

**CITY OF OAKLAND**  
*AGENDA REPORT*

OFFICE OF THE CITY ADMINISTRATOR  
2007 JAN 16 PM 7:12

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Community and Economic Development Agency  
DATE: January 16, 2007

RE: **Public Hearing and Consideration of a Resolution Denying the Appeal and Sustaining the Decision of the Planning Commission Approving the Establishment of a Service-Enriched Permanent Housing Activity for 8 Adults within an Existing Structure Located at 2815 West Street (Case Number, CM06-245)**

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**SUMMARY**

On November 1, 2006, the Oakland Planning Commission approved a Major Conditional Use Permit, to conduct a Service-Enriched Permanent Housing Residential Activity located at 2815 West Street (Attachment A). The Planning Commission decision (Attachment B) is being appealed by the local Neighborhood Crime Prevention Council, Beat 6 Advocates (Attachment C).

The Planning Commission made the findings that the project meets the regular Conditional Use Permit findings, the special findings pertaining to Service-Enriched Permanent Housing Residential Activities and is consistent with and advances the General Plan. Staff recommends upholding the Planning Commission decision to approve the application.

**FISCAL IMPACT**

Upholding or reversing the Planning Commission decision to approve this application will not cause any direct fiscal impacts. Indirect fiscal impacts are outlined below and are supported by the accompanying arguments.

If the Planning Commission decision to approve is reversed and the Conditional Use Permit denied, the use of the property is limited to that of a single family residence. Tax revenues collected by Alameda County and by the City of Oakland Business Tax office would be limited.

If the Planning Commission decision to approve is upheld, the property would generate higher business tax revenues based on the income from rents from up to 16 individuals rather than rent from one family.

The appellants believe that any greater revenue would be offset by greater expenditures of resources to police nuisance activity.

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With adequate Conditions of Approval, staff believe the proposed use would not result in undo nuisance activity and therefore business tax revenue would not be offset by extra police activity.

## BACKGROUND

The application was originally scheduled to be heard before the Oakland Planning Commission on October 4, 2006. On October 4<sup>th</sup>, the Planning Commission opened the public hearing to allow a number of people to speak. These comments were for the record only, there was no discussion. The application was continued to the following meeting on October 18<sup>th</sup>, to allow the applicant to meet with community groups. On October 18<sup>th</sup>, the commission opened the public hearing to take testimony and again continued the meeting to allow the applicant to present the application at an additional community meeting. Finally on November 1, 2006, the Oakland Planning Commission opened the public hearing, took testimony from the applicant and the public, closed the public hearing, discussed the project, modified the conditions of approval including reducing the number of residents from 16 to 8 and requiring a compliance review in 6 months, and approved it by a vote of six to none with one absent. The application was appealed by Beat Six Advocates on November 13, 2006. The reasoning for the appeal is discussed below.

The applicant has met with community groups on two occasions. The applicant presented her project before the West Oakland Advisory Committee (WOPAC) under Open Forum. Because it was under open forum there was no discussion by the group. The applicant also presented the application to the Beat 6 Neighborhood Crime Prevention Council (NCPC) on October 26, 2006. At this meeting, the application was discussed and numerous issues were raised.

## KEY ISSUES AND IMPACTS

### Appellant's Grounds for the Appeal and Staff Responses

The issues brought up in the appeal letter are discussed below with the issues in the appeal letter shown in **bold** text and staff response in *italics* text:

- 1. That the Planning Commission made an error, the use is not defined in the Planning Code and the use as described fails to meet accepted definitions used by various non-profits who provide similar services. To designate the monthly rental of rooms as a "service-enriched housing project" defies both reason and common sense. This determination is a patent error of the Planning Commission and requires reversal by the City Council.**

*The use is defined at Section 17.10.114*

#### **17.10.114 Service-Enriched Permanent Housing Residential Activities.**

Service-Enriched Permanent Housing Residential Activities include permanent housing in which residents are tenants who live independently and have access to various voluntary

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support services, such as, health, mental health, education and employment/training services. These services may be provided on-site and/or off-site. If support services are also offered on-site and [to] off-site residents, the support services component will be classified and regulated as Community Education and/or Health Care Civic Activities. They also include certain activities accessory to the above, as specified in Section 17.10.040. (Ord. 12138 § 4 (part), 1999)

*The proposed use conforms to the above definition. Staff must use the definition provided in the code. The participants in the program are not merely renting rooms. The project description provided by the applicant describes a program where individuals must participate in programs for rehabilitation off-site. Residency is subject to house rules including drug testing and residents may be removed from the program for failure to adhere to these rules. One primary difference between a Service-Enriched Permanent Housing Residential Activity and a Transitional Housing Activity is that the services are provided off-site rather than on-site. If this activity was not classified as Service-Enriched then it would be Permanent Residential. If the use were considered Permanent Residential the use would be allowed outright. As a Service Enriched Permanent Residential Activity, the City of Oakland has the ability to impose conditions through the Conditional Use Permit process.*

- 2. The neighborhood where the project will be located in is overconcentrated with public services of various types, has the highest rate of crime, drug related crime, and other community stressors. The appellants believe the project will be poorly managed and is poorly planned. The appellants feel this is an undue burden on the community and given the environment, will tempt program participants back into substance abuse and or crime. The area has suffered from poor planning practices dating back over 40 plus years. Notwithstanding citizen protests, public testimony and research documentation presented to the Planning Commission, the commission approved the application.**

*In making its decision, the Planning Commission took testimony including the data on neighborhood crime stressors and used that information in conjunction with the staff report, testimony of the applicant, and the public. The applicant has submitted a proposal including house rules, staffing, and procedures that are similar to many such facilities approved throughout the city.*

*In addition, staff and the Planning Commission have added conditions to reduce the possibility of nuisance activity including reducing the number of residents from 16 to 8, and a provision to review the application at the end of a six month review period at which time the conditions of approval may be modified or the conditional use permit revoked. Finally, the planning code uses the criteria of a 300 foot radius from the project to a limited number of types of residential projects, but the appellant has not submitted any evidence indicating that this facility is within 300 feet of another such facility. Moreover, Staff has determined that the proposed facility is located **more than** 300 feet from any other such facility.*

**3. The conditions of approval imposed by the Oakland Planning Commission are ambiguous and are indicative of the abuse of discretion by the commission and illustrate the error built within the decision.**

- **Specifically, condition 12 sets forth posting information regarding who to contact if there is a problem but no timetable to respond to the issue.**

*This is a standard condition imposed on similar facilities. Failure to respond in a timely manner can be considered a violation of the conditions of approval and would be grounds to revoke the Conditional Use Permit or impose additional conditions. This condition may be modified to provide a specific time table for a response if not a resolution of specific complaints.*

- **Condition 13 prohibits external pay telephones which would exacerbate an emergency if residents have a crisis forcing them to search for a phone if an emergency arose.**

*The condition is standard and is intended to prevent loitering around exterior payphones by residents, neighbors, or others. The condition in no way precludes the installation of an internal pay phone or the use and availability of a private phone within the house.*

- **Condition 17 contains no loitering requirements and seems to conflict with a curfew requirement. There is no supervisory provision while residents are away from the site.**

*The residents by condition of residency must be employed and take part in recovery programs off site. They are supervised at those locations by either their employers or the people running the recovery program. The condition on no loitering is intended to protect the community from residents loitering on the front steps during the time they are at home. This condition has become standard because most complaints staff receive from similar facilities are related to loitering on the front porch.*

- **Condition 18 requires one staff person assigned to each living unit at all times. The condition fails to provide for specific hours during which the staff person shall be available for supervisory purposes. Since volunteer staffs are not employees it is unlikely any staff person will be able to exert authority over other residents.**

*The "staff" would consist of people who receive reduced rent and are thus not volunteers. The condition as written is "An on-site staff person shall be assigned to each living unit at all times." The intent is that there will be a staff person on duty for each living unit at all times there are residents on site.*

- **Condition 19 requires residents to use public transportation. Without a prohibition on car ownership the residents will subject the neighborhood to a parking hardship caused by the residents of the proposed project.**

*The use is primarily a residential use. Under current code, the parking required is one parking stall per unit. The property has three parking stalls. In general, residents are not expected to have cars and thus will not impact parking unduly.*

**4. The maximum density allowed under the R-36 zoning is two dwelling units and the project would contain three units thus violating density standards.**

*The permitted density in the R-36 zoning district is one unit. With a Conditional Use Permit one unit is allowed per 2,500 square feet. The proposed project is a Service-Enriched Permanent Housing Residential Activity and is not subject to the density requirements. The facility could not be used as a regular three dwelling unit facility without an additional discretionary action. Apparently the original Conditional Use Permit was for a medical office, but the structure was in fact built to house the practitioners as well, thus creating the three units. Subsequently, the structure was converted to a 15 bed residential care facility with a Conditional Use Permit in the 1970's.*

### **SUSTAINABLE OPPORTUNITIES**

Economic: Upholding the Planning Commission approval of the project will maintain the existing structure and result in additional business tax revenue based on rent from 8 individuals rather than from rent from a single family. Denial of the project means facility could only continue as a single family residence.

Environmental: Upholding the Planning Commission approval of the project will help maintain the existing structure which will allow positive use of the embodied energy in the materials and construction of the original structure.

Social Equity: Upholding the Planning Commission approval of the project will provide a program for people in recovery from substance abuse and should have a positive affect on social equity issues locally as the police beat where this program is located has many social equity issues.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

Upholding the Planning Commission approval of the project will have no affect on senior citizen access to services. The ground floor of the structure is accessible and would continue to be useable by any disabled people or employees in the program.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council adopt the attached resolution denying the appeal and upholding the Planning Commission decision to approve Major Conditional Use Permit CM06-245 approving the establishment of a Service-Enriched Permanent Housing Activity for 8 adults within an existing structure located at 2815 West Street.

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**ALTERNATE COUNCIL ACTIONS**

Alternative council actions include:

1. Uphold the Planning Commission's decision, but impose additional conditions on the project and/or modify the project.
2. Continue the item to a future hearing for further information or clarification.
3. Refer the matter back to the Planning Commission for further consideration on specific issues/concerns of the City Council. Under this option, the item would be forwarded back to the City Council with a recommendation after review by the Planning Commission.
4. Uphold the appeal and reverse the Planning Commission's decision thereby denying the project. This option would require the City Council to continue the item to a future hearing so that Staff can prepare and the Council have an opportunity to review the proposed findings and resolution for denial.

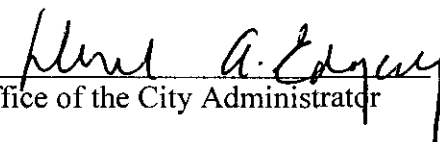
Respectfully submitted,



\_\_\_\_\_  
CLAUDIA CAPPIO  
Director of Development

Prepared by: Chris Candell  
Planner III  
CEDA - Planning & Zoning

APPROVED AND FORWARDED  
TO THE CITY COUNCIL:

  
\_\_\_\_\_  
Office of the City Administrator

**ATTACHMENTS:**

- A. November 3, 2006 Decision Letter with revised conditions.
- B. October 4, 2006 Planning Commission staff report and attachments including plans and additional attachments
- C. Appeal and attachments

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***ATTACHMENT A***

November 3, 2006

Carolyn Robinson  
East Bay Transitional Housing  
P.O. Box 8588  
Emeryville, CA 94662

**RE: Case File No. CM06-245, 2815 West Street, APN 009 -0693-004-00**

Dear Carolyn,

Your application as noted above was **APPROVED** at the City Planning Commission meeting of 11/01/06. The Commission's action is indicated below. This action becomes final ten (10) days after the date of this letter unless an appeal to the City Council is filed by Monday, November 13, 2006 at 4:00PM.

(X) Granted with required conditions (attached). (Vote: Ayes, Mart, Lee, Franklin, Colbruno, Mudge, Boxer, Nays, none, Absent, Lighty

An Appeal to the City Council of this decision may be submitted within ten (10) calendar days (by 4:00 p.m.) of 11/01/06. An appeal shall be on a form provided by the Planning and Zoning Division of the Community and Economic Development Agency, and submitted to the same at 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, California, 94612, and to the attention of Chris Candell, Planner II. The appeal shall state specifically wherein it is claimed there was error or abuse of discretion by the Planning Commission or wherein their decision is not supported by substantial evidence and must include payment of \$710.31 in accordance with the City of Oakland Master Fee Schedule. The Planning and Zoning Division shall forward a copy of appeals submitted to the City Council to the City Clerk for scheduling. The appeal itself must raise each and every issue that is contested, along with all the arguments and evidence in the record which supports the basis of the appeal; failure to do so may preclude you from raising such issues during your appeal and/or in court.

A signed Notice of Exemption (NOE) is enclosed certifying that the project has been found to be exempt from CEQA review. You **may** record the NOE, the Environmental Declaration, and the De Minimis Impact Findings at the Alameda County Clerk's office at 1106 Madison Street, Oakland, CA 94612, at a cost of \$25.00 made payable to the Alameda County Clerk. Please bring the original NOE related documents and five copies to the Alameda County Clerk, and return one date stamped copy to the Zoning Division, to the attention of Chris Candell, Planner II. Although recordation of the Notice of Exemption (NOE) **is optional** pursuant to Section 15062(d) of the California Environmental Quality Act (CEQA) Guidelines, recordation of the NOE reduces the statute of limitations on challenges to your project, based on environmental issues, to 35 days after the NOE is recorded with the County. In the absence of a recorded NOE, the statute of limitations for challenges extends to 180 days.

If you have any questions, please contact the case planner, Chris Candell, Planner II at (510) 238-6986 or ccandell@oaklandnet.com.



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November 1, 2006

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Very Truly Yours,

SCOTT MILLER  
Zoning Administrator

cc:

Ray Derania, Building Services Division  
Bill Quesada, Inspection Services  
Bill Singman, Building Services Division

Jon Ewigleben, Engineering Services/Permit Processing  
Audree Jones-Taylor, Parks and Recreation  
Gay Luster, OPRCA/Tree Section

**CONDITIONS OF APPROVAL****STANDARD CONDITIONS:****1. Approved Use.****a. Ongoing.**

The project shall be constructed and operated in accordance with the authorized use of Service-Enriched Permanent Housing Residential Activity as described in the staff report dated October 4, 2006 and the plans submitted on August 21, 2006 and as amended by the following conditions. Any additional uses other than those approved with this permit, as described in the project description, will require a separate application and approval. Specifically, the project is approved solely for a Service Enriched Residential Activity for a maximum of ~~16~~ 8 residents. There shall be no services provided or advertised for non-residents such as, but not limited to, intake of clients, clinic services, educational resources, and referral services. This condition shall be modified only upon review and approval by the Oakland Planning Commission at a noticed public hearing.

**2. Effective Date, Expiration, and Extensions****a. Ongoing.**

This permit shall become effective upon satisfactory compliance with these conditions. This permit shall expire on November 1, 2007, unless actual construction or alteration, or actual commencement of the authorized activities in the case of a permit not involving construction or alteration, has begun under necessary permits by this date. Upon written request and payment of appropriate fees, the Zoning Administrator may grant a one-year extension of this date, with additional extensions subject to approval by the City Planning Commission.

**3. Scope of This Approval; Major and Minor Changes****a. Ongoing.**

The project is approved pursuant to the Planning Code only and shall comply with all other applicable codes and requirements imposed by other affected departments, including but not limited to the Building Services Division and the Fire Marshal. Minor changes to approved plans may be approved administratively by the Zoning Administrator; major changes shall be subject to review and approval by the City Planning Commission.

**4. Modification of Conditions or Revocation****a. Ongoing.**

The City Planning Commission reserves the right, after notice and public hearing, to alter Conditions of Approval or revoke this conditional use permit if it is found that the approved facility is violating any of the Conditions of Approval or the provisions of the Zoning Regulations.

**5. Recording of Conditions of Approval****a. Prior to issuance of building permit or commencement of activity.**

The applicant shall execute and record with the Alameda County Recorder's Office a copy of these conditions of approval on a form approved by the Zoning Administrator. Proof of recordation shall be provided to the Zoning Administrator.

**6. Reproduction of Conditions on Building Plans****a. Prior to issuance of building permit.**

These conditions of approval shall be reproduced on page one of any plans submitted for a building permit for this project.

**7. Indemnification**

*a. Ongoing.*

8. The applicant shall defend, indemnify, and hold harmless the City of Oakland, its agents, officers, and employees from any claim, action, or proceeding (including legal costs and attorney's fees) against the City of Oakland, its agents, officers or employees to attack, set aside, void or annul, an approval by the City of Oakland, the Office of Planning and Building, Planning Commission, or City Council. The City shall promptly notify the applicant of any claim, action or proceeding and the City shall cooperate fully in such defense. The City may elect, in its sole discretion, to participate in the defense of said claim, action, or proceeding.

**SPECIAL CONDITIONS FOR SERVICE ENRICHED HOUSING ACTIVITY:**

**8. Program Requirements**

*a. Prior to commencement of activity*

At a minimum, program requirements titled "Community Living/House Rules" dated received August 21, 2006, and as modified below, shall be incorporated into these conditions of approval and recorded along with these conditions of approval with the Alameda County Recorder. Prior to recordation, these house rules shall be modified to prohibit smoking while on the premises.

**9. Number of Residents**

*a. Ongoing*

There shall be no more than ~~16~~ 8 residents at any given time. This number may thereafter be increased up to a maximum of 16 upon review and approval by the Oakland Planning Commission at a noticed public hearing approximately six months from the date of approval (May 1, 2007). Any increase in the number of residents will require a modification to this Conditional Use Permit.

