrial uses can also lead to disinvestment in the industrial areas as businesses face uncertainty about their ability to continue operating in an area of land use conflict. In the Bay Area the demand for housing units at all price levels is high generally, ensuring that there will be continued pressure for conversion of industrial land. Industrial land that is converted to residential use, because that change is likely to be permanent as previously discussed, is no longer able to contribute to the economic growth of the City.

Land Use patterns change more rapidly than General Plan updates:

The demand for land for all uses ebbs and flows over time in response to many factors, both short and long term. One of the most influential of the short term factors, as it relates to the potential conversion of industrial land to residential use, is the price of housing. The City of Oakland appears to average a roughly eight year cycle in terms of housing price peaks. Since the General Plan is updated only every 25 years on average, three of these shorter term cycles could easily take place under each General Plan. A mechanism for making periodic adjustments to the mix of land uses is provided by the process of amending the General Plan, which the City may use up to four times a year per mandatory element. There are some other exceptions to this rule including for affordable housing. These amendments allow changes in course without the need to totally reopen the General Plan. The limitation on the number of General Plan amendments that can be processed in a single year is a reminder to use this process judiciously.

Criteria for evaluation of General Plan Amendment requests:

Criteria for evaluating requests for General Plan amendments to convert industrial land to residential uses were presented to Council for initial consideration as part of the November 8, 2005 staff report (See Attachment A, Page 7) . Development of criteria for evaluating conversions is consistent with the recommendation of the Mayor's Task Force on Planning and Land Use to prohibit such conversions until the City has developed such criteria. Staff agrees

that specific criteria are needed, but recommends that the criteria introduced in 2005 not be used as currently written. The criteria recommended in 2005 are too broad to result in sufficiently predictable outcomes for proposed projects. Staff now recommends that more detailed criteria, to evaluate potential conversions, be formulated through a public process, present the criteria to Planning Commission for recommendations and return to Council for adoption of any such specific criteria.

POLICY DESCRIPTION

Staff recommends that Council adopt a policy that treats land with any of the Industrial General Plan designations as a scarce resource in the City of Oakland. Conversion of land from Industrial to Residential uses should be allowed only after a carefully considered process including evaluation of the proposed project according to a set of criteria developed through a public process. These criteria would become the basis for required findings for any proposed industrial to residential conversion.

On September 19, 2006 the Council indicated that areas 2, 3, half of area 4 between Tidewater Avenue and Interstate 880, 6, 7, 13 and 14 should remain entirely industrial. The City Council could further refine the policy statement by specifying additional subareas where they are currently not inclined to approve conversions under any circumstances.

Area 12 is almost entirely commercially designated at this time and should be removed from further discussion as an industrial subarea.

That leaves areas 1, the other half of area 4 from Tidewater Avenue to the Estuary, 5, 8, 9, 10, 11, 11A, 12, 15, 16 and 17. The Zoning Update Committee recommended industrial zoning in all of these areas but did not make a recommendation on potential changes to the General Plan designations. A map of the 17 subareas is included as Attachment B

Staff recommends that the Council not make a recommendation about area 11 or the other part of area 4 as these areas are currently being considered for a specific plan process that would analyze them in depth and make recommendations regarding appropriate uses.

Staff further recommends that the remaining subareas retain their industrial designation. This means that City policy is to promote industrial development in these subareas, but that specific projects may be considered for conversion if they meet explicit, defined, conversion criteria. Periodic analysis will be required to ensure the Industrial Policy is continuing to meet the needs of the City. In the near term, public and private re-investment in these areas would be aided by a clear statement that these subareas are not conversion candidates at the present time.

SUSTAINABLE OPPORTUNITIES

Economic: Council policy decisions regarding the conversion of industrial land will have a significant impact on the availability of industrial jobs to Oakland residents. Such jobs tend to

pay higher wages than average service or retail jobs. The preservation of its industrial employment base will result in the stabilization of supporting industries and contribution of commercial local (business certificate) tax. The increase of residential populations with disposable income will encourage development and support of existing neighborhood commercial and downtown retail and entertainment uses, can contribute to the tax increment in redevelopment areas, but can also pose a drain on the City for maintenance and creation of new and existing services, such as police, fire, parks, lighting and other services. Full analysis of the economic impacts of actions related to the matter of conversion of industrial lands to residential uses could be further revealed through a professional Fiscal Impact Analysis.

Environmental: New non-industrial development on existing industrial lands will necessitate the review of environmental quality factors and potential risks to new residents resulting from their intentional location near industrial activities. Existing conditions of concern include, but are not limited to:

- Air quality for incoming residents, existing non-residential levels of noise, presence of trucks and heavy commercial vehicles, proximity to on-grade rail crossings etc.
- Requirements for a local stormwater management plan relative to permeable surfacing as mandated by State law.
- Environmental clean up of properties (Brownfields), depending on the future occupancy type of the buildings and the nature of proposed activities (industrial, commercial, residential, open space). The extra burden of environmental review and clearance of Brownfields sites will impact staff resources.
- Increase of traffic congestion and degradation of existing air quality in neighborhoods due to increase vehicles resulting from infill housing and commercial mixed use development. Infill development adjacent to transit and freeway on and off ramps could will benefit the regional air quality but could increase congestion and degrade air quality in the immediate neighborhoods.

Social Equity: Analysis of the benefits to the immediate neighborhood (impact on schools, provision of housing affordable to existing residents), could include, if mandated by the City through the discretionary approval process, increased services to disadvantaged areas, or enhanced recreational or community benefits.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no immediate issues pertaining to the benefits and impacts for the disability and senior citizen communities and compliance with the Americans with Disabilities Act (ADA) and the Older Americans Act, and other applicable laws.

RECOMMENDATION AND RATIONALE

Staff recommends the Council adopt by motion an Industrial Land Use Policy statement that:

1. Industrially designated land in the City of Oakland is a scare resource;

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2. The preservation of industrially designated land is vital for the future economic growth of the City of Oakland;
3. The City recognizes that land use patterns change over time more quickly than General Plan updates occur and that General Plan amendments may be necessary; and
4. Amendments to the General Plan to allow conversion of industrially designated land to residential uses should be restricted to projects that make the required findings based on a set of criteria, developed through a public process, for evaluating such conversions.

Staff further recommends that the Council direct staff to develop criteria and required findings by soliciting public comment in a series of workshops, present the criteria and findings to the Planning Commission for comment and return to the Council for adoption of criteria and findings before the Council's summer recess.

Based on the fact that industrially designated land under the City's land use control only makes up approximately 5% of the total land area of the City and the general presumption that land converted to residential uses rarely is converted back to other uses, staff recommends that industrially designated land be considered a scarce resource for the City of Oakland. As a scarce resource any reduction in this type of land should be carefully considered in multiple dimensions before being granted. Staff also acknowledges that changes in land use requirements happen in shorter cycles than General Plan updates, so an outright prohibition on industrial to residential conversions is also not as appropriate as a flexible, but clearly defined, procedure for evaluating conversion requests.

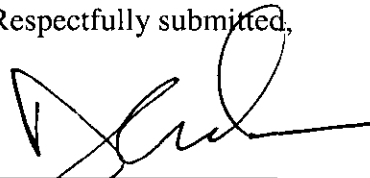
ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends the Council adopt by motion an Industrial Land Use Policy statement that indicates that:

1. Industrially designated land in the City of Oakland is a scarce resource;
2. The preservation of industrially designated land is vital for the future economic growth of the City of Oakland;
3. The City recognizes that land use patterns change over time more quickly than General Plan updates occur and that General Plan amendments may be necessary; and
4. Amendments to the General Plan to allow conversion of industrially designated land to residential uses should be restricted to projects that make the required findings based on an adopted set of criteria, developed through a public process, for evaluating such conversions; and
5. Direct staff to develop such criteria and required findings through a public process, present them to Planning Commission and return to Council for adoption.

A draft motion is included as Attachment C.

Respectfully submitted,



Dan Lindheim
Director
Community & Economic Development Agency

Prepared by: Eric Angstadt, Community &
Economic Development Agency

Attachments:

- A Council Report November 8, 2005
- B Map of Industrial Subareas
- C Draft Motion Industrial Land Use Policy

APPROVED AND FORWARDED TO THE
CITY COUNCIL:



Office of the City Administrator

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2005 OCT 27 PM 5:45

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Community & Economic Development Agency
DATE: November 8, 2005
RE: A REPORT FORWARDING RECOMMENDATIONS ON INDUSTRIAL LAND USE POLICY AND PROPOSED CRITERIA FOR THE CONVERSION OF INDUSTRIAL LAND TO NON-INDUSTRIAL USES.

SUMMARY

On June 14, 2005 Staff presented to the Community & Economic Development Committee of City Council an informational report on current policies and objectives regarding the issue of industrial land retention. The June 14th Report was prepared at the request of the Planning Commission. At the Council Committee's request staff prepared this current report, forwarding specific options and recommendations for Oakland's industrial land. The analysis was focused on land within current industrial general plan designations, and delineated as seventeen different sub-areas. (See Attachment A). Staff requests that the City Council discuss the information and recommendations contained in this report, including the proposed Criteria for the Consideration of General Plan Amendments from Industrial to Non-Industrial Uses; and provide staff direction about follow up actions or policy direction. Staff will then return to the City Council with a specific work program, schedule and budget for review and consideration.

This report provides the following industrial land strategies for consideration by the Council:

- A "Baseline" scenario (Exhibit D-1), taken directly from the 1998 General Plan, with all seventeen sub-districts remaining industrial. The "Baseline" alternative assumes continuance of the current General Plan designations and maps, with adoption of the four new industrial zoning districts, prepared and presented to the Zoning Update Committee over the past two years (2002-2004), after final review by the Planning Commission.
- Two Industrial Land Use Alternatives, Alternative #1 and Alternative #2 (Exhibits D-2 and D-3), are presented to the City Council for discussion purposes. Based on Council discussion and recommendations, the City could continue to allow, as dictated by current regulation, applicant-initiated requests for an individual General Plan Amendment for a specific site.
- In all cases, Criteria for General Plan Amendments from Industrial to Non-Industrial designations should be reviewed and adopted as a Guidance Document, to assist the Planning Commission and City Council in the consideration of all individual applications for General Plan Amendments that will reduce the supply of industrial land in the City.

FISCAL IMPACT

Council's policy direction will have far-reaching impacts on the Oakland economy and quality of life, which are discussed throughout this report. The fiscal impact on the City cannot be quantified at this time.

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RESEARCH METHODOLOGY

Staff's analysis and recommendations involved the creation of seventeen distinct industrial sub-areas based on existing characteristics and contribution to the City in commercial/industrial employment (Attachment B1 & B2 and individual Sub-area sheets in Attachment F). The Baseline analysis and the Two Industrial Land Use Alternatives in this report have been formulated based on research conducted by staff, using data from the Alameda County Assessors Office and the State of California Employment Development Department (EDD). This information was enhanced by interviews with local commercial/industrial businesses and commercial/industrial real estate brokers based on their knowledge of the field. The direction of City policy will have an effect on broader issues, such as the ability of the Port of Oakland to expand, the future selection of land use alternatives at the Oakland Army Base, as well as the supply of land for the ever-increasing housing demand in the East Bay. This report could not fully capture the potential of the Army Base to accommodate and retain local industry, nor did it include the displacement of existing industrial activities there when the leases expire in August 2006. Nevertheless, the land use alternatives at the Base should be discussed in consideration of the issues and alternatives raised in this report.

BACKGROUND and ECONOMIC TRENDS

The interest in new residential construction within Oakland has increased dramatically within the last two years. With most of the larger infill opportunity parcels already developed, homebuilders are now looking to the industrially-zoned areas for opportunities for new housing development. Housing prices have increased dramatically, but the demand for urban-area units continues. More housing for Oakland residents is needed, and an infusion of new residential units can in itself stir economic revitalization of the West, Central and East Oakland areas, especially those near major transportation corridors.

Productive activities, including manufacturing, assembly, repair, distribution and warehousing are important activities for the economy of Oakland (See Attachment F). Current construction, wholesale and manufacturing uses citywide provide approximately *23,309 jobs (citywide)*, per 2004 EDD data. Transportation and Warehousing uses provide *an additional 23,855 jobs*, including Port and Airport-related employment.¹, making *total industrial employment in Oakland today at least 47,154 jobs*. While both of these employment numbers decreased in the 2001-2004 period, the actual number of firms increased from 1,777 total firms in these sectors in 2001 to 1,984 firms in 2004. (See C&E).

¹ Citywide numbers, aggregated by the Economic Development Alliance for Business, from EDD data 2004. Numbers generally in this report are generally an estimate, as many firms in Oakland may report as originating from another jurisdiction, or may report under other NAIC code categories.

The direct employment in industrial jobs characterized in this report is increased by related supporting jobs, often found in both industrial and commercial sectors. The retention or loss of a single industrial job may related directly to the retention (or loss) of additional jobs

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The State of California Department of Commerce estimates the following job multipliers. An Industry Spending Multiplier shows the jobs generated as an industry buys goods and services from other industries in the area. Often an Industry Consumer Spending Multiplier is even higher, includes all jobs generated from industry spending, plus the jobs generated by employees own consumer spending as a result of being employed.

Table 1. Industrial Multiplier Effect on Jobs- Specific to Alameda County*

Industry	Industry Spending Multiplier*	Industry Consumer Spending Multiplier*
Manufacturing	1.28	1.43
Beverages	2.28	2.42
Building Construction	1.49	1.66

Source: California State Department of Commerce- Alameda County data

(Note: All of the jobs multipliers already include the initial direct job; therefore the indirect job impact is the multiplier minus one)

KEY ISSUES AND IMPACTS

Local Employment

Oakland's capacity to support multiple diverse local industries and the local capacity to support Port of Oakland expansion are central to the issue of industrial land supply retention. As more industrial activities are pressured out of Oakland, workers in Oakland will have to commute large distances to communities that still attract industrial jobs, or retrain workers for service and other jobs, which are lower generally in pay scale than most industrial jobs. City staff sorted employment by zip code and aggregated it to specifically analyze employment for the 17 Industrial Sub-areas. In this research, staff noted the absence in the data of substantial known-Oakland employers and also discrepancy in the accuracy of numbers reported, both of which suggest an under-reporting of overall employment. Possible reasons for this include a) EDD data is self-reported by the business and the business may register under a number of NAIC or SIC code types at the company's discretion; b) some companies report data from a headquarters outside of Oakland, c) companies that have expanded rapidly, or have moved out of Oakland, or have relocated to Oakland in the past two years may not be reported. Attachment C is a sample map showing larger industrial employers in Oakland, but noting that the exhibit is a sample only, not an accurate representation of all employment, limited by the accuracy of the data available to staff.

The following table provides information from staff data research. More realistic sampling of employment numbers, based on direct contact with individual Oakland businesses, is provided through the Business Profiles within each Sub-Area description found in Attachment F of this Report. An in-depth survey of industrial businesses will be conducted by the Oakland Commerce Corporation over the next six months and will include employment data.

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Table 2. Distribution of Oakland Firms employing over 20 persons by Industrial Activity Type

NAIC SECTOR	FIRMS 20+ EMPLOYEES	W/ FIRMS 50+ EMPLOYEES	W/ FIRMS 100+ EMPLOYEES	Sub-Areas with Most Activity
Manufacturing : NAIC:33100-33999	42	15	9	Sub-Areas: 11A, 13, 3
Construction NAIC: 236-23800	21	15	7	Sub areas: 11A , 13, 7 & 3
Wholesale NAIC :420000	32	7	2	Sub-areas: 11A & 15
Transportation & Warehouse NAIC:480-490000	25	16	16	Sub areas 14 & 4
TOTAL IN ALL SUB-AREAS	120 FIRMS	43 FIRMS	34 FIRMS	

Source: Employment Development Department, 2004 Aggregated by staff per Sub-areas

Note to Data: Firms by No of Employees calculated specific to Sub Area Analysis

Employees per Four Selected Industrial Sectors calculated per Zip Code Totals include some of Chinatown/Jack London, Airport Port and Army Base.

2. Demand for Industrial Land

The prevalent assumption under-lying the residential conversion of industrial land is that industrial activities are moving out, and that local firms are leaving the area rather than investing in additional capital upgrades. However, staff interviews with large firms show that many of Oakland's larger companies prefer to remain in Oakland due to the proximity to air and sea freight services, the presence of local suppliers satisfying their "just in time" requirements, as well as the preferences of company owners to remain living and working in Oakland as a lifestyle preference, versus relocating themselves and their families out-of-state. The educated labor force in the Bay Area is an advantage to most businesses. However the increasing costs of industrial land and the high cost of living are a disadvantage for company employees and limit the ability of a company to grow within Oakland. The following table characterizes some of the types of industrial activities that have contacted CEDA staff for location assistance over the past four months.

Table 3. Sampling of Businesses Seeking Space (Expansion, New or Re-location) in Oakland: Summer 2006

Business Type	(e) or New	Site Sq. Ft Needs	Staff Action
Food Manufacturer	Existing Business	Five-acres/ or 100,000 sf site	Continue to work on strategies
Yogurt Company	Oakland resident-Business in Marin	Seeking 3,000-5,000 sf	Located successfully in West Oakland
Chocolate Company	Moving second operation to Oakland from LA	Need 5,000-7,000 production space.	Identifying appropriate locations in Oakland.
Culinary Academy	Catering Business in Richmond	Need 7,500 sf site to combine catering biz w/ new Culinary Academy-	Assisting w/ site search.

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		potential to employ 20+	
Bakery	Oakland residents- were in So San Fran	Seeking 8,000-10,000 sf primary production space for 12 employees	Leasing 9,000 sf in N. Oakland manufacturing bldg.
Beverage Company	Business relocated to Oakland from Emeryville	Purchase of 15,000 sf building	Located in Sub-area 11A.
Pre-Packaged Foods	Located in Hayward	Looking for new production facility	Like Oakland, but decided to remain where they are.
Printing Company	Oakland resident owned.	Downsizing (sending part of production out of state) but keeping 40,000 sf in Oakland	Staff assisting with site search, preferably in West Oakland.
Bakery	Existing Oakland biz with partial operations in Hayward. Managed by Oakland resident(s).	At 65,000 sf site in Oakland- want to consolidate and expand to 100,000 sf	Staff assisting in site selection and financing strategies for relocation and expansion.
Gymnastics/Recreation	New to Oakland	Seeking 10,000 sf	Located successfully on Embarcadero.
Engineering & Design/R&D	Existing Oakland biz, moved here from Redwood City	Seeking new 30,000 sf facility to expand business with 23 employees.	Could not find suitable site/price- relocating out-of-state drawn by incentives.
Industrial Developer	New to Oakland	Seeking 3-5 acre site for new Industrial condos	Staff helping with site alternatives
Beverage Company	Existing in Oakland	Needed infrastructure improvements to expand production.	City provided improvement.

3. Demand for Residential Land

Despite the substantial number of jobs being supported by Oakland industrial businesses, there is a compelling argument to ease the ever-increasing housing demand within the inner East Bay. Oakland in particular offers proximity to multiple freeways and to San Francisco, access to an international airport, fine weather and educational and cultural amenities. The ongoing work towards completion of the 19-mile Waterfront Bay Trail provides an ideal opportunity to locate additional quality housing on the Waterfront. Based on all of these factors, large tracts of industrial land in East Oakland's traditionally-industrial San Leandro Street corridor are currently being evaluated by major homebuilders in an effort to capture economies of scale in the present hot housing market.

The newly-adopted *Oakland Housing Element* (June 14, 2004) reports that the City of Oakland should accommodate the delivery of 7,733 new housing units by the June 2006 to fulfill its State regional housing needs allocation. The City calculates that it had fulfilled 3,168 of those units up to the year 2002, and, at the time of the *Housing Element* adoption, had 5,146 units in pre-development, of which 3,804 were market-rate. The *Housing Element's* estimate of possible units which could be delivered through opportunity sites was 8,420-10,490 per present zoning and general plan designations (*City of Oakland Housing Element, June 2004, page 4-3*).

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Notably, the *Housing Element* estimates only include sites which are presently zoned to allow residential development.

The Housing Element opportunity sites focused on larger sites suitable for multi-unit housing. Many sites are within the transit corridors or at BART stations, and in higher-density and mixed use development Downtown as part of the 10K program. The redevelopment of vacant sites within single family zones would contribute additionally to these numbers. Given this, the question remains of whether the development of housing within the limited supply of industrial land, which represents less than 13% of the total City land supply, is necessary. About one-half of the identified housing opportunity sites are in East Oakland. The Characteristics of Opportunity Sites table (p. 4-24) notes a potential of 1,350-1,750 new housing units within East Oakland, with another 1,850 at Transit Villages, including at the Coliseum BART Station. Another 1,400 units are possible within the West Oakland and North Oakland areas, again, based on existing general plan and zoning designations.

The transportation corridors in Central and East Oakland present excellent opportunities for redevelopment. The Housing Element identified potential for 800-1,200 additional housing units along International, MacArthur and Foothills Boulevards (pages 4-23). These corridors tend to be under-developed in motels and single story commercial uses, some of which conflict with the adjacent residential areas such as auto body shops. Such heavier commercial uses would be better located within industrial areas, allowing the maximum utilization of infill sites within existing city transit routes and adjacent to existing developed residential areas. Such actions would lead to the betterment of the older existing neighborhoods. The redevelopment of housing and mixed use on such transportation corridors would lead to the improvement of the existing neighborhood, which would be stimulated by the rising property values.

