

9.2: Equitable Economic Development

This section presents strategies for empowering existing residents and businesses to participate in and benefit from the new development and economic activity planned for West Oakland, by building on and connecting existing governmental and community-based equitable economic development programs. The section's goal is to benefit a range of stakeholders by:

Equitable economic development refers to strategies that seek to empower existing residents and businesses to participate in and benefit from development, employment growth, and other new economic activity in a neighborhood, city, or region.

- *Empowering residents at a range of education and skill levels to find high quality, well-paying jobs, either in West Oakland or elsewhere in the region.* West Oakland is challenged by high unemployment, relatively low educational attainment, and a lack of local jobs that match the skills of residents. The community is eager to establish career pathways to connect local residents with the new jobs that are expected to accompany implementation of the Plan. At the same time, it is unlikely that West Oakland businesses can employ a majority of local residents given that most neighborhoods have some share of in- and out-commuting. West Oakland residents must therefore also be connected to employment opportunities throughout Oakland and the rest of the region.
- *Supporting, developing, and retaining small businesses.* This includes locally-owned, neighborhood-serving businesses, as well as those in West Oakland's growing industrial arts and urban manufacturing sectors. West Oakland has a strong entrepreneurial culture and a growing urban manufacturing sector, with concentrations in the industrial arts, small-batch food production, construction, metal fabrication, publishing, audio media, and fashion.
- *Cultivating a business environment that contributes to the Planning Area's and the City's overall economic competitiveness.* West Oakland's competitively priced land and building space, central location in the region, and entrepreneurial and artistic atmosphere represent an opportunity to attract new businesses and jobs to the City. Chapter 6.1 identifies urban manufacturing, construction and related design and engineering, clean/green technology, the information sector, and life sciences/biotechnology as industries with substantial growth potential both at the regional level and within the Planning Area.
- *Ensuring that households have access to neighborhood-serving retail and other goods and services to support a high quality of life.* As discussed in Chapter 6.2, West Oakland is currently underserved by businesses providing access to everyday goods and services, such as a full-service grocery store, pharmacy, and financial services institution. Expanding access to neighborhood-serving retail would greatly improve the quality of life in West Oakland, provide jobs, and help make the neighborhood more lively, safe, and attractive.

In some cases, the stakeholders identified above may have competing interests. For example, industrial uses may generate noise, pollution, and truck traffic that negatively affects residents; new businesses and commercial activity may lead to increased rents and place existing businesses at risk of displacement. Balancing these interests is one of the central challenges of land use planning. At the same time, however, many of the interests of the different stakeholders are inherently interconnected. For instance, workforce training and placement programs could train and connect West Oakland

residents with local businesses looking for skilled workers. Expanding access to retail and transportation and addressing the area's infrastructure deficits, environmental contamination, and perceptions of crime and blight will benefit residents' quality of life, facilitate the expansion and retention of existing businesses, and help attract new businesses. Supporting the industrial arts and urban manufacturing sector will be critical to cultivating and maintaining an atmosphere that is attractive to tech and biotech businesses, while new businesses can help expand employment opportunities for residents and contribute to the Planning Area's and the City's overall economic competitiveness. The strategies identified in this section seek to ensure that all West Oakland residents, workers and businesses have the opportunity to participate in and benefit from economic growth.

Emerging Opportunities

An effective strategy for promoting equitable development is to build on existing and emerging "hotspots"—i.e., areas of emerging activity generated by the private market, Community-Based Organizations, and local government. With that goal in mind, this section provides an overview of several of the key, short- and long-term opportunities in West Oakland, including existing areas of momentum within the community, as well as potential future growth opportunities. This section aims to build on and integrate these individual opportunities and efforts into a broader, area-wide equitable economic development strategy.

- *Existing Equitable Economic Development Organizations and Resources:* West Oakland benefits from a large number of non-profit entities, business organizations, and city and regional public sector agencies that are already working to address job training, education, and small business development. **Figure 9.2.1** lists a selection of existing resources in and around West Oakland that provide services that are directly related to equitable economic development, including youth programs, job training, job placement, referrals, and small business/entrepreneurship assistance. Some of the organizations listed in **Figure 9.2.1** operate programs that may be expanded over time, or can serve as models for future equitable economic development efforts. Beyond these direct service providers, many other West Oakland organizations serve as advocates or provide programming for critical neighborhood issues that are interrelated to economic development, such as childhood education, environmental health, or other needs. These existing community-based and public organizations will play a key role in implementing many of the strategies discussed below.
- *Industrial Arts and Urban Manufacturing.* As noted above, West Oakland is home to a growing industrial arts and urban manufacturing sector and a renaissance of the small scale production that historically occurred in the district. Business owners report that the current building stock in West Oakland is well-suited to their needs – large, affordable industrial buildings zoned to accommodate manufacturing businesses – and cite the preservation of existing industrial buildings and zoning as a critical form of support for their businesses. This sector is critical to West Oakland's economic vitality, and has the potential to contribute to short and long-term equitable economic development activity in several key ways. First, some business owners have expressed an interest in hiring West Oakland residents with appropriate skills and training. This may represent an opportunity to better connect existing West Oakland residents to local jobs through youth education and workforce training programs – such as those provided by the Crucible (**Figure 9.2.2**) – targeted to industrial arts and other urban manufacturing businesses. Second, the urban manufacturing and industrial arts sector contributes significantly to the entrepreneurial and artistic atmosphere in West Oakland, which is one of the area's greatest assets in attracting new businesses. Cultivating and maintaining this environment will be critical to attracting tech, biotech, and other new businesses.

Figure 9.2.1: Selected Equitable Economic Development Resources

The organizations listed below provide services that are directly related to equitable economic development. Many West Oakland organizations not shown here serve as advocates or provide programming for interrelated neighborhood issues, such as early childhood education, environmental health, or other needs.