**10. Length of Residency**

*a. Ongoing*

The minimum length of residency for those in the program will be 30 days.

**11. Noise**

*a. Ongoing*

Noise levels from the activity and grounds or any mechanical equipment on site shall comply with the performance standards of Section 17.120.050. If, at any time, noise levels exceed these standards, the activity causing the noise shall be abated until appropriate noise reduction measures have been installed and compliance verified by the Zoning Administrator.

**12. Contact information**

*a. Prior to commencement of activity*

The operator shall post on the property a sign that shall be clearly visible from the West Street entrance at the property line indicating the name and 24-hour contact telephone number of the staff responsible for receiving and responding to all written and verbal complaints received by the facility. The letters of the sign shall be legible and contrast with the background color of the sign and have lettering of a minimum height of one inch.

**13. Payphones**

*a. Ongoing*

No external pay phones are permitted on the premises.

**14. Litter****a. Prior to issuance of building permits**

~~At least one non-flammable external litter receptacle and one ashtray shall be installed on the outside of the building in a place accessible to residents. A portable ashtray may be substituted.~~ The location of any permanent ashtray and litter receptacle shall be reviewed and approved by the Zoning Administrator. The location of garbage cans/dumpsters shall be reviewed and approved by the Zoning Administrator.

**b. Ongoing**

Litter and debris shall be cleared from the external portions of the building and 20 feet on either side of the property along West Street once per day or as needed to maintain a litter free environment. ~~A portable ashtray, if used, shall remain outside in a location near the entrance during all times that the building is open for business.~~ The ashtray and litter receptacle shall be emptied as often as needed to prevent overflowing.

**15. Graffiti****a. Ongoing**

Graffiti shall be removed within 72 hours of application.

**16. Loitering and loitering Signage****a. Prior to commencement of activity**

The curfew hours in the "Community Living/House Rules" shall be modified. The new rule shall state that curfew hours are 7:00 AM to 10:00 PM daily. In addition, the applicant shall post at least one no loitering sign on the building façade or fence or other visible locations around the site. Signs shall be of a permanent nature and shall have letters a minimum of two inches in height.

The housing rules shall be further modified to include restrictions against congregating in or on the front porch or yard at any time. Outdoor activities may be permitted in the rear yard of the property.

**17. Loitering****a. Ongoing**

The applicant shall actively discourage loiterers. Those persons loitering longer than ten minutes shall be asked to leave the area and not allowed to loiter in front of the building. As a condition of residency residents shall be prohibited from loitering on public property. Residents may smoke only in designated sites on the property.

**18. Staffing****a. Ongoing**

An on-site staff person shall be assigned to each living unit at all times.

**19. Transportation****a. Ongoing**

Residents shall use public transportation for off-site training, education and other services.

**20. Parking****a. Ongoing**

Employees visiting shall utilize onsite parking first, using on street parking only when needed when all onsite-parking stalls are full. The applicant shall insure that parking by visitors and staff does not overhang or block the sidewalk. The applicant shall work with the neighbors to resolve parking problems caused by residents, employees, deliveries, or visitations.

21. Delivery of goods

a. Ongoing

All goods for the facility, if any are needed, shall be delivered during between the hours of 8:00 AM and 6:00 PM. Delivery drivers shall be instructed not to block parking or driveways of neighbors and to the extent possible to use off street parking when available.

22. Visitation

a. Ongoing

As stated in the Housing rules, visitation by family and friends is not allowed except on Saturdays between 9:00 AM and 10:00 PM.

23. Compliance review

a. Ongoing

Staff shall provide the Planning Commission with a Conditions of Approval compliance report after six months of operation. Staff shall calendar a compliance review on the first available meeting date six months after the date of approval approximately May 1, 2007.

**DESIGN:**

24. Un-permitted sheds in rear yard.

a. Prior to issuance of building permits or commencement of activity

The applicant shall obtain valid zoning and building permits for the two un-permitted sheds in the rear yard or remove them.

25. Tenant Improvements

a. Prior to issuance of building permits or commencement of activity

The applicant shall submit floor plans for any proposed construction. The design shall be reviewed and approve by the Zoning Administrator.

26. Signage

a. Ongoing

The applicant shall maintain all exterior finishes, landscaping and signage in good repair.

b. Ongoing

Lighting, if any, shall be designed and maintained so as not to cast glare onto adjacent properties. Lighting plans shall be reviewed and approved by the Zoning Administrator prior to issuance of building permits.

APPROVED BY: City Planning Commission: \_\_\_\_\_(date)\_\_\_\_\_ (vote)  
City Council: \_\_\_\_\_(date)\_\_\_\_\_ (vote)

***ATTACHMENT B***

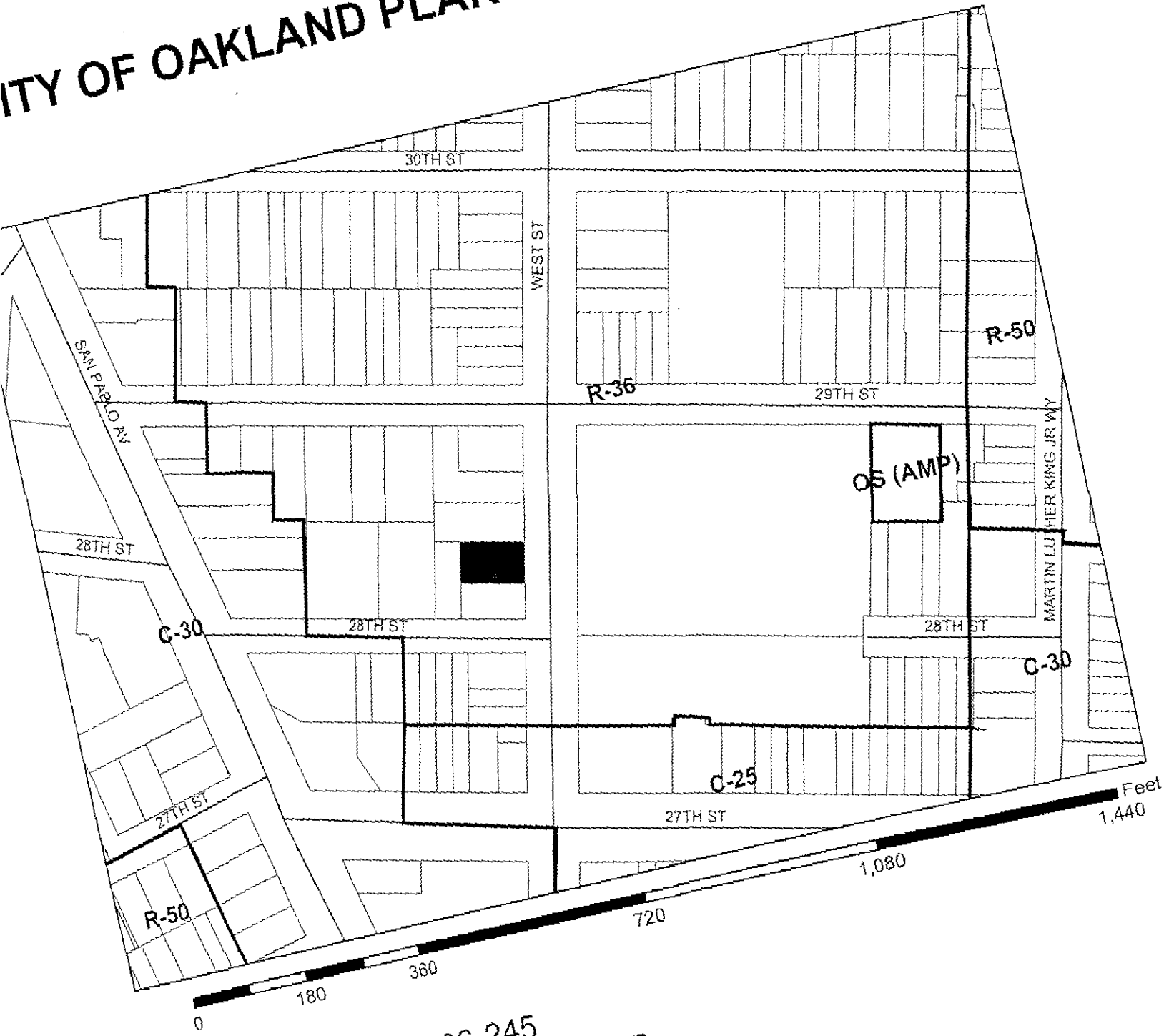
<b>Location:</b>	<b>2815 West Street (See map on reverse)</b>
<b>Assessor's Parcel Numbers:</b>	APN 009 -0693-004-00
<b>Proposal:</b>	To establish a Service-Enriched Permanent Housing Residential Activity for 16 adults within an existing structure; no external changes proposed.
<b>Applicant:</b>	Carolyn Robinson, East Bay Transitional Housing
<b>Contact Person/Phone Number:</b>	Carolyn Robinson, (510) ) 978-1146
<b>Owner:</b>	Carolyn Robinson, East Bay Transitional Housing
<b>Case File Number:</b>	<b>CM06-245</b>
<b>Planning Permits Required:</b>	Major Conditional Use Permit
<b>General Plan:</b>	Mixed Housing Type
<b>Zoning:</b>	R-36 Special Small Lot Residential Zone
<b>Environmental Determination:</b>	Exempt, Section 15301 of the State CEQA Guidelines; minor alterations to existing facilities
<b>Historic Status:</b>	The building is not a Potentially Designated Historic Property(PDHP); post 1945
<b>Service Delivery District:</b>	1
<b>City Council District:</b>	3
<b>Date Filed:</b>	May 19, 2006
<b>Status:</b>	Pending.
<b>Action to be Taken:</b>	Public hearing. An action may or may not be taken at the hearing.
<b>Staff Recommendation:</b>	Take public testimony and provide direction to staff and the applicant or take action to approve the project.
<b>Finality of Decision:</b>	Appealable to City Council
<b>For Further Information:</b>	Contact the case planner, <b>Chris Candell</b> , at (510) 238-6986 or by e-mail at <a href="mailto:ccandell@oaklandnet.com">ccandell@oaklandnet.com</a>

**SUMMARY**

The applicant wishes to establish a Service-Enriched Permanent Housing Activity for up to 16 adults who participate in the program on a voluntary basis. Residents must be employed to participate in the program and most will travel offsite to work. All residents will attend one or more ongoing recovery programs off site. Most residents will use public transportation to commute to jobs. Residents will be under supervision when on site by a volunteer house manager. There will be one manager per living unit. Residency is contingent upon adherence to the specific recovery program(s) enrolled in and rules of behavior (see letter from applicant dated 8/18/06 attachment "B" and house rules see Attachment "C"). Residents unable to meet these rules will be subject to discipline including removal from the program.

The program will take place within an existing two-story three unit 3,846 square foot apartment building (see plans, attachment "A"). The building is on a 6,000 square foot lot located mid-block adjacent to a vacant parcel on one side and a church on the other in a neighborhood primarily developed with single family and small multifamily structures. There are three parking stalls to the rear of the building. An outdoor recreation area, and an un-permitted storage shed and laundry shed occupy the remainder of the rear yard. No external changes are proposed. A Major Conditional Use Permit is required in the R-36 Special Small Lot Residential zoning district to establish this type of activity.

# CITY OF OAKLAND PLANNING COMMISSION



Case File: CM06-245  
Applicant: Carolyn Robinson  
Address: 2815 West Street  
Zone: R-36





The existing facilities were constructed in 1966 as a medical office and converted to a 15 bed residential care facility approved under CM85-112. This makes the residential structure particularly well suited for the proposed use. The impacts from traffic and parking would be minimal and not greater than a purely residential use of the property.

The use is compatible with surrounding residential, commercial and civic uses in this mixed use neighborhood. As conditioned, nuisance activity such as loitering will be prohibited. The project meets the standard Conditional Use Permit findings and the special findings for Service-Enriched Permanent Housing Activities (17.102.212) related to traffic, parking, staffing, deliveries, and distance to other similar facilities. Therefore, staff recommends approval of the Major Conditional Use Permit.

**PROJECT DESCRIPTION**

The applicant wishes to legalize a Service-Enriched Permanent Housing for up to 16 adults from Oakland and the East Bay who voluntarily join the program and sign agreements to abide by the rules and regulations of East Bay Transitional Housing. The program is not subject to State licensure. East Bay Transitional receives its funding from rents paid by the residents. The housing portion of the program is primarily paid for by rents. Residents are responsible for food and supplies.

Residents at this facility may be part of a variety of recovery programs. Residents pay rent to East Bay Transitional Housing and live on site as permanent residents for a minimum of 30 days as part of a recovery program. There is no maximum stay. Residents typically use public transit to get to the jobs and treatment. Since the site is close to San Pablo Avenue access to public transportation is good. Typical agreements for treatment and house rules are attached as exhibit (see attachment "C"). Project input occurs off site. There is a smoking/socializing area and laundry area to the rear of the building. House rules do not permit smoking and loitering in the front of the building.

Staffing

Residents will be under supervision when on site by one of three volunteer house managers and East Bay Transitional paid staff members who visit and inspect the facility. There is no "paid" staff on site.

Parking and deliveries

There is a driveway and three parking stalls located on site. Residents will generally not have cars but there is no prohibition against car ownership. There should be no general deliveries since residents are expected to provide for their own supplies and food. Delivery times for deliveries to residents from general delivery services would be time restricted from between 8:00 AM to 6:00 PM, weekdays.

Conditions of residency

Residency is contingent upon adherence to rules of behavior and contingent upon participation in recovery programs (see attachment "C"). Residents unable to meet these rules will be subject to discipline including removal from the program. Residents are subject to random drug and alcohol testing and may be excluded from the program for testing positive. Attendance is also required at off-site AA, NA programs.

Visitation

House rules, signed by each tenant, allow visitors on Saturday at posted times. Residents are also encouraged to meet with family and friends off site. Visiting hours are time limited from 9:00 AM to 10:00 PM maximum.

Location and facilities

The program will take place within an existing two-story four unit 3,846 square foot apartment building. The building is on a 6,000 square foot lot located mid-block adjacent to a single family home on one side and a church on the other in a neighborhood developed with single family and small multifamily structures. There are three parking stalls to the rear of the building. An outdoor recreation area, and an un-permitted storage shed and laundry shed occupy the remainder of the rear yard. No external changes are proposed.

**PROPERTY DESCRIPTION**

The property is located at 2815 West Street. The building is located mid-block adjacent to a vacant parcel on one side and a church on the other in a neighborhood developed with single family to small multifamily structures. There are three parking stalls to the rear of the building. An outdoor recreation area, storage shed, and laundry shed occupy the remainder of the rear yard. There is mature landscaping in the front yard. No external changes are proposed.

**GENERAL PLAN ANALYSIS**

This project is located in the Mixed Housing Type General Plan designation. The General Plan is silent regarding Service-Enriched Permanent Housing Activities. The Mixed Housing Type Residential classification is intended to “create, maintain, and enhance residential areas typically located near the City’s major arterials and characterized by a mix of single family homes, townhouses, small multi-family businesses, and neighborhood businesses where appropriated.” The desired character and uses section of the General Plan states that primary future uses should be “residential, small commercial enterprises, schools, and other small scale, compatible civic uses possible in appropriate locations.” This use is residential in character; the program participants will live on site; treatment will be off-site. The use is compatible in density and intensity to surrounding residential uses. Therefore the proposed use conforms to the intent of the General Plan Land Use Classification.

**ZONING ANALYSIS**

The proposed use is Service-Enriched Permanent Housing. This activity requires a major Conditional Use Permit in the R-36 Special Small Lot Residential Zone.

A Service-Enriched Permanent Housing Activity is defined at Section 17.10.112 which includes the provision of offsite treatment. The long term occupancy of up to 16 adults who are enrolled in an off site treatment, educational, and rehabilitation programs meets this definition.

Service-Enriched Permanent Housing Residential Activities which include permanent housing in which residents are tenants who live independently and have access to various support services, such as, health, mental health, education and employment/training services.

The Facility type is a Multifamily Residential Dwelling which is permitted in the R-36 zoning district.

In the R-36 Special Small Lot Residential Zone Garden Apartment Zone, Emergency Shelter Activities, Transitional Housing Residential Activity, and Service-Enriched Housing require a Conditional Use Permit. This activity requires a Major Conditional Use Permit as enumerated in Section 17.134.020(A) 2, Definition of major and minor conditional use permits. To permit the establishment of this use, the Planning Commission must make the regular Conditional Use Permit findings of Section 17.134.050, and the special use permit findings for Service-Enriched Housing Section 17.102.212. The special findings are related to:

staffing, traffic, parking, and delivery of goods, noise, and a restriction on overconcentration of such facilities. Multifamily Residential Dwelling Facilities are permitted by right.

### **ENVIRONMENTAL DETERMINATION**

The California Environmental Quality Act (CEQA) Guidelines list projects that are categorically exempt from environmental review. Section 15301 exempts minor alterations to existing facilities. No external changes are proposed. The off-site environmental impacts and overall intensity of the use will be similar to that of the earlier use of the building as a residential structure. Therefore, the proposed change in use is minor and will not create any adverse environmental impacts.