PROPOSED POLICY

1. Adoption of Criteria for General Plan Amendments

The adoption of Criteria for General Plan Amendments for the Conversion of Industrial Land to Non-Industrial Designations is needed. The Criteria will give the Planning Commission and City Council guidelines with which to guide privately-initiated individual site-specific General Plan Amendment applications. Applicants for conversion should be required to meet a minimum number of these criteria. Buffering features, such as wall and distance of separation between uses, should be required of the new development and such buffers should be adopted in Zoning Code or incorporated as a project-specific condition of approval for the proposed new development.

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Staff-Recommended Criteria for Conversions of Industrial Land to Residential Uses

1. General Plan – Consistency with Other Elements of the General Plan

- a. A project should fulfill other essential policies of the General Plan and should be able to support the attainment of other general plan goals for the adjoining neighborhood and not merely support an individual development project.*
- b. New residential development, which is proposed as a consequence of a general plan amendment from industrial to non-industrial zoning, should not be located within close proximity to an industrially-zoned parcel in a manner so as to negatively impact the ongoing operations and viability of any existing industrial business, including areas of the property planned for business expansion in the future.*

2. Economic Benefit

- a. The project will not be located on industrially-designated lands that otherwise could be feasibly continued or be re-developed in a commercial/industrial scenario, and therefore can contribute to the local economy with jobs.*
- b. The conversion shall not have a negative operational impact on any adjacent or nearby existing business with significant local employment or which contributes as a major supplier to other significant Oakland-based business(es).*
- c. The conversion would not take away the right of a business, which has been in its location prior to 1998 (adoption of the City of Oakland General Plan), to operate in a manner that is consistent with other aspects of the City of Oakland Zoning Code.*

3. Environmental Quality

- a. The proposal shall provide a quality residential environment and shall include sufficient mitigations and buffering within the project to mitigate the negative impacts from existing legally-operating businesses in the adjoining area.*

4. Transportation Modes and Transit Oriented Development

- a. Sites that allow direct access to a city truck route, rail spur or other means of direct freight and cargo access should not be converted. Such sites should be protected for their contributions to the essential operations of the local economy.*
- b. New development should promote the use of alternative modes of transit and pedestrian/cyclist amenities for access over private vehicle use, while not interfering with ongoing use of existing streets for commercial vehicles and trucks.*
- c. Streetscape improvements triggered by any new development shall be planned to accommodate on-going freight and truck-based cargo travel on any City-designated Truck Route.*

CEDA Industrial Land Use Policy

2. General Plan Mapping Scenarios for Industrial Land

Staff has provided the City Council with "Baseline" information based on industrial general plan designations. Alternatives #1 and #2 are intended to assist the City Council to assess and formulate future policy direction for areas of the City where changing conditions or market opportunities are driving interest in mixed use or residential activities. In the "Baseline" recommendation, no industrial lands are lost; a total of 1,972 privately-held; non-Port acres are retained and protected. If *Alternative 1* were implemented, there would be a *loss of up to 385 acres* of dedicated commercial/industrial land and the loss of up to 2,983 industrial jobs potential through the redevelopment in either residential or mixed-use alternatives. If *Alternative 2* were implemented, there would be a *loss of up to 626 acres* of dedicated commercial/industrial land and up to 3,593 jobs for redevelopment in both residential and commercial alternatives.

BASELINE: EXISTING CONDITIONS PER GENERAL PLAN of 1998

Retain areas currently designated as General Industrial and Transportation and Business Mix and promote protection of these areas. Adopt the draft Health and Safety Zone, which provides additional environmental assurance for residential areas adjoining industrial zones. Adopt within the new industrial zones CIX (Commercial & Light Industrial), IBX (Light Industrial Business Mix), IO (Industrial Office Park), IG (General Industrial) buffering regulation and development standards for areas on the boundary of industrial and residential zones, and for those transitioning to mixed use or residential uses.

POTENTIAL LOSS OF INDUSTRIAL LAND: ZERO

POTENTIAL LOSS OF JOBS THROUGH BASELINE: ZERO (not including existing jobs in Housing & Business designated areas)

Baseline Policy 1: Retain and protect general industrial areas, consistent with the General Plan. New zoning should be adopted that includes protections, especially for warehouse & distribution uses that complement Port of Oakland expansion. Conversion of properties to Work Live should be prohibited. Areas of the City to be included in this Industrial Retention Zones include Sub-areas 2 (36 acres), 3 (161 acres), 5 (72 acres), 6 (113 acres), 7 (167 acres), 8 (50 acres), portions of 11A (100 acres).

Total Retention in General Industrial: 699 acres

Baseline Policy 2: Retain Light Industrial areas for the larger parcels or those that contribute significantly to production/ small scale manufacturing and the warehouse and distribution uses, while allowing a range of commercial uses within such areas, including retail activities. Encourage redevelopment in campus-style Industrial Business park activities in Sub-area 4 (west of Tidewater). Retain portions areas which contribute significantly to commercial/industrial activities. Sub-areas 1 (34 acres), 4 (40 acres e of Tidewater), 9 (26 acres), 10 (55 acres), 11 (70 acres), 11A (100 acres), 13 (366 acres), 14 (at least 373 acres- more within Airport itself), 15 (96 acres), 16 (50 acres), 17 (63 acres).

Total Retention in Light Industrial Use: 1,273 acres

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CEDA Industrial Land Use Policy

Baseline Policy 3: Encourage new residential development in areas designated for Housing and Business Mix and residential as well as mixed-use existing commercial Designations (Neighborhood Center Mixed Use, Community Commercial, Central Business District) including but not limited to the following areas, which may already allow residential development per the general Plan: parts of 11 (93 ac), a portion of 11A (up to 50 ac), a portion of 16 (25 acres).

Total Transition of Industrial Land to Residential or Mixed Use: 168 acres (in addition to acreage in existing Housing & Business Mix areas)

ALTERNATIVE 1: RETAIN THE INDUSTRIAL CORE AREAS AND ADJACENT LIGHT INDUSTRIAL TO RETAIN JOBS AND THE MULTIPLE BENEFIT OF SUPPORTING OTHER CORE OAKLAND BUSINESSES, WHILE TRANSITIONING EDGE AREAS AWAY FROM GENERAL INDUSTRIAL AND TOWARDS LIGHTER IMPACT INDUSTRIAL, COMMERCIAL AND RESIDENTIAL USES

POTENTIAL LOSS OF INDUSTRIAL LAND THROUGH ALTERNATIVE 1: 385 ACRES

POTENTIAL LOSS OF JOBS THROUGH ALTERNATIVE 1: 2,983 industrial jobs potentially lost

Alternative #1 Policy 1. Retain General Industrial lands to retain industrial employment, support key Oakland business activities and support the Port of Oakland and Airport expansions, including Sub-areas 2 (36 acres), 3 (161 acres), 5 (72 acres), 6 (113 acres), 7 (167 acres), 8 (50 acres).

Total Retention in General Industrial: 599 acres

Alternative #1 Policy 2. Retain Light Industrial Areas where it currently exists and is not in direct conflict with residential uses and can continue benefiting the City with jobs and a sound tax base in Sub-areas 9 (26 acres), 13 (366 acres), 14 (at least 373 acres- more within Airport itself), 15 (96 acres), 17 (63 acres), 11a (at least 100 acres).

Total Retention in Light Industrial Use: 1,024 acres

Alternative #1 Policy 3. Allow the conversion of Industrial opportunity areas (those currently underutilized with existing industrial activities) to mixed use or residential uses, while protecting existing businesses in those areas, including Sub-areas 1 (34 ac), 4 (West of Tidewater only- 40 acres) 10 (55 ac), 11 (70 acres), selected areas of 11A (up to 100 acres), and portions of 16 (50 acres).

Total Transition of Industrial to residential or mixed use: 349 acres.

Alternative #1, Policy 4: Guide the transition through a City-initiated rezoning update in the Coliseum Area Sub area 12* (west side of San Leandro Street) consistent with the Regional Commercial general plan designation adding Independent Way and portions of the Coliseum parking lot adjacent to Coliseum Way and West of San Leandro Street to a non-residential, commercial designation to encourage regional commercial activities. (*Total in No 12 is 246 acres, of which 36 acres are in industrial use and 50 acres in commercial use per County records-2005).

Total conversion of Industrial to regional commercial: 36 acres.

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ALTERNATIVE 2: RETAIN ONLY THE CORE INDUSTRIAL AREAS IN EAST OAKLAND TO SUPPORT JOBS AND SUPPORTIVE COMPLIMENTARY INDUSTRIES, WHILE TRANSITIONING OTHER AREAS TO RESIDENTIAL MIXED USE AND COMMERCIAL USES INCLUDING RETAIL AND OFFICE. DELINEATE AN INDUSTRIAL PROTECTION ZONE AND ZONING THAT PROHIBITS ANY CONVERSION OF PROPERTIES TO USES WHICH HAVE POTENTIAL TO RESTRICT THE ABILITY OF GENERAL INDUSTRIAL BUSINESSES TO OPERATE.

**POTENTIAL LOSS OF DEDICATED INDUSTRIAL LAND THROUGH ALTERNATIVE 2: 626 ACRES
POTENTIAL LOSS OF JOBS THROUGH ALTERNATIVE 2: 3,593 industrial jobs potentially lost**

Alternative #2 Policy 1. Retain Core General Industrial in areas that have direct access to rail, truck routes, are large parcel configurations, that have potential to continue the industrial job base in Oakland, including Sub-areas 2 (36 acres), 3 (161 acres), 5 (72 acres), 6 (113 acres), 7 (167 acres), and portion of 8 (20 acres).

Total Retention in General Industrial: 569 acres

Alternative #2 Policy 2. Retain Light Industrial in areas that contribute to the expansion of air freight, cargo, trade and other warehouse and distribution uses and which can be developed compatibly with neighboring commercial uses, including Sub-areas 4 (east of Tidewater 40 acres), 11A (100 acres), 13 (366 acres), 14 (373 acres).

Total Retention in Light Industrial: 879 acres

Alternative #2 Policy 3: Allow the gradual transition on an application basis, of areas which have significant potential as new commercial mixed use or residential areas, and which complement other large-scale public improvements such as waterfront parks, trails, and publicly-landscaped boulevards, including areas 1 (34 acres), 4 (West of Tidewater- 40 acres), portions of 8 (30 acres), 9 (26 acres), 10, (55 acres), 11 (70 acres), 11A (100 acres) 16 (50 acres).

Total Potential Loss of Industrial Land – 305 ACRES

Alternative #2 Policy 4: Transition areas to Regional Commercial, allowing light industrial in appropriate locations, taking advantage of freeway visibility, larger parcel configurations, access from regional transportation corridors and transit centers, including Sub areas 4 (40 acres East of Tidewater), 12 (36 acres in industrial use), 16 (50 acres-portion fronting Lower Mandela Parkway), 15 (96 acres) and 17 (63 acres).

Total Potential Loss of dedicated Industrial Land: 285Acres

SUSTAINABLE OPPORTUNITIES

Economic: Council policy decisions regarding the conversion of industrial land will have a significant impact on the availability of industrial jobs to Oakland residents. Such jobs tend to pay higher wages than average service or retail jobs. The preservation of its industrial employment base will result in the stabilization of supporting industries and contribution of commercial local (business certificate) tax. The increase of residential populations with spendable income will encourage development and support of existing neighborhood commercial and downtown retail and entertainment uses, can contribute to the tax increment in redevelopment areas, but can also pose a drain on the City for maintenance and creation of new and existing services, such as police, fire, parks, lighting and other services. Full analysis of the economic impacts of actions related to the matter of conversion of industrial lands to residential uses could be further revealed through a professional Fiscal Impact Analysis.

Environmental: New non-industrial development on existing industrial lands will necessitate the review of environmental quality factors and potential risks to new residents resulting from their intentional location near industrial activities. Existing conditions of concern include, but are not limited to:

- Air quality for incoming residents, existing non-residential levels of noise, presence of trucks and heavy commercial vehicles, proximity to on-grade rail crossings etc.
- Requirements for local stormwater management plan relative to permeable surfacing as mandated by State law.
- Environmental clean up of properties (Brownfields), depending on the future occupancy type of the buildings and the nature of proposed activities (industrial, commercial, residential, open space). The extra burden of environmental review and clearance of Brownfields sites will impact staff resources.
- Increase of traffic congestion and degradation of existing air quality in neighborhoods due to increase vehicles resulting from infill housing and commercial mixed use development. Infill development adjacent to transit and freeway on and off ramps could will benefit the regional air quality but could increase congestion and degrade air quality in the immediate neighborhoods.

Social Equity: Analysis of the benefits to the immediate neighborhood (impact on schools, provision of housing affordable to existing residents), could include, if mandated by the City through the discretionary approval process, increased services to disadvantaged areas, or enhanced recreational or community benefits.

CEDA Industrial Land Use Policy

DISABILITY AND SENIOR CITIZEN ACCESS

There are no immediate issues pertaining to the benefits and impacts for the disability and senior citizen communities and compliance with the Americans with Disabilities Act (ADA) and the Older Americans Act, and other applicable laws.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council

- 1) Consider the attached Criteria for General Plan Amendment for the conversion of industrial land to mixed use or residential designations;
- 2) Discuss the "Baseline" and two industrial land use alternatives contained in this report; and,
- 3) Provide staff direction about follow up actions or policy direction. Staff will then return to the City Council with a specific work program, schedule and budget for review and consideration.

Respectfully submitted,



DANIEL VANDERPRIEM, DIRECTOR
Redevelopment, Economic Development,
Housing & Community Development
CEDA

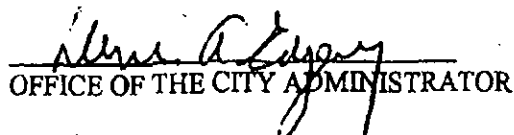


CLAUDIA CAPPIO
Development Director
CEDA

Reviewed by: Gregory Hunter
East Oakland Redevelopment Manager

Prepared by: Margot Lederer Prado, AICP
Project Manager, Redevelopment Division

APPROVED AND FORWARDED TO THE
COMMUNITY AND ECONOMIC DEVELOPMENT COMMITTEE:



OFFICE OF THE CITY ADMINISTRATOR

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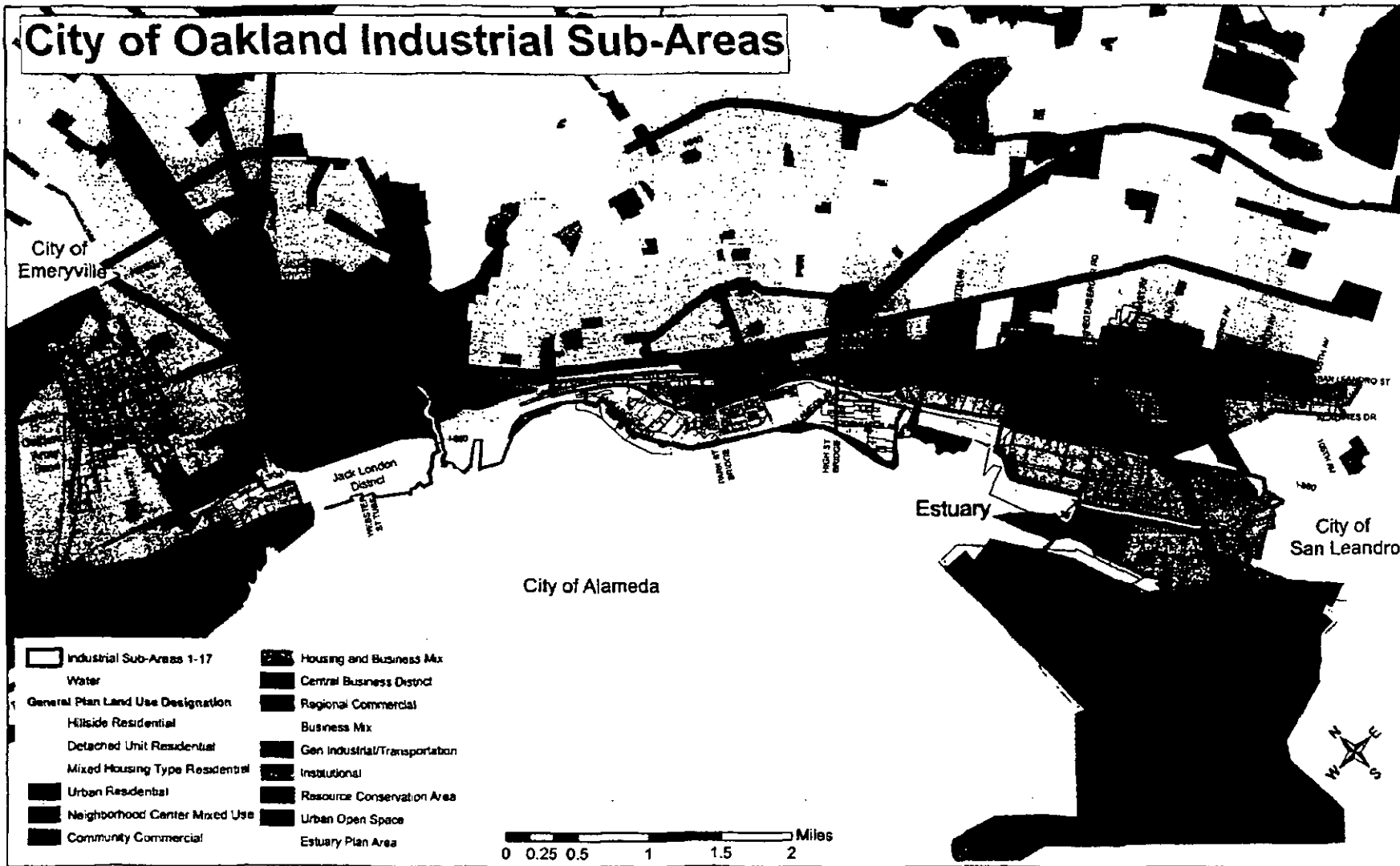
CEDA Industrial Land Use Policy

Attachments:

- A. General Plan Map of Industrial Areas
- B 1: Map of Industrial Sub-Areas West Oakland
- B 2: Map of Industrial SubAreas- East Oakland
- C. Major Employers per EDD Data 2004
- D-1 Baseline Industrial Land Use Policy Alternative
- D-2 Alternative 1, Industrial Land Use Policy
- D-3 Alternative 2, Industrial Land Use Policy
- E. Citywide Employment per Select Industrial Activities
- F. Sub-Area Information

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














City of Oakland Industrial Sub-Areas



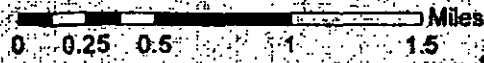
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ATTACHMENT A

West Oakland Industrial Sub-Areas

	Industrial Sub-Areas 15-17		Housing and Business Mix
	BART Stations		Central Business District
	Water		Regional Commercial
General Plan Land Use Designation			Business Mix
	Hillside Residential		Gen Industrial/Transportation
	Detached Unit Residential		Institutional
	Mixed Housing Type Residential		Resource Conservation Area
	Urban Residential		Urban Open Space
	Neighborhood Center Mixed Use		Estuary Plan Area
	Community Commercial		