Name	Program	Description
Youth Programs		
City Slickers Farms	Youth Crew Summer Program and Allyships	Introduces youth to urban agriculture and environmental justice and provides three-month internships for youth and young adults.
Mandela Marketplace	Youth Development Programs	Year-round activities to engage youth, explore food and nutrition, and build public speaking and facilitation skills
Prescott Joseph Center for Community Enhancement	Youth Internship & Employment Training Program	After-school employment program for youth ages 15-18; provides job success training and worksite placement.
The Crucible	Youth camps, after-school, and weekend classes	Youth program aimed at building technical and leadership skills.
American Steel Studios	Youth internship programs	Quarterly internship programs teaching metalworking skills and the business of art.
Educational Institutions		
McClymonds High School	Global Trade Academy (GTA) and STEM Programs	GTA provides career pathways in international trade and business. STEM prepares students for careers in high-tech, high-skill industries.
Laney College	Associate Degrees and Certificate programs	Offers a range of Associate Degree and Certificate programs to prepare West Oakland residents for careers in Biotech, Manufacturing, Construction and other sectors.
Job Training		
Cypress Mandela Training Center	16 week pre-apprenticeship program	Hands-on and classroom training for skilled trades jobs in the construction industry and placement for graduates.
Civicorps	Learning Academy and Job Training Center	Full-time, paid job training on public service projects; students also take night and weekend classes to earn high school diplomas.
Job Placement		
West Oakland Job Resource Center	Career counseling and referral services	Connects residents to job training and employment opportunities associated with the Army Base redevelopment.
Entrepreneurship/Small Business Development		
Mandela Marketplace	Mandela Foods Cooperative; Microfinance Initiative	Provided training for Mandela Food's worker/owners; facilitates access to capital.
Oakland Business Development Corporation	Small business loans and pre-loan advising	Offers Small Business Administration microloans to West Oakland entrepreneurs as well as technical support in navigating the loan process.

Figure 9.2.2. The Crucible

The Crucible is a non-profit organization in West Oakland that runs adult and youth education programs in the industrial arts. Every year, the staff and volunteer faculty of artists and industrial experts teach nearly 175 classes to over 8,500 adults and youth in subjects such as welding, blacksmithing, and glass frameworking. The youth program serves over 900 people each year through classes, summer day camps, workshops, and field trips. The Crucible also rents out affordable studio space to students and local artists. As an active member of the West Oakland community, The Crucible partners regularly with American Steel Studios, purchases from local suppliers, and sponsors monthly Bike Fix-A-Thons that are open to all community members.

The Crucible is increasingly working to create more programming for high school students and young adults in order to inspire young people to explore career opportunities in the industrial arts, manufacturing, and related fields. For example, the annual Fuego! Internship Program provides paid, five-week summer internships to students aged 15 to 17 from West Oakland and other parts of the Bay Area. The interns make art and help teach classes, while learning leadership and professional skills. The Crucible is currently working to expand its programs for high school students and young adults, and has secured grants from the tech company LinkedIn and the James Irvine Foundation to help fund these efforts. Funding provided by LinkedIn will enable The Crucible to work with McClymonds High School's new STEM program to provide hands-on experience to students. The organization is also working to establish partnerships with Laney College to encourage participants in the youth programs to pursue technical training.

While The Crucible's programs do not grant degrees or certifications, they provide transferable job skills for career paths in the industrial arts, traditional manufacturing, engineering, construction, and other fields that involve fabrication. These skills include technical skills like bronze casting and welding, as well as job readiness skills such as conflict resolution and communications.

Sources: Interviews with Steve Young (Executive Director, The Crucible), May 8 and August 21, 2013; The Crucible, <http://www.thecrucible.org/>; Nick Flinn, "Youth Build Leadership, Art, Life Skills In One of a Kind Internship Program at The Crucible," The Crucible Media Release, July 22, 2013, <http://ww1.prweb.com/prfiles/2013/07/23/10957432/Crucible%20Youth%20Internship%20Media%20Release.pdf>.

- *Neighborhood-Serving Retail and Service Development:* Local businesses and Community-Based Organizations have begun to step in to provide access to the everyday goods and services that West Oakland lacks. For example, a number of community-based and/or locally-owned establishments have opened on 7th Street in recent years, including the Mandela Foods Cooperative (described in **Figure 9.2.4**, below), the Revolution Café coffee shop, and Bikes 4 Life bicycle store. The Community Trust Credit Union, which provides financial services to low-income and underserved communities, also has a location on 7th Street. Meanwhile, People's Community Market, a community organization, is working to develop a 12,000 square foot grocery store at the corner of Market Street and West Grand Avenue that could also eventually include a community health clinic and financial services institution. In the short-term, these new retail and service establishments provide much needed goods and services, community gathering places, and employment opportunities, while serving as models for other local entrepreneurs and community-based economic development efforts. In the longer term, these establishments have the potential to help attract additional,

complementary retailers by creating more active shopping districts and demonstrating the depth of demand for new retail in West Oakland.

- *Oakland Army Base Redevelopment:* The City of Oakland signed a development agreement in 2012 that aims to transform the former army base into the Oakland Global Logistics Center. The redevelopment project is expected to directly generate approximately 1,500 temporary “construction” jobs and 850 permanent “operations” positions for City residents.¹ Temporary jobs will be associated primarily with construction and job training, while most permanent jobs will be in the fields of logistics, distribution and warehousing. Of these jobs, approximately 420 temporary and 150 full-time positions are expected to go to West Oakland residents.² The Community Jobs Policies (CJP) negotiated as part of this project include a 50 percent local hire requirement for construction and operations jobs, with a preference to West Oakland and Enterprise Zone³ residents, and a non-discriminatory policy towards ex-offenders in hiring for these positions. The CJP also requires that 25 percent of operations jobs be reserved for disadvantaged workers, such as unemployed veterans and the long-term unemployed, and that 20 percent of all construction hours be worked by apprentices. Twenty-five percent of apprentice hours must be worked by disadvantaged workers. All new apprentices must be Oakland residents.⁴
- *West Oakland Job Resource Center:* The Oakland Army Base Community Jobs Policies led to the creation of a Cooperation Agreement among community stakeholders, organized labor and the City, which requires that the City develop and support a West Oakland Job Resource Center (WOJRC). As originally envisioned, the Center is intended to connect West Oakland and other City residents to job training and employment opportunities associated with the Army Base redevelopment, with a focus on construction and logistics jobs. In order to help prepare residents for these jobs, the WOJRC is working closely with the Cypress Mandela Training Center (see **Figure 9.2.3**) and other service providers. The City is also exploring opportunities to expand the Job Resource Center’s focus beyond the Army Base by forming partnerships with other large, public employers with major construction projects and local hire requirements, and eventually to branch into other industries in addition to construction. The Center is located on the second floor at the West Oakland Library, which is also planned to house a One-Stop Career Center and Alameda County CalWorks career counselors.