### **KEY ISSUES AND IMPACTS**

#### Program and history

The structure was constructed in 1966 as a medical facility. At that time, the property was zoned R-70. In 1974, the property was re-zoned R-40. In 1985, a Major Conditional Use Permit was issued to convert the building to a 15 bed residential care facility. The property is currently zoned R-36. As constructed in 1966 there were several parking stalls. At some time since construction, two sheds have been added to the property reducing the number of parking stalls to three. The sheds are large enough to require building permits but there are no permits on file. From observation the sheds are less than three feet from the property lines and would require one hour firewall construction. It is unclear if they have this construction. The sheds will need to be removed, or reviewed and approved regardless of the status of this proposal.

The applicant is a Certified Nurse Assistant and Unit Secretary at MPI Chemical Dependency Treatment Services, a division of Alta Bates Summit Medical Center. She now seeks to own and operate a Service-Enriched Permanent Housing Residential Activity for 16 adults.

As conditioned, it is unlikely to create any impacts more adverse than a regular multifamily residential facility related to nuisance, noise, traffic, or parking. The program rules are not specific, but provide for the removal of disruptive residents. As conditioned, residents will not be allowed to loiter on public property or on the front steps of the building. A designated smoking area will be established for residents who smoke at the rear of the property. Curfew hours are established to provide quiet hours for neighbors.

#### Traffic and Parking

Parking is adequate and traffic will not be significantly affected. Multi-family facilities in this zone normally require 1 stall per dwelling unit. There are 3 dwelling units and 3 stalls are provided. However, the proposed use is new and does require parking at the rate prescribed by the planning code.

The Oakland Municipal Code Section 17.116.060 B, requires two thirds of a parking stall for each dwelling unit, one third of a parking stall for each employee at peak shift, and one stall for each facility vehicle. There are 3 dwelling units, which generates (2.0) parking stalls, three unpaid employees generating (1.0) parking stall, and no facility vehicles generating (0)-parking stalls. The total required parking is therefore 3 parking stalls. The existing three parking stalls could accommodate this number. Additional parking if needed would occur on city streets. The need for deliveries would be the same as that required for ordinary multi-family residences. As there are no communal supplies there are no planned deliveries; each resident is responsible for their own. This would not create the need for deliveries beyond that required for ordinary residences.

The residents would use public transportation as much as possible to commute to school, jobs, and other services and multiple bus lines are available on San Pablo Avenue nearby. The impact from parking and traffic would be no different and possibly less than if families lived in the three units. West Street, 28<sup>th</sup> street, 29<sup>th</sup> Street, and nearby San Pablo Avenue have sufficient capacity to handle the anticipated traffic without detrimentally affecting the level of service at adjacent intersections.

Compatibility of Facilities to existing surrounding uses and neighborhood context

The neighborhood context is varied ranging from religious institutions to single family and multi-family residential buildings along West Street and adjoining streets.

The proposed activity will operate much like a residential use. The residents, like most residents in the area, will commute off-site during the day and return in the early afternoon or evening. However, unlike neighboring residents they will be subject to a curfew. The applicant proposes curfew hours of 10:00 PM. There is no morning hour mentioned in the housing rules. Staff would propose a condition of approval amending these hours to include a daily morning curfew of 7:00 AM keeping the overall hours consistent with the noise ordinance regulations.

While on site, residents must observe strict quiet hours and other restrictions to minimize adverse off-site impacts such as loitering. As conditioned, with respect to traffic, parking, noise, and loitering, the impacts of the use will be similar to those of an ordinary residential activity

The facility is physically and aesthetically compatible to surrounding uses. The building is of a similar size, scale to the adjoining structures but is much newer than most other buildings. The appearance will not be changed.

The facilities can easily accommodate the number of residents. There are three units with the larger unit on the ground floor and two similar sized units upstairs. The upstairs units contain two bedrooms each and will house four residents apiece. The lower unit has handicap facilities and will house eight residents in four bedrooms. All units have sizable kitchens and common areas. The backyard is sufficient in size and will allow for limited outdoor recreation.

Regulatory Context

Regulations in the form of special findings were adopted in 1999 to provide guidance in evaluating applications for special Residential Care, Service-Enriched Permanent Housing, Transitional Housing, and Emergency Shelter Residential Activities. Key issues addressed in the regulations are staffing qualifications, parking, traffic, noise, and overconcentration of such activities geographically. In addition, the proposed use must meet the regular Conditional Use Permit findings. The key issues in the regular Conditional Use Permit findings are compatibility of the use and structure to the neighborhood, and that the use will enhance the functional living environment of the neighborhood without the introduction of adverse impacts on the abutting properties or appropriate development of the neighborhood.

The proposed use meets the specific criteria of Section 17.102.212 in the following ways

- Off site staff will meet or exceed the State Licensing Agency requirements even though this is not a State licensed facility.
- Residents will primarily use public transportation to get to treatment, bus lines are close by on San Pablo Avenue. This will reduce traffic impacts to a level comparable to that of the use of the site as a multiple family residence. West Street, 28<sup>th</sup> and 29<sup>th</sup> Streets, and San Pablo Avenue are capable of handling anticipated traffic.


- In general, the activity will generate less parking than the previous, residential use. There will be no on site paid staff, no regular deliveries. Visitors will only be allowed on Saturday.
- As a condition of residency, residents must abide by regulations that will include rules that limit hours and noise to levels that will not adversely affect the livability of the surrounding properties.
- As a condition of residency, residents must be employed and adhere to continuing care agreement from their treatment program.
- The proposed use is located more than 300 feet from the nearest Residential Care or Transitional Housing activity (see attachment "D").

In addition, the project meets the regular Conditional Use Permit findings. The proposed use will be compatible with existing activities and facilities in the neighborhood. The size and scale of the building is comparable with adjacent multiple residential development, religious institutions, and other businesses. The activity will enhance the neighborhood by providing a necessary community service and preparing residents for a productive, independent life. Adverse impacts will be minimized by providing treatment and training off-site, limiting noise, and prohibiting loitering through conditional rules of residency. The approval of this Conditional Use Permit and the recommended conditions and requirements will assure that this activity will be operated in a manner that will minimize impacts on the adjacent neighborhoods. If desired, the Planning Commission may request that the report be brought to them after six months of full operation to confirm that there are no significant impacts.

**RECOMMENDATIONS:**

1. Affirm staff's environmental determination under CEQA guidelines Section 15301 (Categorical Exemptions).
2. Approve the Major Conditional Use Permit subject to the attached findings and conditions.

Prepared by:



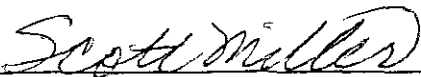
Chris Candell  
Planner II

Approved by:



SCOTT MILLER  
Zoning Administrator

Approved for forwarding to the  
City Planning Commission:



CLAUDIA CAPPIO

**ATTACHMENTS:**

- A. Plans
- B. Letter from applicant dated August 18, 2006
- C. House Rules for residents/agreements with outside service providers
- D. Map of nearby Residential Care or Transitional Housing facilities.

**FINDINGS FOR APPROVAL:**

This proposal meets the required findings under Section 17.134.050, General Use Permit Criteria and Section 17.102.212 *Special Regulations Applying to Residential Care, Service-enriched Permanent Housing, Transitional Housing, and Emergency Shelter Residential Activities* as set forth below. Required findings are shown in **bold** type; explanations as to why these findings can be made are in normal type.

**Section 17.134.050 (General Use Permit Criteria):**

- A. That the location, size, design, and operating characteristics of the proposed development will be compatible with and will not adversely affect the livability or appropriate development of abutting properties and the surrounding neighborhood, with consideration to be given to harmony in scale, bulk, coverage, and density; to the availability of civic facilities and utilities; to harmful effect, if any, upon desirable neighborhood character; to the generation of traffic and the capacity of surrounding streets; and to any other relevant impact of the development.**

The building is existing and compatible in size, design and operating characteristics to other businesses and residential development in the area. The primary use will be residential and as conditioned, will not adversely affect the livability or appropriate development of abutting properties by generating excessive noise, loitering, or other nuisance activity. Parking and traffic will be equal to or less than that of a comparable sized apartment complex or other residential use. Residents will use public transportation. West Street, 28<sup>th</sup> and 29<sup>th</sup> Street, and San Pablo Avenue are capable of handling the anticipated traffic without adversely affecting the level of service at adjacent intersections.

- B. That the location, design, and site planning of the proposed development will provide a convenient and functional living, working, shopping, or civic environment, and will be as attractive as the nature of the use and its location and setting warrant.**

The proposed activity will not conflict with a convenient living environment. The operation of the proposed activity will not adversely affect the livability or appropriate development of abutting properties because traffic, parking and other impacts will be equal or less than those generated by a comparable sized apartment building or other residential use. Two parking stalls are required, three are provided.

- C. That the proposed development will enhance the successful operation of the surrounding area in its basic community functions, or will provide an essential service to the community or region.**

The proposed activity will provide an essential service to the community by offering a quality-Service Enriched Housing program for adults in Oakland and the East Bay.

- D. That the proposal conforms to all applicable design review criteria set forth in the design review procedure at Section 17.136.070.**

As conditioned the exterior and landscaping will be maintained, Any exterior changes will be reviewed by the Zoning Administrator prior to issuance of any building permits.

- E. That the proposal conforms in all significant respects with the Oakland Comprehensive Plan and with any other applicable plan or development control map which has been adopted by the City Council.**

The proposal is a Service Enriched Housing Residential Activity and conforms to the intent of the General Plan by providing an activity that is primarily residential in nature.

**Section 17.102.212. Special Regulations Applying to Residential Care, Service-enriched Permanent Housing, Transitional Housing, and Emergency Shelter Residential Activities:**

- A. 1. That the staffing of the facility is in compliance with any State Licensing Agency requirements.**

Although not subject to State Licensing Agency requirements, staffing at the off-site facility may meet or exceed State requirements.

- 2. That if located in a residential zone, the operation of buses and vans to transport residents to and from off-site activities does not generate vehicular traffic substantially greater than that normally generated by Residential Activities in the surrounding area.**

The project is located in residential zone. Residents will use public transportation for traveling to jobs, off-site training and care facilities or medical care. There will be no on-site employees. Traffic will be similar to or less than that generated by other residential activities in the area.

- 3. That if located in a residential zone, the on-street parking demand generated by the facility due to visitors is not substantially greater than that normally generate by the surrounding Residential Activities.**

*As conditioned visitors are only allowed on Saturday between 9:00 AM and 10:00 PM. As conditioned, staff will visit to inspect this site. Visitation of residents off-site will be encouraged.*

- 4. That if located in a residential zone, arrangements for delivery of goods are made within the houses that are compatible with and will not adversely affect the livability of the surrounding properties.**

Because there are no communal supplies and residents are responsible for food and supplies, deliveries will be rare and would be made during normal business hours and will not adversely affect the livability of the surrounding properties or significantly increase traffic.

- 5. The facility's program does not generate noise at levels that will adversely affect the livability of the surrounding properties.**

As a condition of residency, residents must abide by regulations that will include rules that limit noise to levels that will not adversely affect the livability of the surrounding properties.

- B. Restriction on Overconcentration of Residential Care, Service-Enriched Permanent Housing, Transitional Housing, and Emergency Shelter Residential Activities. No Residential Care, Service-Enriched Permanent Housing, Transitional Housing, or Emergency Shelter Residential Activities shall be located closer than three hundred (300) feet from any other such Activity or Facility.**

There are no other such activities or facilities within three hundred (300) feet of the proposed facility.



**CONDITIONS OF APPROVAL****STANDARD CONDITIONS:****1. Approved Use.****a. Ongoing.**

The project shall be constructed and operated in accordance with the authorized use of Emergency Shelter as described in the staff report dated October 4, 2006 and the plans submitted on August 21, 2006 and as amended by the following conditions. Any additional uses other than those approved with this permit, as described in the project description, will require a separate application and approval. Specifically, the project is approved solely for a Service Enriched Residential Activity for a maximum of 16 residents. There shall be no services provided or advertised for non-residents such as, but not limited to, intake of clients, clinic services, educational resources, and referral services. This condition shall be modified only upon review and approval by the Oakland Planning Commission at a noticed public hearing.

**2. Effective Date, Expiration, and Extensions****a. Ongoing.**

This permit shall become effective upon satisfactory compliance with these conditions. This permit shall expire on October 4, 2007, unless actual construction or alteration, or actual commencement of the authorized activities in the case of a permit not involving construction or alteration, has begun under necessary permits by this date. Upon written request and payment of appropriate fees, the Zoning Administrator may grant a one-year extension of this date, with additional extensions subject to approval by the City Planning Commission.

**3. Scope of This Approval; Major and Minor Changes****a. Ongoing.**

The project is approved pursuant to the Planning Code only and shall comply with all other applicable codes and requirements imposed by other affected departments, including but not limited to the Building Services Division and the Fire Marshal. Minor changes to approved plans may be approved administratively by the Zoning Administrator; major changes shall be subject to review and approval by the City Planning Commission.

**4. Modification of Conditions or Revocation****a. Ongoing.**

The City Planning Commission reserves the right, after notice and public hearing, to alter Conditions of Approval or revoke this conditional use permit if it is found that the approved facility is violating any of the Conditions of Approval or the provisions of the Zoning Regulations.

**5. Recording of Conditions of Approval****a. Prior to issuance of building permit or commencement of activity.**

The applicant shall execute and record with the Alameda County Recorder's Office a copy of these conditions of approval on a form approved by the Zoning Administrator. Proof of recordation shall be provided to the Zoning Administrator.

**6. Reproduction of Conditions on Building Plans**

**a. Prior to issuance of building permit.**

These conditions of approval shall be reproduced on page one of any plans submitted for a building permit for this project.

**7. Indemnification**

**a. Ongoing.**

8. The applicant shall defend, indemnify, and hold harmless the City of Oakland, its agents, officers, and employees from any claim, action, or proceeding (including legal costs and attorney's fees) against the City of Oakland, its agents, officers or employees to attack, set aside, void or annul, an approval by the City of Oakland, the Office of Planning and Building, Planning Commission, or City Council. The City shall promptly notify the applicant of any claim, action or proceeding and the City shall cooperate fully in such defense. The City may elect, in its sole discretion, to participate in the defense of said claim, action, or proceeding.

**SPECIAL CONDITIONS FOR SERVICE ENRICHED HOUSING ACTIVITY:**

**8. Program Requirements**

**a. Prior to commencement of activity**

At a minimum, program requirements titled "Community Living/House Rules" dated received August 21, 2006, and as modified below, shall be incorporated into these conditions of approval and recorded along with these conditions of approval with the Alameda County Recorder.

**9. Number of Residents**

**a. Ongoing**

There shall be no more than 16 residents at any given time. Any increase in the number of residents will require a modification to this Conditional Use Permit.

**10. Length of Residency**

**a. Ongoing**

The minimum length of residency for those in the program will be 30 days.

**11. Noise**

**a. Ongoing**

Noise levels from the activity and grounds or any mechanical equipment on site shall comply with the performance standards of Section 17.120.050. If, at any time, noise levels exceed these standards, the activity causing the noise shall be abated until appropriate noise reduction measures have been installed and compliance verified by the Zoning Administrator.

**12. Contact information**

**a. Prior to commencement of activity**

The operator shall post on the property a sign that shall be clearly visible from the Stanford Avenue Street entrance at the property line indicating the name and 24-hour contact telephone number of the staff responsible for receiving and responding to all written and verbal complaints received by the facility. The letters of the sign shall be legible and contrast with the background color of the sign and have lettering of a minimum height of one inch.

**13. Payphones**

***a. Ongoing***

No external pay phones are permitted on the premises.

**14. Litter**

***a. Prior to issuance of building permits***

At least one non-flammable external litter receptacle and one ashtray shall be installed on the outside of the building in a place accessible to residents. A portable ashtray may be substituted. The location of any permanent ashtray and litter receptacle shall be reviewed and approved by the Zoning Administrator. The location of garbage cans/dumpsters shall be reviewed and approved by the Zoning Administrator.

***b. Ongoing***

Litter and debris shall be cleared from the external portions of the building and 20 feet on either side of the property along Stanford Avenue once per day or as needed to maintain a litter free environment. A portable ashtray, if used, shall remain outside in a location near the entrance during all times that the building is open for business. The ashtray and litter receptacle shall be emptied as often as needed to prevent overflowing.

**15. Graffiti**

***a. Ongoing***

Graffiti shall be removed within 72 hours of application.

**16. Loitering and loitering Signage**

***a. Prior to commencement of activity***

The curfew hours in the "Community Living/House Rules" shall be modified. The new rule shall state that curfew hours are 7:00 AM to 10:00 PM daily. In addition, the applicant shall post at least one no loitering sign on the building façade or fence or other visible locations around the site. Signs shall be of a permanent nature and shall have letters a minimum of two inches in height.

The housing rules shall be further modified to include restrictions against congregating in or on the front porch or yard at any time. Outdoor activities may be permitted in the rear yard of the property.

**17. Loitering**

***a. Ongoing***

The applicant shall actively discourage loiterers. Those persons loitering longer than ten minutes shall be asked to leave the area and not allowed to loiter in front of the building. As a condition of residency residents shall be prohibited from loitering on public property. Residents may smoke only in designated sites on the property.

**18. Staffing**

***a. Ongoing***

An on-site staff person shall be assigned to each living unit at all times.

**19. Transportation**

***a. Ongoing***

Residents shall use public transportation for off-site training, education and other services.

20. **Parking**

*a. Ongoing*

Employees visiting shall utilize onsite parking first, using on street parking only when needed when all onsite-parking stalls are full. The applicant shall insure that parking by visitors and staff does not overhang or block the sidewalk. The applicant shall work with the neighbors to resolve parking problems caused by residents, employees, deliveries, or visitations.