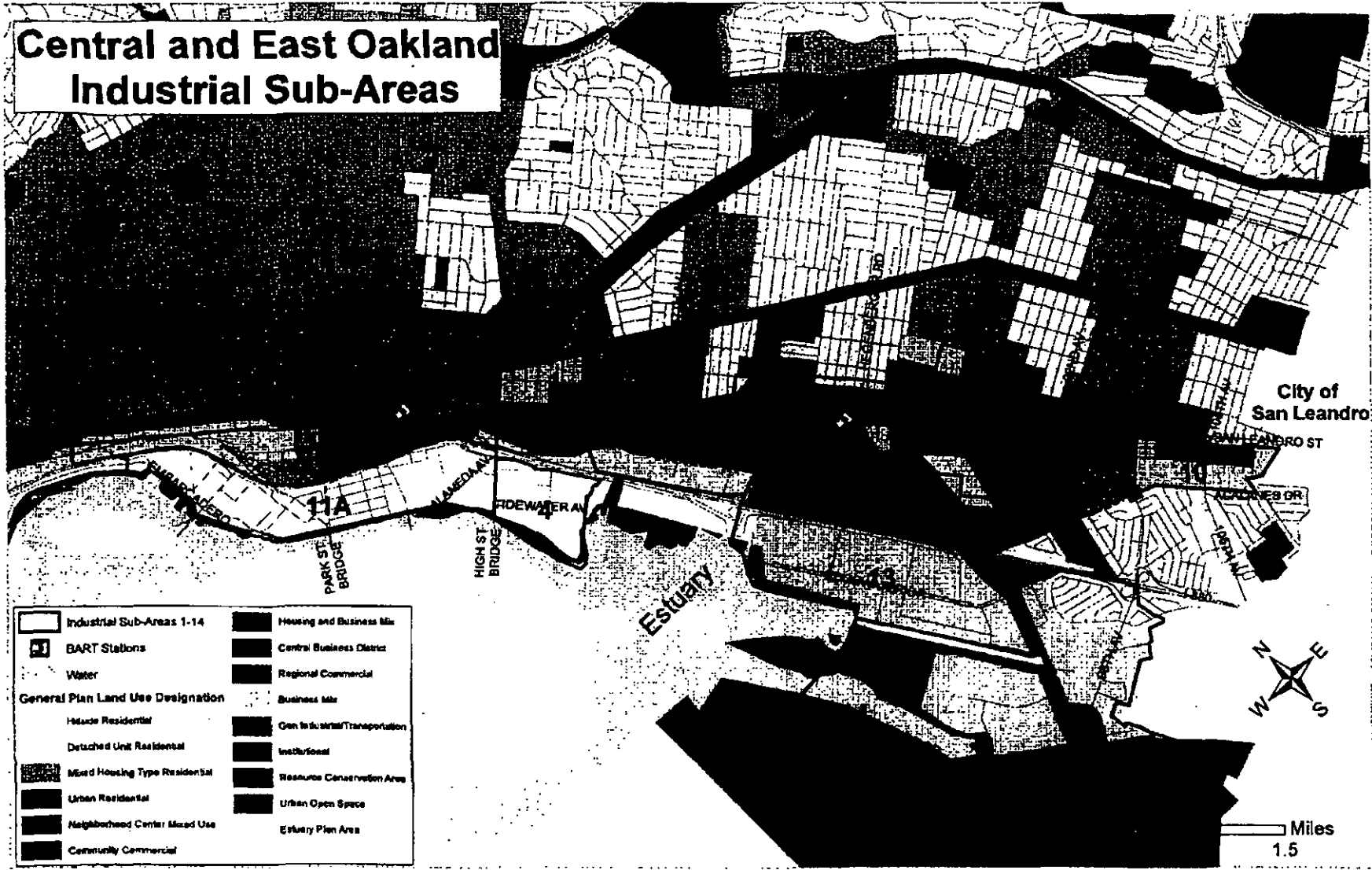
City of
Emeryville



77th ST
WEBSTER ST



Central and East Oakland Industrial Sub-Areas



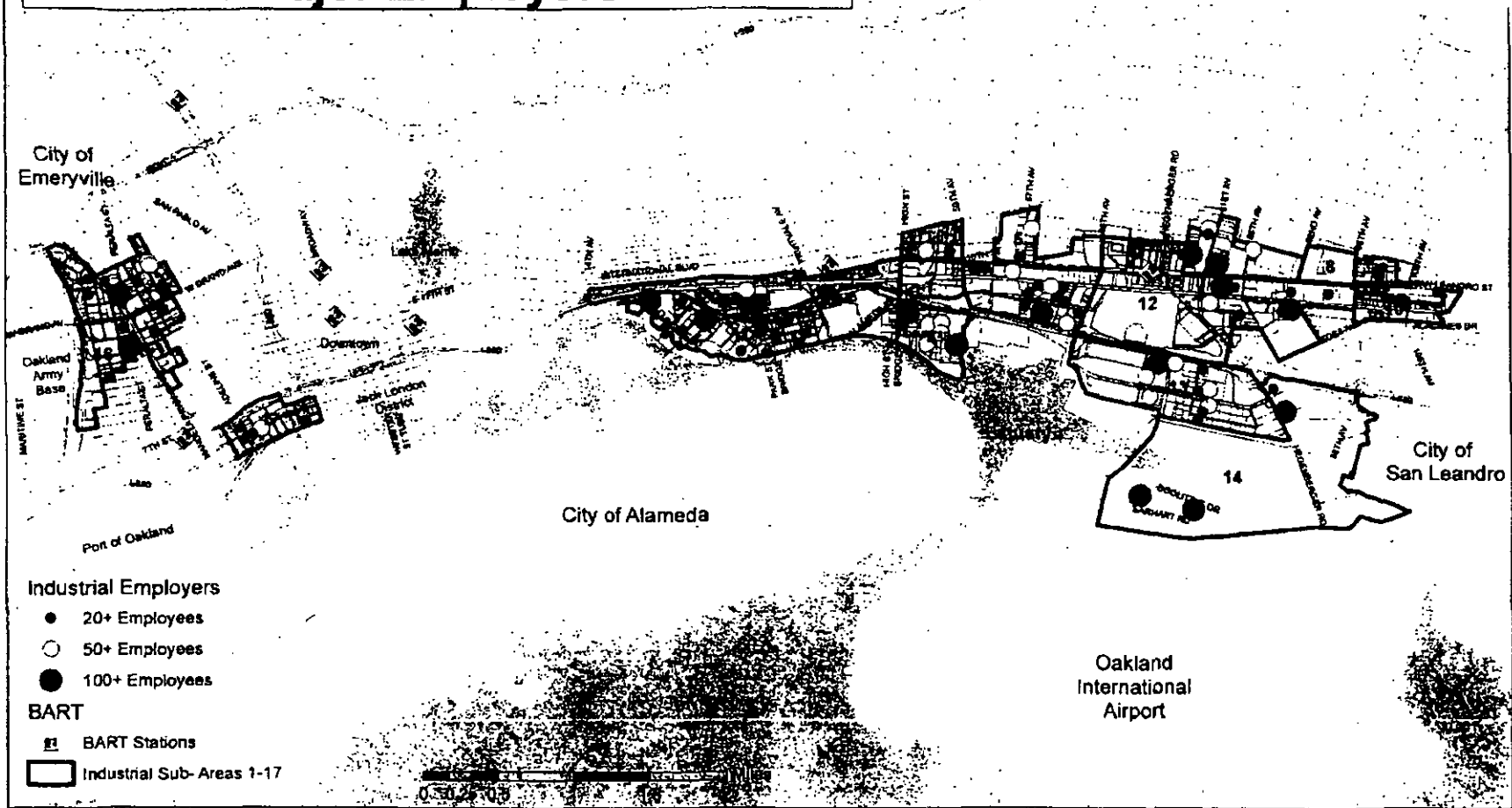
	Industrial Sub-Areas 1-14		Housing and Business Mix
	BART Stations		Central Business District
	Water		Regional Commercial
General Plan Land Use Designation			Business Mix
	Household Residential		Gen Industrial/Transportation
	Detached Unit Residential		Institutional
	Mixed Housing Type Residential		Resource Conservation Area
	Urban Residential		Urban Open Space
	Neighborhood Center Mixed Use		Estuary Plan Area
	Community Commercial		



1.5 Miles

City of Oakland Industrial Sub-Areas Major Employers

ATTACHMENT C



Industrial Employers

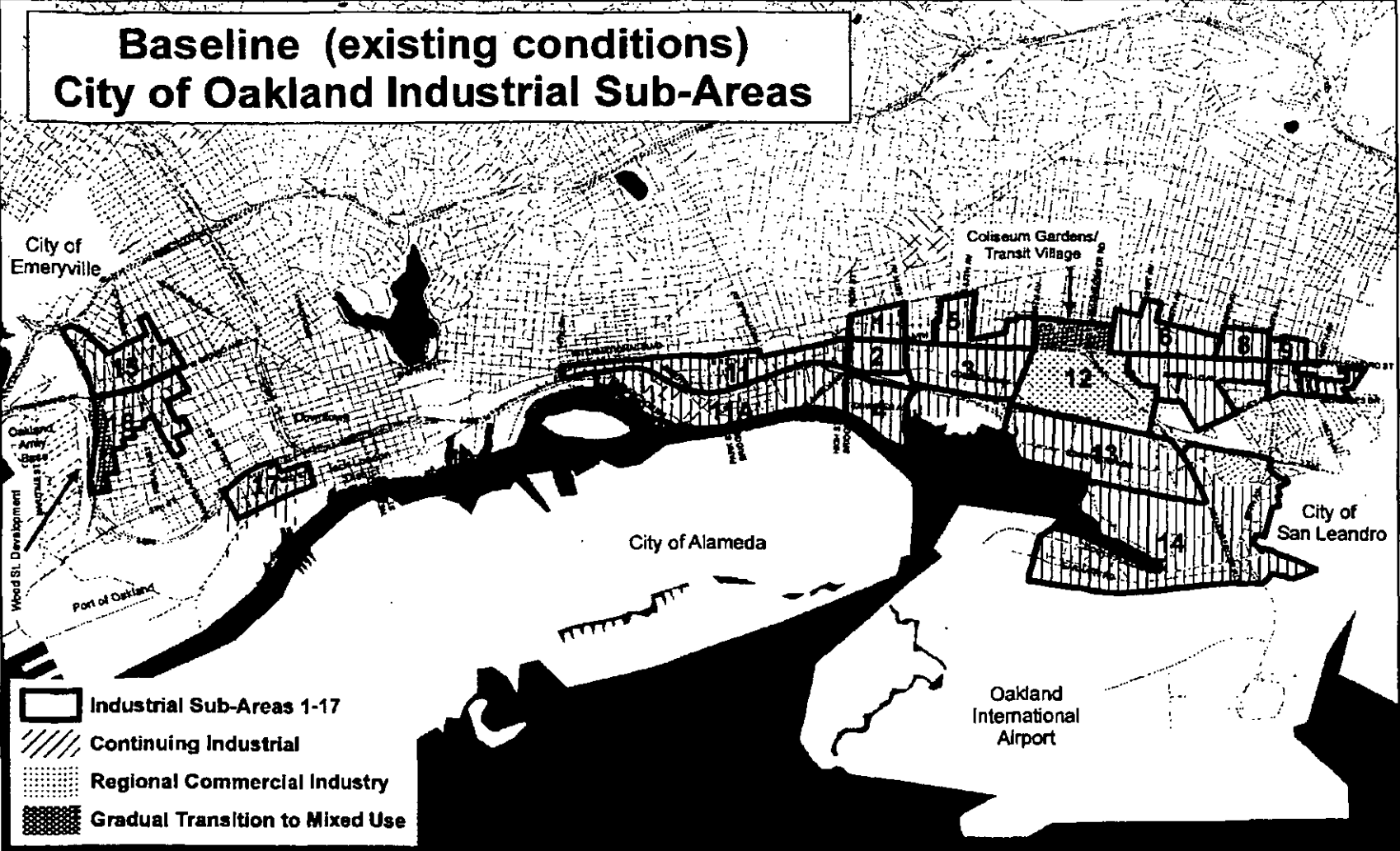
- 20+ Employees
- 50+ Employees
- 100+ Employees

BART

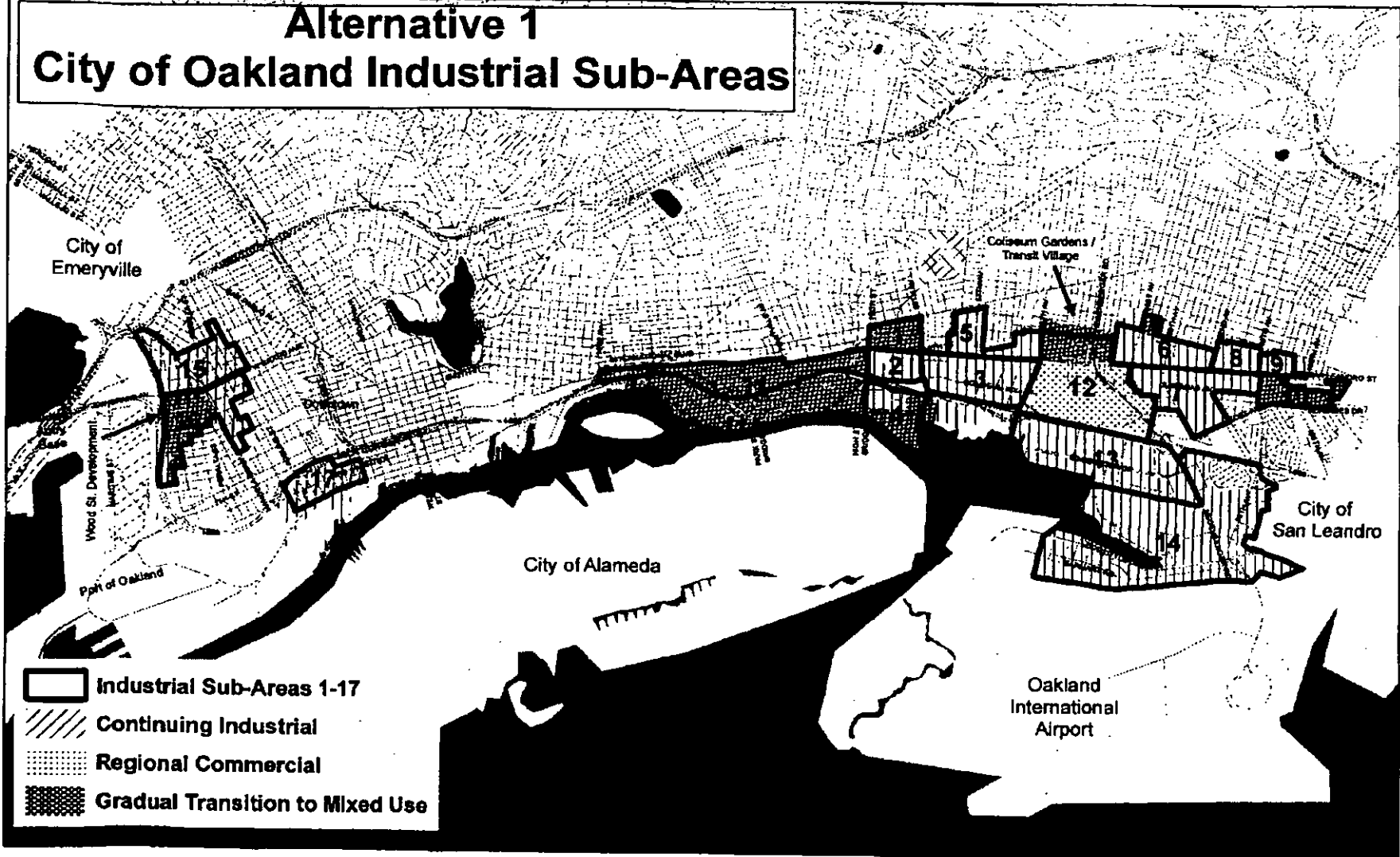
- BART Stations
- Industrial Sub-Areas 1-17

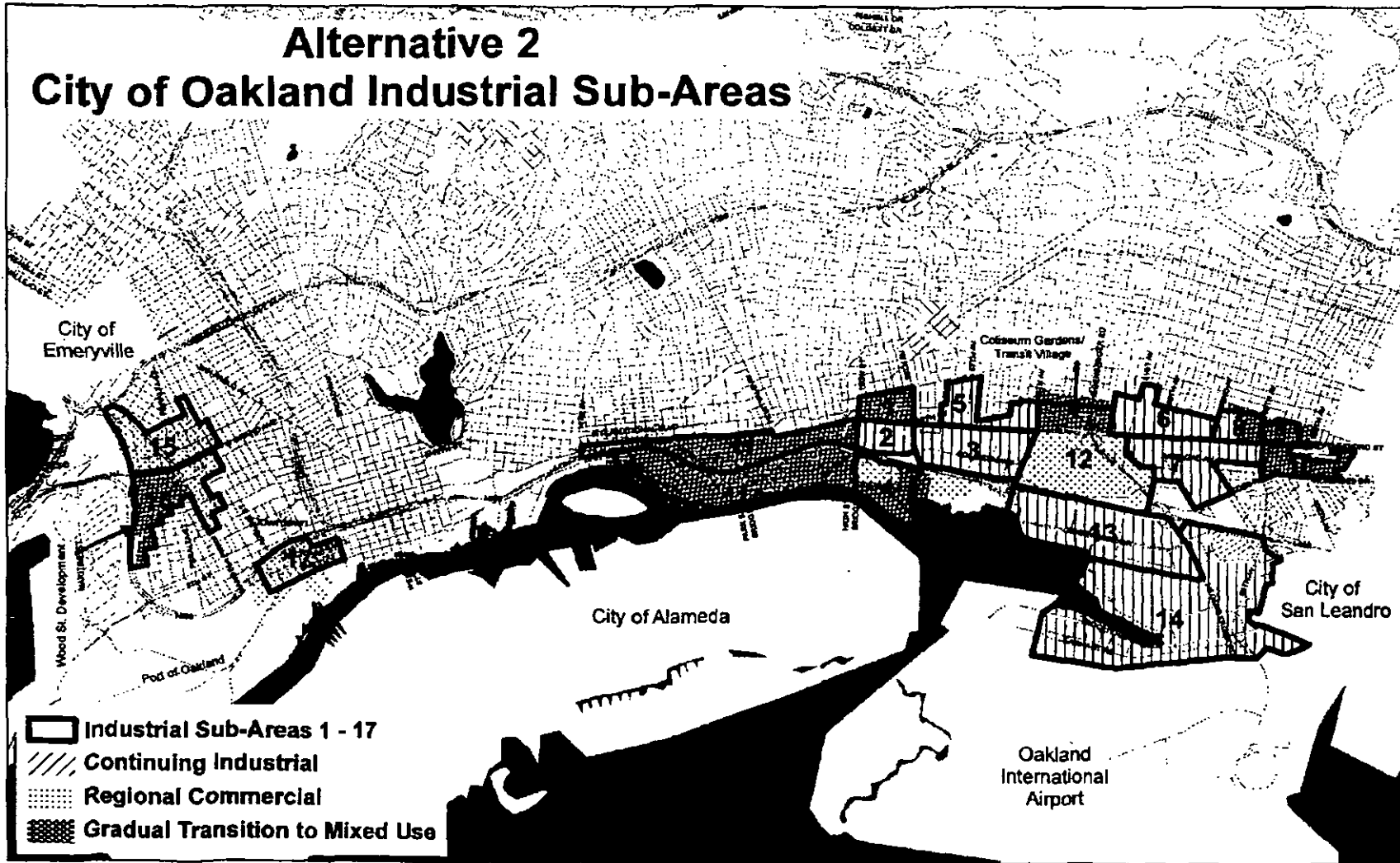
Source: Staff of C.A.
Employment Development Department, 2004
Self-Reported Data by Businesses
Does Not Reflect Total Employment

Baseline (existing conditions) City of Oakland Industrial Sub-Areas



Alternative 1 City of Oakland Industrial Sub-Areas



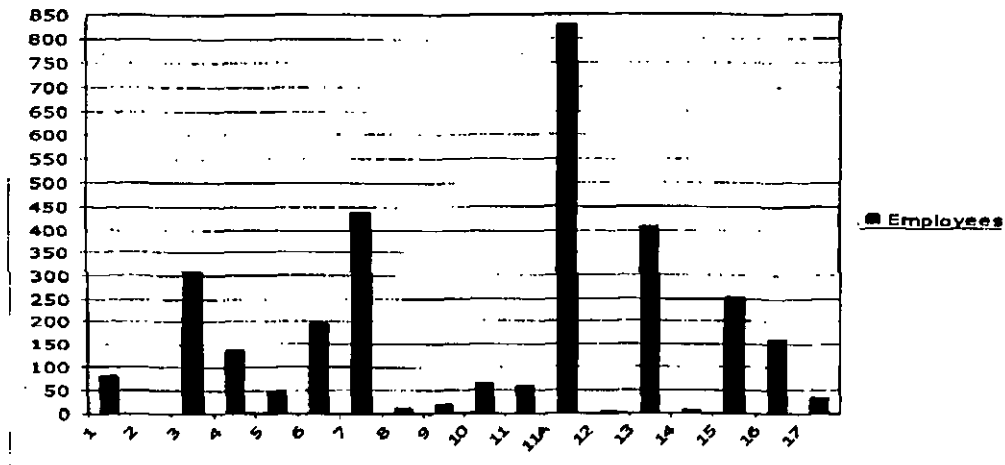


DESCRIPTION OF INDUSTRIAL TYPES

CONSTRUCTION, SALES SERVICE AND MATERIAL SUPPLIERS

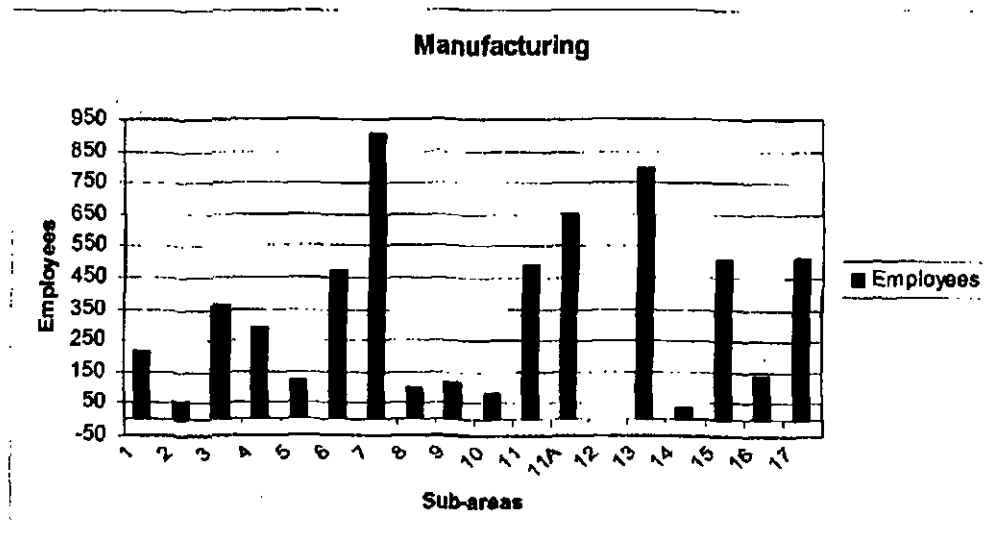
Construction materials sales and service jobs are increasing parallel to the residential construction boom, and represent the fastest growing sector of the local economy in the region along with financial services. Typically the former require various types of facilities, from smaller warehouse spaces under 15,000 sf to large open yards encompassing several acres and incorporating both large warehouses of up to 50,000 sf and more as well as open yard storage of materials. Roofing materials, sheetrock, plaster, cement and other exterior materials, rock and gravel are some of the materials requiring large storage areas, some of which may be uncovered. The staff analysis of EDD data discovered that a large portion of contractor business operate out of home businesses, which may not be reflected in the EDD sourced data. In addition, much of this trade may have labor supplied in the informal economy, therefore employment in this sector is greatly underestimated. The majority of the Construction Material Sales and Service firms are located in the Central city, Sub-areas #1, #3, #11A (Central Oakland), #15 (West Oakland). Larger firms may have offices within industrial business office park such as Sub-area #13 (Edgewater Business Park). The Coliseum Construction Corridor trade association was recently formed by leaders of this industry within the Coliseum Redevelopment Area with the intent of promoting construction material suppliers to contractors regionally.