¹ Source: IMPLAN OAB Job Creation Projections – Oakland, September 17th, 2010, <http://oaklandglobal.com/oww.php>

² Ibid

³ The Oakland Enterprise Zone is a 27 square mile area which includes Downtown, the Oakland International Airport and the Port of Oakland, among other places. The goal of the zone is to stimulate business and economic growth in these targeted areas by providing tax incentives to businesses located within the zone; however, Governor Jerry Brown signed legislation in July 2013 that will phase out enterprise zones and replace them with different tax incentive programs.

⁴ West Oakland Job Resource Center Request for Proposals, City of Oakland, April 2013

Figure 9.2.3. Cypress Mandela Training Center

Cypress Mandela is a non-profit corporation located on Poplar Street in West Oakland that prepares workers for skilled trades jobs in the construction industry. The training center was originally created in 1993 to provide local residents with training and jobs related to rebuilding freeways damaged in the 1989 Loma Prieta earthquake. Today, Cypress Mandela offers a 16-week pre-apprenticeship program that includes class work and hands-on training in both technical and life skills. The program is intended to impact residents with multiple barriers, including individuals who do not have a high school degree, are underemployed or unemployed, or need assistance with child care or other challenges. Students can receive various certifications as well as college credit through the Peralta Community College District or University of California.

Over two decades, Cypress Mandela has developed relationships with local unions, contractors, and public employers including PG&E, EBMUD, and the Port of Oakland. These relationships and the center's excellent reputation as the gold standard in construction training – including five national awards for excellence – allow Cypress Mandela to place 98 percent of graduating students directly into jobs. Cypress Mandela has signed a Memorandum of Understanding (MOU) with the City of Oakland to provide support and training for clients of the West Oakland Job Resource Center interested in careers on construction.

Sources: Cypress Mandela Training Center, <http://www.cypressmandela.org/>; Interviews with Arthur Shanks (Executive Director, Cypress Mandela), August 22, 2013 and Al Auletta (Program Manager, City of Oakland), August 23, 2013.

- West Oakland BART station:* The West Oakland BART station's central location within the neighborhood and the region presents opportunities to attract new economic activity, and improve transportation access for West Oakland residents and workers. Chapter 7 of this Plan identifies the station area as a key opportunity for transformative residential and commercial development, and the City is in the early stages of negotiations with a private developer regarding future development of several publicly owned properties near the station (the West Oakland Transit Village project). As this proposal or other development proposals in the station area progress, there may be opportunities to incorporate neighborhood-serving retail and/or showcase West Oakland's industrial arts community. At the same time, the BART station will play an important role in connecting residents to jobs throughout the region, and attracting new employers to West Oakland. Chapter 8.2 of this Plan identifies a series of strategies for enhancing transit connections within West Oakland and specifically to the BART station.
- Biotechnology, Green Technology and Information Technology Industries:* Chapter 6.1 of this Plan identifies urban manufacturing, clean/green technology, the information sector, life sciences/biotechnology, construction and related design and engineering industries as sectors with substantial growth potential both at the regional level and within the Planning Area. In order to capture life sciences/biotechnology industries in particular, however, updates to streetscape and infrastructure, environmental clean-up of contaminated sites, and improvements to the area's image and perceptions of safety will be needed (as discussed in Chapter 4). In the long-term, as these barriers are addressed, these new industries may create significant employment opportunities in scientific, technical, and support fields (e.g., construction, maintenance, and administration). In order to fully benefit from this opportunity, West Oakland residents must have adequate training in the fields of science, technology, engineering, and mathematics (STEM), as well as other skills.

Implementing Agencies, Organizations and Institutions

Specific Plans typically provide recommendations for cities or other public sector agencies to implement the Plan’s goals and policies. However, equitable economic development incorporates not only actions that are traditionally performed by the public sector – such as planning, land use, infrastructure provision, workforce and economic development, and funding and financing – but also strategies that are more typically the domain of Community-Based Organizations (CBOs) and educational institutions. Indeed, as illustrated above in **Figure 9.2.1**, a variety of public and non-profit organizations in West Oakland are already involved in equitable economic development. This section aims to build on existing capacity in and around West Oakland by recommending implementation strategies for a wider variety of actors, including educational institutions, Community-Based Organizations, and the City of Oakland. This section briefly describes the general role that different types of organizations can play in implementing the strategies discussed below.

The City of Oakland

The City of Oakland supports equitable economic development through the following mechanisms:

- *Planning, Land Use, and Infrastructure Provision:* The City of Oakland shapes the potential for growth within West Oakland through the General Plan, this Specific Plan, zoning designations, and other planning, policy, and regulatory documents. The City also maintains streets, sidewalks, and the other basic infrastructure that is critical to business success. This Plan aims to support equitable economic development by addressing barriers such as blight, crime, infrastructure deficits, and contaminated brownfield sites; preserving and clarifying industrial land zoning designations; recognizing and fostering the creative industrial arts and urban manufacturing community; and enhancing transit, pedestrian, and other transportation options.
- *Workforce and Economic Development:* The City plays a role in supporting and attracting businesses and helping job seekers gain employment. The City of Oakland directly operates or serves as a key partner in offering a number of economic development resources, including the Department of Economic & Workforce Development, the Workforce Investment Board, the Oakland Business Assistance Center, the Oakland Business Development Corporation, the West Oakland Job Resource Center, and the West Oakland Public Library. In general, these agencies tend to connect job seekers and businesses with funding and referrals for services, rather than directly providing job training, business technical support, or other programming. Connecting West Oakland residents and businesses to these existing resources is a major focus of the strategies recommended below.
- *Public Funding and Financing:* The City administers public funding and financing programs to support community and economic development, such as federal Small Business Administration loans, Community Development Block Grants, and Workforce Investment Act funds. The City also has the ability to capture some of the value created by future development and growth in order to provide community benefits such as affordable housing, workforce training programs, small business support, or infrastructure improvements. These “value capture” strategies can include community benefits agreements, developer agreements, assessment districts, and linkage and impact fees. However, it is important to note that value capture mechanisms rely on the strength of the private market. If implemented during a weak market, they can inhibit new development and stall economic growth. In addition, because such strategies rely on the private market, they are inherently uncertain; it can be difficult to predict the timing and scale of future development and therefore to plan for the resulting funding streams. As a result, value capture mechanisms are more useful for one-time capital improvements such as new sidewalks or affordable housing, rather than as a funding source for ongoing, programs.

Community-Based Organizations

While the City can lay the groundwork for new economic activity and connect residents and businesses with funding and services, CBOs can play a more direct role in real estate development and service provision, among other activities. The following functions are typically performed by Community-Based Organizations; many, but not all, are currently provided by CBOs in West Oakland. Note that many organizations perform more than one of these activities.

- *Youth Education & Programs:* A number of programs in West Oakland are aimed at preparing youth for the workforce by teaching both soft skills (e.g., work ethic, time management, communication, and attitude) and technical skills, ranging from food production to metalworking. **Figure 9.2.1** lists some of the organizations with career-focused youth education and training programs in West Oakland.
- *Job Training & Readiness:* Job training programs are more directly aimed at training adults for employment in specific fields. **Figure 9.2.1** shows some of the organizations that provide job training and readiness programs in West Oakland.
- *Small Business Support and Entrepreneurship Training:* Small business support can include entrepreneurship training classes that teach the skills needed to start and manage a business; technical assistance programs that provide training and/or direct assistance with management, bookkeeping, marketing, or other functions; and lending programs. For example, Mandela MarketPlace (**Figure 9.2.4**) provides many of these services in West Oakland, targeted to the Mandela Foods Cooperative and other food-related enterprises. In other places, community development corporations (CDCs),⁵ neighborhood economic development centers,⁶ or other non-profits may provide these types of services to a broader range of businesses within a neighborhood (see **Figure 9.2.7** for an example in Minnesota).
- *Real Estate Development:* Some Community-Based Organizations, typically incorporated as CDCs, develop real estate projects. CDC real estate projects can include affordable space for small businesses (known as small business incubators), artists, industrial users, or other non-profit organizations, as well as affordable housing.
- *Funding and Financing:* Common sources of funding associated with Community-Based Organizations include foundations, which typically provide grants for specific purposes; and community development financial institutions (CDFIs), which provide financial services in underserved neighborhoods. Oakland and the Bay Area are home to many foundations and CDFIs that provide grants and loans for economic development activities, such as the James Irvine Foundation and the Northern California Community Loan Fund.
- *Advocacy and Other Services and Programming:* Local non-profits serve a variety of functions including:
 - Environmental justice
 - Food justice/urban farming
 - Childcare and after-school programs

⁵ Community development corporations (CDCs) are non-profit organizations dedicated to supporting community and economic development, typically within a targeted neighborhood.

⁶ Neighborhood economic development corporations are non-profit organizations focused on promoting small business development in particular geographic areas.

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Educational Institutions

Educational institutions provide the academic groundwork and career-specific training required for placement in a wide variety of fields. Secondary educational institutions in West Oakland include McClymonds and Ralph Bunche High Schools. Laney College is located approximately one mile from the Plan Area.

Figure 9.2.4. Mandela MarketPlace

Mandela MarketPlace is a non-profit organization dedicated to creating entrepreneurship opportunities for West Oakland residents and building a healthy local food system. The organization incorporated in 2005 in order to support a community-based plan to open a locally-owned grocery store. The 2,500 square foot grocery store – Mandela Foods Cooperative – opened as an independent, worker-owned business in 2009. Today, Mandela MarketPlace continues to support the store, while running a number of other programs and enterprises related to equitable economic development and healthy food access. The non-profit's activities include:

Entrepreneurship Training & Support: Mandela MarketPlace created a three-phase training program for Mandela Food's future worker/owners that included courses in entrepreneurship, financial management, and grocery management, as well as hands-on experience in buying food from farmers and operating produce stands. Trainees were recruited from the West Oakland community in part through advertisements, but also through word of mouth and existing relationships built through an extensive community outreach process. Since the grocery store opened, Mandela MarketPlace's focus has shifted to ongoing technical support. As of 2012, Mandela MarketPlace supported 22 jobs/ownership opportunities through the grocery store and other enterprises.

Facilitating Access to Capital: Mandela MarketPlace worked with the City of Oakland, foundations, and other organizations to raise funding to open Mandela Foods. As a non-profit, Mandela MarketPlace was able to access grant funding that would not otherwise have been available to the store. Moreover, by building relationships with funders and providing ongoing technical support for the worker/owners, the organization helped mitigate the risk of investing in a new, untested enterprise. Mandela MarketPlace also works with Kiva Zip, a micro-lending website, in order to connect local entrepreneurs with lenders. So far, Mandela MarketPlace has helped Mandela Foods raise \$5,000 through Kiva Zip for marketing and branding efforts, and helped Besto Pesto – one of the 25 local food vendors that sells products at Mandela Foods – raise \$1,700 for commercial kitchen rental fees and container labels.

Youth Development: The organization's youth program, West Oakland Youth Standing Empowered (WYSE) began in 2007, when Mandela MarketPlace recruited West Oakland students to participate in a survey of local food quality, availability, and affordability. Following completion of the survey, the WYSE students worked with the City to get new bus benches, crosswalks, and trashcans installed in the neighborhood; helped clean up local parks; and hosted a nutrition education program at McClymonds High School. Mandela MarketPlace began working with a second class of students in the summer and fall of 2013.