21. **Delivery of goods**

*a. Ongoing*

All goods for the facility, if any are needed, shall be delivered during between the hours of 8:00 AM and 6:00 PM. Delivery drivers shall be instructed not to block parking or driveways of neighbors and to the extent possible to use off street parking when available.

22. **Visitation**

*a. Ongoing*

As stated in the Housing rules, visitation by family and friends is not allowed except on Saturdays between 9:00 AM and 10:00 PM.

23. **Compliance review**

*a. Ongoing*

Staff shall provide the Planning Commission with a Conditions of Approval compliance report after six months of operation.

**DESIGN:**

24. **Un-permitted sheds in rear yard.**

*a. Prior to issuance of building permits or commencement of activity*

The applicant shall obtain valid zoning and building permits for the two un-permitted sheds in the rear yard or remove them.

25. **Tenant Improvements**

*a. Prior to issuance of building permits or commencement of activity*

The applicant shall submit floor plans for any proposed construction. The design shall be reviewed and approved by the Zoning Administrator.

26. **Signage**

*a. Ongoing*

The applicant shall maintain all exterior finishes, landscaping and signage in good repair.

*b. Ongoing*

Lighting, if any, shall be designed and maintained so as not to cast glare onto adjacent properties. Lighting plans shall be reviewed and approved by the Zoning Administrator prior to issuance of building permits.

APPROVED BY: City Planning Commission: \_\_\_\_\_ (date) \_\_\_\_\_ (vote)  
City Council: \_\_\_\_\_ (date) \_\_\_\_\_ (vote)

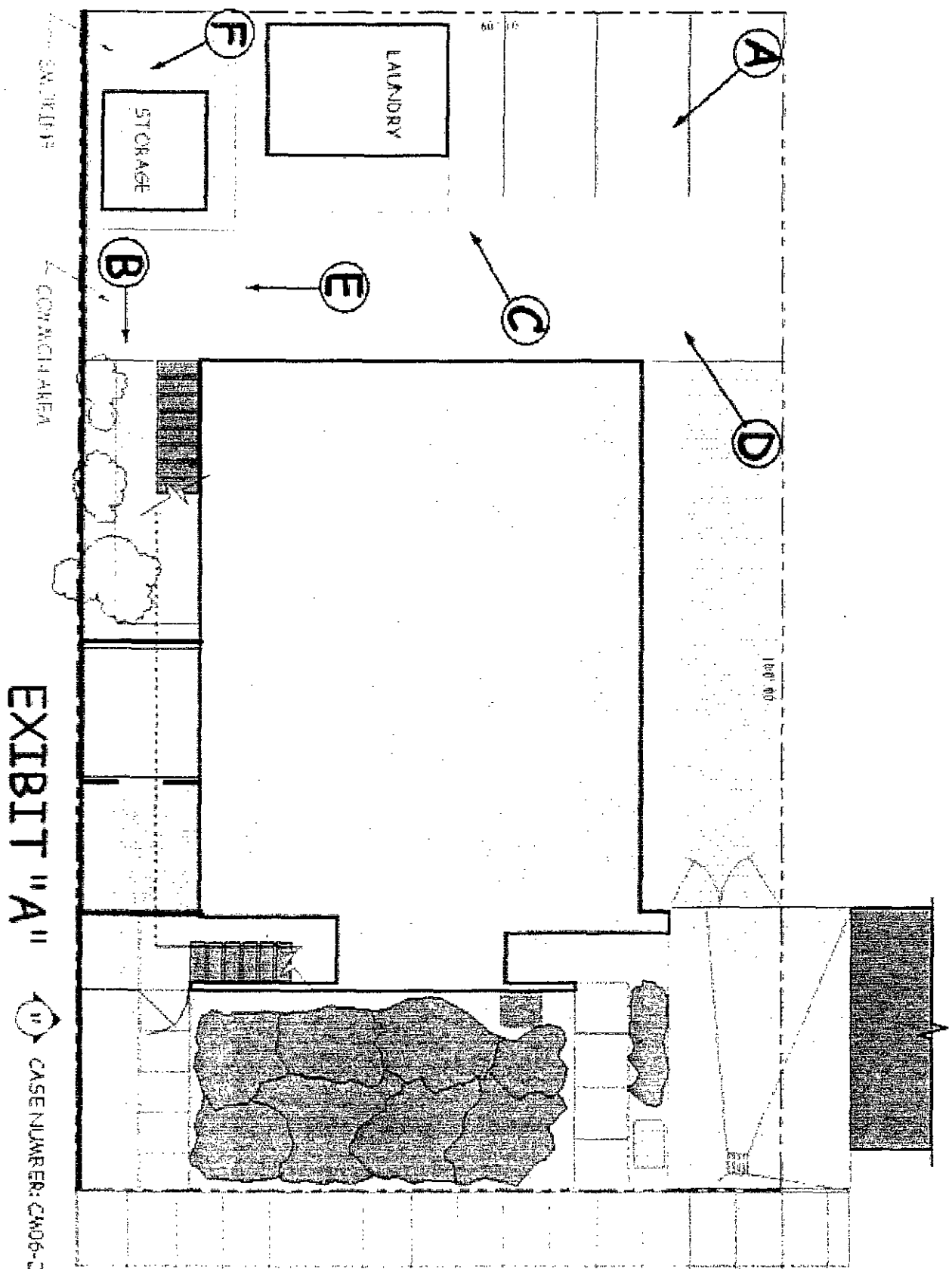


EXHIBIT "A"

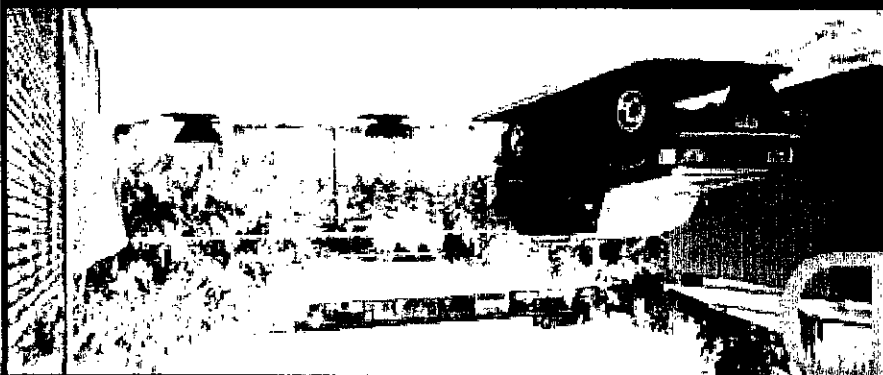
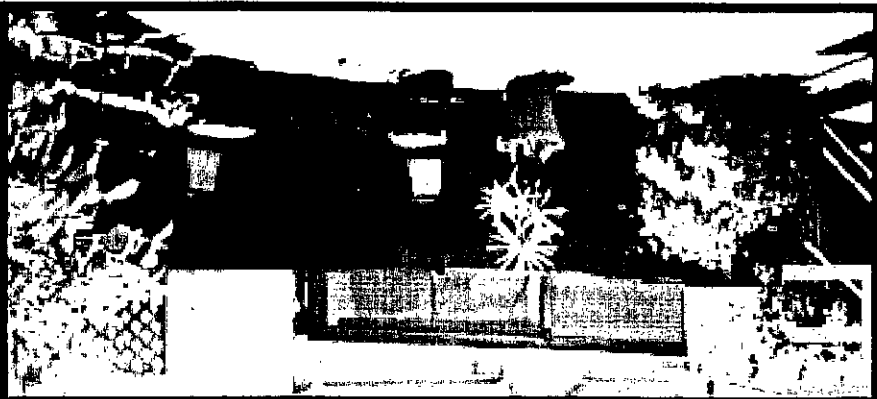
CASE NUMBER: CM06-245

1/2

EAST BAY TRANSITIONAL HOUSING

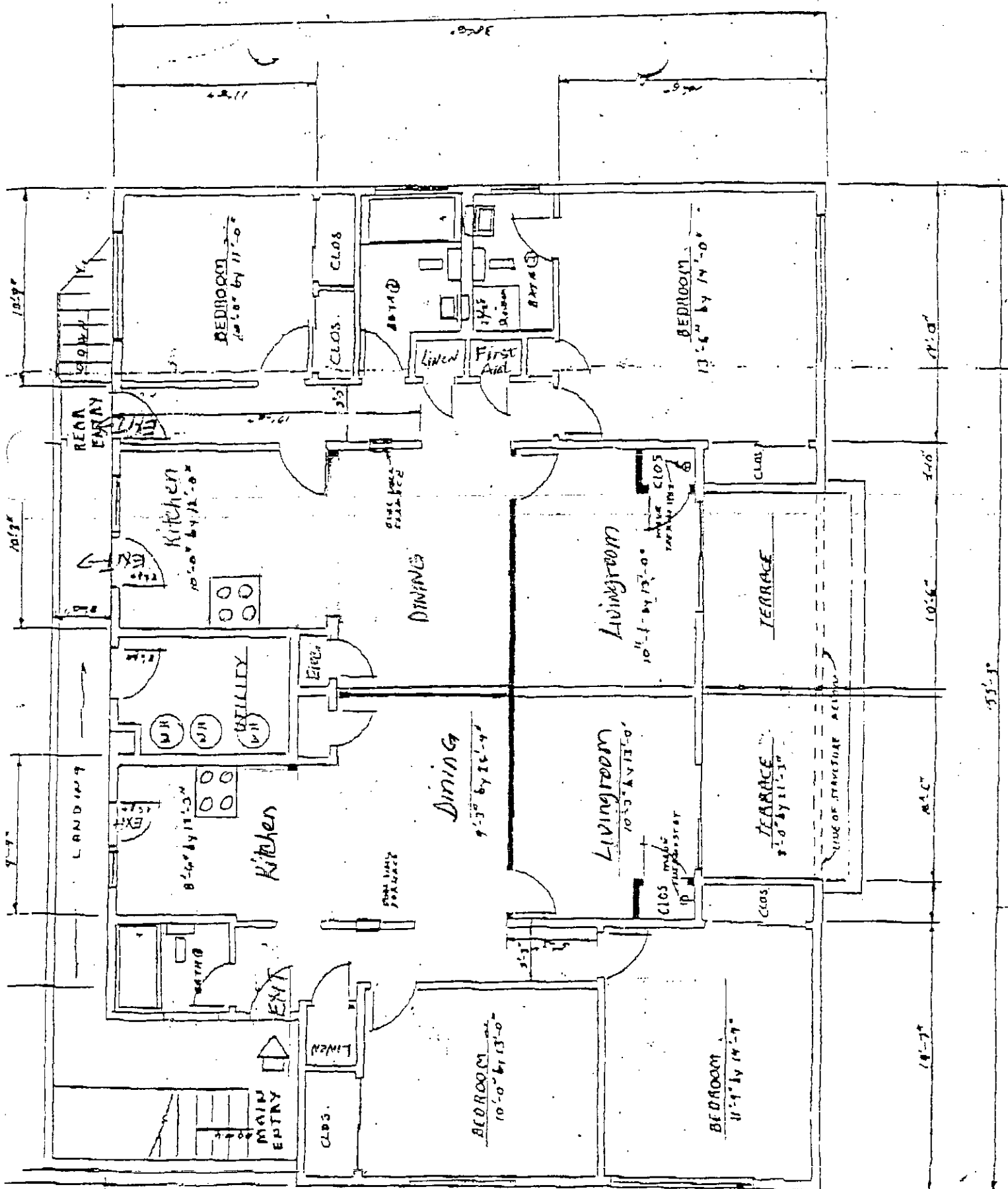
2015 WEST STREET,  
OAKLAND, CA 94612

REAR YARD EXHIBIT "A"  
CASE NUMBER: CM06-245



Laos Museum, (Museum)

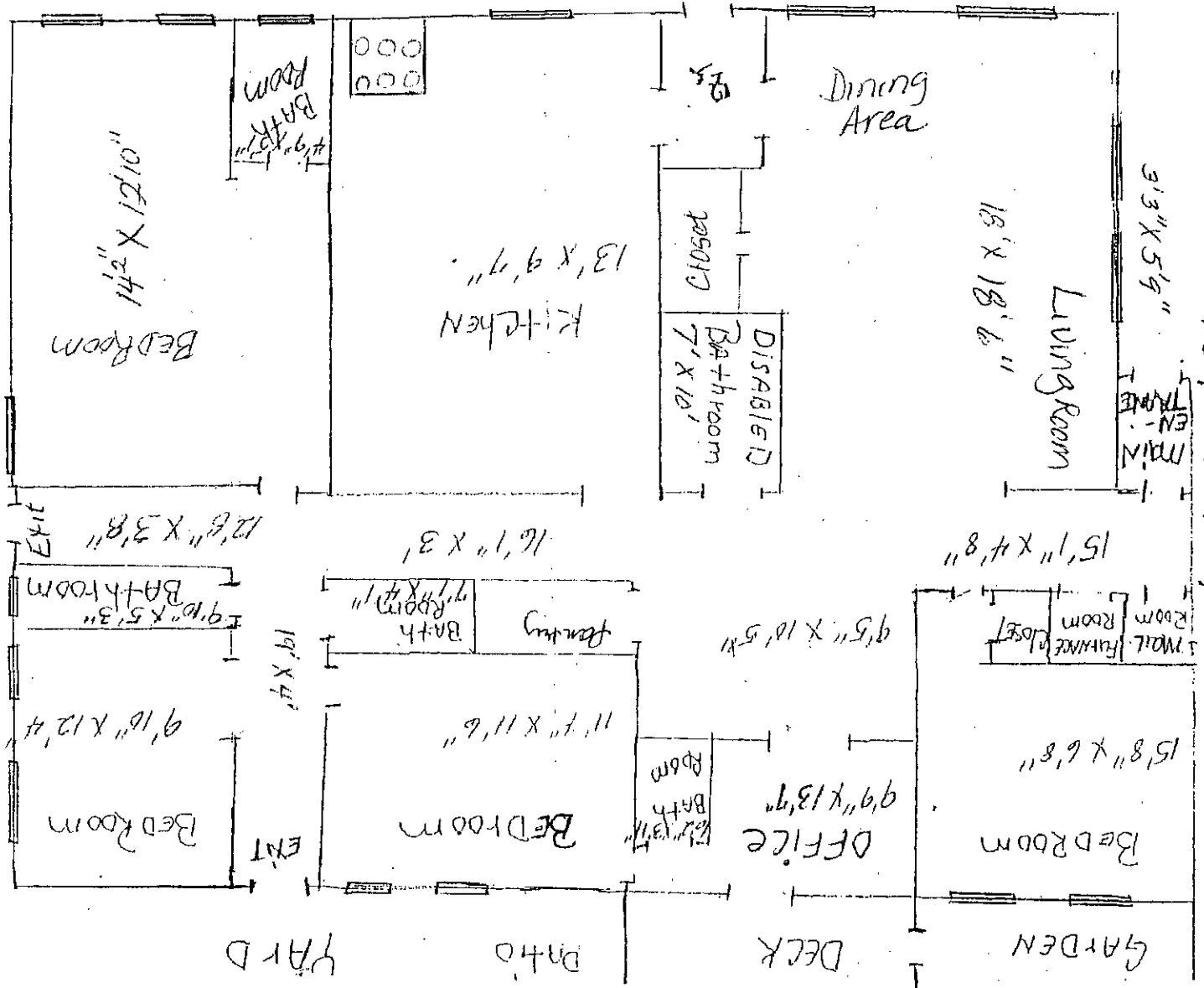
# 2ND FLOOR



Fence  
6'

Thursday  
80' X 15'

Gate  
6'



Fence  
6'

backyard  
61' x 33' 6"

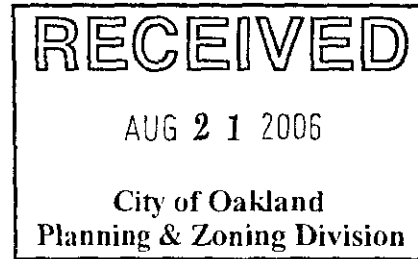
WEST STREET

fence  
6'



August 18, 2006

Chris Candell  
City of Oakland  
Planning & Zoning Services Division  
250 Frank H. Ogawa Plaza, Suite 2114  
Oakland, CA 94612-2031



RE: Case Number – CM06245  
East Bay Transitional Housing

Dear Chris:

Thank you for the review of my application for the above Residential Sober Living Environment. This letter is a follow up and response to your review comments below.

1. Housing Rules: A copy of the “community living/house rules” has been provided as an attachment to this letter.
2. Transitional Housing vs Service-Enriched Housing: This is a Service-Enriched Housing, where residents will continue their recovery primarily off-site. Residents will follow their aftercare and continuing care agreement from their treatment program with their therapist or case manager.

Two copies of a continuing care agreement have been provided from treatment program upon discharge. MPI Treatment program and Kaiser CDRP.

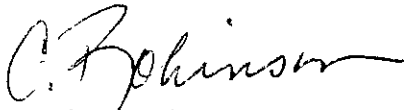
Residents will also attend outside meetings and activities off-site for AA, NA and Sponsor.

3. There will be a total of sixteen (16) residents; including the three (3) resident managers. They are not paid or compensated in any way. There will be no staff on site. Staff will consist of one Operational Manager and Director.
4. Smoking area: The smoking area is located on the site-plan and is located at the rear of the property on the southwest corner. There is congregating space in rear yard to prevent any loitering or gathering in front of unit.
5. Plans: Attached with this letter is a site plan, two sheets at 17”X11” and one set of reductions on 8-1/2”X11”. Both plans are identical with the information that you requested. Also, additional photos that show the rear yard has been provided.