Construction



MANUFACTURING

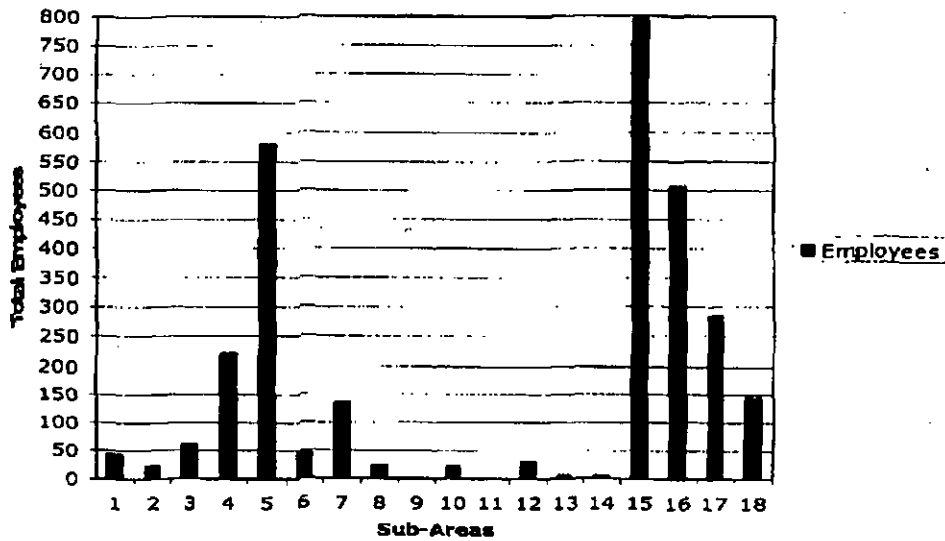
There are multiple manufacturers in Oakland. Some of these which are corporate owned have chosen to stay in Oakland and reinvest in their existing plant. Others are local family-owned companies that would choose Oakland over all other locations to expand and grow their business, pending ability to do so in the face of rising land cost. Small food companies are moving to Oakland in significant numbers as they leave Emeryville or San Francisco for more affordable and convenient facilities. The City frequently receives calls from new food producers including catering kitchens, culinary academies, chocolate and yogurt makers, to name a few, for smaller spaces of up to 10,000 square feet. New mid-sized (20+ employees) beverage companies have located in Oakland in the past two years. Boutique food producers as well as custom high end fabricators tend to desire facilities in areas such as West Oakland and Embarcadero Cove area for their ambience, but others which are dependent upon air freight for shipment are attracted to facilities near the Oakland Airport, including the Medford Gould Business Park (98th and San Leandro Street), which has multiple spaces specifically designed for food users.



TRANSPORTATION

The majority of trucking firms were located in Central East Oakland the majority are in Subarea 14 (Airport area), Subarea 5 (due to presence of the AC Transit corporation yard) and Sub-area #4 (the Port and Army Base were not including in the present analysis). There are many firms that will soon be displaced from present leases on the Oakland Army Base and the Port areas, including those temporarily leases at the old "Suburu" site. Land within the East Oakland San Leandro Corridor is shrinking in availability and is priced beyond the purchasing power of such firms. The displacement of so many Port-bound transportation users all at once is bound to impact the already congested I-880 freeway within Oakland. Firms that require multiple in and out trips from the Port of Oakland daily such as refrigerated container depot and repair services are most in need of locations close to the Port. Fumigation services require location within close proximity to the Port. Some truck repair, brake and tire services as well as container storage may need to be accommodated as a public necessity for essential-Port related purposes as well as utilization by recycling companies to export material overseas. Keeping a balance of full in-bound as well as out-bound containers is a critical part of any Port's financial success.

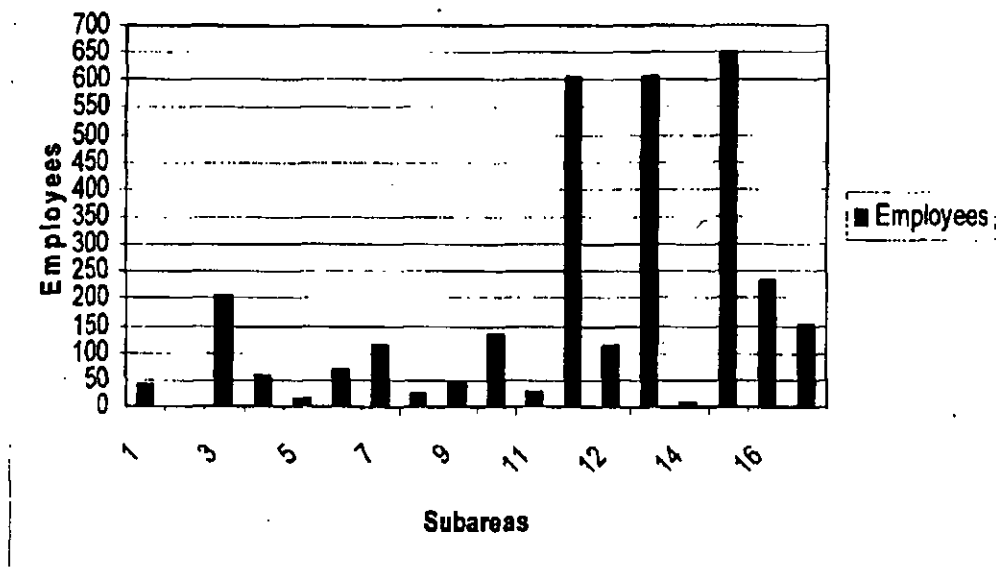
Transportation



WHOLESALE

Many manufacturing firms such as the NUMMI plant in Fremont (auto assembly plant) have mandated a "just in time" policy, mandating that their wholesale parts suppliers be located at a maximum distance from their "mother ship" plant. In addition, wholesale mega-retailers including Walmart, Target and Costco require a short turn around time for their in-coming goods from overseas, primarily China, for cross-docking (unloading sea containers) into smaller truck-laden cargo containers for shipment to stores throughout the Western states. They are seeking major cross-docking facilities and warehouse opportunities with close proximity to the seaport and airport terminals in Oakland. Customs warehouses and Foreign Trade facilities, which are customs warehouses for incoming high-value goods, are also located within Oakland.

Wholesale Trades



DESCRIPTION OF INDUSTRIAL SUB-AREAS #1-#17

In order to create the Alternatives shown at the end of this report, the industrially-designated areas of the City (excluding the Port and Army Base) were delineated into seventeen distinct industrial neighborhoods. These sub-areas #1-17 were created based on natural street boundaries, land use patterns and characteristics, and proximity to other features of the City including boulevards, parks and trails, existing developments etc. The Sub-Areas are described and mapped in detail through individual one-page "marketing sheets" (attached). These marketing sheets include:

- a) Parcel information including gross acres in the sub-area and average parcel size
- b) Number of firms in each sub-area,
- c) Number of employees spread among the found industrial sectors studied
- d) Land use per the County Assessors office within the sub-area; and
- e) Individual maps of the specific sub-areas.

Sub-area profiles of individual businesses within these areas were supplied on a voluntary basis through a casual survey of the area. An in-depth business survey will be conducted by the Oakland Commerce Corporation in the following six months, per a contract with the City. A photo inventory of sample sites along the San Leandro Corridor is attached, and was provided by a local real estate broker specializing in industrial transactions.

Sub-Area #1 High Street to 50th Avenue; International Blvd to San Leandro

General Plan Designation: Business Mix (Light Industrial)

This area is likely to remain in mixed light industrial, especially contractor services, wholesaling and light fabrication. It will likely shift in the future to lighter-impact activities, given its central city location and existing commercial and residential uses, the smaller average size of parcels and its proximity to commercial mixed use districts of Fruitvale and International Boulevard.

Business Profile: Rago and Sons is a third generation family business located in the designated "HBX" neighborhood south of 50th Avenue. It was founded in 1945 and currently has over 75 employees. It specializes in metal stamping and fabrication for the heavy duty trucking industry. It is an existing business.

Sub-Area #2 High Street to 50th Avenue, San Leandro Street to Coliseum Way/I-880

General Plan Designation: General Industrial & Transportation (GIT)

This area is well positioned to continue with construction material sales and service uses due to its proximity to the I-880 freeway access and proximity to nearby national chain home improvement centers as well as smaller similar suppliers. The construction material suppliers in both this and Sub-area #3 are crucial contributors to the progress of all new construction in the City. The area is a magnet for day laborers in the adjacent Fruitvale area. This area also is home to several large work live complexes, providing artist and entrepreneur facilities at more affordable rents than newly constructed complexes. Sub-

area #2 could be more intensely developed along the I-880 frontage with these and other regionally-serving construction material suppliers.

Representative Business: *Westside Alta Building Materials* is a wholesale supplier providing sales and delivery of construction materials (sheetrock, plaster, metal framing etc) in throughout the Greater Bay Area. It has been located in Oakland for 70 years. Alta was previously located in a Housing and Business Mix-designated area of West Oakland which has been experiencing residential renewal. It re-located to this dedicated industrial area in 2003, constructing a new facility on 2.7 acres. Westside Alta employs 50 persons, all at average salaries above \$40,000/year. Westside Alta is a founding member of the Coliseum Construction Corridor group.

Economy Lumber supplies lumber, insulation and other materials for retail customers and to the construction trade market in the East Bay. They have been in Oakland since 1935 and were originally located at 6233 San Leandro Street. They moved to High Street in 1992. In 1983 Economy Lumber had 6 employees and monthly sales of \$90,000; by 2005 they have grown to 50 employees, with over \$3,000,000 in monthly sales. Economy Lumber is a member of the Coliseum Construction Corridor.

Sub-Area #3 50th Avenue to 66th Avenue, San Leandro Street to Coliseum Way/ I - 880.

General Plan Designation: General Industrial & transportation (GIT)

This area would be productively retained in large-parcel configurations, enabling warehousing manufacturing and distribution uses to occur in a central city location with little impact on any residential neighborhoods. New facilities developed with visibility from the I-880 should consider the minimizing negative views from the freeway through screening of open yards and reduction of blight.

Business Profiles: **The Art Sign Company** has been in Oakland since 1945 and employs 14 people. They are a custom sign manufacturer and installer and create identification signage and graphics for commercial/residential real estate uses.

Bay Area Industrial Filtration has been in Oakland since 1973 and employs 32. They are a family-owned business that has been manufacturing custom replacement filter bags for all types of dust and liquid filtration applications and sell filter cartridges, air filters and bag house parts.

Sub-Area # 4 Tidewater and High Streets/Oakland Estuary

General Plan Designation Light Industrial 3 (Estuary Plan)

This area was identified in the Estuary Policy Plan as moving towards industrial business park, however the area on the Estuary-side of Tidewater would be conducive for residential uses, which would compliment and enhance the City's Waterfront Trail improvements. The industrial uses on the upper part of High Street between Tidewater and the I-880 will likely remain, as more intense uses including residential would further

aggravate the existing traffic congestion at High Street and 880 caused by commuters crossing the High Street Bridge from the City of Alameda. The industrial blocks of Malat/ Lesser Streets would be best improved with more intense and light-impact industrial uses, including enclosed warehouse facilities, as they have direct access to I-880 to the south.

Business Profile: White Brothers Lumber has been in Oakland for 57 years and employs 30 people. White Brothers is a manufacturer and distributor of moldings, hardwood flooring and hardwood lumber and related forest products. They are located in the Estuary side of Tidewater Avenue.

Sub-Area #5. 54th Avenue/ along International Boulevard to the back of parcels fronting 58th Avenue and through 66th Avenue at the San Leandro edge
General Plan Designation: General Industrial and Transportation

This area will remain in industrial uses and has recently received a street improvement funding from the Redevelopment Agency to support PepsiCo's business activities in this area. The further development of 57th Avenue in improved industrial uses is desired, however alternative egress and a more direct exit to San Leandro Street, possibly through the GE site, is desirable. The industrial activities at the Fruitvale Business Park as well as the AC Transit Corporation/Bus Yard could potentially host more intensely developed commercial and industrial activities while providing buffers at the residential edge. The buffering of industrial activities next to new residential should be the responsibility of the developer of the latter.

Business Profile: Continental Machine Works Inc. has been in Oakland for 82 years (1923) and employs 8 people. They are a metal stamping job shop. They do stamping, forming and deep drain from 12 to 300 tons. They are also a manufacturer of electrical conduit.

Sub-Area #6 77th Avenue through 81st to 82nd Ave, San Leandro Street
General Plan Designation: General Industrial and Transportation

This area should be retained and protected in industrial use for large production manufacturing, consistent with its large parcel configuration, while using buffering techniques and traffic mitigation measures to separate the industrial portion of 77th Avenue as well as 81st and 85th Avenues from the residential and institutional activities, including the new library development and school.

Business Profile: Creative Wood has been in Oakland since 1989 and employs 175 people, many of whom are Oakland residents. They are a high-end contract business furnishing office furniture on a national basis.

Sub-Area #7 Railroad Avenue / west side of San Leandro Street
General Plan Designation: General Industrial and Transportation

Recommendation: This area is an important industrial retention area and includes some parcels with direct access to rail. It includes the Foreign Trade Zone facility, as well as large and important employers within the local construction industry. New street improvements on Railroad Avenue, especially if continued up to San Leandro Street, will encourage the industrial re-development of the area, which is attractive to many industrial firms, for its access to the freeway, Airport and Port. The improvement of the building stock in this section by property owners would be desirable, especially at key intersections, and partnerships between owners and potential long-term desirable tenants is being facilitated through the City's business development unit.

Business Profile: Hester McGuire has been in Oakland for 79 years and employs 300 employees, including 40 residents of Oakland, and a total of more than 60 residents of the cities of Oakland, Alameda and San Leandro. They are a heavy general engineering company, specializing in installation of underground pipelines, grading, paving, and structural concrete. Their headquarter office and facility is located in Oakland, but they have subsidiary facilities in Sacramento and Gilroy.

Sub-area #8 92nd to 98th Avenue east side of San Leandro Street
General Plan Designation: General Industrial and Transportation

This area contains some large parcels with key proximity to the Oakland Airport through 98th Avenue and has one of the few large-parcel (approximately 30-acre) opportunities sites for a large scale industrial user, a new industrial office/flex development, or a future research and development campus. However, the Planning Commission –approval action on a residential subdivision makes questionable the financial feasibility of retaining the majority of this area in industrial use. There are several important industrial users along 98th Avenue in this Sub-area, one of which employs 55 people and has been in Oakland since 1989, which must be supported. Staff recommends keeping those industrial users' properties in an industrial general plan and zoning, and that the new proposed development provides buffers within their development, as outlined in the Criteria Recommendations, so that the businesses are not intruded upon by residential complaints.

Sample Business: Pacific Paper Tube has been in Oakland since 1989 and employs 55 at their factory on 98th Street. They fabricate paper tubes and cores. Pacific Paper Tube was formerly located in West Oakland, but became non-confirming as a result of the rezoning of their property, near the BART, moving to East Oakland in 2003 to maintain their family-run business.

Sub-area #9 Medford Gould Business Park
General Plan Designation: Business Mix

This area should be retained in light industrial uses and protected from intrusion by any new non-industrial users as it represents a valuable stock of light manufacturing buildings and is desirable for users who need proximity to the Oakland Airport. Eventual development of new industrial facilities, replacing some of the open yard activities, in

this area is desirable, due to its proximity to a local park and school, however there is little opportunity to relocate open yard users elsewhere in Oakland, except as land is available in Sub Area 7.

Business Profile: Serendipity Chocolate, a Southern California business, will be adding a second facility in Oakland this fall (2005), employing seven and providing high-end chocolate manufacturing. Serendipity was attracted to this location because of the fragile nature of the product ingredients its proximity to the freeway and the airport for air freight in addition to the suitability of the building for food production.

Sub-area #10 Pippin Permain/ 105th St

General Plan Designation: Business Mix (Light Industrial)

This area should transition to lighter industrial uses over time, particularly for parcels adjoining the residential core neighborhood along Pippin and Permain Street, however the continuance of industrially-zone parcels along the south side of 107th Avenue provide an opportunity for the supply of heavier materials such as stone to the local artist community which has contributed significantly to improved economic activity in the area. The smaller industrial facilities, many of which have housed very heavy industrial uses such as electroplating in the past, should evolve towards lighter activities such as artisan studios, while the in the future general and environmentally-impactive light industrial larger activities would be better situated in areas with convenient freeway access and no adjacency to residential uses.

Business Profile: Melrose Finishing, located on Permain Street, has been in Oakland since 1968 and employs 8 people, with tenancy ranging from 10 years to 30 years with the business. They do painting and powder coating of metal parts for the Oakland and surrounding area, including work on kiosks located in the City Center plaza, Downtown Oakland.

Sub-area #11 Central City/Fruitvale & 11A Estuary (Kennedy Tract, Brooklyn Basin)

General Plan Designation: Light Industrial 2, Residential Mixed Use

Retain the core industrial uses south of Embarcadero Cove through Kennedy Tract north (Park Street Bridge) for the importance of the area for food production, warehousing and distribution sector which is a strong and growing part of the Oakland industrial economy. East of I-880, the Jingtown industrial businesses have maintained equilibrium with their neighbors presently, but the development of proposed high density housing along E. 12th Street towards the Fruitvale BART Station will alter that. Existing essential Oakland industrial businesses in the area include refrigerated cargo warehousing which must be in some proximity to the Port, metal industries and auto repair shops, and include one notable antiques showroom, the latter which represents the kind of business that supports the growing presence of craftsmen and artisans and higher end furniture fabricators in Oakland.

Business Profiles: **Pressure Cast Products** have been in Oakland for 47 years and employs 46. They are manufacturers and perform die castings of aluminum, brass and zinc, and are located on E. 12th Street.

Niman Ranch has been in Oakland for six years and has 125 employees. Niman ranch is a privately-held, rapidly growing producer and marketer of natural premium meats supplied to high-end retailers and restaurants, distributors and is available on-line. The company's mission is to raise livestock traditionally, humanely and sustainably to deliver the finest tasting meat in the world. Niman ranch offers beef, pork, lamb, and specialty meats, all raised according to the strict husbandry and environmental protocols followed by the 500 family farmers and ranchers that are part of the Niman ranch Network.

Numi Teas has been in Oakland for seven years and employs 23 people. Their products (organic tea) are distributed across 50 U.S. states, as well as Canada, Europe, Asia and Australia. Numi depends on local suppliers for its packaging materials and just received the California WRAP award for environmentally-sustainable packaging. Numi promotes sustainability by using organics and supports fair trade practices. It is experiencing significant growth and has a national distribution range, having started in a 700 sf facility and now has grown into a 25,000 sf building in Embarcadero Cove area, thereby increasing use of local vendors and creating more jobs for Oakland residents.

EAST OAKLAND/ COLISEUM/AIRPORT

Sub-area No 12: Coliseum

General Plan Designations: Regional Commercial (west of San Leandro) Draft zoning- Commercial Gateway; Neighborhood Center Mixed Use (east of San Leandro)

This area has already actively begun its transition towards a mixed use, transit-oriented development, with the regional commercial development on the east side of San Leandro with the expected to follow the residential in-fill development of the BART parking lot on the west side. The areas adjacent to 66th Avenue on the I-880 edge are expected to also transition towards regional commercial uses, given their visibility and proximity to the Coliseum complex.

Business Profile: **George Masker** has been in business for over 41 years and has been at their current location, (881 71st Avenue, kitty-corner to the Coliseum BART parking lot) for over 25 years. George E. Masker Inc is a union contractor, and provides commercial painting, wall covering and special coatings services throughout Northern California. We are one of the largest painting contractors in the State of California. They work with every major general contractor and serve both public and private organizations. They have approximately 150 employees. This year the Oakland Chamber of Commerce awarded the company the Entrepreneur of the Year.

Sub-area No 13: Edgewater Drive

General Plan Designation: Business Mix (Light Industrial) Draft Zoning- Industrial Business Park district; draft Zoning: Industrial Office Park (IO)

This area is within the Port's domain for land use entitlements, however, City staff anticipates that this area will remain in the manner of its present use (office and light industrial/flex) and continue to be more fully developed over the next years, fueled by the continued expansion and popularity of the Oakland Airport for air freight. The retention of the campus-like site treatment and co-location of office facilities is encouraged, and new regional commercial (including big box and auto dealers), which is allowed in the draft light industrial zoning district, will dominate along with I-880 frontage, encouraged by the success of the new Hegenberger Gateway, Lexis and Infinity dealership developments.

Sub-area No 14: Hegenberger western portion through to Doolittle Drive, including portions of the Airport area with private business activity

General Plan Designation: Regional Commercial, proposed draft zoning: light industrial/ gateway commercial.

This area should remain in commercial/ light industrial uses, with a preference for regionally-serving airport-related uses, including hotels and related amenities. The infill-opportunity area which historically has been in agricultural use, should also remain in commercial/light industrial use given the great opportunity and the growing attraction of Oakland Airport for commercial air freight.

WEST OAKLAND

Sub-area No. 15: Mandela Parkway North

General Plan Designation: Business Mix (Light Industrial); Draft zoning: Commercial and Light Industrial

Zoning recommendations from the past three years of research resulted in a new draft "Commercial & Light Industrial" zone, which would allow some preservation of general industrial uses which do not have environmental impacts on residential neighborhoods within the "industrial triangle" (Wood Street/I-880) on the west side of Mandela Parkway. Industrial uses, where appropriately located to support the Port-centered activities and industrial jobs, can be located on the freeway edge/Wood Street, gradually transitioning to higher value educational, research and development, retail, office uses on Mandela Parkway. The area east of Mandela Parkway should be retained as commercial business land, with opportunities for retail and larger facilities along Mandela Parkway, and to encourage continuing light manufacturing and office facilities. Generally, trucking, container storage, recycling and large heavy manufacturing should be transitioned out of West Oakland.