Building a Healthy Food Network: In addition to establishing Mandela Foods Cooperative, Mandela MarketPlace has created the Healthy Neighborhood Store Alliance, a program that delivers produce to West Oakland corner stores, and Earth's Produce Distribution, an enterprise that is working to establish a produce distribution network to support small farmers and pass wholesale prices on to neighborhood and community-based stores. Together, Mandela MarketPlace's enterprises made 125,000 pounds of produce available in West Oakland in 2012.

Sources: Interview with Dana Harvey (Executive Director, Mandela MarketPlace) and Mariela Cedeño (Senior Manager, Social Enterprise & Communications, Mandela MarketPlace), August 13, 2013; Mandela MarketPlace, <http://www.mandelamarketplace.org/>.

Equitable Economic Development Strategies

Building on the opportunities and assets described above, this section describes additional recommended strategies for supporting equitable economic development in West Oakland. These strategies fall into five broad categories: employment and job training, industrial arts and urban manufacturing, community-based economic development, neighborhood-serving retail and services, and leveraging future development. **Figure 9.2.8**, at the end of this section, summarizes all of the strategies listed in this section, including the entities that should take the lead in implementation, key partners, and likely timing.

Employment and Job Training

Intent: Develop training and career pathways to help West Oakland residents move from educational and training programs into paid positions.

Although Oakland and West Oakland are home to a wealth of Community-Based Organizations and educational institutions offering job readiness, training and placement programs for youth and adults, opportunities exist to better coordinate among organizations and establish career pathways. Career pathways are an integrated set of programs to help residents move from educational and training programs into paid positions within specific industries. The West Oakland Job Resource Center represents a particular opportunity for the City to work in partnership with Community-Based Organizations, educational institutions, and employers in order to connect residents with local and regional jobs. The strategies listed below build on the existing momentum both at the City of Oakland and within the West Oakland community to expand the role of the West Oakland Job Resource Center over time and establish strategic connections among a wider array of educational and Community-Based Organizations and potential employers.

Expanding Opportunities in Construction and Operations

Due to its association with the Army Base redevelopment, the West Oakland Job Resource Center is currently focused on career pathways in construction and logistics operations. In the short term, the City of Oakland should continue to build on this specialty using the strategies listed below.

EED-1: Continue to work with public agencies to identify additional job opportunities on major public construction and/or operations projects.

The City of Oakland should continue to explore opportunities to partner with other public agencies, such as BART and the Port of Oakland, to increase the pipeline of construction and operations positions available through the Job Resource Center.

EED-2: Continue to work with local job readiness, training, and placement organizations to establish career pathways in construction and operations.

The City of Oakland has already established a Memorandum Of Understanding (MOU) with the Cypress Mandela Training Center to provide support and training for clients of the West Oakland Job Resource Center interested in careers in construction. In the short term, similar partnerships with other organizations, such as offering construction and/or operations training could help to further expand the center's capacity.

Expanding Other Employment Opportunities

In addition to construction and operations jobs associated with the Army Base redevelopment, the West Oakland Job Resource Center also has the potential to connect residents to employment opportunities

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in a wider range of industries both within West Oakland and at the regional level, through the strategies listed below.

EED-3: Continue to work with public agencies to bring job training, placement and referral resources for an array of employment types to the West Oakland Job Resource Center.

In the short term, the City of Oakland should continue efforts to expand the range of career development activities offered at the West Oakland Job Resource Center by bringing in additional resources and programs, such as a One-Stop Career Center funded through the Workforce Investment Act and additional career development resources through the Alameda County CalWorks program.

Figure 9.2.5. Potential Career Pathways for West Oakland Residents

West Oakland is currently home to an array of educational, job readiness, and job training programs that have the potential to prepare residents for employment opportunities both in West Oakland and throughout the region. The table below illustrates some of the many potential pathways to employment in existing and emerging West Oakland industries, building on educational and training opportunities already available in and around West Oakland. The West Oakland Job Resource Center has the potential to work with community-based organizations (including the examples listed below) and potential employers to support worker transitions from education and training programs to paid employment.

	Youth Programs and Education	Job Training/Readiness	Job Opportunity
Construction	Civicorps Learning Academy and Jobs Training Program	Cypress Mandela Pre-Apprenticeship Program	Building Trade Apprenticeship in Public Sector Construction (ex: Army Base)
Food Manufacturing	City Slicker Farms Youth Crew Summer Program	Laney College Culinary Arts Program	Chef or Food Manufacturer
		City Slicker Farms Allyship Program	
Urban Manufacturing	McClymonds High School STEM Program	Laney College Welding Technology Program	Employment in Advanced or Custom Manufacturing; Small Business Owner or Artisan "Maker"
	The Crucible Youth Program	The Crucible Young Adult Progra	
Bio-manufacturing	McClymonds High School STEM Program	Laney College Bio-manufacturing program	Biotech Firms
	Prescott Joseph Center Youth Internship Program		

EED-4: Work with West Oakland employers, Community-Based Organizations, and educational institutions to establish career pathways for residents in a range of local industries.

The West Oakland Jobs Resource Center is in a unique position to coordinate among educational institutions, Community-Based Organizations, and potential employers to establish career pathways for West Oakland residents. Just as the City has partnered with Cypress Mandela and the Army Base redevelopment to establish a career pathway for the construction sector, the potential exists to build on the neighborhood's existing assets and industries to establish a series of career pathways suitable to a range of skills and interests. See **Figure 9.2.5** for an illustration of potential career pathways within West Oakland. In the short term, outreach should include:

- Urban Manufacturing/Industrial Arts organizations and firms, including the Crucible, American Steel studios, and the Oakland Makers initiative.
- Food-based organizations and employers, such as Mandela Marketplace, City Slickers, People's Community Market, local food manufacturers, and restaurateurs.
- Educational institutions such as Laney College and the Science, Technology, Engineering, and Mathematics (STEM) program and Global Training Academy at McClymonds High School.