Case Number: CM06245

If you have any further question, please feel free to contact me at: 510/978-1146.

Thank you,

A handwritten signature in black ink, appearing to read "C. Robinson". The signature is fluid and cursive, with a long horizontal stroke at the end.

Carolyn Robinson  
Director

**East Bay Transitional Housing**

**Community Living/House Rules**

**Tobacco Use**

- Smoking is permitted **only** in the smoking area.
- Visitors are asked to refrain from smoking on EBT premises.
- Rolling tobacco/cigarette is not allowed.
- Use disposal containers and ashtrays in smoking area for cigarette butts.
- No cigarettes allowed on ground.
- Chewing tobacco residents must use appropriate container for spitting.

**TV Room/Area**

- No food is allowed.
- No lying on the furniture at anytime.
- TV times are posted.

**Visiting**

- Visiting is on Saturdays during posted times.
- Any visitor suspected of alcohol or drug use will be asked to leave premises.
- Visitors are to remain in community living area.
- Visitors are not allowed in bedrooms
- Visitors are not allowed to use residents appliances.
- Out of control children, because of insurance liability will be asked to leave.
- No visiting in cars or in off-limit areas.

**Wake Up**

- Wake up and out of bed, Monday thru Friday, no later than 6 am, unless you work at night.
- Saturdays and Sundays no later than 8:30 a.m.
- Holidays – 9:00 a.m.

**Sign & Date:** \_\_\_\_\_

Signatures verifies you understand and agree to abide by all the rules above

## East Bay Transitional Housing

### Community Living/House Rules

#### Personal Property

- Staff will check all personal belongings upon arrival of move-in.
- Any substances or items inappropriate will be confiscated and tenancy agreement terminated immediately.

#### Relapse

- Resident's referral or treatment program will be notified immediately.
- Residents will be discharged to detoxification or medical facility.
- Residents must have 72 hours sobriety before returning of first relapse.
- Resident's second relapse will be referred back to treatment program for long term treatment.
- Residents will be discharged to a safe house, such as a sponsor or clean and sober friend/relative.
- Residents will be charged \$45 for instant urine test and \$15 for breath test, if unable to get to referral program for testing.
- Zero tolerance for substance use and random weekly drug testing by their continuing care program.
- Parole officers will be notified immediately when relapsing.
- Residents are responsible for their recovery.

#### Telephones

- No phone calls over 15 minutes at a time.
- Violations of phone procedures will result in loss of phone privileges.
- Incoming calls minimize from immediate family.
- House telephone will not accept collect calls.
- No dialing of 411 information.
- No outgoing long distance calls.
- No outgoing calls after 11:00 pm, **NOTE:** 911 at anytime for emergencies.
- Telephones are a privilege not a right.

Sign & Date: \_\_\_\_\_

Signature verifies you understand and agree to abide by all the rules above.

## East Bay Transitional Housing

### Community Living/House Rules

#### Medications

- Residents on meds must inform Operational manager/Director and provide list.
- Residents on depressants and hypertension must provide their own meds/refills.
- Residents must be responsible for taking their own meds on time.
- *Residents are not allowed to take prescribed or OTC mind altering medications.*

#### Off Limits

- Residents are not allowed to loiter in front of EBT Housing unit or outside in cars at anytime.
- Resident's noise level after 10:00 pm will disturb our neighbors and put our stay at jeopardy.
- Residents are not allowed without a form of identification with picture.
- Radios and DVD players are not allowed without headphones.
- Residents have cars without driver's license or proof of insurance are not permitted.
- No gum is allowed inside house or on ground.
- No verbal, written, and/or behavioral (eyes, body language) communication is allowed with other residents or staff.

#### Passes

- Emergency passes (unlimited) may be granted for the following:
  - serious illness to self
  - death of an immediate family member
  - serious illness of immediate family member
  - spiritual retreat
  - out of town vacation

**Sign & Date:** \_\_\_\_\_

**Signature verifies you understand and agree to abide by all the rules above**

## **East Bay Transitional Housing**

### **Community Living/House Rules**

**The following behaviors may result in discharge from EBT Housing.**

- Malicious gossip, lying, or manipulation.
- Swearing or using disrespectful street language.
- Violations of the smoking policy
- Failure to adhere to any part of the Tenancy Agreement
- Non-compliance with use of telephone.
- Persistent violations of any EBT House rules.

#### **Fee Payment**

- Residents must be employed.
- Residents are required to pay their fees on time.
- Residents in IOP must have their finances in order to pay fees.
- Residents meeting their financial obligations is part of recovery and treatment.
- Residents looking for employment must have funds/income available.

#### **Hygiene**

- Residents must shower/bath daily and wear clean clothing

#### **Kitchen**

- Residents are responsible for providing their own food.
- Residents are responsible for cooking their own meals.
- Resident's house manager will coordinate meals.

#### **Laundry Room**

- Hours are posted.
- No metal objects allowed in either washer or dryer.
- Door must be closed at all times.

**Sign & Date:** \_\_\_\_\_

**Signature verifies you understand and agree to abide by all the rules above**

## East Bay Transitional Housing

### Community Living/House Rules

#### Dress Code

- Upper and lower body is to be covered at all times.
- No hats, scarves, headbands or sunglasses are to be worn inside.
- Shoes or slippers to be worn at all times.
- Garments that advertise alcohol, drugs, sex, hate or disrespect are not permitted.
- All visitors are subject to the same dress code as the residents.

#### Dining Area/Kitchen

- No bare feet or sleeping apparel allowed.
- Do not tilt back in the chairs
- No kitchenware is to be taken from the dining area or kitchen.
- No grooming in the dining area or kitchen.
- Leave the table in a clean condition whenever used.
- Water bottles are for water ONLY.

**Discharge** – Violations of the following will result in immediate discharge from East Bay Transitional Housing.

- Indulgence in alcohol or other mood altering drugs, including prescribed or over the counter mood altering chemicals.
- Refusal to submit to a drug test.
- Any violence, or threats of violence, including intimidating behavior or language.
- Possession of weapon, brandishing/using any item as a weapon.
- Stealing from residents or EBT, this includes stealing food from the kitchen.
- Sex or sexual behavior with anyone on EBT property.
- Racial, ethnic, or sexual slurs.
- Performance of any crime on or off the premises.
- Willful destruction or defacing of EBT property.
- Smoking in the house, bathroom or any place not permitted.
- Discharged for rule violations are not allowed back on EBT premises for three (3) to six (6) months after discharge.

**Sign & Date:** \_\_\_\_\_

Signature verifies you understand and agree to abide by all the rules above

**EAST BAY TRANSITIONAL HOUSING**  
P.O. Box 8588  
Emeryville, CA 94662

*Case # CM06245*

## **CRITERIA STANDARDS**

*Must maintain a clean and sober lifestyle form any mind altering chemicals or alcohol.*

*Must attend NA and AA 12-step outside meetings daily to promote recovery.*

*Must be willing to work a 12-step program under the direction of an outside counselor or an active sponsor.*

*Must get a sponsor or temporary sponsor within 48 hours of intake.*

*Must follow after care plan from treatment center. If one is not in place, one will be worked up by director/house manager and/or sponsor.*

*Must be employed or a source of income available to pay all fees on time.  
(If not, residents must complete "job search" daily.)*

*Must have a desire to stay clean and sober, and exhibit a highly visible lifestyle that is indicative of a sincere recovery effort.*

*Must be willing to commit to a minimum of thirty days, sixty to ninety is recommended.*

*Must be an alcoholic or addict. (no dry drunks or denial)*

*Must be willing to abide by all guidelines and house rules without exception.*

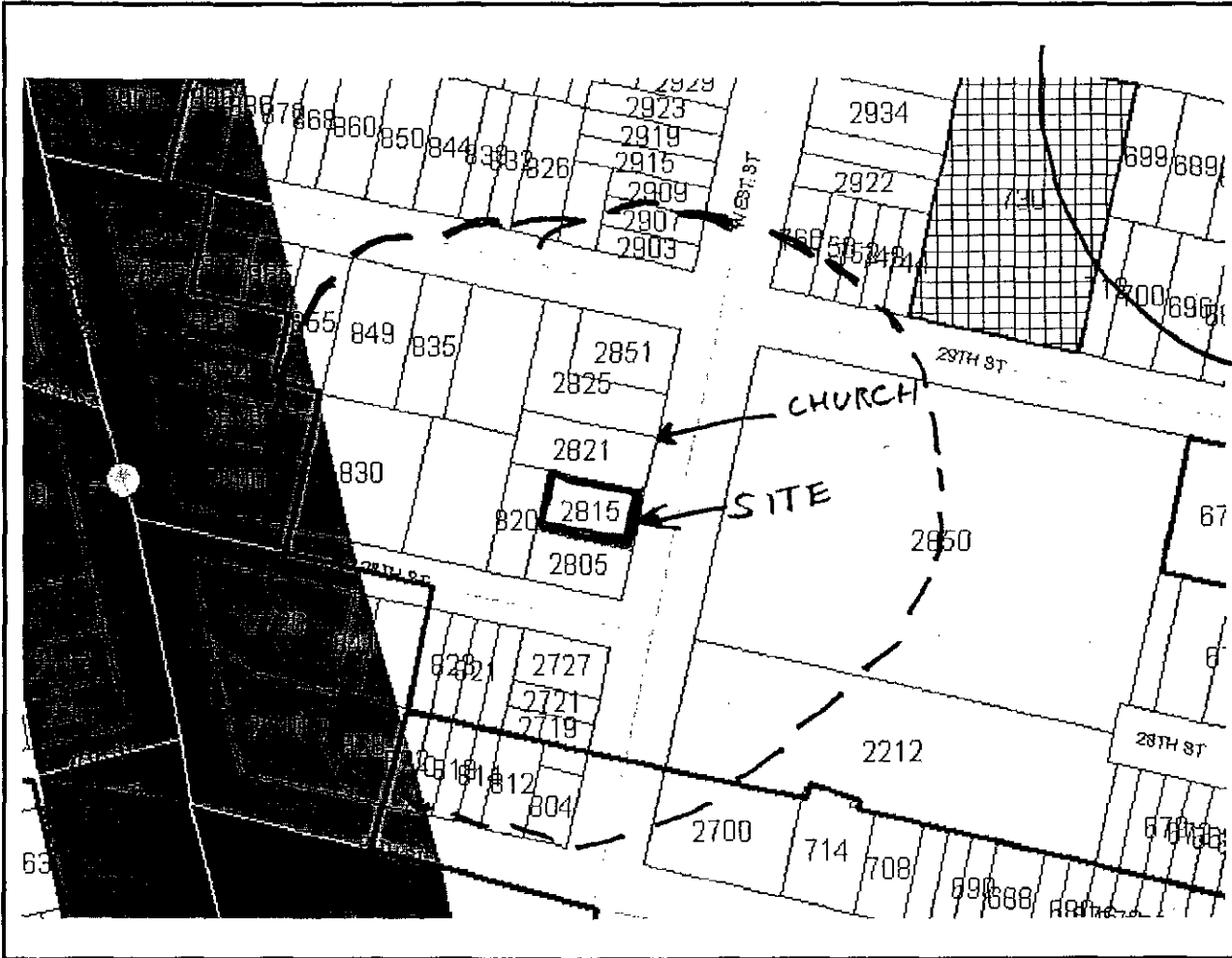
*Must be willing to help others in their quest for sobriety.*

*Must be willing to comply by regulations for quiet hours, between 10:00 p.m. and 7:00 a.m. of Noise Level Standards of the Oakland Planning and Municipal Codes.*



Map Title

ATTACHMENT D



- Zoning 20060718 (Ordinance APN)
- Parcels (ADDRNUM)
- Streets (CATNAME)
- Landmarks 200506
- CCLD School Age Child Care Center
- CCLD Child Care Center
- deemed\_approved\_hotels\_motels
- abc\_outlets
- state\_alcdrugrehab
- CCLD Adult Residential Facility
- CCLD Small Family Homes
- CCLD Group Home
- 300 Buffer Adult Residential Facility
- 300 Buffer Small Family Homes
- 300 Buffer Group Home
- General Plan 20060307 (CLASSIFICA)
- Business Mix
- Central Business District
- Community Commercial
- Detached Unit Residential
- Estuary Plan Area

ATTACHMENT D



300' Radius

Tuesday, Sep 12 2006

BEAT SIX ADVOCATES  
N.C.P.C.  
NEIGHBORHOOD CRIME PREVENTION COUNCIL  
P.O. Box 3515  
OAKLAND, CALIFORNIA 94609

October 2, 2006

Re: To establish a Service-Enriched Permanent Housing Residential Activity for 16 adults within an existing structure, no external changes proposed.

Case File Number: CMO6-245

Chris Candell  
City of Oakland  
Planning and Zoning Services Division  
250 Frank H. Ogawa Plaza, Suite 2114  
Oakland, CA 94612-2031

Dear Mr. Candell:

We are writing to express our concerns about the planned project at 2815 West Street in Oakland, California.

We are a group residing in Police Beat Six in Oakland. The boundaries are West Grand Avenue to 40th Street, and the west side of the BART tracks to the east side of San Pablo.

We are a neighborhood group actively involved in addressing crime and quality of life issues in the area. We are the Neighborhood Crime Prevention Council (NCPC) for Beat Six.

For many years, our community has had an overconcentration of social service housing and services addressing the needs of the homeless, indigent, and low income. While social services are important for those in need, it is important for the community to be well balanced with citizens who are independent, self sufficient, and

able to make contributions that will enhance the quality of life where we live.

Police Beat Six is in a redevelopment zone. It is in the West Oakland Project Area for Redevelopment (WOPAC). Projects such as the listed case are supposed to be presented to the WOPAC. There is no indication it was presented.

The Oakland Police Department has done a study of factors that contribute to the high crime rate of a neighborhood. They have identified the factors as stressors. Neighborhoods were rated with stressors from zero to eleven. Police Beat Six was one of only two beats in the city with stressors of eleven.

The stressor study describes the Police Beat Six neighborhood as having a population of 7,291; residents age 0-17, 2,207; residents 16-28, 1,181; arrests 18 and under, 673; arrests 19-29, 2,558; incidents of domestic violence, 86; incidence of child abuse, 83; incidents of violent crime, 652; unemployment, 9.4%; persons living below the poverty line, 41.1%; persons living on public assistance, 20.7 %; chronic truants, 273; and violent suspensions, 83.

There is a full range of institutional housing available for those in need of affordable senior housing, persons with low income, and those in need of some form of rehabilitation.

The following is a list of some of the housing located in Beat Six, or in reasonable proximity of the area:

A. Oakland Housing Authority Scattered Site Housing

Address	Number of Units
1. 950 40th St.	28
2. 725 39th	5
3. 524 Apgar	5
4. 866 37th	5
5. 727 37th	8
6. 944 34th	4
7. 716 34th	4
8. 522 32nd St.	4
9. 729 34th St.	3
10. 537 32nd St.	12
11. 873 32nd St.	12

12. 3025 Martin Luther King	7
13. 2933 Martin Luther King	12
14. 675 30th St.	6
15. 3017 West St.	8
16. 2922 West St.	3
17. 678 29th St.	3

B. Affordable Senior Housing

Number of Units--Unknown

Sylvester Rughtlede Manor 3255 San Pablo  
 Saint Andrew's Manor 3250 San Pablo

C. Licensed Facilities

Housing for persons with spcial needs (Battered women, drug and alcohol abusers, etc.)

Location--Beat Six and reasonable proximity

Name/Address	Number of People
1. Covenant House 925 Brockhurst St.	Unknown
2. Home of Comfort 3207 West St.	8
3. West Oakland Health Council Transitional Housing 450 27th St.	12
4. Home of Comfort 3038, 3040, 3042, 3044 Martin Luther King	24
5. Keller House-the Solid Foundation 353 Athol Avenue	16
6. Chrysalis-Horizon Services, Inc. 3839, 3841, and 3845 Telegraph	12
7. Missionary Recovery Center-Jubilee Restoration, Inc. 871 27th St.	12
8. Harriet Tubman Recovery Center--Healthy Babies Project 1004 36th St.	6
9. C.U.R.A., Inc. 531 24th St.	48
10. Phase III Men's Recover--Christain Services 1014 21st St.	6
11. Project Pride Residential Program For Women and Children-	

D. Out-patient and Community Services

1. St. Vincent de Paul Dining Room  
675 24th
2. Health Care Dual Diagnosis Program II (Capital Business)  
1651 Adeline St.
3. Healthy Babies Project  
471 34th St.
4. East Bay Community Recovery  
2551 & 2577 San Pablo

The above list serves as an indication of the existence of a plethora of services for rehabilitation. These are services we were informed exist now. It is not all inclusive.

Within several blocks north of the facility on West and San Pablo there is an enormous problem related to drug sales, loitering, open air gambling, and solicitation for prostitution that police services have been able to control.

↓  
not

We have been informed that the City of Oakland has three thousand parolees living in neighborhoods throughout the area. Some of them are living in Beat Six. Landlords who choose to do so can create rooming house arrangements to house individuals with special needs or parolees. If there are six or fewer, a license is not required to house them. There are numerous houses fitting this description that open and close at regular intervals in Beat Six. Although there is always a supply of people needing the services and a place to live, it is extremely difficult to build a stable community with so many people who are located within the community on a somewhat temporary basis and will eventually be replaced by others who will need to avail themselves of services.