Business Profile: Babette has been in Oakland for five years and employs over 40 people. Babette is a high-end designer and manufacturer of women's clothing, and has three retail stores of their own label (San Francisco, Chicago, New York, with a new store opening in Portland). Most of their clothing is designed and manufactured in Oakland.

Business Profile: Atlas Heating has been in this area of Oakland since 1916 and is a family-run business with over 40 employees. They are a service business for the installation, replacement and repair of residential and light commercial heating and air conditioning units.

Sub-area 16 Lower Mandela Parkway

General Plan Designation: Business Mix; draft zoning: Commercial & Light Industrial with some Housing & Business Mix areas

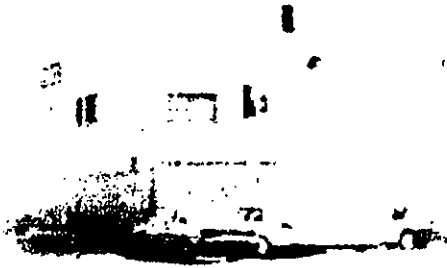
The properties on the Mandela Parkway should be redeveloped with a minimum commitment of at least 30% commercial/light industrial development fronting the Parkway to encourage the continuity of jobs in the area. Design Review is currently a requirement throughout the length of Mandela Parkway. The rear portion of larger parcels could be developed in mixed use or residential uses, taking advantage of the opportunity for such projects to contribute, through community benefit or development agreements, to the continued improvement of community parks, recreation and open space. Encourage the extension of business commercial activities through the Housing & Business Mix zoning district.

Business Profile: California Cereal Products has been in Oakland for more than eleven years and employs 70-80 people. The company produces about 50 tons of product per day, in the form of ready-to-eat (rice) cereals for the four major cereal companies. The company also produces a "cake mix" which it is exporting to Japan via the Port of Oakland.

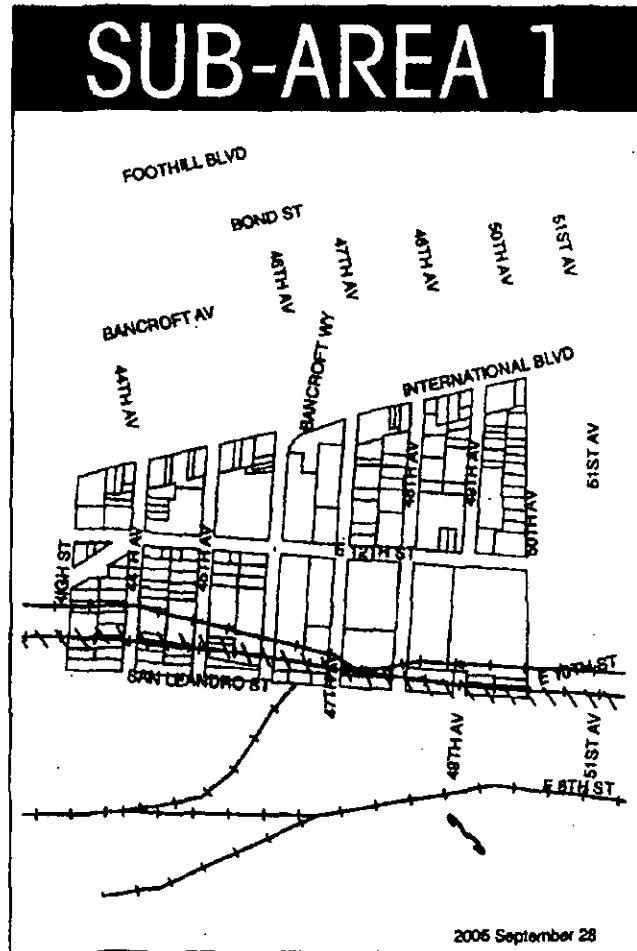
Sub-area 17- Third and Market St Vicinity

General Plan Designation: Light Industrial I (Estuary Plan); draft zoning designation: Commercial & Light Industrial

This area is currently in trucking, light manufacturing, and distribution uses primarily, with some manufacturing. Third Street serves as a critical connecting segment of the City's heavy-weight truck route, diverting such vehicles departing the Port from I-880 southbound up to the point on the I-880 Freeway where the freeway can carry such weight (16th Avenue south). At the same time, the Bay Trail extends from West Oakland (At the BART Station) along Third Street until it connects with the Waterfront Trail. Therefore, this area should continue in light industrial and commercial uses, but allowing the gradual transition of the area to wholesale, regional retail, entertainment, and office.



This area represents a transition area between the commercial corridor (International) and the light industrial uses on the west-side of San Leandro St. Auto-related uses, including taxi yards and towing businesses dominate the larger parcels. The building to lot coverage ratio is high- parcels are generally built out. The average parcel size is small (less than 10,000sf) with a high percentage of residential parcels relative to other industrial areas of the city. Buildings tend to be smaller and can suit light impact smaller manufacturing and wholesale operations. Larger residential development are not likely to occur due to difficulty consolidating the medium to small commercial sites, however eventual in-fill development and reuse of such sites in commercial/mixed use or work live is possible.



LAND: Total # Parcels: 160

Total Acres*: 34.6254

Average Parcel Size/Acres: .2164 (9,600 sf)

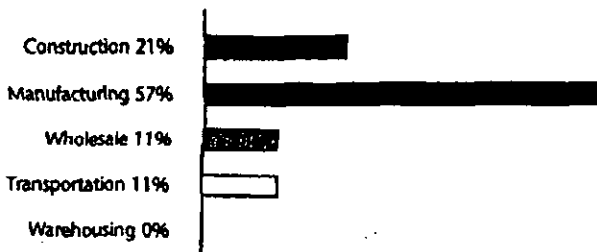
*1 Acre = 43560 sq. ft

EMPLOYMENT: 381 (source: EDD, 2004)

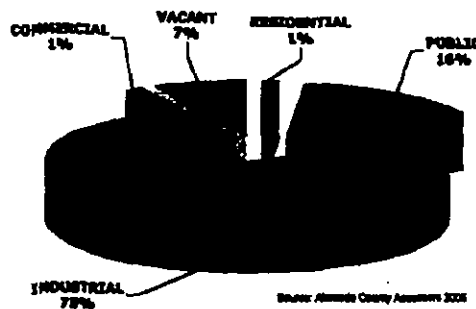
Sector	# Employers	# Employees	20+	50+	100+
Construction	14	79	1	—	—
Manufacturing	21	219	1	1	—
Wholesale	9	41	—	—	—
Transportation	6	42	1	—	—
Warehousing	—	—	—	—	—

Selected Industrial Activity Types

as % of Total Employment in Sub-Area

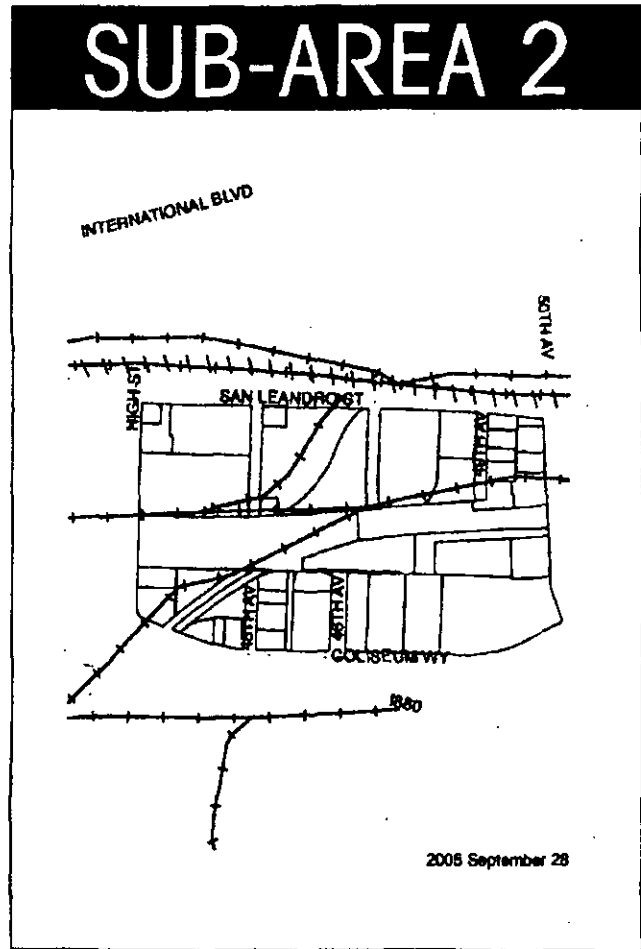


Land use in Acres Per County Records





This area generally contains large parcels with some significant larger businesses, primarily in the construction trades. The San Leandro/High St. quadrant has multiple custom iron and other metalwork facilities, the San Leandro St. frontage has larger users, including construction material suppliers, and a scrap metal recycler. The work live complexes in Sub-area 2 provide reasonably affordable space and genuine commercial environments for artists and entrepreneurs, while providing affordable housing alternatives for those seeking to work and live in the same place.



LAND: Total # Parcels: 47

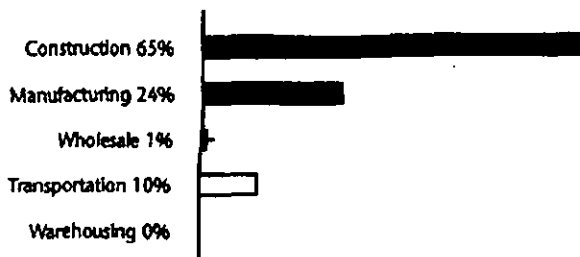
Total Acres*: 32.2434
*1 Acre = 43560 sq. ft

Average Parcel Size/Acres: .7711 (33,500 sf)

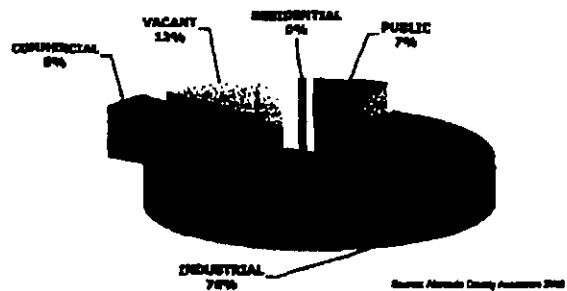
EMPLOYMENT: 181 (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	5	152	1	2	—
Manufacturing	8	56	1	—	—
Wholesale	1	2	—	—	—
Transportation	1	23	1	—	—
Warehousing	—	—	—	—	—

Selected Industrial Activity Types
as % of Total Employment in Sub-Area

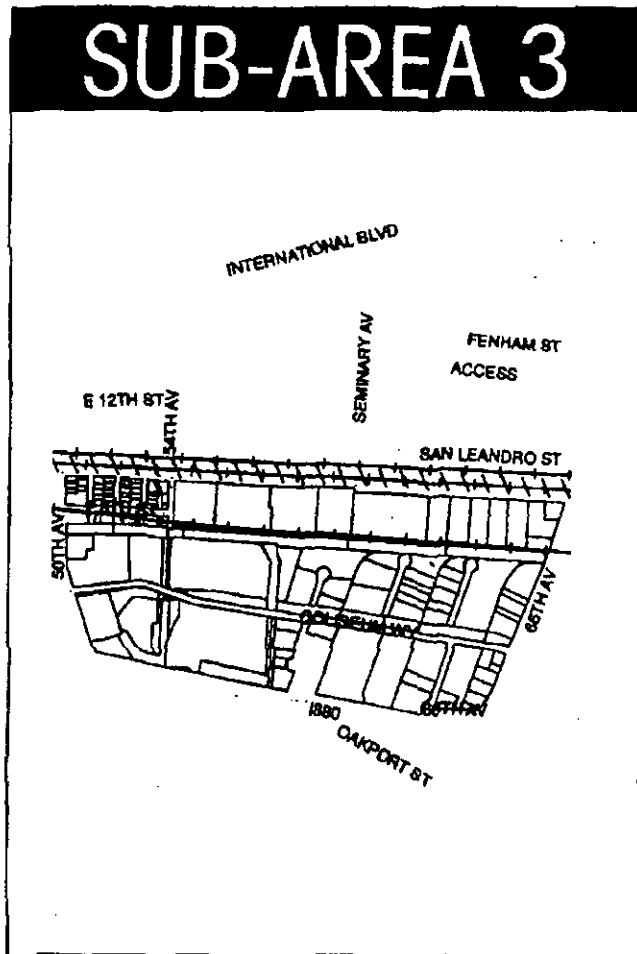


Land use in Acres Per County Records





This area is bounded by 50th St. to 66th Ave., San Leandro St. to the I-880 Fwy. and is uninterrupted by commercial corridors and has large facilities with warehouses of a scale that cannot be duplicated in other parts of the city and include Kaiser pharmaceuticals warehouse, and large construction materials suppliers which require open yard storage as well as warehouse facilities. Those sections which are along 66th Ave. and visible from the I-880 Fwy could be transitioned to commercial opportunities but remain attractive to regionally serving light industrial users that benefit from the visibility.



LAND: Total # Parcels: 153

Total Acres*: 161.1373

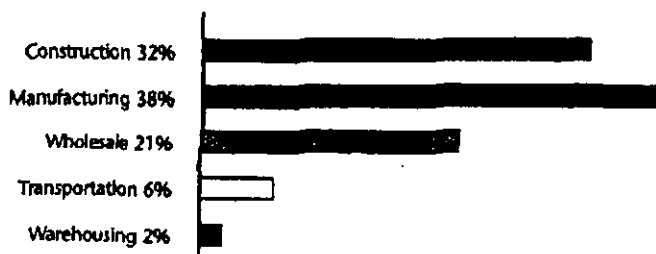
Average Parcel Size/Acres: 1.0532

*1 Acre = 43560 sq. ft

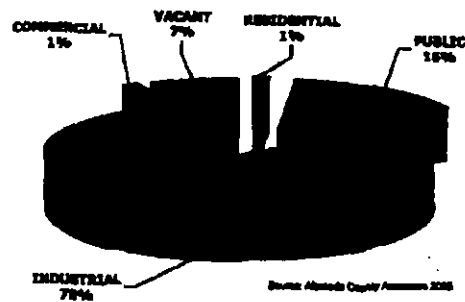
EMPLOYMENT: 955 (source: EDD, 2004) (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	13	310	3	2	—
Manufacturing	29	363	6	2	—
Wholesale	12	205	—	—	1
Transportation	5	59	1	—	—
Warehousing	3	18	—	—	—

Selected Industrial Activity Types
as % of Total Employment in Sub-Area

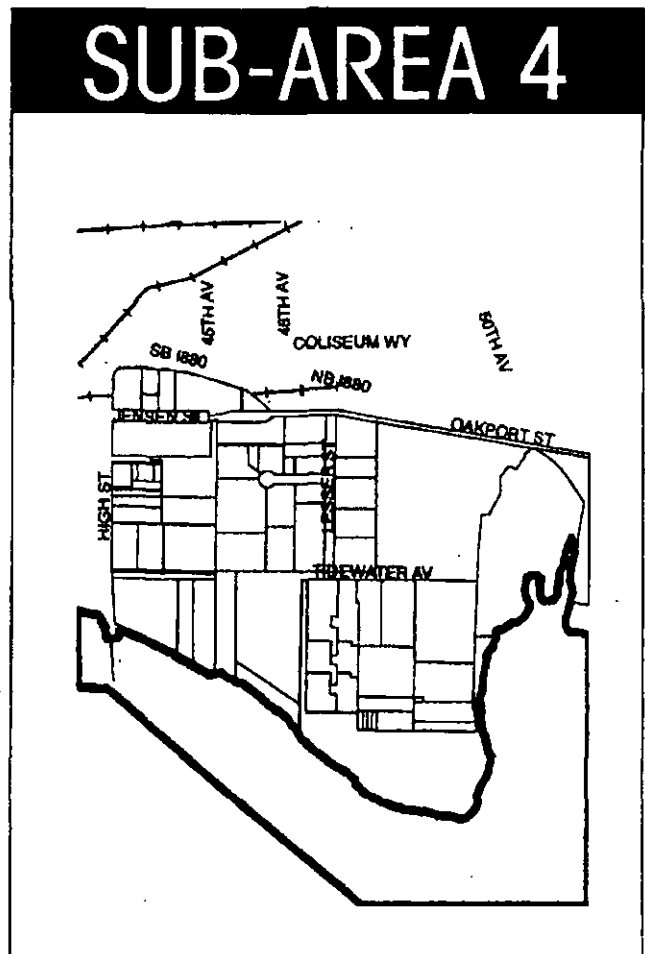


Land use in Acres Per County Records





This area is adjacent to the Estuary and has a significant number of business in the construction trades. There are two large aggregate producers which use the water for freight. Both of which supply fill for public roads, a hardwood lumber company, mini-storage and trucking uses. The area has waterfront access and access to the City of Alameda via the High St. Bridge. Passenger vehicle traffic continues to escalate along High St. towards I-880 due to the access to the City of Alameda and a growing commercial and residential development. In addition, the Malat/Lesser St. area has a significant stock of relatively new warehouses and is home to several large cabinet makers. The City's 'Estuary Plan' calls for industrial office park in this area.



LAND: Total # Parcels: 72

Total Acres*: 80.7016

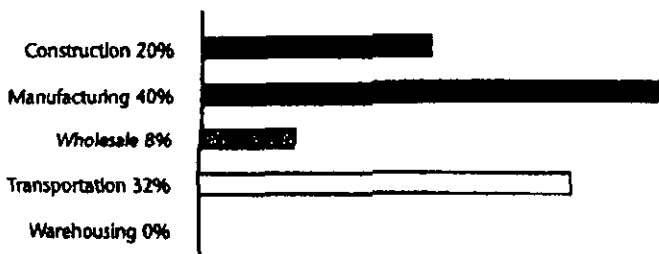
Average Parcel Size/Acres: 1.1209

*1 Acre = 43560 sq. ft

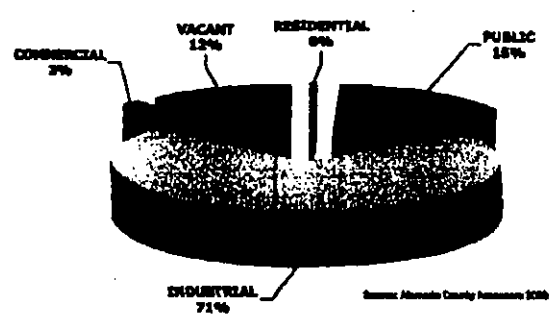
EMPLOYMENT: 691 (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	2	137	—	—	1
Manufacturing	11	275	1	3	—
Wholesale	8	57	1	—	—
Transportation	4	222	—	1	1
Warehousing	2	—	—	—	—

Selected Industrial Activity Types
as % of Total Employment in Sub-Area

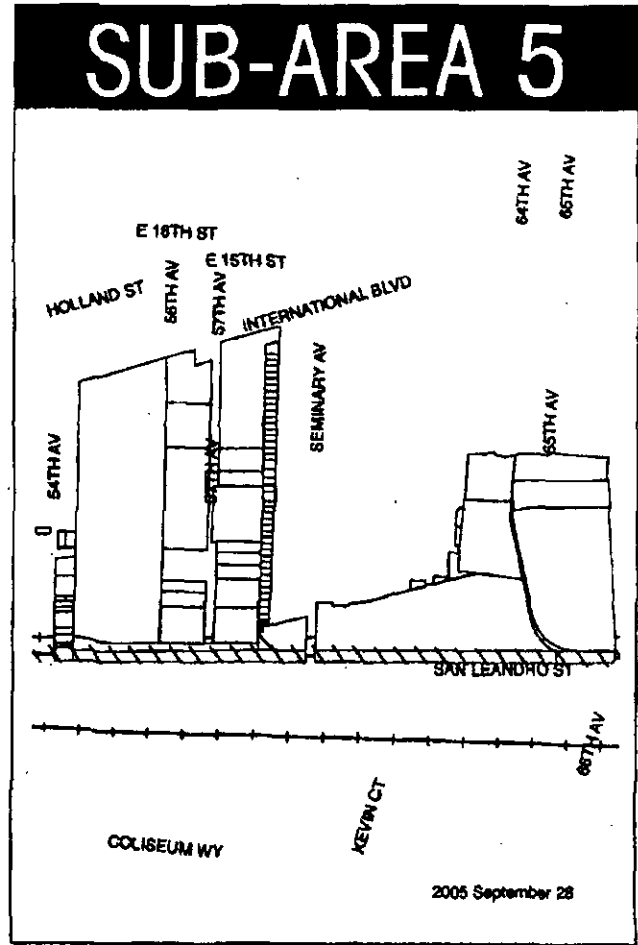


Land use in Acres Per County Records





This area bounded by International Blvd. to San Leandro St. and 54th Ave. to 66th Ave. includes the 27-acre General Electric site, the Pepsico (Gatorade) site, the AC Transit Corporation yard and the former Safeway headquarters facility facing International Boulevard. It also includes the Fruitvale Industrial Business Park (fronting 66th Ave.), and the only U.S. Department of Agriculture (USDA) approved a-fumigation facility for the Port of Oakland. It is not expected that activities other than industrial should occur along 57th Ave. due truck-vehicle conflicts. The AC Transit owns and operates their large corporation bus dispatch, storage and repair yard in this area covering 12.5 acres along San Leandro St..



