

Case

LAND USE INVENTORY
of the
LIGHT AND HEAVY INDUSTRIAL ZONES
OAKLAND, CALIFORNIA
1945

December 11, 1945

The City Planning Commission
Oakland, California

Gentlemen:

I submit herewith a preliminary report on the recently completed Inventory of the Use of Land in the Industrial Zones of the City of Oakland.

Your attention is directed to the fact that this report represents merely a quantitative summary of the amount of land devoted to various uses, public and private, in the industrial districts of the city only.

No attempt is made in this study, to evaluate the existing use of land for industrial or other purposes or the adequacy of the industrial zones in relation to the total population. Such analysis must await completion of the land use inventory in the balance of the city. The study, to be fully effective, should be expanded to include the relationship of industrial land use to total population in the Oakland Metropolitan area, particularly the cities of Berkeley, Emeryville, Albany, Alameda and San Leandro.

The inventory in Oakland is being continued. The necessity for early development of a rational plan for the use of land in this city is emphasized by the preliminary figures on the special census which was completed in November by the Bureau of the Census. This census indicates a total population of over 400,000, an increase of about 100,000 over the 1940 population of 302,600. With the limited area available for development, proper classification and allocation of land for various purposes is essential to the future growth and development of the city.

Respectfully submitted,



W.E. Alworth,
City Planning Engineer

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This study is concerned with the present use of all land which is classified as Industrial Property by the Oakland Zoning Code.

One of the major purposes of the inventory was to determine the amount of vacant land available for industrial development. The results of the study confirm the opinion expressed by informed realtors and others familiar with the situation that there is a scarcity of sites for large manufacturing and industrial establishments in the city, although the total area zoned for this type of land use appears to be more than ample.

Although this report is incomplete in many respects, the results of the survey, submitted in tabular form, will serve to indicate the scope of the study and to high light the areas which require more careful examination.

TABLE 1

	<u>Acres</u>	<u>Sq. Miles</u>
Total Area of the City of Oakland	38,592	60.3
Land Area	34,004	53.13
Water Area	4,588	7.17
Total Area of Industrial Zones	12,557	19.6
Water Area in Industrial Zones	4,402	6.9
Land Area of Industrial Zones	8,155	12.7
Light Industrial - Land Area	1,773	2.7
Heavy Industrial - Land Area	6,382	10.0

In this summary, all manufacturing or industrial uses of land, whether "Light" or "Heavy" are combined in one classification, ie: "Industrial".

CLASSIFICATION OF TYPES OF LAND USE

A. Privately Owned Land.

This broad classification includes all land not owned or occupied by governmental agencies for public purposes. Inasmuch as this inventory is primarily for the purpose of determining the use of land rather than its ownership, land which is occupied by a governmental agency on a lease basis is classified as public land. Land owned by the Port of Oakland has been treated as private property.

The inventory of private land was compiled under the following classification:

1. "One family dwellings".

Detached, single family homes.

2. "Two, Three and Four Family Dwellings".

The three types of residence use permitted in the "B" Residential District are combined in this classification.

3. "Apartment Houses and Multiple Dwellings" of five or more family units, private clubs, fraternity and sorority houses, boarding and rooming houses and similar uses which are permitted in the "C" and "D" Residential Districts are combined in this classification.

4. "Business and Commerce".

Includes all types of retail, general, and wholesale business permitted in the "E" Commercial District, the "F" General Business District and "G" Central Business District.

5. "Industrial".

This classification includes Light and Heavy manufacturing and Industrial types of land use. Railroad operating property other than spur tracks serving industrial plants is also included.

6. "Churches and Institutional" includes hospitals, orphanages, convalescent homes etc.

7. "Schools"

Private schools and colleges.

8. "Private Recreation"

Tennis courts etc.

9. "Public Utilities"

All land occupied by public utilities is included in the classification "Industrial".

B. Public Property.

Classifications used for public land are largely self-explanatory. Two items, however, require clarifications. "Federal Administration" includes the Oakland Army Base and the Oakland Naval Supply Depot. The Naval Supply Depot is located on land owned by the Federal Government. A portion of the Army Supply Base is located on land leased from the Port of Oakland and this occupancy is in process of adjudication by the courts. For the purpose of this report, the land occupied by these two bases is classed as public property. In some respects these installations approximate major industrial establishments.

The other exception to the statement that land occupied for a governmental purpose is classified as "public land" applies to the temporary housing projects. The area occupied by these projects is included in the classification "Apartment Houses and Multiple Dwellings". The life expectancy of these temporary buildings is uncertain. They occupy desirable industrial sites and should be demolished at the earliest possible date consistent with permanent improvement in the housing situation.

TABLE II

Privately Owned Land in Industrial Zones

<u>Use Classification</u>	<u>Area in Acres</u>	<u>% of Private Land</u>	<u>% of Total Industrial Land</u>
One Family Dwellings	528	10.45	6.475
2 - 3 - 4 Family Dwellings	131	2.59	1.61
Apartment Houses (1)	242	4.79	2.97
Commerce	186	3.70	2.28
Light Industry	131	2.59	1.61
Heavy Industry	894	17.70	10.96
Railroads (2)	895	17.70	10.97
Church and Institution	9	.19	.11
Private Recreation	2	.04	.03
Vacant	2033	40.25	24.93
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Total Private Land	5051	100.00	61.94
Total Public Land	3104		38.06
Total Industrial Land	8155		<hr/> 100.00

(1) This classification includes 13 Temporary Housing Projects occupying 174 acres of land.