We have had the opportunity to canvas the area. The few owner occupants in proximity to the planned project state they are strongly opposed to such a facility.

The planned project is directly across the street from Marcus A. Foster

Melvine Humphrey 890 Brockhurst Oakland.  
Joyce M. Mc Gee 3869 West St. Oakland, Ca. 94608  
Emanuel D. Mc Gee 3869 West St. Oakland, Ca 94608  
Olga Moore 812-37th St Oakland Ca. 94608  
Ruby Dinwiddie 719-35th St Oakland, Ca 94609  
P. J. Harris 730 29th St. Oakland CA 94608  
Velma Watson 2805 West St Oakland Ca 94608  
Herman L. Dyer 2717 West St. Oakland, CA 94612  
Aisha Sabry <sup>for Abdul K. Sabry</sup> 2719 West St. Oakland, CA 94612  
Aisha Sabry 2721 West. Oakland, CA 94612  
VIRIAN BOUZIE 2600 WEST ST OAK 94612  
JACK WHEELER 683 BROCKHURST OAKLAND, CA 94609  
Joseph Rivers 697 Brockhurst St OAK CA 94609  
Juanita Edwards 710 Brockhurst St 94609  
Jennie Henderson 725 Brockhurst St 94609  
Ellie C. Edwards 726 Brockhurst 94609  
Tito McMillan 694 Brockhurst #2 94609

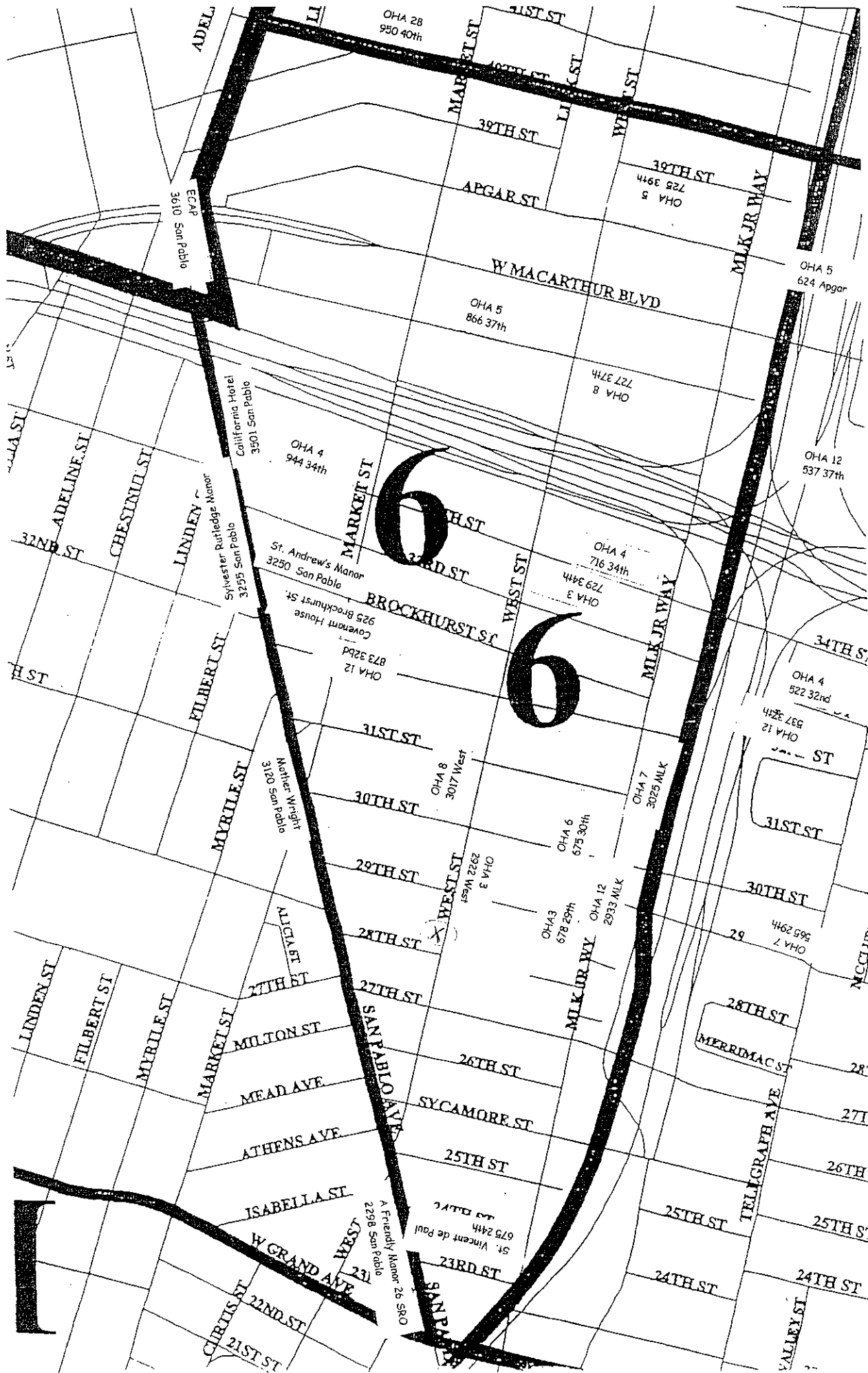
(24 names)

cc: O.P.D. PSA 1 Commander Lieutenant Paul Berlin  
Neighborhood Services Coordinator Annie Sloan  
Oakland City Council Member Nancy Nadel  
City Administrator Deborah Edgerly

Community Stressors by Beat

APPENDIX C

CP BEAT	POPULATION			CRIME FACTORS						ECONOMIC FACTORS			EDUCATION FACTORS		TOTAL STRESSORS
	TOTAL POPULATION	RESIDENTS AGE 0-17 years	RESIDENTS AGE 18-29 years	ARRESTS 18 AND UNDER	ARRESTS 19-29 YRS	INCIDENTS Domestic Violence	INCIDENTS CHILD ABUSE	INCIDENTS VIOLENT CRIME	INCIDENTS ALL PART I & II OFFENSES	UNEMPLOYMENT	BELOW POVERTY LINE	PUBLIC ASSISTANCE	CHRONIC TRIUMPHS	VIOLENT SUSPENSIONS	
06X	7,291	2,207	1,181	673	2,558	88	83	652	3,023	9.4%	41.1%	20.7%	273	85	11
28Y	8,420	3,035	1,675	520	1,493	80	74	451	2,823	9.2%	38.5%	24.3%	257	132	11
34X	9,238	3,410	1,840	454	2,115	71	97	658	3,078	7.4%	20.2%	7.9%	317	102	9
27Y	10,907	3,683	2,428	287	1,135	73	72	468	2,831	6.2%	26.6%	17.7%	290	118	7
30X	10,191	3,388	1,973	389	1,523	68	108	439	2,973	6.4%	30.7%	15.3%	288	123	7
23X	8,821	2,688	2,135	414	1,704	54	63	608	3,895	4.9%	45.5%	18.7%	168	38	8
08X	8,779	1,443	2,278	265	1,230	87	58	591	5,548	2.8%	36.1%	17.8%	112	39	5
33X	7,489	2,748	1,552	311	1,470	70	66	588	3,222	4.9%	22.1%	8.1%	243	63	5
18X	10,623	2,543	2,521	456	1,726	46	53	544	3,832	2.8%	26.8%	7.0%	177	29	4
20X	8,948	3,184	2,441	311	1,498	51	85	498	3,100	2.6%	19.2%	6.2%	193	45	4
21Y	11,622	3,576	2,128	219	822	84	66	370	2,793	5.8%	11.4%	1.7%	252	91	4
36X	8,083	2,843	1,504	451	1,179	74	87	416	2,818	6.4%	24.4%	10.7%	198	104	4
02Y	4,528	1,582	881	278	982	55	48	423	2,082	11.8%	3.7%	0.7%	225	74	3
03Y	2,264	187	447	148	1,564	13	5	78	1,002	3.7%	35.5%	18.4%	8	1	3
04X	6,117	824	1,388	368	1,833	41	22	564	5,791	2.6%	24.4%	6.3%	40	18	3
07X	5,252	1,551	1,058	452	1,690	42	53	417	2,826	12.0%	20.3%	7.0%	172	60	3
27X	8,289	2,641	1,814	390	1,075	56	64	364	2,804	5.8%	2.5%	0.2%	233	88	3
28X	1,845	488	413	113	794	15	16	188	1,888	6.2%	28.7%	16.9%	29	7	2
30Y	8,094	2,520	1,493	362	1,102	64	77	317	2,291	3.8%	16.6%	3.2%	158	50	2
32Y	7,518	2,407	1,401	157	655	57	49	293	1,872	5.6%	32.2%	18.4%	113	39	2
02X	3,657	1,148	711	211	563	40	47	252	1,813	8.0%	6.8%	2.6%	161	47	1
13Z	10,338	1,841	843	51	101	17	10	58	1,704	0.3%	26.6%	17.8%	23	5	1
16X	8,945	1,127	2,044	112	229	17	19	175	2,235	1.8%	27.9%	13.8%	49	19	1
19Y	8,877	2,183	1,468	157	558	51	42	163	1,681	2.8%	8.3%	3.6%	200	33	1
24X	8,988	2,883	1,844	216	591	48	55	289	1,989	8.0%	6.5%	2.5%	170	37	1
28X	9,619	2,183	1,383	125	397	23	32	264	2,787	2.4%	7.4%	1.9%	160	77	1
25Y	5,322	1,018	521	128	65	1	6	41	715	0.7%	27.5%	16.3%	35	14	1
28X	5,882	1,437	1,041	70	240	19	28	113	1,408	3.5%	38.7%	14.7%	86	42	1
28X	9,979	2,792	1,747	333	1,243	72	63	369	2,963	3.9%	16.0%	6.6%	191	71	1
31X	452	188	93	114	1,288	8	2	98	2,749	12.7%	19.6%	9.7%	0	0	1
31Y	5,474	1,847	877	161	877	39	28	318	2,028	11.1%	11.5%	1.5%	90	47	1
31Z	5,054	1,701	984	109	353	37	60	180	1,510	7.6%	22.4%	10.2%	130	58	1
09X	9,007	824	1,886	114	363	12	18	243	3,089	2.4%	8.4%	3.1%	39	20	0
14X	10,177	851	2,388	63	257	42	12	192	2,684	2.7%	6.2%	1.0%	37	12	0
21X	8,118	2,725	1,805	244	1,075	42	64	242	1,870	6.4%	3.1%	0.6%	196	67	0
01X	532	84	80	89	1,255	11	5	83	1,548	2.1%	21.2%	13.5%	5	1	0
03X	5,382	878	781	148	752	26	10	260	2,435	2.7%	6.1%	3.1%	22	6	0
06X	4,387	1,233	759	204	688	19	45	229	1,477	6.4%	19.1%	7.3%	109	50	0
05Y	862	304	134	49	218	14	10	66	512	3.0%	24.8%	7.8%	38	11	0
10X	6,582	1,458	1,131	182	730	44	41	277	1,929	3.8%	18.4%	10.9%	142	56	0



OHA 28  
950 40th

MARKET ST

WEST ST

MILK J.R. WAY

W MACARTHUR BLVD

39TH ST

APGAR ST

38TH ST

OHA 5  
728 39th

OHA 5  
624 Appar

ECAP  
3610 San Pablo

ADDEL

3501 San Pablo

OHA 4  
944 34th

OHA 5  
866 37th

OHA 8  
727 37th

OHA 4  
944 34th

OHA 5  
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California Hotel  
3501 San Pablo

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OHA 5  
866 37th

Sylvester Rutledge Manor  
3255 San Pablo

OHA 4  
944 34th

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866 37th

OHA 8  
727 37th

FILBERT ST

MYRIE ST

MARKET ST

WEST ST

MILK J.R. WAY

34TH ST

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522 32nd

OHA 12  
537 37th

OHA 4  
944 34th

OHA 5  
866 37th

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727 37th

OHA 4  
944 34th

OHA 5  
866 37th

OHA 8  
727 37th

OHA 4  
944 34th

OHA 5  
866 37th

GOVERNMENT HOUSE  
925 BROCKHURST ST

OHA 12  
873 32nd

OHA 8  
3017 West

OHA 6  
675 30th

OHA 3  
2922 West

OHA 12  
2933 MLK

OHA 7  
3025 MLK

OHA 4  
522 32nd

OHA 12  
537 37th

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OHA 4  
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MADEIRA ST

32ND ST

ADDEL

3501 San Pablo

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944 34th

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ST. ANDREW'S MANOR  
3250 San Pablo

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944 34th

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GOVERNMENT HOUSE  
925 BROCKHURST ST

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MADEIRA ST

32ND ST

ADDEL

3501 San Pablo

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OHA 5  
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OHA 8  
727 37th

MADEIRA ST

32ND ST

ADDEL

3501 San Pablo

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OHA 5  
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727 37th

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866 37th

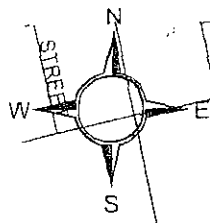
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727 37th

OHA 4  
944 34th

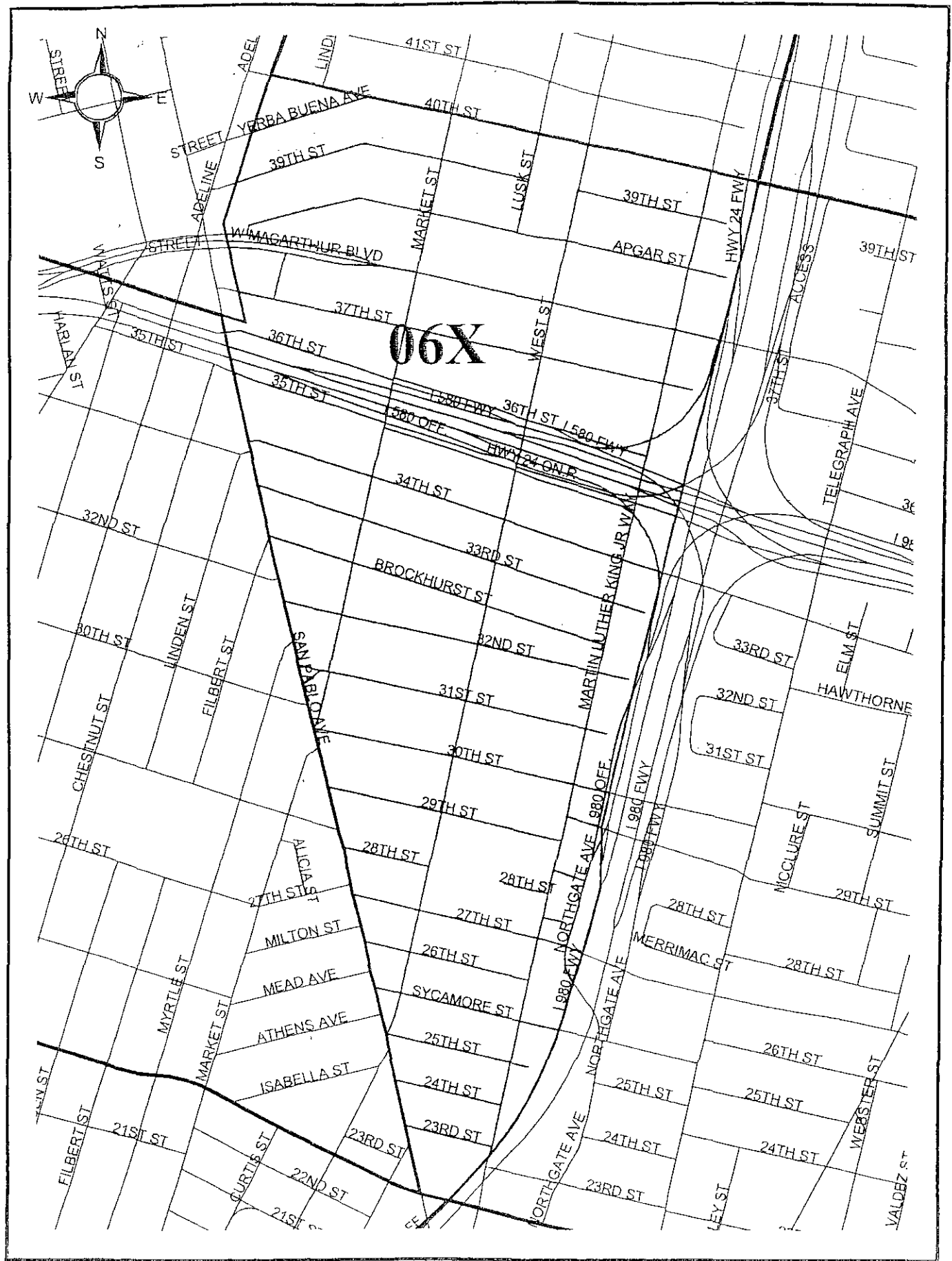
OHA 5  
866 37th

OHA 8  
727 37th





06X



# A real struggle to stay in business

I AM writing to you as a manager/owner of Abe Schuster Plastics on West Street, a company that has been in business for over 40 years in various Oakland locations. We are the only business of this type in Oakland.

However, we may be forced to close down since customers are being chased away by neighborhood drug activity, thefts from customers, auto break-ins, intimidation of employees and customers and shoplifting — all during normal daylight business hours.

I was attacked in front of my business in an attempted robbery and shot twice. Three bicycles have been stolen. We deal with broken car windows and never-ending graffiti.