LAND: Total # Parcels: 93

Total Acres*: 71.6194

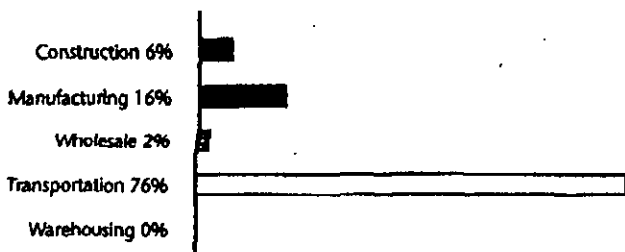
Average Parcel Size/Acres: .7701

*1 Acre = 43560 sq. ft

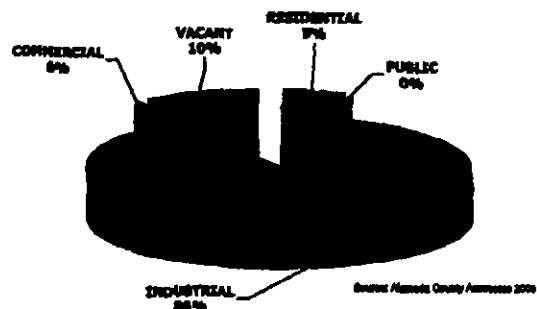
EMPLOYMENT: 757 (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	3	44	1	—	—
Manufacturing	6	118	—	1	—
Wholesale	4	16	—	—	—
Transportation	3	579	1	—	1
Warehousing					

Selected Industrial Activity Types
as % of Total Employment in Sub-Area

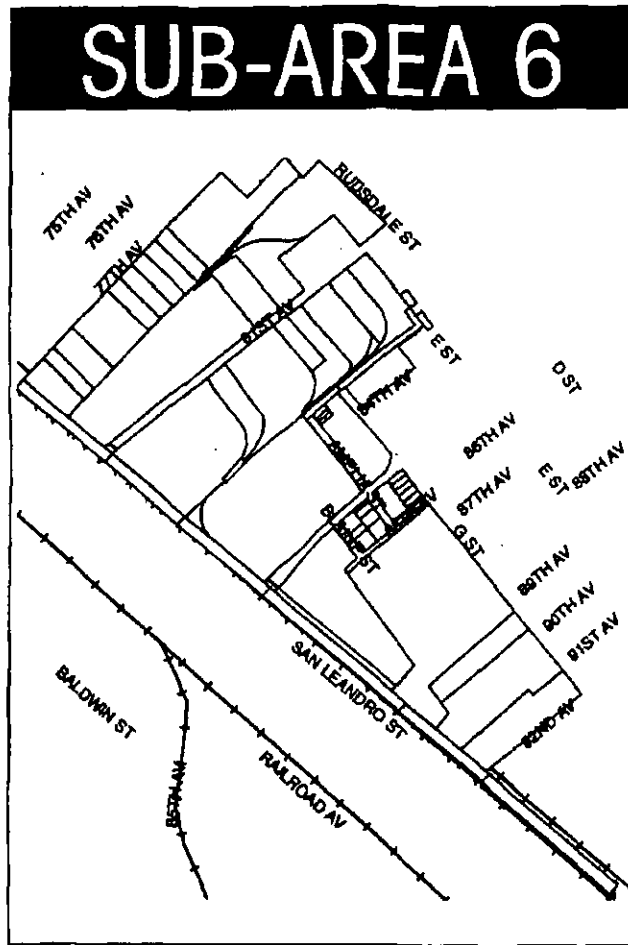


Land use in Acres Per County Records





This area bounded by 75th Ave. to 92nd Ave. on the east side of San Leandro St., houses trucking uses, recyclers, a large office furniture importer, and many of the larger food producers a foundry, as well as the former Sunshine Bakery on 81st Ave., presently occupied by multiple industrial sub-tenants. There is a brick factory structure at the top end of 77th Ave. which delineates the transition of the industrial to the residential neighborhood. A new library is in construction alongside the new school on 81st Ave. at the boundary of the residential zone, making necessary a buffer between the st.'s occupancy by industrial users and the improvements for the community use.



LAND: Total # Parcels: 64

Total Acres*: 113.0081

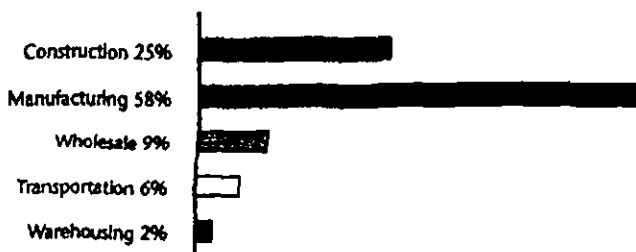
Average Parcel Size/Acres: 1.7658

*1 Acre = 43560 sq. ft.

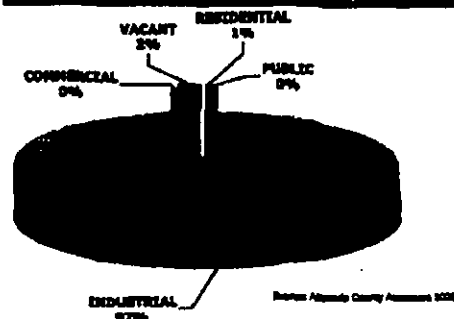
Sector	# Employers	# Employees	(source: EDD, 2004)		
			20+	50+	100+
Construction	17	193	1	2	—
Manufacturing	28	445	2	1	2
Wholesale	8	71	1	—	—
Transportation	10	44	1	—	—
Warehousing	2	17	—	—	—

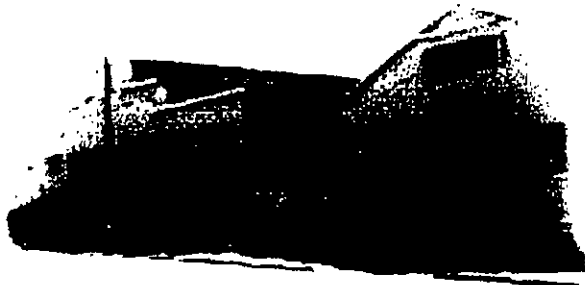
Selected Industrial Activity Types

as % of Total Employment In Sub-Area

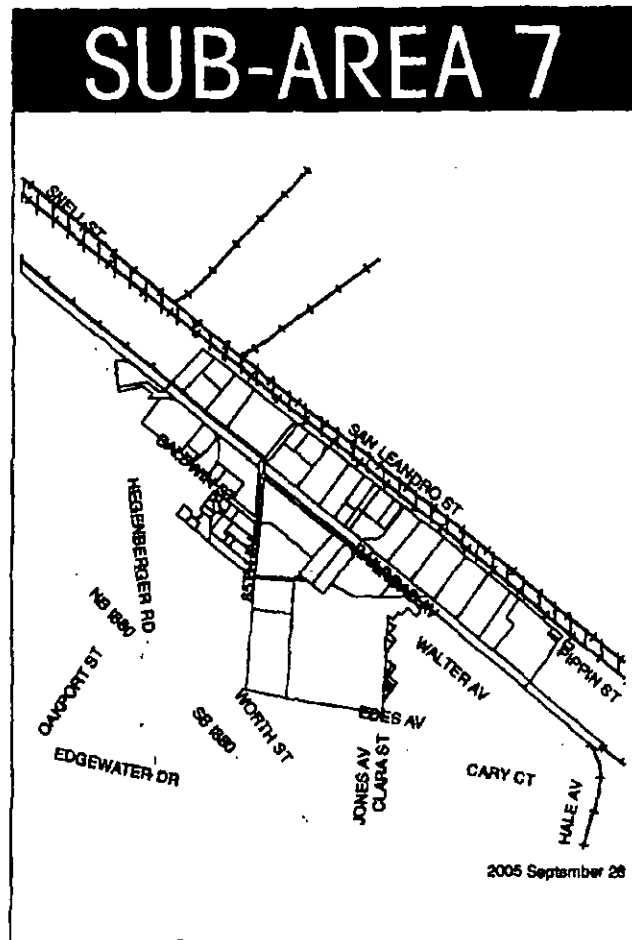


Land use in Acres Per County Records





This area is on the west side of San Leandro St. and includes construction firms and supplies, auto demolition companies, Bay Area Foreign Trade Zone companies and the Fedex facility, one of the newest industrial facilities in the City, constructed in the 1990's. Sub-area 7 contributes significantly to the jobs provided in the area. Some parcels here have direct access to rail. A st. scape improvements are underway on Railroad Ave. Such operations could be hindered through direct conflict with any new non-industrial development across the st. on the east side of San Leandro through nuisance complaints, lack of tolerance for the truck flows that are a daily part of such industrial activities.



LAND: Total # Parcels: 77

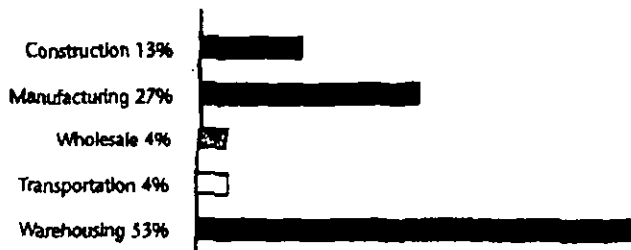
Total Acres*: 167.3581
*1 Acre = 43560 sq. ft

Average Parcel Size/Acres: 2.1735

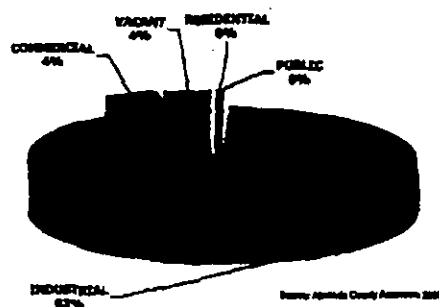
EMPLOYMENT: 3457 (source: EDO, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	11	435	2	—	2
Manufacturing	19	930	3	1	2
Wholesale	10	117	2	—	—
Transportation	10	135	2	1	—
Warehousing	5	1842	—	3	1

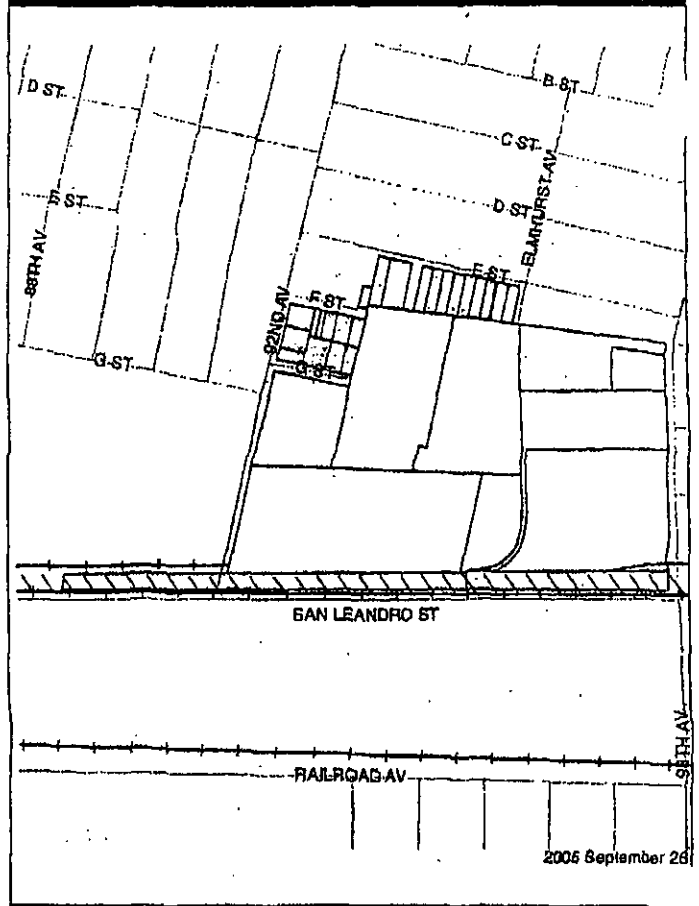
Selected Industrial Activity Types
as % of Total Employment In Sub-Area



Land use in Acres Per County Records



SUB-AREA 8



This area bounded by 92nd Ave. to 98th Ave. on the east side of San Leandro St. includes several large parcels as well as several medium-size manufacturing and wholesale operations. The 27-acre site was the former Fleishmann's Yeast property. Fleishmann's, which left Oakland two years ago, is the site of an application for up to 350 detached homes and townhouses. The site has most recently been used by the owner for the storage of shipping containers. There is a family-owned paper tube manufacturer on site which moved to its present location from West Oakland following a rezoning there to mixed use. Other surrounding properties are principally occupied by industrial users, which benefit from its proximity to the regional arterial 98th Ave. and easy access to I-880 and the Oakland Airport.

LAND: Total # Parcels: 37

Total Acres*: 49.8028

Average Parcel Size/Acres: 1.3460

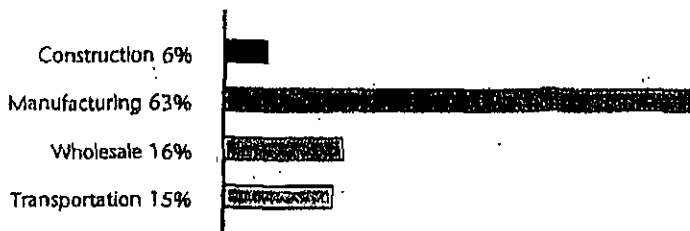
*1 Acre = 43560 sq. ft.

EMPLOYMENT: 153 (source: EDD, 2004)

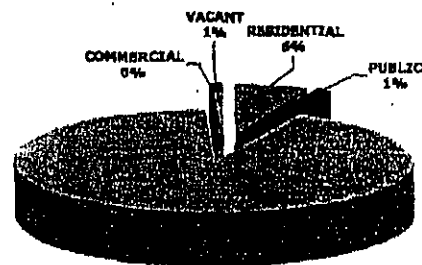
Sector	# Employers	# Employees	20+	50+	100+
Construction	3	9	—	—	—
Manufacturing	3	96	1	1	—
Wholesale	2	25	1	—	—
Transportation	2	23	1	—	—
Warehousing	—	—	—	—	—

Selected Industrial Activity Types

as % of Total Employment In Sub-Area

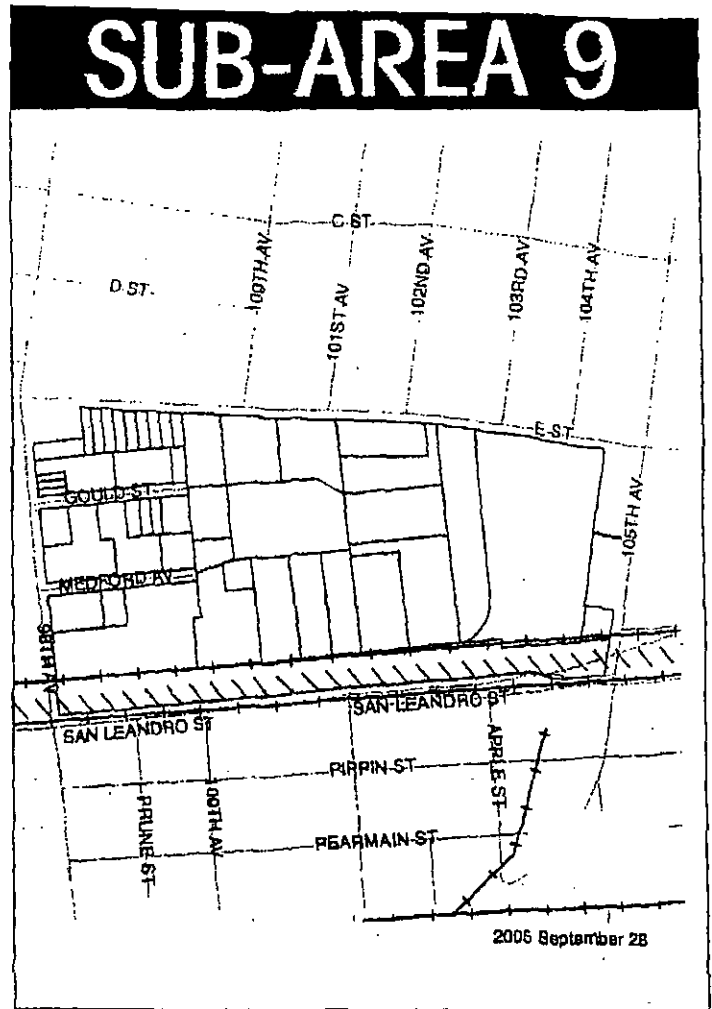


Land use in Acres Per County Records





This area in the southeast quadrant of 98th St. and San Leandro St. includes an industrial business park and there are buildings already designed and set up for food production, including the former facilities for Granny Gopse. Several food manufacturers as well as construction and transportation services occupy the main area which consisting of a number of individual parcels organized off the main primary entrances of Gould and Medford St.s. This area could be compromised without sufficient buffering within new residential adjacent development. In the long term, this area is on the fringe of the former industrial area but should be retained due to its proximity to the Oakland Airport and access to I-880.



LAND: Total # Parcels: 47

Total Acres*: 26.1962

Average Parcel Size/Acres: .3540 (15,680 sf)

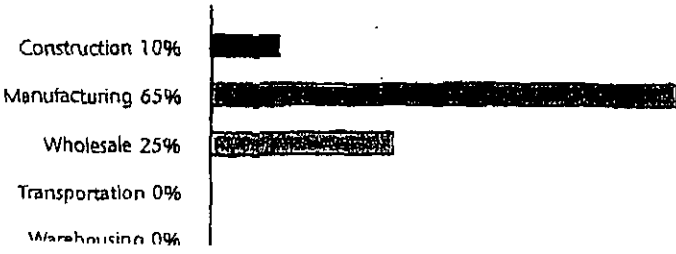
*1 Acre = 43560 sq. ft

EMPLOYMENT: 177 (source: EDD, 2004)

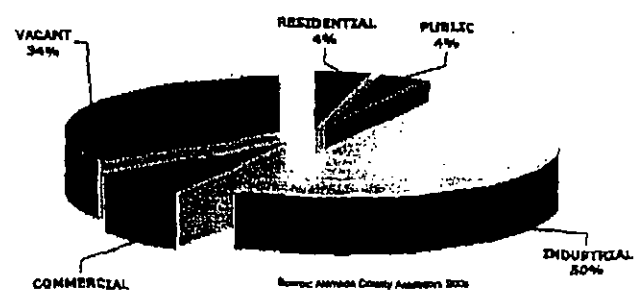
Sector	# Employers	# Employees	20+	50+	100+
Construction	3	17	—	—	—
Manufacturing	8	115	2	—	—
Wholesale	6	45	1	—	—
Transportation	1	—	—	—	—
Warehousing	—	—	—	—	—

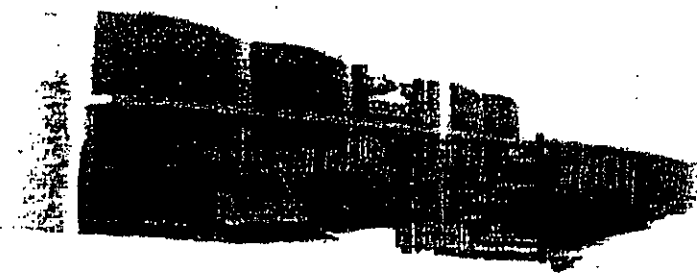
Selected Industrial Activity Types

as % of Total Employment in Sub-Area

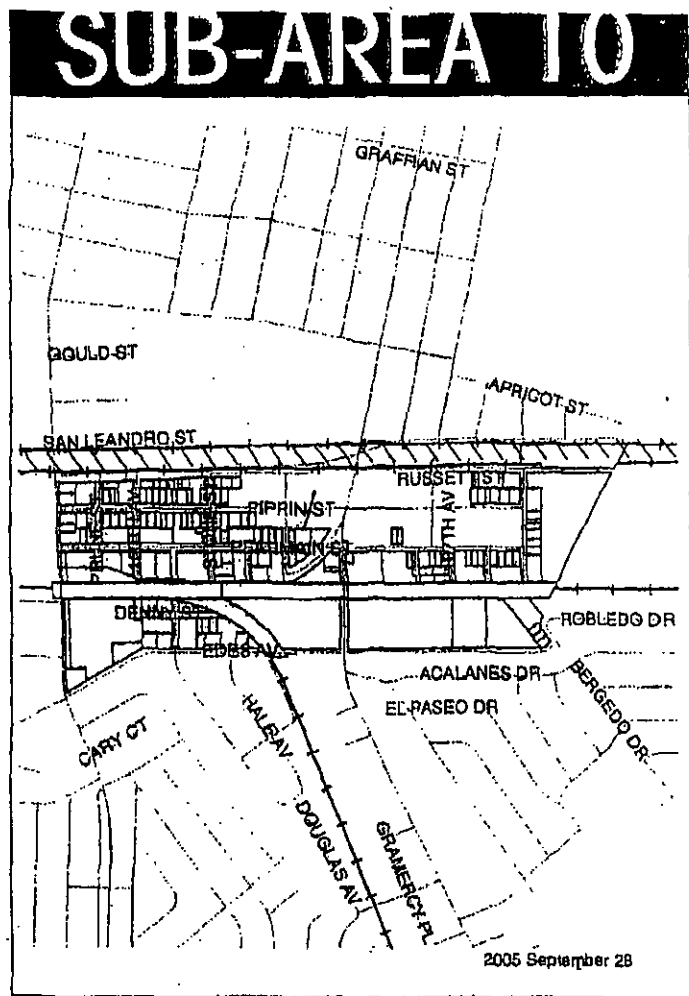


Land use in Acres Per County Records





This area is between 98th Ave. and the City of San Leandro border, and has had conflicts between some heavy industrial users, and the residential interior neighborhood. A number of artists using heavy materials such as stone and welded metal live in the neighborhood and have collaborated with staff on the new mixed use zone, which is an appropriate fit for the edges of this neighborhood. The new Edes Avenue Habitat for Humanity single family home development along the west side of the rail tracks necessitated a general plan amendment, but will provide a valuable and rare stock of single family new homes through its sweat-equity program. It is anticipated that additional conversions will occur as a result of this development on the west side, and could spread over time to the east side of the rail tracks.