Establishing relationships today with organizations and institutions that train students for math and science-based careers, such as Laney College and the McClymonds STEM program, will also prepare the West Oakland Jobs Resource Center and West Oakland residents for the types of industries that are expected to experience significant future growth in West Oakland. Chapter 6.1 identifies clean/green technology, the information sector, and life sciences/biotechnology as industries with substantial growth potential within West Oakland. Over the longer term, as new industries develop, the Jobs Resource Center should expand its outreach to include direct communication with new firms starting up or locating in West Oakland to identify the types of training programs needed to prepare local workers to fill emerging employment opportunities.

EED-5: Work with regional employers, Community-Based Organizations, educational institutions to establish career pathways for residents in a range of industries at the regional level.

In addition to better connecting West Oakland residents to jobs within the neighborhood, the City should explore long-term opportunities to partner with regional employers, Community-Based Organizations, and educational institutions throughout the East Bay and other parts of the Bay Area. This should include opportunities in industries that also exist in West Oakland, such as construction and manufacturing, as well as sectors projected to experience growth at the regional level, such as professional services, healthcare and educational services, and leisure and hospitality.⁷ These sectors are expected to create employment opportunities at a range of wage and training levels. For example, jobs in the professional services will range from management positions to entry-level administrative support jobs that could start workers on a career pathway; occupations in the healthcare sector can include everything from doctors and nurse practitioners, to medical assistants and home health care aids.

⁷ ABAG and MTC, "Final Forecast of Jobs, Population and Housing," *Draft Plan Bay Area*, July 2013.

Industrial Arts and Urban Manufacturing

Intent: Retain industrial zoning and facilitate the preservation or adaptive reuse of existing industrial buildings in order to encourage the preservation of affordable space for industrial artists, urban manufacturing, and other small businesses.

Industrial artists and urban manufacturers play a key role in contributing to West Oakland’s entrepreneurial and artistic culture, and may provide long-term employment opportunities for West Oakland residents. These small businesses are attracted to West Oakland in large part because of its historic industrial and warehousing buildings, which have low rents and large, flexible floor plates. Maintaining this space and allowing for adaptive reuse is critical to ensuring that industrial artists, urban manufacturers, and other small businesses can continue to locate and thrive in the Planning Area. In order to help preserve industrial space, this Plan recommends retaining the vast majority of industrially zoned land for industrial or business purposes, with only limited conversion to other uses. Additional strategies for preserving affordable industrial space are described below.

EED-6: Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between existing buildings.

Chapter 7.2 in this Plan recommends the establishment of a CIX-1 – Business Enhancement Overlay. Where it applies, this land use overlay would encourage property owners and developers to preserve and reuse existing structures that are structurally sound and economically viable, and would encourage new development to take the form of lower-intensity, infill development. The Plan also identifies opportunities for adaptive reuse in Chapter 5.3.

EED-7: Encourage the preservation of affordable space for artists and/or small urban manufacturers.

The regulatory strategies discussed above will help preserve the types of space that industrial artists, urban manufacturers, and other small businesses require. However, as West Oakland attracts new industries that can afford to pay higher rents, rental rates are likely to rise. In the long term, the only sure way for artists and small urban manufacturers to avoid displacement is to control their own space, either through ownership or by renting from a non-profit organization dedicated to artist space and/or industrial development.

Affordable space for artists and urban manufacturers typically falls into two general categories: work spaces that provide space solely for making art and/or small-scale manufacturing, and live/work spaces that provide housing and working space in the same unit. Work spaces and live/work spaces are typically treated differently under zoning regulations, and may have different ownership structures and funding sources. Work spaces that provide low-cost space to artists and/or small manufacturers are typically developed and managed by non-profit organizations dedicated to this explicit purpose. As non-profits, these organizations can provide long-term stability and access funding sources that are not available to individual artists or privately owned businesses, such as foundation grants and New Markets Tax Credits. Compared to live/work spaces, work spaces are more often able to take advantage of sources dedicated to economic development or community revitalization, such as New Market Tax Credits, Historic Preservation Tax Credits, Community Development Block Grants, or loans from CDFIs.⁸

⁸ Chris Walker, “Artist Space Development: Finance,” Urban Institute, 2007.

In contrast to work space, live/work space can sometimes be developed and owned by artists themselves through a condominium or cooperative structure (e.g., the 45th Street Artist Cooperative, described in **Figure 9.2.6**).⁹ However, given the Bay Area's high property values, artists can rarely afford to develop buildings on their own. Moreover, it can be challenging to control the mix of users and resale cost of units. A non-profit organization could ensure that the space remains affordable and occupied by artists over the long term, and could access a wider array of funding sources than can individuals. While work spaces developed by non-profits are often funded by sources related to economic development, non-profit developers of live/work space more typically rely on Low Income Housing Tax Credits and other state and federal affordable housing programs.¹⁰

Given these advantages, a non-profit structure is likely to be the best alternative for acquiring and developing permanently affordable artist/manufacturing space in West Oakland. Existing artists and urban manufacturers may wish to form their own non-profit organizations, and/or work in partnership

Figure 9.2.6: Examples of Affordable Artist & Manufacturing Space Developers and Initiatives

45th Street Artists' Cooperative, Emeryville: The 45th Street Artists' Cooperative began in the mid-1970s, when artists leased two warehouses in Emeryville and began subleasing to other artists as live/work space. In the 1980s, the residents formed a coop, bought the founding artists out of the remainder of their lease, and acquired and rehabilitated the properties. The coop has since converted a third warehouse space into live/work units. For more information, see <http://www.emeryvilleartistscoop.org/> and <http://www.americansforthearts.org/NAPD/files/8441/Live%20Work%20Space.pdf>.