I was attacked in front of my business in an attempted robbery and shot twice.

It is impossible to run a business under such circumstances regardless of exemplary service and competitive price structure. Since customers must park on the street, they and their cars are vulnerable to attack. Young, ominous-appearing teen-agers loiter around the liquor stores, particularly, and intimidate those customers as well as my customers.

Other neighborhood businesses could not wait to leave due to the situation I have described. What is Oakland going to do about this? Just continue to lose more and more businesses? And with it comes the loss of more and more of its tax base, loss of employment, loss of the possibility of business growth. Will Oakland turn into a vast wasteland?

Where is police visibility on West Street? I see no patrols. Landlords in our area continue to rent to drug dealers. Why?

Bill Vidor  
Oakland

we need a 68-table card room to bolster our economy. Pittsburg is too good and too smart for that kind of talk.

We are a community of churches — from about 10 in the 1940s to around 70 today. I've seen them agonize over these proposed casinos.

Casino owners win. People and communities lose.

Economies based on gambling are shaky. Crime and corruption go up, property values go down. For nearly all towns with big card rooms, the short-term windfall becomes a devastating tornado down the road.

I have worked very hard as a volunteer to defeat Measure A. Volunteers and grass-roots supporters are not intimidated by big money. I give as much money as I can to keep this proposed card room out of Pittsburg.

The people of Pittsburg are very responsible; they care about values, image and long-range planning. Money does not make better people.

On April 22, we have the chance to reject the big gamble, and prove that families, neighborhoods, schools and churches are the real winners.

An informed electorate will vote, and will vote no casino.

Gloria Magley  
Pittsburg

## It will take a village

I READ Tribune's columnist Brenda Payton's "What is gangster rap's debt to the black community?" Al Capone said, "There is a demand; I am just the supplier. I love the American way."

Rev. J. Alfred Smith Jr. and other ministers are right. "Those who fear are not perfect in love."

But "it takes a village." Did not the first lady say that? It will take the whole community. Ask not what gangsta rap can do for the community, ask what the community can do for gangsta rap.

Daniel Defoe said long ago, "Whenever God erects a house of prayer, the devil always builds a chapel there. And 'twill be found upon examination, the latter has the largest congregation." Does it

rate decision-makers have systematically taken advantage of the absence of adequate federal and/or state regulations for patient protection (or enforcement of current regs), the negligence of our elected officials to address the issue, and the press's persistent complicity in keeping the public in the dark.

Health care workers such as the registered nurses Kaiser has attempted to silence have had enough. We have consistently sounded the alarms to those we thought were supposed to fix the problems. Our efforts have largely been ignored or dismissed as self-serving attempts to protect our jobs.

My dog, Bud, and I are glad the Oakland City Council has a plan for our pets and the Tribune wants us to know about it. I hope we can be more concerned for the safety of people.

Kevin Reilly, RN, BSN  
Berkeley

## A gift most of us can give for life

I'VE ALWAYS meant to put an organ donor symbol on my driver's license, but somehow I just never took the time to get one. The saying, "The road to hell is paved with good intentions," prods me to action now, as I think about a wonderful friend of mine who is suffering from a terminal liver disease which she got through no fault of her own.

This friend spends her life doing good for others; she is generous with her talents and gives dedicated service at great cost to herself. She does not feel sorry for herself or show any anger at the person from whom she received tainted blood during a transfusion many years ago.

She is waiting for a liver transplant. Her chances for getting one will improve if I register as an organ donor and encourage everyone I know and even those I don't know to do the same.

Please join me in becoming an organ donor. By doing so, we may be able to give the gift of life to some very deserving person like my friend. What an incredible opportunity we have. Thank you

Bill Vidor  
Owned  
Abe Schuster  
Plastics at  
30th & West

CM06-245  
October 26, 2006

Project: 2815 West Street  
Oakland, CA 94608

City of Oakland  
Planning & Zoning Services Division  
250 Frank H. Ogawa Plaza, Ste 2114  
Oakland, CA 94612

Re: To establish a Service-Enriched Permanent Housing Residential Activity for 16 adults within and existing structure, no external changes proposed.

Response to BEAT SIX ADVOCATES, N.C.P.C., dated 10/2/06

This project of the above address is for residents who have recognized their substance use as an illness, and voluntarily gone beyond their addiction and rehabilitated themselves. By making this step, they will be able to maintain a clean and sober lifestyle into a more independent, self-sufficient with gainful employment. Residents will be able to live in a safe and sanitary housing within their financial means as productive members in the community, modeled on the concept of "family, and family values of tolerance, respect, cooperation, responsibility, sharing and concern."

This project is not an institution, nor does it fall within the Oakland housing, senior housing or Mother Wright's food project. A safe transitional house is critical for many people escaping the tragedies that only substance abuse has to offer all levels of professionals from: Doctors, Nursing, Teachers, Police Officers, City council members, BART and AC drivers down to the lowest level of employees of employers.

This project has been presented to West Oakland Project Area for Redevelopment (WOPAC). October 11, 2006.

East Bay Transitional is a structured house with structure criteria standards and house rules. This house is ran by house managers with long term sobriety, a Operational manager on site daily who is a paid employee and the Director, who is the Applicant.

The residents are monitored by many linked services; the treatment programs of referral, NA and AA facilitators, Sponsors, EAP's, committed community service for 3 months and by the house. The monitoring is random urine screens and breath analyzers through their referral source and instant monitoring of the house. Residents will be recommended to take Naltexone for opiates and Antabuse and or Campral for Alcohol to reside at this transitional house. This project can and will be entered and monitored 24 hours, which make a positive residential house within the community. My background is mental health with includes substance abuse. The last ten years, I have worked in chemical

dependency of Alta Bates Summit Medical Center, which includes a level of mental health. I am certified to monitor all levels of residents that reside within the house.

Stressors are more from the community renters from moving additional relatives/family in which should violate their rental agreement/lease immediately. These stressors can be decreased, if we as a community work together with the city housing of over concentrated tenants housed in each unit and not violate tenant's rights.

East Bay transitional residents are not parolees or criminals, GA assistance or sliding scale base. They are individuals that have fallen and become victim to drugs and alcohol and now recognize it. They want and deserve help and support, and often turned away. This will allow individuals and families to develop the stability, confidence, and coping skills as they transition for achieving their permanent housing.

The proposed project is located across for Marcus Foster Elementary 2850 West St. This site offers programs for children with special needs. It also provides two classes daily by Mr. Ghee, Instructor. These are our children who are not able to maintain within the regular school district setting due to their behaviors. I addressed East Bay Transitional housing project, he was eager to say, these trouble teens need more positive role model support from others who have changed their life. I was referred to Mr. Reed who is in charge of coordinating these classes.

This project would be a positive move for the community. The West St Baptist Church are excited to have recovery residents next door. I have lived in this community since 1999; I have not been victimized during my stay. There is minimum activity on either side of this project block at night. Therefore, I enter the property at various times at night. This project will help eliminate outside transit parking and sleeping in cars and campers.

Every goal, criteria standard and house rule has been designed, established and will be held to the strictest hold at East Bay Transitional Housing by the Director and Operational Manager.

As a resident in Alameda County, everyday I hear and read about crime, see homelessness and people in great despair. Inadequate job skills, shortage of housing, mental illness and trouble teens are all contribution to addiction. More jails are not what we need, we need education on substance abuse in our community. In educational for substance abusers and family will help control the rise in mental illness.

I am not happy or proud of what is happening in my city to the young or old. I only see fit and best use time, energy and hope in an effort to help. As a citizen of the United States, a resident of Oakland since 1971 and a homeowner in Alameda County since 1985. Offering assistance through a transitional house can only make a positive impact in giving back to the community. By providing a new and sage environment, distanced from their past and familiar surroundings for an extended period, the chance for success is often dramatically increased.

A future endeavor I also wish to achieve is to assist in the implementation of Substance Abuse Education, not only for the substance abuser themselves, but for the family and the entire community.

I support and encourage a healthy home, a healthy family an overall a healthy way of living within the community.

Carolyn Robinson  
Applicant/Director

Attached: Certification

**Candell, Chris**

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**From:** pater [REDACTED]  
**Sent:** Friday, October 27, 2006 8:17 AM  
**To:** ccandell@oaklandnet.com  
**Subject:** no half way house at 2815 West St. please

Dear, Mr. Candell

My name is Pater Scherthanner. I live at 830 28<sup>th</sup>.st in Oakland

It is a nice spot here in west Oakland. We have been here for 10 years. One of the best parts of this area it is has low traffic and not many problems. We do get a lot of trash on 28<sup>th</sup> and there is some prostitution.

Over all we have a good quality of life here.

My concern is the proposed Halfway House at 2815 West Street. This will indubitably create a new element to this neighborhood.

Introducing Recovering addicts to this part of West Oakland will turn around any efforts we have made to try to clean this area up. The prostitution on the corners of 28<sup>th</sup> & West & San Pablo Streets has slowed down tremulously due to our persistence with the police.

I am afraid that with the new people coming and going from the Half Way House, we will have drug dealing, more prostitution, and more cars racing up and down the streets spinning their tires at the intersections. There will be problems for us directly at our building. For now we have no people that gather in front of our door. Our privacy and safety will be compromised if people decide to make this a good spot to do what ever Recovering addicts do when not being supervised.

The 2815 West Street apartment building can be seen from our parking lot. It is a sure bet that it will become an eye sore and a reason of contention for every one here at the corner of West ST. & 28<sup>th</sup> ST.

I am urging you to please consider the impact on the lives here in this reasonably quiet and safe neighborhood.

I for one do not want A Halfway House at 2815 West Street.

Please Note my opposition at the hearing on Nov. 1<sup>st</sup>.

Sincerely,

Pater Scherthanner

830 28<sup>th</sup> ST.

Oakland, CA

94608

*(Handwritten signature)*

10/27/2006

**Candell, Chris**

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**From:** Stephan Hoffmann [redacted]  
**Sent:** Friday, October 27, 2006 11:45 AM  
**To:** ccandell@oaklandnet.com  
**Subject:** 2815 West St.

Hello Chris,

I spoke to you a few days ago regarding my concerns about the proposed halfway house at 2815 West St. Thank you for your time in explaining the situation to me.

I am submitting this e-mail to you voicing my concern over the housing activity proposed for 2815 West St. As a resident of 28<sup>th</sup> Street, for over 10 years, I have great concern over the impact that a recovery facility would have on our neighborhood. The neighbors of 28<sup>th</sup> Street have worked hard over the last 10 years in trying to clean up our block. When I first moved in, 28<sup>th</sup> Street was a known hot spot for drugs and prostitution. Through a great deal of effort, and work with the Oakland Police Department, we have made headway in cleaning up the area. There is no drug dealing anymore, and prostitution is almost gone. I personally pick up trash on the whole block every weekend.

There are children now living on our street, something that would not have been advisable or safe 10 years ago. Please do not undo all the work that the residents of 28<sup>th</sup> Street have been doing for the last 10 years. The block of 28<sup>th</sup> Street between West and San Pablo is a fine example of what concerned citizens can do to help clean up Oakland.

Chris, I have notified the rest of my neighbors on 28<sup>th</sup> St. to the situation and suggested they e-mail you. Hopefully they have. Please let me know if there is any other action I can take to help out the situation.

**Stephan T. Hoffmann**  
Sr. R&D Engineer  
Cabochoon Aesthetics  
510-520-5251  
[redacted]

Item # 1

**Candell, Chris**

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**From:** stacie hoffmann [REDACTED]  
**Sent:** Sunday, October 29, 2006 9:54 PM  
**To:** ccandell@oaklandnet.com  
**Subject:** Halfway House on West St.

Hello,

I have lived on 28th street for the last 10 years, and have seen improvements to the neighborhood. The halfway house that is planned for 2815 West Street would be a setback to the quality of life that we have tried to develop. As the new mother to a young baby girl, I have major concerns about the negative impact that this may have on her and my family.

Please consider the well being of all the residents on 28th St. that are opposed to this idea.

Thank you for your time,

Stacie

---

Get your email and see which of your friends are online - Right on the New Yahoo.com  
(<http://www.yahoo.com/preview>)

{team#}



October 30, 2006

City of Oakland  
Planning & Zoning Services Division  
250 Frank H. Ogawa Plaza, Ste 2114  
Oakland, CA 94612

Re: Project: 2815 West Street - CM06-245  
Oakland, CA 94608

In November of 1997 Nancy Nadel, council member wrote a letter to me extending her "enthusiastic support" for the substance abuse program at the Oakland Independence Support Center (OISC).

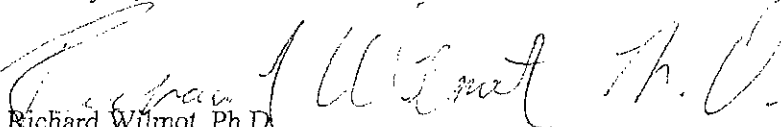
During that time, we discussed the need for transitional housing support for OISC clients. I would hope that Nancy would extend such support to the East Bay Transitional House at 2815 West St and to its Director, Carolyn Robinson.

We also discussed the major impediment to supportive housing, which is NIMBY ism – not in my back yard mentality. When residents object to having "it" in their neighborhood they are, referring to open drug traffic such as what occurs in the West Oakland Community and not to treatment. In fact, all of the residents of such transitional housing are pre-screened and held to a higher accountability than residence.

Such residents can act as role models, rather than being viewed as "problem people". They have already been through treatment and on that basis are more community aware and connected.

Don't let this opportunity to do something good for West Oakland pass you by. I am supporting this project. In meeting with Carolyn Robinson on several occasions her experience alone in chemical dependency, knowledge and skills more than qualifies, such house in the community as the director with my support. Carolyn Robinson also certified as a substance abuse monitor under LifeLoc Technologies, Inc.

Thank you,

  
Richard Wilmot, Ph.D.  
Alcohol/Drug Abuse Specialist  
Drug workshop

Item #1

## CURRICULUM VITAE

For Dr. RICHARD WILMOT Ph.D.  
640 Brooklyn Ave. Suite 10  
Oakland California 94606

VOICE/MESSAGE: 510 763-5298 - EMAIL: fieldbrook@earthlink.net

**CURRENT POSITION: FACULTY:** Peralta Community College District  
Alameda Campus: Antoinette Wheeler Ph.D. Dean: 510-748-2396  
Laney Campus: Irv Berkowitz Ph.D. Dean: 510 464-3217

Teaching Intro. Sociology, Social Problems, Race & Ethnic Relations, Drugs Society & Human Behavior.

California Youth Authority Drug Counselor/ Harm Reduction Program, Supervisor: Pat Woods 916-224-8797

**MOST RECENT POSITION:** WAIVERED STAFF PSYCHOLOGIST /SCHUMAN-LILES CLINIC  
OAKLAND, CA 510-569-9334 Dr. Henry Montandon MD Ph.D. Clinical Supervisor

*Expertise:* dual diagnosis; drug studies; self-help mental health; education & research

**BOARD MEMBER:** Alameda County Network of Mental Health Clients

### **EDUCATION:**

SKYLINE HIGH SCHOOL, OAKLAND CA. GRADUATED 1963 DIPLOMA

SAN FRANCISCO STATE UNIVERSITY, SF, CA. GRADUATED 1969  
BA PSYCHOLOGY

UNIVERSITY OF TORONTO, TORONTO, CANADA, MA SOCIOLOGY, 1972

UNIVERSITY OF CALIFORNIA AT San Diego, Ph.D. SOCIAL PSYCHOLOGY, 1982

### **PROFESSIONAL APPOINTMENTS: 1995-1999**

Staff Psychologist: Oakland Independence Support Center, Oakland, Ca  
OISC: a busy (5,000 client's) multi-cultural, multi-service, self-help center for the dual diagnosed, low income and homeless population. The Center was featured in the July, 1999 issue of Street Spirit. While at OISC, I saw 15-20 clients daily. I supervised three Vista Members, developed the Center's newsletter, started an award winning adult computer literacy program, and supervised the development of the Center's Website [www.sirius.com/~oisc](http://www.sirius.com/~oisc). Harm reduction was the model used for individual and group counseling.

*Editor:* Journal of Drug Issues, 1985

*Social Psychologist:* The Drug Workshop, Beverly Hills, and Ca. 1985-95  
Substance Abuse/Court Diversion program-- majority of clients were from the film industry (see publication: Euphoria). Euphoria is on the Internet at: [www.drugworkshop.net](http://www.drugworkshop.net)

*Lecturer in Drug Studies:* Drug Policy Foundation, Washington D.C. 1989-90-- one year sabbatical from the Drug Workshop (see publication: The Drug License).

*Research Associate:* Dept. of Psychology, UCLA, 1983-84-- Methadone. Maintenance Study for Southern Ca.-- William McGlothlin, principle researcher

*Research Fellow:* UCSD, 1982-- completed research on human sexuality and alcohol (see publication: "Sexual Drinking & Drift").