LAND: Total # Parcels: 182

Total Acres*: 55.0369

Average Parcel Size/Acres: .3024

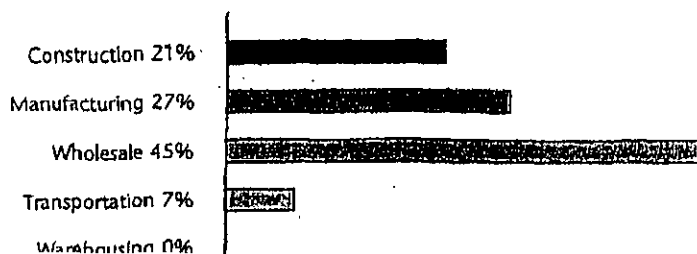
*1 Acre = 43560 sq. ft.

EMPLOYMENT: 303 (source: EDD, 2004)

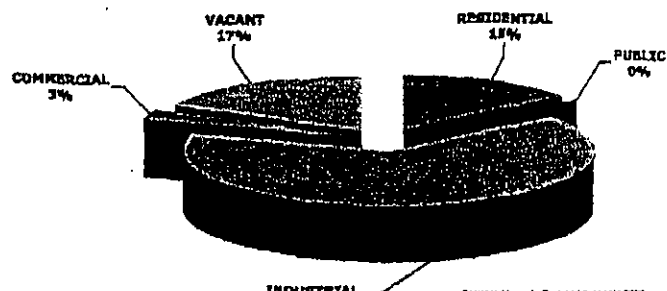
Sector	# Employers	# Employees	20+	50+	100+
Construction	9	63	—	—	—
Manufacturing	13	82	2	—	—
Wholesale	17	137	3	—	—
Transportation	4	20	—	—	—
Warehousing	1	1	—	—	—

Selected Industrial Activity Types

as % of Total Employment in Sub-Area

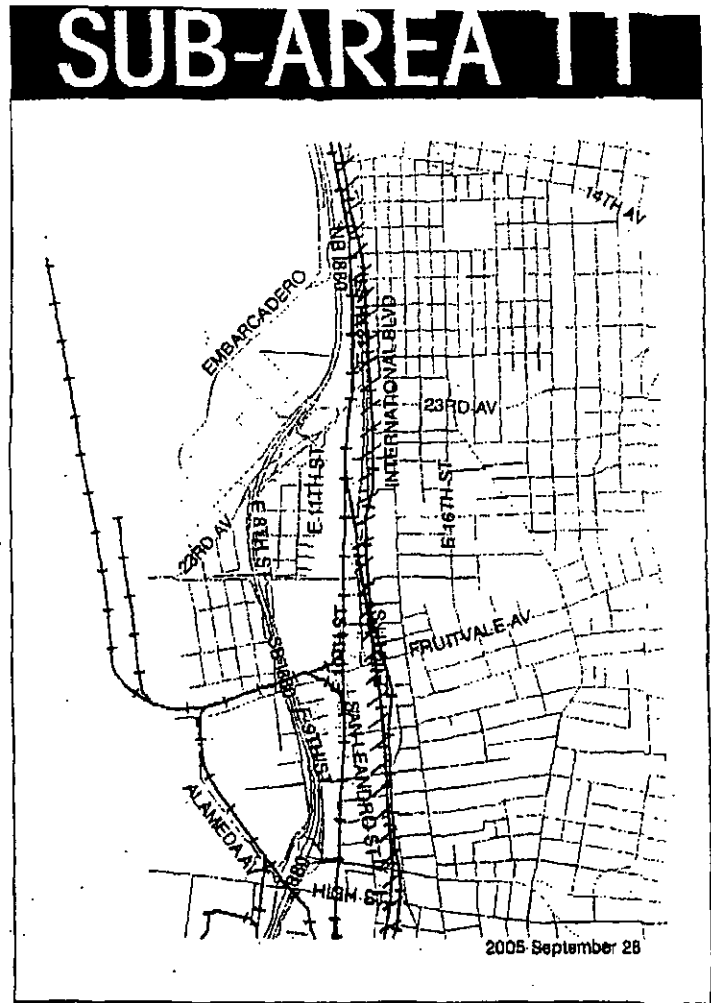


Land use in Acres Per County Records





This area primarily located along the E.12th St. corridor between 14th Ave. and Fruitvale constitutes the narrow stretch of industrial land which fall under or parallel to the BART track and adjacent to the rail lines. There are various heavy service commercial businesses there, some metal fabricators, auto users, and mini storage. One large manufacturer and a large refrigerated warehouse user occupy the edge of the Jingtowntown neighborhood. There is an application for residential redevelopment on an 11-acre parcel in high-density residential.

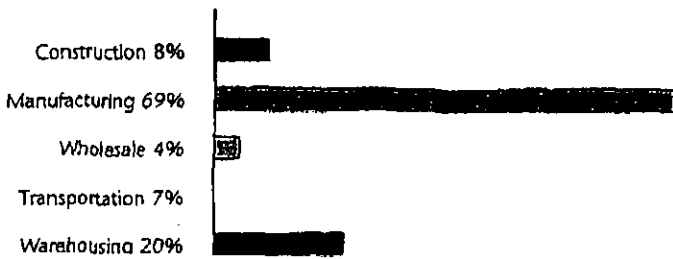


LAND: Total # Parcels: 507 Total Acres*: 92.6142 Average Parcel Size/Acres: .1827 (8,000 sf)
 *1 Acre = 43560 sq. ft

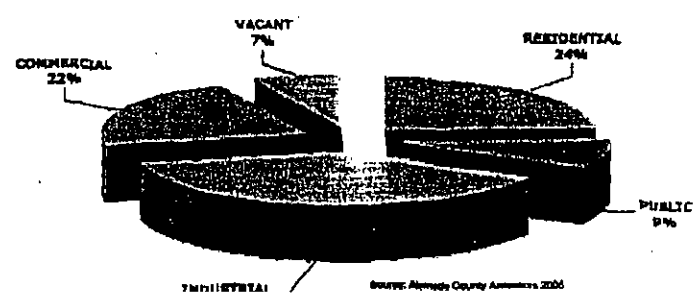
EMPLOYMENT: 726 (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	18	58	1	—	—
Manufacturing	21	499	3	1	1
Wholesale	7	27	—	—	—
Transportation	1	—	—	—	—
Warehousing	—	142	—	—	1

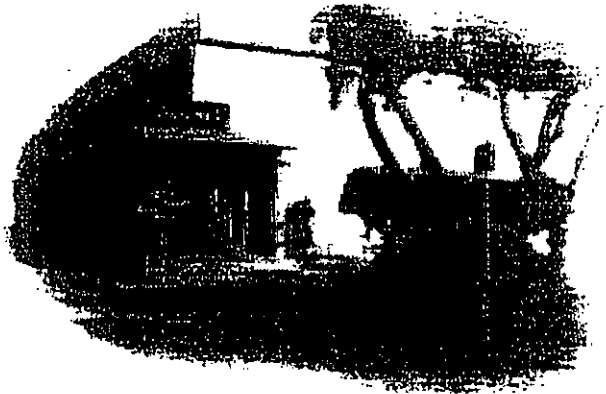
Selected Industrial Activity Types
 as % of Total Employment in Sub-Area



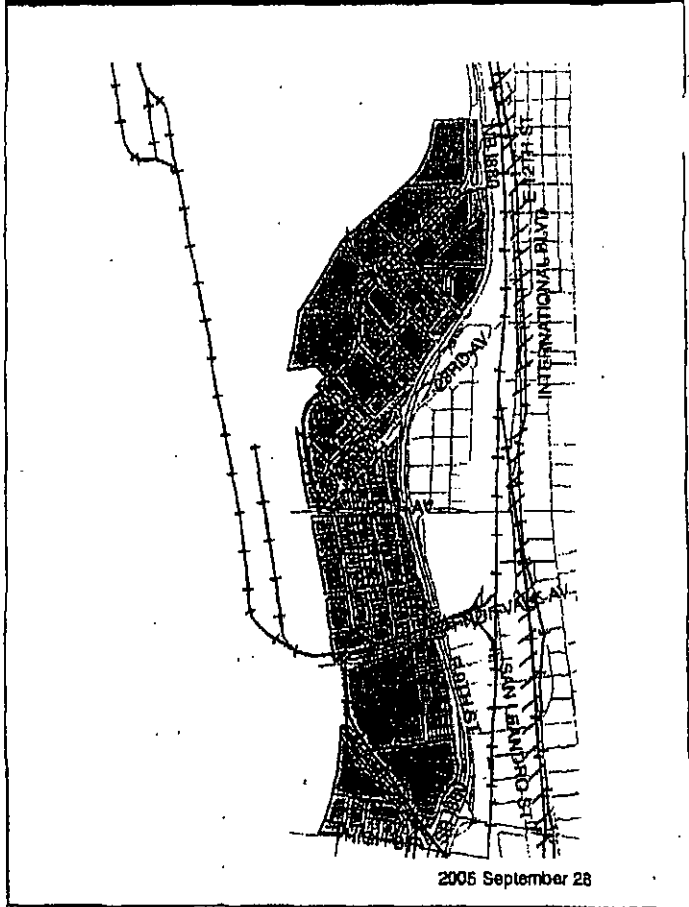
Land use in Acres Per County Records



SUBAREA 11A



This is a large sub-area, including the Oak to Ninth Plan Area, the Estuary Cove area (east of Dennison St.), and the Kennedy Tract St. south to High St., and the area between the I-880 and E. 12th St. (Jingletown and Fruitvale). There are several discrete heavy industrial activities on the waterfront, including the *Con Agra* plant and *Brockway Recycling*, which should be retained as their own "islands" of activity until such time as the companies own markets dictate their location, presumably out of the urban metropolitan area. A new Home Depot occupies a large parcel adjacent to the freeway and several new commercial users, including a gymnasium and a sports club are on Alameda Ave.



LAND: Total # Parcels: 414

Total Acres*: 207.1070

Average Parcel Size/Acres: .5003 (22,000 sf)

*1 Acre = 43560 sq. ft

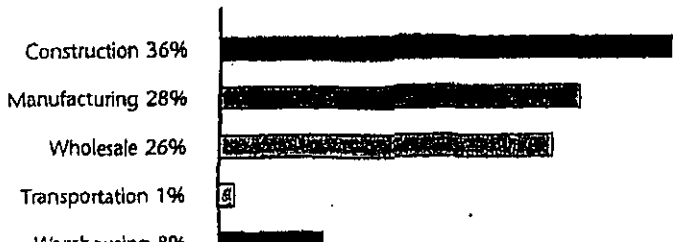
EMPLOYMENT: 2307

(source: EDD, 2004)

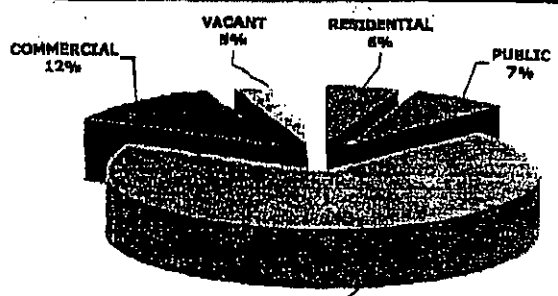
Sector	# Employers	# Employees	20+	50+	100+
Construction	57	829	6	2	2
Manufacturing	75	656	10	2	—
Wholesale	55	605	6	—	—
Transportation	12	29	1	—	—
Warehousing	9	188	1	—	1

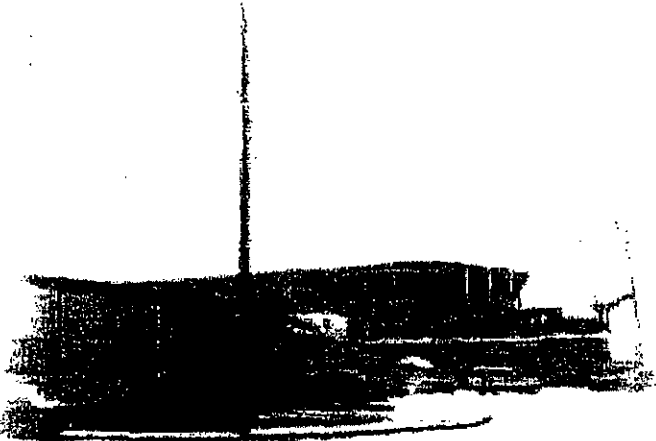
Selected Industrial Activity Types

as % of Total Employment In Sub-Area

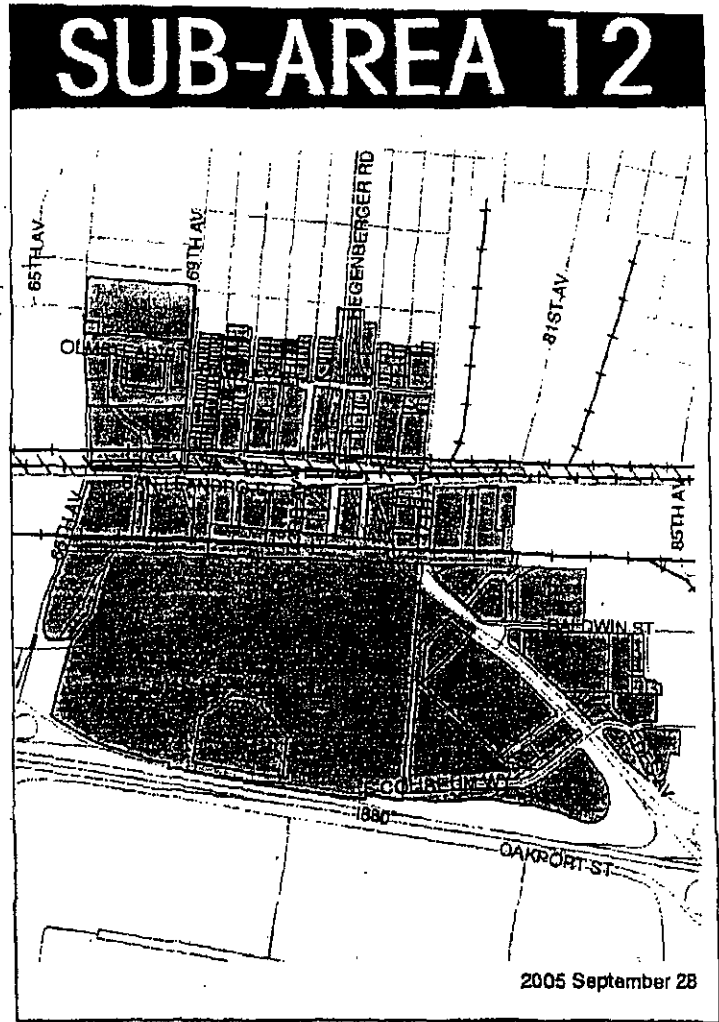


Land use in Acres Per County Records





This area consists of the Coliseum BART station, and includes the Coliseum complex itself. The area west of San Leandro was designated as Regional Commercial in the General Plan, but still has several industrial businesses including pallet storage, commercial contractor yards etc. The area east of San Leandro St. (on the north side of the BART Station) has already been re-designated to accommodate residential/mixed use general plan (Urban Residential) as part of the Coliseum Gardens public housing development. The south side of the BART Station still includes industrial zoning.



LAND: Total # Parcels: 239

Total Acres*: 246.9905

Average Parcel Size/Acres: 1.0334

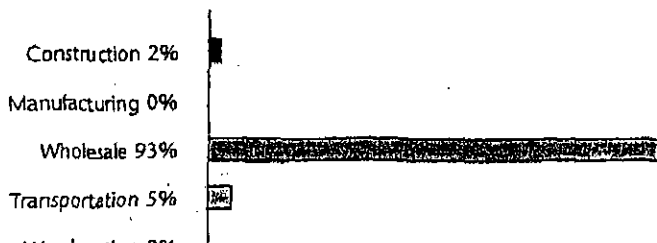
*1 Acre = 43560 sq. ft

EMPLOYMENT: 125 (source: EDD, 2004)

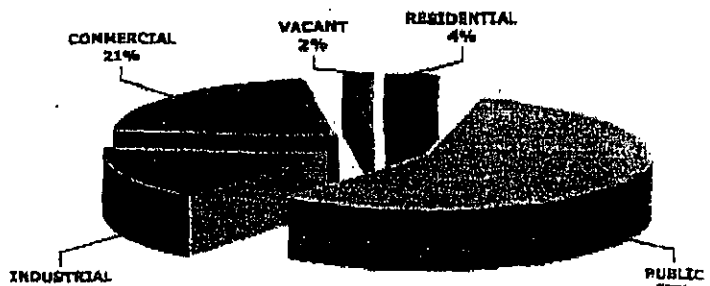
Sector	# Employers	# Employees	20+	50+	100+
Construction	2	3	—	—	—
Manufacturing	—	—	—	—	—
Wholesale	6	116	—	—	—
Transportation	4	6	—	—	—
Warehousing	1	—	—	—	—

Selected Industrial Activity Types

as % of Total Employment In Sub-Area

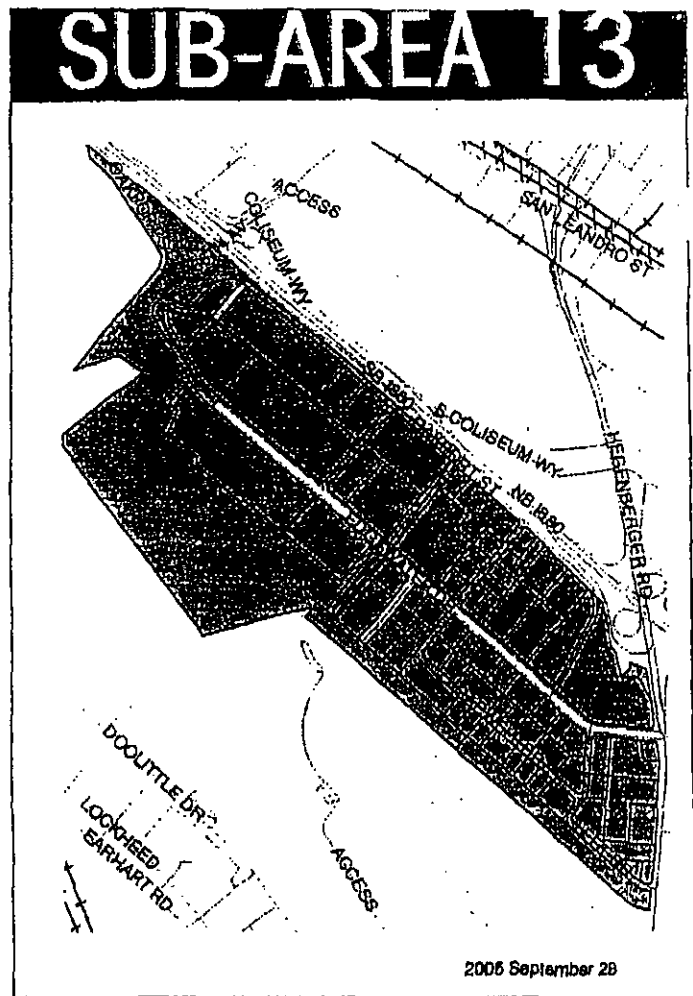


Land use in Acres Per County Records





This area is bounded by Hegenberger Rd. to 66th Ave. west of I-880 Fwy and is uniformly developed as an industrial business park with buildings set back from the road and landscaped yards. This area has newer industrial facilities and offices, with most buildings constructed between 1960 and 1980. The newest industrial complex is the Lincoln Business Park. Industrial users in this area include utility and City corporation yards, printers, and wholesalers. There are some industrial infill opportunities in this area, including some lots now used for airport parking. Vacancies in the area indicate opportunity for new office and flex users rather than industrial activities due to the nature of the building stock.