Artspace Places, Inc.: Artspace is a national, non-profit real estate developer that specializes in developing and managing affordable space for artists and creative businesses. The organization operates 33 affordable arts facilities – including live/work housing, studios, art centers, and commercial space – in 13 states. In addition to property development and management, Artspace offers consulting services around the country. For more information, see <http://www.artspace.org/>.

Community Arts Stabilization Trust (CAST): CAST is a new partnership among the City and County of San Francisco, the Kenneth Rainin Foundation, and Northern California Community Loan Fund (NCCLF) that is working with local community arts organizations to acquire permanently affordable artist space in the Central Market neighborhood of San Francisco using foundation funding and New Markets Tax Credits.

Greenpoint Manufacturing and Design Center (GMDC): GMDC is a non-profit industrial developer in New York City that acquires, rehabilitates, and manages industrial buildings that provide affordable production space to small and midsize manufacturing businesses and artists. Since its establishment in 1992, GMDC has rehabilitated six buildings in North Brooklyn, which together account for more than 500,000 square feet of space for more than 100 businesses. Tenants include artists, designers, manufacturers, and other creative companies. For more information, see <http://www.gmdconline.org/>.

⁹ Note that most of the existing live/work spaces in West Oakland were privately developed, and are not intended to be permanently affordable. As discussed in Chapter 6, many of the existing units are not currently occupied by artists.

¹⁰ Chris Walker, 2007.

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with existing organizations in the Bay Area or nationally. As a first step towards forming such an organization, West Oakland artists/manufacturers should consult with existing non-profit developers and experts, who may be able to serve as partners or provide valuable expertise on funding, acquisition, and development. **Figure 9.2.6** provides a sample of existing organizations and initiatives that have successfully developed projects around the country, or that can provide other types of related expertise.

Intent: Support existing and attract new artists and arts-related businesses.

EED-8: Market West Oakland’s arts and culture districts and unique “maker” identity.

As described in Chapter 5.4 of this Plan, tools for marketing West Oakland’s industrial arts environment include enhancing and expanding the www.westoaklandworks.com website, and supporting the growth and branding of Oaklandmakers.org.

EED-9: Include local art, design, and fabrication as integral components of new development.

Chapter 5.4 of this Plan recommends a number of strategies for ensuring that major public and private development projects incorporate locally-made art. These include using the City’s 1.5% Public Art Ordinance Fund to support art in public and private development projects, including locally-contracted public art in City-sponsored streetscape projects, and working with community groups to install educational and interpretive signs, artwork, and landscaping that highlight West Oakland’s historic and cultural features.

Community-Based Economic Development

Intent: Support local entrepreneurs and the development of community-based businesses.

Supporting community-based small businesses and entrepreneurs can provide career opportunities and economic empowerment for residents. Many West Oakland residents have the vision and energy to start their own businesses, but entrepreneurship is challenging and can benefit from ongoing assistance. Many established small businesses could also benefit from technical assistance or access to capital in order to grow their businesses.

EED-10: Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland’s existing economic and workforce development programs.

The City of Oakland offers a number of programs designed to support small businesses. By ensuring that small businesses in West Oakland are aware of these programs, the City can ensure that West Oakland businesses benefit from these programs. Existing City programs include:

- *City of Oakland, Office of Economic & Workforce Development, Business Development Unit:* Oakland’s Business Developer Officers can address businesses’ concerns, help businesses find appropriate locations, and connect businesses to other resources.
- *The Oakland Business Assistance Center:* A one-stop information and referral center for businesses in Oakland.
- *The Oakland Business Development Corporation:* Offers U.S. Small Business Administration loans, referrals, and other resources.

EED-11: Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.

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Neighborhood economic development corporations, such as the Neighborhood Development Center in St. Paul, Minnesota (**Figure 9.2.7**), are community-based, non-profit organizations focused on promoting small business development in particular geographic areas. These organizations build long-term, ongoing relationships with local businesses and residents, while providing the capacity to support small businesses as they start up and expand over time. In West Oakland, a neighborhood economic development corporation could provide entrepreneurship training, technical assistance, small business lending, and/or real estate development of small business incubator space. The same organization could also potentially develop permanently affordable artist/manufacturing space (see EED-7 above).

A neighborhood economic development corporation in West Oakland could be formed as a new non-profit, or grow out of an existing community-based organization. Either way, one or more of West Oakland's many existing community organizations are likely to be in the best position to lead the effort to establish this type of organization. First steps could include:

- Explore potential models, such as the Neighborhood Development Center in St. Paul, Minnesota (**Figure 9.2.7**). Mandela MarketPlace (**Figure 9.2.4**) is a local example that already provides many of the functions of a neighborhood economic development corporation, although focused specifically around food.
- Form a board of directors that fully represents West Oakland's stakeholders, including members from existing community organizations and businesses, and residents.
- Develop a strategic plan for the organization.
- Apply for grants from private foundations and public agencies to fund activities.

Figure 9.2.7. Neighborhood Development Center, St. Paul, Minnesota

The Neighborhood Development Center (NDC) is a non-profit organization founded in 1993 to support local economic revitalization in core neighborhoods of Minneapolis and St. Paul. The NDC operates a range of programs and activities including:

Entrepreneur Training Program: Works with other community-based organizations to offer 11-week entrepreneur training courses. Topics include accounting, management, and creating a viable business plan.

Small Business Consulting: Provides eligible businesses with ongoing, one-on-one support and technical assistance in topics such as business management, accounting, marketing, and legal assistance.

Small Business Lending: Lends to small businesses that are unable to access traditional sources of capital. The average loan size is \$16,000.

Real Estate Development of Small Business Incubator Space: Has developed six formerly vacant or underutilized commercial properties into small business incubators that provide affordable space and connect tenants with NDC's other programs and services.

Community Organization Capacity Building: NDC supports local community-based organizations, and provides a variety of training and consulting programs to non-profits across the country that are interested in implementing NDC's community economic development strategies.

Source: Neighborhood Development Center, <http://www.ndc-mn.org/>.

Neighborhood-Serving Retail & Services

Intent: Support community-based efforts to improve West Oakland residents' access to everyday goods and services.