(2) Does not include spur tracks in streets or on private land.

TABLE III

Public Use of Land in the Industrial Zones

<u>Use Classification</u>	<u>Area in Acres</u>	<u>% of Public Land</u>	<u>% of Total Industrial Land</u>
Public Administration	6	.20	.07
Federal Administration (1)	942	30.35	11.55
Streets and Alleys	1196	38.53	14.66
Parks and Playgrounds	27	.87	.33
Schools and Colleges	41	1.32	.50
Libraries and Museums	1)		
Social Service	1)	.10	.04
Municipal Enterprises	1)		
Airport	860	27.70	10.55
Miscellaneous	13	.41	.16
Vacant - Public Ownership	16	.52	.20
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Total Public Land	3104	100.00%	38.06
Total Private Land	5051		61.94
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Total Industrial Land	8155		100.00%

(1) Includes land occupied by the Oakland Army Base and the Oakland Naval Supply Depot.

For the purpose of this survey, land owned by the Port of Oakland has been treated as privately owned land and is not included in the above table.

TABLE NO. IV

Summary of Major Uses of Land-Public and Private
in the Industrial Zones of Oakland

<u>Use Classification</u>	<u>Area in Acres</u>	<u>% of Used Area</u>
<u>Residence</u> (Single 528 acres; 2-3-4 Family 131 acres; Apartments and other 242 acres)	901	14.80
<u>Commerce</u>	186	3.00
<u>Industry and Railroads</u> (Light Industry 131 acres; Heavy Industry 894 acres; Railroads 895 acres)	1920	31.40
<u>Institutions</u> (Churches, hospitals, public buildings etc)	31	.50
<u>Schools</u>	41	.70
Parks and Recreation (Public 27 acres; Private 2 acres)	29	.50
<u>Airport</u>	860	14.10
Military Establishments	942	15.40
Not used area	4910	80.40
<u>Streets</u> (14.7% of Total area of Industrial Zones)	1196	19.60
Total Used area of Industrial Zones	6106	100.00%
Vacant (25.1% of Total land area of Industrial Zones)	2049	
Total land area of Industrial Zones	8155	

The consolidated summary of land use in Table No. IV and the large scale map which shows, in color, the present use of land in the Industrial Districts is recommended for further study. The following items are significant:

1. Residential use of land zoned for industry.

Nine hundred acres of land zoned for industrial use are occupied by various types of dwellings. The preponderance of this type of use is especially noticeable in the area bounded by Market Street, First Street, San Pablo Avenue and the Oakland Army Base. Other sections of the industrial districts are occupied by a mixture of commercial, industrial and residential uses, a condition which is extremely detrimental to good housing and wholesome living conditions. In general, the dwellings in the industrial zone were built prior to 1900. The physical condition of these dwellings varies greatly, section by section. Detailed study of several areas must be made. Where a substantial majority of the dwellings in any area are found to be in good repair, and other factors are favorable to continued use of the area for residential purposes, consideration should be given to rezoning the land to a residential zone and encouraging a program of modernization. Other sections will be found which are so spotted with incongruous uses as to warrant complete redevelopment under the Urban Redevelopment Act. Preliminary study of housing conditions in the industrial districts is underway. This work should be expanded and made a major item in the planning program.

2. Railroads.

Oakland's position and importance as a rail center is indicated by the large amount of land occupied by railroad operating property. Although comparisons with other cities can easily be misleading, reference is made to the excellent study of the use of land in San Francisco completed by the San Francisco Planning Commission in 1944, which found about 338 acres of railroad land in that city. Additional land for railroads will be necessary in the future especially in connection with development of port facilities bordering San Leandro Bay. The entire transportation question must be made the subject of intensive study leading to the preparation and adoption of a complete plan for transportation facilities.

3. Industry.

As indicated in Table IV, the land occupied for manufacturing and industrial purposes, together with railroads, amount to 31.4% of the total used area. Manufacturing and Industrial establishments alone occupy 1025 acres.

4. Vacant Land.

The total area of vacant land, 2049 acres, seems ample for the needs of the city for many years. The figure is, of course, misleading. Over half of the vacant area cannot be used in its present condition, requiring fill of varying depths before it can be used for manufacturing plants. The remaining vacant area, 902 acres, is spread over the entire 8155 acres of land in the industrial zones. There are a number of fairly large sites between the proposed East Shore Highway and the Southern Pacific and Western Pacific Railroads but, generally speaking, the available sites are small, scattered, subdivided lots.

There are two methods by which the supply of vacant land for new industry can be increased. One, by redevelopment of those areas in which the condition of blight is most advanced. The other, and probably the most feasible method is by filling areas in the vicinity of San Leandro Bay and along Hegenberger Road.

5. The following table has been compiled to indicate the present relationship of the various uses of private land in the Industrial Districts, eliminating public use and land which cannot be used in its present condition.

<u>Use Classification</u>	<u>Areas in Acres</u>	<u>% of Usable Area</u>
Residence	901	22.7
Commerce	186	4.7
Industry	1025	25.8
Railroads	895	22.6
Institutions	31	.8
Parks and Recreation	29	.7
Vacant but usable	902	22.7
	<hr/>	<hr/>
	3969	100.00
Airport	860	
Military establishments	942	