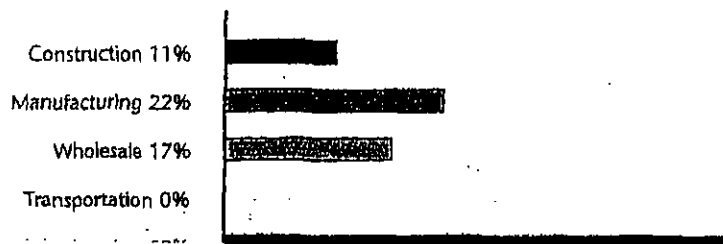
LAND: Total # Parcels: 97 Total Acres*: 366.4042 Average Parcel Size/Acres: 3.7774
 *1 Acre = 43560 sq. ft

EMPLOYMENT: 3650 (source: EDD, 2004)

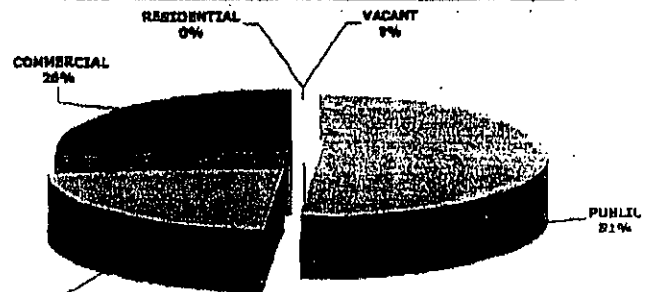
Sector	# Employers	# Employees	20+	50+	100+
Construction	32	407	3	3	—
Manufacturing	27	794	2	3	2
Wholesale	48	606	4	5	—
Transportation	8	5	—	—	—
Warehousing	7	1838	1	1	3

Selected Industrial Activity Types

as % of Total Employment in Sub-Area

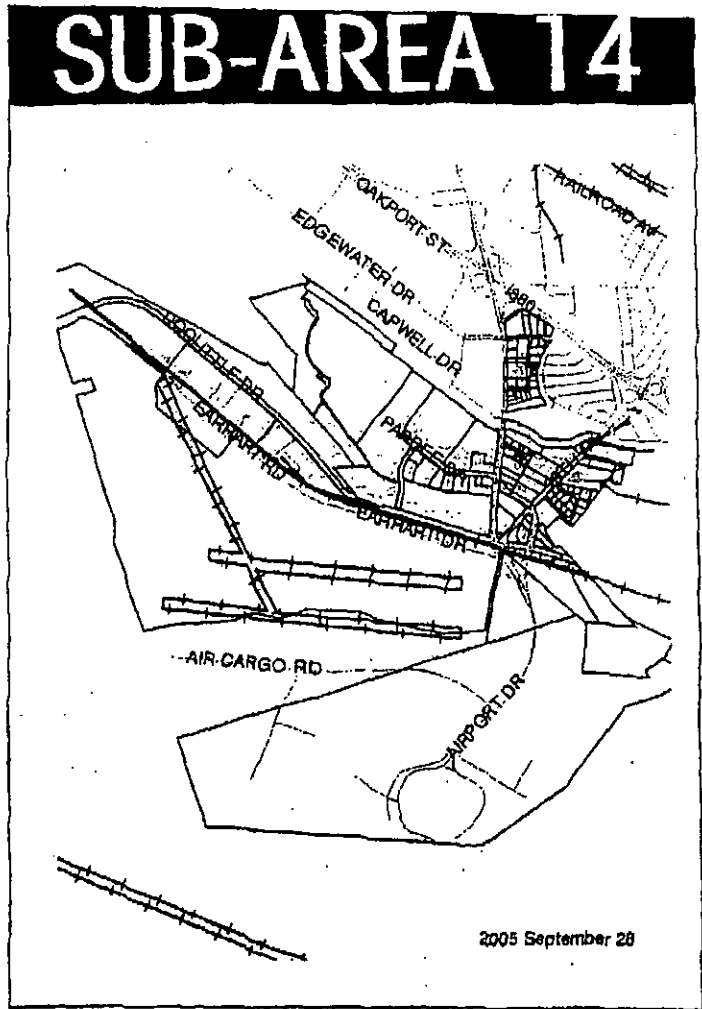


Land use in Acres Per County Records





This area along Hegenberger Rd. through Doolittle Rd., includes the Hegenberger Gateway new development off I-880 through the Oakland Airport, encompassing regional airport serving commercial uses, some light industrial, hotels and other regional commercial activities. There are opportunities for additional commercial infill of the area, which should be developed for regional commercial uses such as retail, hotels, and businesses using air freight. Rear portions of larger parcels can remain in light industrial uses. The area includes East Bay Regional Park land as well as land owned by the Port of Oakland/Port.



LAND: Total # Parcels: 521 Total Acres*: 373.8708 Average Parcel Size/Acres: .7176 (31,000sf)
 *1 Acre = 43560 sq. ft

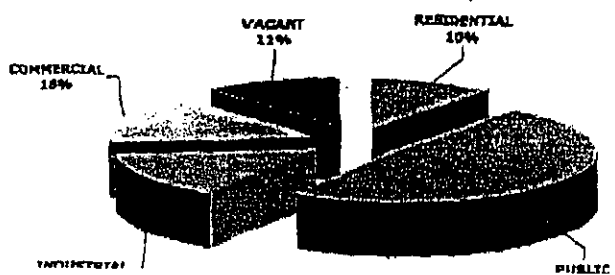
EMPLOYMENT: 4576 (source: EDD, 2004)

Sector	# Employers	# Employees	20+	50+	100+
Construction	2	6	—	—	—
Manufacturing	6	38	—	—	—
Wholesale	3	8	—	—	—
Transportation	31	4205	7	5	6
Warehousing	6	319	1	2	1

Selected Industrial Activity Types
 as % of Total Employment In Sub-Area



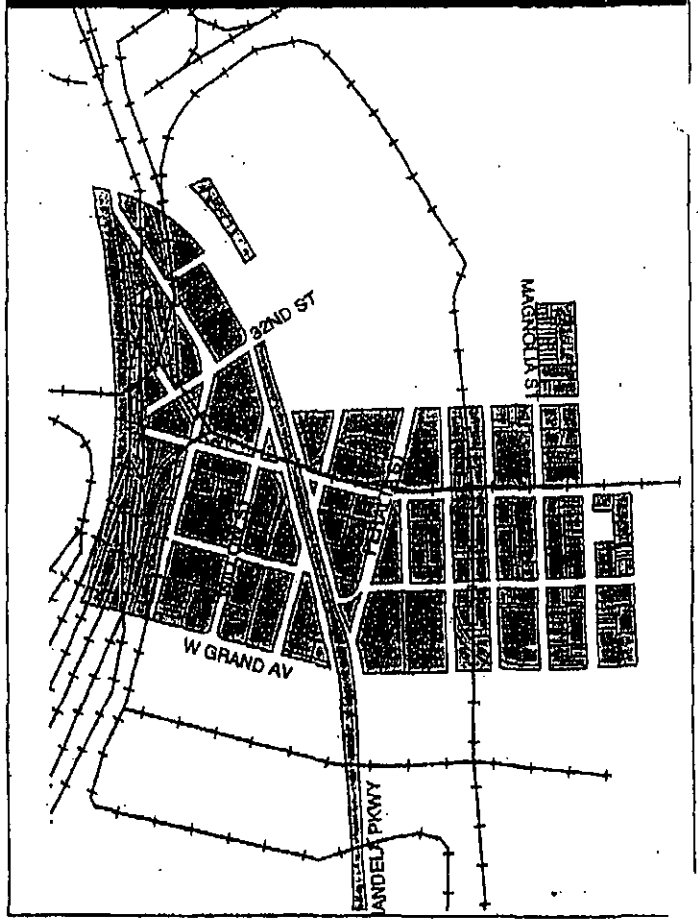
Land use in Acres Per County Records





This West Oakland area includes the Upper Mandela Parkway north of West Grand, and currently accommodates larger storage warehouses, several recyclers, as well as wholesalers. There is one new work live condominium complex at the top of Mandela Parkway, giving an impression that the neighborhood is reaching towards the Parkway. However, the intention of the business community is to support local jobs for neighborhood residents, while taking advantage of the traffic circulation into Emeryville to capture more regional shopping opportunities. The area support manufacturing, office development, R&D and research facilities, given the proximity to Emeryville and UC Berkeley.

SUB-AREA 15



LAND: Total # Parcels: 210

Total Acres*: 96.116
*1 Acre = 43560 sq. ft

Average Parcel Size/Acres: .4577 (19,600 sf)

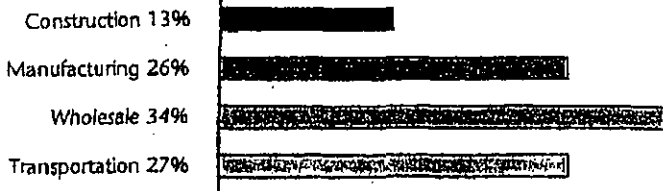
EMPLOYMENT: 1916

(source: EDD, 2004)

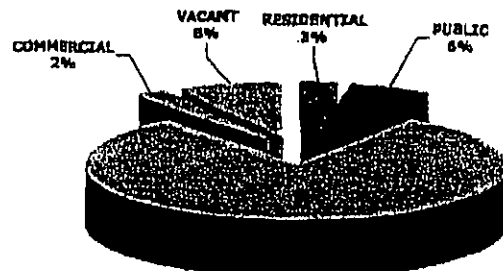
Sector	# Employers	# Employees	20+	50+	100+
Construction	33	251	—	2	2
Manufacturing	37	506	4	2	1
Wholesale	48	649	8	1	1
Transportation	23	508	1	2	2
Warehousing	3	2	—	—	—

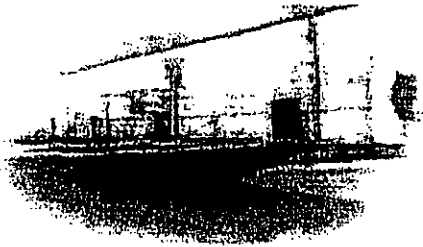
Selected Industrial Activity Types

as % of Total Employment in Sub-Area

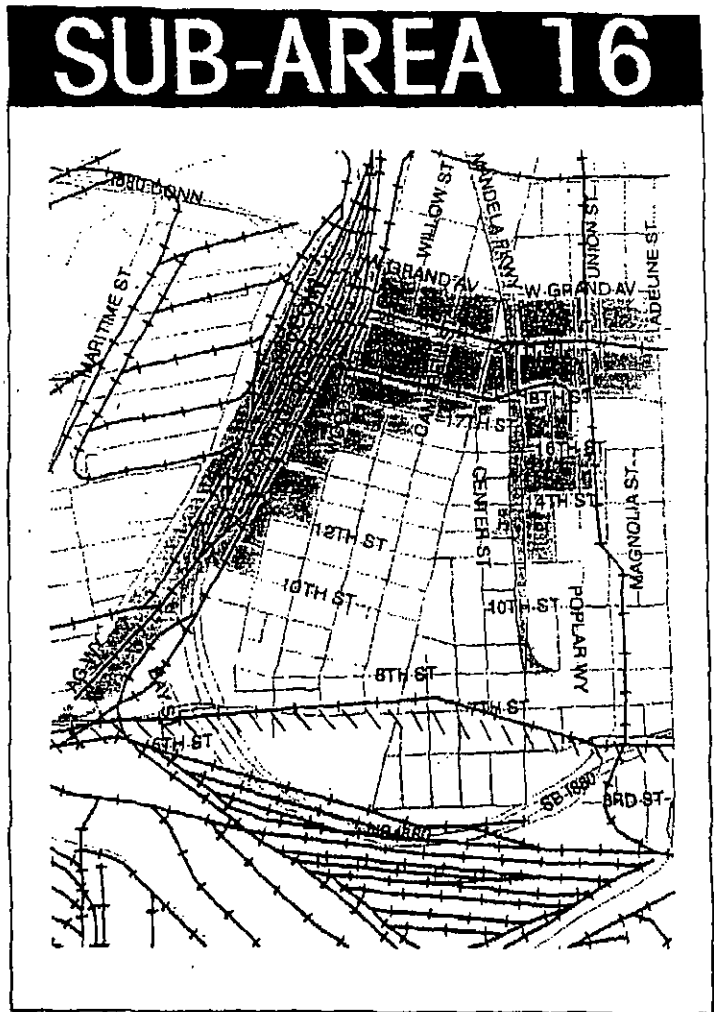


Land use in Acres Per County Records





This West Oakland area, roughly bounded by the I-880/Army Base, Adeline St., West Grand Ave and the City of Emeryville border, includes recycling, transportation and manufacturing, with many contractor, construction material and artisans on the predominantly smaller parcels in the area east of Mandela Parkway. These area parcels present opportunities for commercial development, particularly those on the newly landscaped Mandela Parkway, due to their regional exposure and proximity to San Francisco, Emeryville and Berkeley. There are many commercial work live conversions of smaller warehouse spaces in the eastern side of this sub-area, and the economic activity within these units is generally self-employment and rarely reflected in the jobs data, but exists nevertheless. The demand for industrial space, especially in the 10,000 range, continues to be strong attracting businesses such as boutique food processing, design and custom fabrication, and small wholesalers who are attracted to the Bay Bridge proximity.



LAND: Total # Parcels: 153

Total Acres*: 102.7419
*1 Acre = 43560 sq. ft

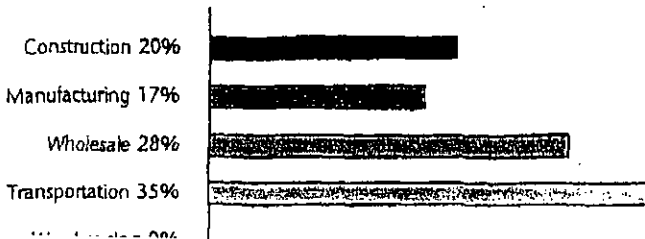
Average Parcel Size/Acres: .6715 (29,000 sf)

EMPLOYMENT: 819 (source: EDD, 2004)

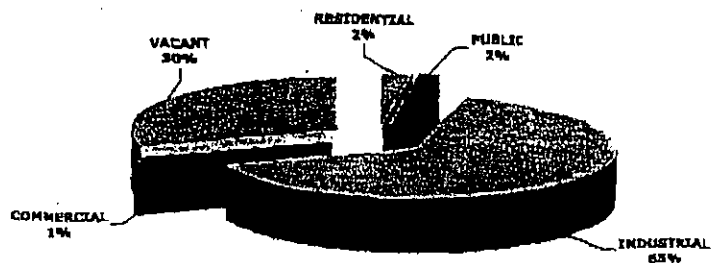
Sector	# Employers	# Employees	20+	50+	100+
Construction	16	161	2	1	—
Manufacturing	18	140	2	—	—
Wholesale	19	233	4	—	—
Transportation	9	285	3	—	—
Warehousing	—	—	—	—	—

Selected Industrial Activity Types

as % of Total Employment in Sub-Area



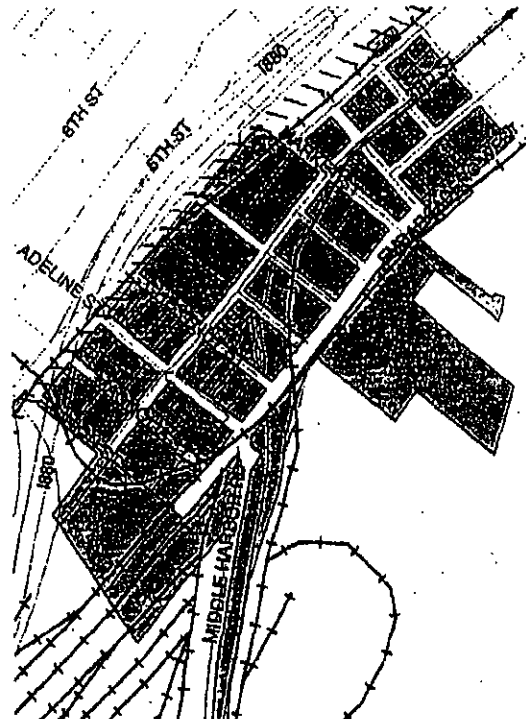
Land use in Acres Per County Records



SUB-AREA 17



This area bounded by the I-880 fwy and the Estuary and Magnolia St. to Brush St., is along a designated truck route that allows heavy-weight freight to travel between the Port entrance/exit at 3rd and Adeline to destinations south. The area is adjacent to the area known as a retail market area but which also houses offices as well as trucking uses. Third St. is also a designated bicycle route and part of the Bay Trail. The conflict between the improving values in the west end of Jack London district and the necessary use of this route for trucks leads to the conclusion that commercial uses should predominate in this area, with a preference for regional commercial, office and businesses that are accessory to the neighboring Jack London and West Oakland commercial districts.



2005 September 28

LAND: Total # Parcels: 130

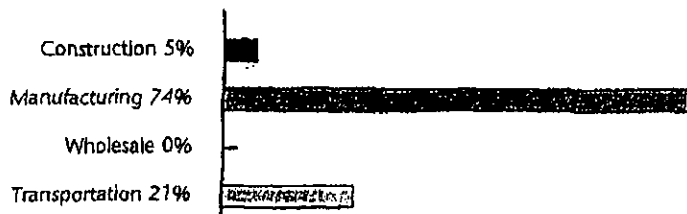
Total Acres*: 62,5868
*1 Acre = 43560 sq. ft

Average Parcel Size/Acres: .4814 (21,000 sf)

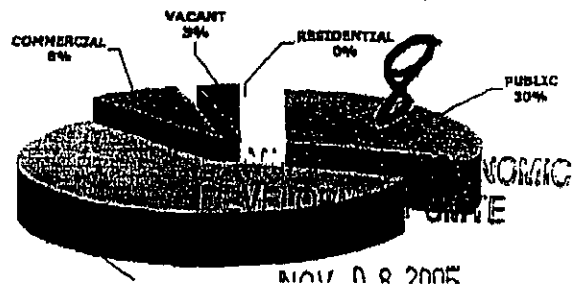
Sector	# Employers	# Employees	(source: EDD, 2004)		
			20+	50+	100+
Construction	9	33	—	—	—
Manufacturing	10	513	2	—	1
Wholesale	15	152	1	1	—
Transportation	48	145	2	1	—
Warehousing	1	—	—	—	—

Selected Industrial Activity Types

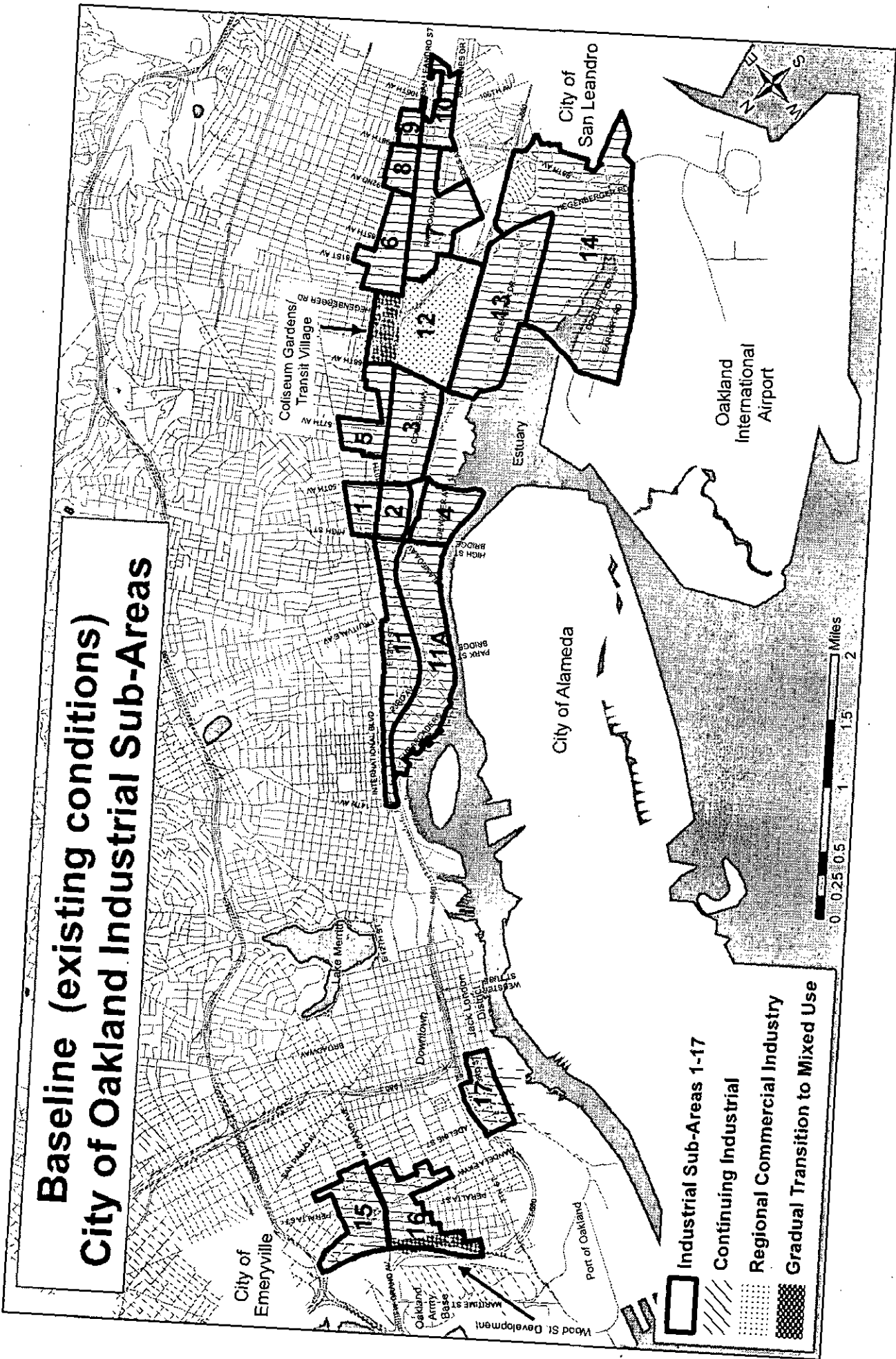
as % of Total Employment In Sub-Area



Land use in Acres Per County Records



Baseline (existing conditions) City of Oakland Industrial Sub-Areas



Proposed Motion of Oakland City Council

Industrial Land Use Policy

The City Council adopts the following policy statement regarding Industrial Land Use:

1. Industrially designated land in the City of Oakland is a scarce resource;
2. The preservation of industrially designated land is vital for the future economic growth of the City of Oakland;
3. The City recognizes that land use patterns change over time more quickly than General Plan updates occur and that General Plan amendments may be necessary; and
4. Amendments to the General Plan to allow conversion of industrially designated land to residential uses should be restricted to projects that make the required findings based on an adopted set of criteria for evaluating such conversions; and
5. The City Council directs staff to develop such criteria and required findings through a public process, present them to Planning Commission and return to Council for adoption.

IN AGENCY, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES – BRUNNER, KERNIGHAN, NADEL, QUAN, BROOKS, REID, CHANG AND
CHAIRPERSON DE LA FUENTE

NOES –

ABSENT –

ABSTENTION –

ATTEST: _____

LATONDA SIMMONS
Secretary of the Redevelopment Agency
of the City of Oakland, California