Expanding access to everyday goods and services, such as a full-service grocery store, pharmacy, and financial services institution, would greatly improve the quality of life in West Oakland, and help make the neighborhood more lively, safe, and attractive. Community-based neighborhood-serving retail businesses may also create new entrepreneurship and job opportunities for West Oakland residents.

EED-12: Support the expansion of an existing grocery store and/or the establishment of new grocery stores in West Oakland.

As discussed in Chapter 6.2, the "leakage" of grocery store sales from West Oakland (i.e., demand for groceries from West Oakland residents that is currently being captured by stores located outside of the neighborhood) could support as much as 65,000 square feet of new grocery retail space. A full-service grocery store could be created by:

- Supporting the expansion of an existing, limited-service grocery store, such as Mandela MarketPlace; or
- Supporting the opening of new grocery stores, such as the proposed People's Community Market.

EED-13: Promote the development of community-based, neighborhood-serving retail and service businesses.

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A new neighborhood economic development corporation, described above in EED-11, could support the development of locally owned businesses that provide much-needed goods and services to the neighborhood. A new or expanded grocery store (EED-12) could serve as an anchor for smaller stores.

Leveraging Future Development

Intent: Explore opportunities for future development to contribute to equitable growth.

EED-14: Identify vacant or underutilized publicly-owned land in West Oakland with the potential for community benefit.

Working with other public agencies, the City should create a map of vacant or underutilized publicly-owned land with the potential to be developed for community benefit. This map should be made available to the West Oakland community and opportunities to develop land for community benefit through public-private partnerships with local property owners and developers or other mechanisms should be explored. Potential uses might include affordable housing or industrial space, a small business incubator, or other locally beneficial projects.

EED-15: Work with the developers of the West Oakland Transit Village project to include space for community-based businesses as part of the development.

The City of Oakland should work with Caltrans and the developer of the West Oakland Transit Village project to include commercial space for the industrial arts, small-scale urban manufacturing, and/or community-based businesses, such as retailers serving local needs and/or selling locally-made goods. Community-based retailers, industrial artists, and other local entrepreneurs are unlikely to be able to afford to locate in newly constructed retail space without some form of financial assistance.

EED-16: Explore long-term opportunities to leverage new development and industries for community benefit.

The short-term priority for West Oakland should be to attract new employment, development, and businesses to the area in order to create jobs and other economic benefits. In the longer term, as the West Oakland market strengthens, the City should explore opportunities to use value capture tools such as developer agreements, linkage fees, and assessment districts to leverage new development for community benefits. Additional analysis may be necessary to determine the “threshold” at which the market is strong enough to support these kinds of measures without discouraging investor interest, and to determine which types of community benefits value capture might support. Because value capture strategies rely on the strength of the private market, it can be difficult to predict the timing and scale of future development and therefore to plan for the resulting funding streams. As a result, value capture mechanisms are more useful for one-time capital improvements such as new sidewalks, affordable housing, or development of a small business incubator, rather than as a funding source for ongoing, programs.

Figure 9.2.8: Summary of Equitable Economic Development Strategies

Strategy		Lead Entities	Partners	Timing*
Employment and Job Training				
EED-1	Continue to work with public agencies to identify additional job opportunities on major public construction and/or operations projects.	WOJRC	Public employers (e.g. BART, Port of Oakland, AC Transit)	Short
EED-2	Continue to work with local job readiness, training and placement organizations to establish career pathways in construction and operations.	WOJRC	CBOs, educational institutions	Short
EED-3	Continue to work with public agencies to bring job training, placement and referral resources for an array of employment types to the West Oakland Job Resource Center.	WOJRC	Public workforce/economic development agencies	Short to Medium
EED-4	Work with Community-Based Organizations, educational institutions, and local businesses to establish career pathways for residents in a range of West Oakland industries.	WOJRC	CBOs, educational institutions, local businesses	Medium
EED-5	Work with Community-Based Organizations, educational institutions, and regional employers to establish career pathways for residents in a range of industries at the regional level.	WOJRC	CBOs, educational institutions, regional businesses, and other public agencies and special districts in Alameda County.	Long

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Strategy		Lead Entities	Partners	Timing*
Industrial Arts and Urban Manufacturing				
EED-6	Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between existing buildings. <i>See Chapter 7, strategies CIX-1 Enhancement-1 through 8; Chapter 5.3, strategies Adaptive Reuse-1 through 5.</i>	City		Short
EED-7	Encourage the preservation of affordable space for artists and/or small urban manufacturers.	Non-profit developer	Art/industrial space users, CBOs, City	Short/ Ongoing
EED-8	Market West Oakland as an arts and culture district, featuring a unique “maker” community. <i>See Chapter 5.4, strategy Arts “Brand”-1</i>	City & CBOs		Short
EED-9	Include local art, design, and fabrication as integral components of new development. <i>See Chapter 5.4, strategies Art-1 through 3</i>	City & Developers		Medium to Long
Community-Based Economic Development				
EED-10	Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland’s existing economic and workforce development programs.	City	CBOs	Short
EED-11	Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.	CBOs	City	Medium to Long

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Strategy		Lead Entities	Partners	Timing*
Neighborhood-Serving Retail & Services				
EED-12	Support the expansion of an existing grocery store and/or the establishment of new grocery stores in West Oakland. <i>See Chapter 6.2, strategies Grocery-1 and 2</i>	City	CBOs	Short to Medium
EED-13	Promote the development of community-based, neighborhood-serving retail and service businesses.	CBOs	City	Short to Long
Leveraging Future Development				
EED-14	Identify vacant or underutilized publicly-owned land in West Oakland with the potential for community benefit.	City		Short
EED-15	Work with the developers of the West Oakland BART Transit-Oriented Development project to include space for community-based businesses as part of the development.	City		Medium
EED-16	Explore longer-term opportunities to leverage new development and industries for community benefit.	City		Long

*Short Term: 0-2 years; Medium Term: 2-5 years; Long Term: 5+ years

Other Notes: WOJRC: West Oakland Job Resource Center; CBOs: Community-Based Organizations