Item # (

*Instructor in Social Sciences: Palomar College, San Marcos, Ca. 1978-1982 UCSD, La Jolla, Ca. SouthWestern College, Chula Vista, Ca.*

*Senior Research Associate: Addiction Research Foundation, Toronto, Canada, 1974-78.*  
The ARF is the consulting organization to the United Nations on all matters of alcoholism and substance abuse (see publications)

#### **Publications:**

"Liberating the Rehabilitated" Addictions vol. 22 # 3 (1975)

"What is Rehabilitation?" International Journal of Offender Therapy and Comparative Criminology vol. 20 # 3 (1976)

"Halfway Houses...inside the 'black box'" with Alan Ogbome, Journal of Drug Issues vol. 7 # 2 (1977)

"The Skidrow Imperative: an analysis of status and identity on skidrow" Journal of Drug Issues vol. 8 # 1 (1978)

"Participant Observation: a methodological approach to evaluation..." British Journal of Addictions vol. 74 (1979)

"Sexual Drinking & Drift" Journal of Drug Issues vol. 11 # 1 (1981)

"Euphoria" Journal of Drug Issues vol. 15 # 2 (1985)

"The Drug License" with Timothy Ryan in Drug Policy: a reformers catalog A. Trebach— K. Zeese eds. (1989)

"Self-Help Mental Health Services: innovative intake protocols" with Dean Royer in High Performance Behavioral Health Care (1997)

#### **Awards:**

Dean's List: SF STATE University 1967-68

Fellowship: Sociology Dept. University of Toronto, 1971-72

Full Scholarship, Four Years: UCSD, 1978-82, through the United States Public Health Service

Innovation Award: designed new computerized intake form for dual-diagnosed self-help center whereby clients can do their own computerized intake (1996).

**Candell, Chris**

---

**From:** carolynrobinson@netzero.net [carolynrobinson@netzero.net@netzero.net]

**Sent:** Thursday, October 26, 2006 3:11 PM

**To:** ccandell@oaklandnet.com

**Subject:** East%20Bay%20Transitional%20Housing[1]

CM0625  
October 26, 2006

Project: 2815 West Street  
Oakland, CA 94608

City of Oakland  
Planning & Zoning Services Division  
250 Frank H. Ogawa Plaza, Ste. 2114  
Oakland, CA 94621

Re: To establish a Service-Enriched Permanent Housing Residential Activity for 16 adults within and existing structure, no external changes proposed.

Response to BEAT SIX ADVOCATES, N.C.P.C., dated 10/2/06

This project of the above address is for residents who have recognized their substance use as an illness, and voluntarily gone beyond their addiction and rehabilitated themselves. By making this step, they will be able to maintain a clean and sober lifestyle into a more independent, self-sufficient with gainful employment. Residents will be able to live in a safe and sanitary housing within their financial means as productive members in the community, modeled on the concept of "family, and family values of tolerance, respect, cooperation, responsibility, sharing and concern."

This project is not an institution, nor does it fall within the Oakland housing, senior housing or Mother Wright's food project. A safe transitional house is critical for many people escaping the tragedies that only substance abuse has to offer all levels of professionals form: Doctors, Nurses, Teachers, Police Officers, City council members, BART and AC drivers down to the lowest level employees of employers.

This project has been presented to West Oakland Project Area for Redevelopment (WOPAC) on October 11, 2006

East Bay Transitional is a structured house with structure criteria standards and house rules. This house is ran by house managers with long term sobriety, an Operational manager on-site daily who is a paid employee and the Director, who is the applicant.

The residents are monitored by many linked services; the treatment programs of referral, NA and AA facilitators, Sponsors, EAP's, committed community service for 3 months and the house. The monitoring are random urine screens and breath analyzers through their referral source and instant monitoring of the house. Residents are recommended to take Naltexone for opiates and Antabuse or Campral for alcohol reside in this transitional house. This project can and will be enter and monitored 24 hours, which make a positive residential house within the community. My background is in mental health, which includes substance abuse. The last ten years, I have worked in chemical dependency of Alta Bates Summit Medical Center, which includes a level of mental health. I am certified to monitor all levels or residents that reside within the house.

Stressors are more from the community renters from moving additional relatives/family in which should violate their rental agreement/lease immediately. These stressors can be decreased, if we as a community work together with the city housing of over concentrated tenants housed in each unit without violating tenant's rights.

10/26/2006

East Bay Transitional residents are not parolees or criminals, GA assistance or sliding scale base. They are individuals that have fallen and become victim to drugs and alcohol and now recognize it. They want and deserve help and support, and often turned away. This will allow individuals and families to develop the stability, confidence, and coping skills as they transition for achieving their permanent housing.

The proposed project is located across from Marcus Foster Elementary, 2850 West St in Oakland. This site offers programs for children with special needs. It also provides two classes daily for our children who are not able to maintain within the regular school district curriculums due to their behaviors. Mr. Ghee, Instructor, teaches these classes. I addressed the above project to Mr. Ghee and he was eager to say, these trouble teens need more positive role models support from young men who have changed their life.

This project would be a positive move for the community. The West St Baptist Church members' family is excited to have recovery residents next door. I have lived in this community since 1999; I have not been victimized during my stay. There is minimum activity on either side of this project block at night. Therefore, I enter the property at various times at night. This project will help decrease outside transit from parking and sleeping in cars, vans, and campers.

Every goal, criteria standard and house rules has been designed, established and will be held to the strictest hold at East Bay Transitional Housing by the Director and Operational Manager.

As a resident in Alameda County, everyday I hear and read about crime, see homelessness and people in great despair. Inadequate job skills, a shortage of affordable housing and mental illness and trouble teens are all contribution to addiction. More jails are not what we need; we need education on substance abuse in our community. Education for substance abusers and families will help control the rise in mental illness.

I am not happy or proud of what is happening in my city to the young or old, I only see it fit and best use time, energy and hope in an effort to help. As a citizen of the United States, a resident of Oakland since 1971 and homeowner in Alameda County since 1985, offering assistance through transitional can only make a positive impact in giving back to my community. By providing a new and safe environment, distanced from their past and familiar surroundings for an extended period, the chance for success is often dramatically increased.

Our mission statement is:

"To assist residents who have been substance abusers and recognize it, to achieve and maintain a clean and sober lifestyle in order to return to society, to be self-sufficient and independent with gainful employment. Residents will be able to live in safe and sanitary housing within their financial means as productive members of the community, modeled on the concept of 'family', and family values of tolerance, respect, cooperation, responsibility, sharing and concern."

A future endeavor I also wish to achieve is to assist in the implementation of Substance Abuse Education, not only for the substance abuser themselves, but for the entire family and community.

I support and encourage a healthy home, a healthy family and overall a healthy way of living within the community.

Carolyn Robinson  
Applicant/Director

attached: Certification

***ATTACHMENT C***



CITY OF OAKLAND
REQUEST FOR APPEAL OF DECISION TO
PLANNING COMMISSION OR CITY COUNCIL

(REVISED 8/14/02)

PROJECT INFORMATION

Case No. of Appealed Project: CM06-245
Project Address of Appealed Project: 2815 WEST STREET, OAKLAND, CA

APPELLANT INFORMATION:

Printed Name: Beat 6 Advocates, GX NCPA Phone Number: 510.420.0784
Mailing Address: P.O. Box 3515 Alternate Contact Number: 510.677.6371
City/Zip Code: Oakland, CA 94609 Representing: BEAT 6 ADVOCATES
BEAT 6X, Neighborhood Crime Prevention Council

An appeal is hereby submitted on:

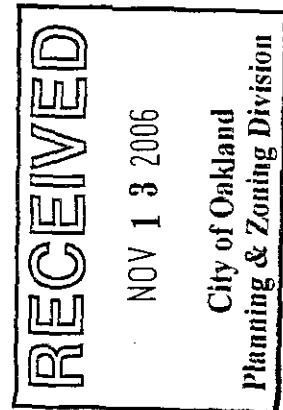
AN ADMINISTRATIVE DECISION (TO THE CITY PLANNING COMMISSION)

YOU MUST INDICATE ALL THAT APPLY:

- Approving an application for an Administrative Project
Denying an application for an Administrative Project
Administrative Determination or Interpretation by the Zoning Administrator
Other (please specify)

Pursuant to the Oakland Municipal and Planning Codes listed below:

- Administrative Determination or Interpretation (OPC Sec. 17.132.020)
Determination of General Plan Conformity (OPC Sec. 17.01.080)
Design Review (OPC Sec. 17.136.080)
Small Project Design Review (OPC Sec. 17.136.130)
Minor Conditional Use Permit (OPC Sec. 17.134.060)
Minor Variance (OPC Sec. 17.148.060)
Tentative Parcel Map (OMC Section 16.304.100)
Certain Environmental Determinations (OPC Sec. 17.158.220)
Creek Protection Permit (OMC Sec. 13.16.450)
Creek Determination (OMC Sec. 13.16.460)
Hearing Officer's revocation/impose or amend conditions (OPC Secs. 15.152.150 & 15.156.160)
Other (please specify)



A DECISION OF THE CITY PLANNING COMMISSION (TO THE CITY COUNCIL)

Granting an application to: OR Denying an application to:

CAROLYN ROBINSON dba EAST BAY TRANSITIONAL HOUSING

(continued on reverse)

(Continued)

A DECISION OF THE CITY PLANNING COMMISSION (TO THE CITY COUNCIL)

YOU MUST INDICATE ALL THAT APPLY:

Pursuant to the Oakland Municipal and Planning Codes listed below:

- Major Conditional Use Permit (OPC Sec. 17.134.070)
- Major Variance (OPC Sec. 17.148.070)
- Design Review (OPC Sec. 17.136.090)
- Tentative Map (OMC Sec. 16.32.090)
- Planned Unit Development (OPC Sec. 17.140.070)
- Environmental Impact Report Certification (OPC Sec. 17.158.220F)
- Rezoning, Landmark Designation, Development Control Map, Law Change (OPC Sec. 17.144.070)
- Revocation/impose or amend conditions (OPC Sec. 17.152.160)
- Revocation of Deemed Approved Status (OPC Sec. 17.156.170)
- Other (please specify) \_\_\_\_\_

An appeal in accordance with the sections of the Oakland Municipal and Planning Codes listed above shall state specifically wherein it is claimed there was an error or abuse of discretion by the Zoning Administrator, other administrative decisionmaker or Commission (Advisory Agency) or wherein their/its decision is not supported by substantial evidence in the record, or in the case of Rezoning, Landmark Designation, Development Control Map, or Law Change by the Commission, shall state specifically wherein it is claimed the Commission erred in its decision.

You must raise each and every issue you wish to appeal on this Request for Appeal Form (or attached additional sheets). Failure to raise each and every issue you wish to challenge/appeal on this Request for Appeal Form (or attached additional sheets), and provide supporting documentation along with this Request for Appeal Form, may preclude you from raising such issues during your appeal and/or in court.

The appeal is based on the following: *(Attach additional sheets as needed.)*

(SEE ATTACHMENTS 1-4)

Supporting Evidence or Documents Attached. *(The appellant must submit all supporting evidence along with this Appeal Form.)*

*Edwin Sumrall*  
Signature of Appellant or Representative of  
Appealing Organization

13 November 2006  
Date

Date/Time Received Stamp Below:

Below For Staff Use Only

Cashier's Receipt Stamp Below:



**Attachment 1**  
**Basis for Appeal**

**Request for Appeal of Decision to Planning Commission or City Council**

**Case File Number CM06-245**

**Applicant: Carolyn Robinson**

**Appellant: Beat 6 Advocates, Beat 6X, Neighborhood Crime Prevention Council**

Appeals to the City Council shall be made within ten days after the date of a decision by the City Planning Commission on an application for a major conditional use permit. An appeal may be taken to the City Council by the applicant, the permit holder, or any other interested party. Such appeal; shall be made on a form prescribed by the Commission and shall be filed with the City Clerk. The appeal shall state specifically wherein it is claimed there was an error or abuse of discretion by the Commission or wherein its decision is not supported by the evidence in the record. (Oakland Municipal Code 17.134.070)

Beat 6 Advocates, Beat 6X, Neighborhood Crime Prevention Council, hereby file an appeal of the November 1, 2006, decision of the Oakland Planning Commission regarding Case File Number CM06-245, 2815 West Street, APN 009-0693-004-00, Applicant Carolyn Robinson, East Bay Transitional Housing. The decision of the Planning Commission regarding this matter was rendered on November 1, 2006. The grounds of appeal are threefold: (1) that the Planning Commission's decision is in error; (2) the decision of the Planning Commission is an abuse of discretion by the Commission; and (3) the decision of the Planning Commission is not supported by the evidence in the record. The ten day deadline for filing from the date of the decision (November 1, 2006) is extended since the last date of appeal, November 11, 2006, falls on a weekend and a holiday, extending the filing date to November 13, 2006, the next day when city offices are open. The filing of the appeal within the statutory deadline with inclusion of the specific grounds of appeal satisfies the statutory filing requirements set forth in Oakland Municipal Code §17.134.070.

**Procedural History:**

An application for a Major Conditional Use Permit was made by Applicant Carolyn Robinson to operate a Service-Enriched Housing Project in Beat 6X, a residential West Oakland neighborhood. The application was presented to the Oakland Planning Commission at its October 4, 2006 meeting. Opposition to the project was voiced by Ludia Felts, President of the Beat 6X, Neighborhood Crime Prevention Council and other members of the community. The Planning Commission continued consideration of the application to its November 1, 2006, meeting to allow the applicant an opportunity to meet with the Beat 6X, Neighborhood Crime Prevention Council and with members of the West Oakland Project Area Committee, a community-based redevelopment committee in West Oakland. Meetings were held by both groups - neither group endorsed the project. During its November 1, 2006 meeting, the Planning Commission approved the application for a Major Conditional Use Permit with conditions. This appeal followed.

**Project Description:**

a. **“Service-Enriched Housing Project.”**

As set forth in the Oakland City Planning Commission Staff Report, October 4, 2006, the application is to establish:

“...a service-enriched permanent housing project for up to 16 adults from Oakland and the East Bay who voluntarily join the program and sign agreements to abide by the rules and regulations of East Bay Transitional Housing. East Bay Transitional receives its funding from rents paid by the residents. The housing portion of the program is primarily paid for by rents. Residents are responsible for food and supplies.”

Though the Oakland Municipal Code provides for the operation of a “service-enriched housing project” it does not describe the characteristics of such project. A description of “service-enriched housing” by two national non-profit housing organizations may assist in identifying the type of project proposed by the applicant. One such non-profit, Beyond Shelter, Inc., lists seven key elements of service-enriched housing:

1. Incorporation of a services mechanism into the operation/management of affordable housing.
2. Provision of crisis intervention and short-term case management.
3. Assistance to residents in accessing neighborhood and community resources and services.
4. Voluntary participation of residents in programs, services and activities.
5. Resident participation in the decision-making process.
6. Residents, management and service providers work together as a team.
7. Ongoing support and monitoring are made available for residents with special needs.

Similarly, the National Alliance to End Homelessness, Inc., defines “service-enriched housing” as projects:

“... typically designed to promote the social and economic well-being of tenants (and on occasion nearby residents) by offering education, child care, recreation, social and employment programs, and activities. Service coordinators may be on-site or off-site and provide crisis intervention, help negotiate delivery of services by mainstream providers, and help families access more specialized services from community providers.”

The commonality between the two definitions is the availability of services incorporated within the fiber of the housing project itself. Of particular importance is the availability of on-site crisis intervention services and service coordinators for referral to specialized service providers. The application before the Planning Commission possess none of these program attributes. East Bay Transitional offers only a bed in a room. The sole nexus between the housing component and the service component is that residents are participants in a county-sponsored drug/alcohol treatment program. There are no crisis intervention managers, no employment assistance program and no indicia within the application that residents take part in the decision-making process. The singular connection between project residents and the management/owner of the facility is the responsibility to pay rent. Many homeless individuals have histories of substance abuse or serious and persistent mental illness, chronic health problems, AIDS, involvement with the child welfare system, domestic violence, chronic employment and other issues that hinder their ability to return to permanent housing. A functional, viable "service-enriched housing project" would include service coordinators, on-site case workers and an on-site, salaried operations manager to assist with the daily transition from a life of dependency to one of independence. To designate the monthly rental of rooms as a "service-enriched housing project" defies both reason and common sense. This determination is a patent error of the Planning Commission and requires reversal by the City Council.

**b. Crime, Drugs and Substance Use.**

In its 2001 application for a "Weed and Seed" Violence Prevention Grant, the City of Oakland wrote:

"West Oakland is the oldest African American community west of the Rockies. As the western terminus of the transcontinental railroad, and a manufacturing center for Northern California, West Oakland was the center of an economically and culturally vibrant African American community that thrived well into the 1950's. The community's many beautiful Victorian houses, now mostly dilapidated, and the fond memories of its older residents are the remaining testaments to that time. Beginning in the 1950's, however, West Oakland experienced a series of disastrous urban renewal initiatives (bitterly and unsuccessfully opposed by West Oakland's residents). Freeways, built in the 60's and 70's served to isolate West Oakland from the rest of the city. These initiatives, and the decline of Oakland's manufacturing and rail transportation base in the 1960's and 1970's, have left *a community that is a monument to poor zoning practices*, (emphasis added) isolation from the central city, and the disenfranchisement of its inhabitants.

The Planning Commission's approval of the applicant's request a Major Conditional Use Permit is a continuation of poor zoning practices in Beat 6X. Not only did the Planning Commission ignore the protests of the neighborhood, it blatantly disregarded the findings of the Neighborhood Crime Prevention Council and the West Oakland Project Area Committee, two neighborhood-based organizations. The overview of the prevailing social conditions in Beat 6X were presented in two Planning Commission meetings. In the 2004 Stressors Index, (conducted with funding from the Measure Y: Violence Prevention and Public Safety Act, Beat 6X was determined to have the highest number of arrests of persons 18 years of age and younger; the highest number of arrests of persons between the ages of 19-29; the highest incidents of domestic violence; the highest incidents of child abuse, the highest incidents of violent crime, the highest number of criminal offenses, both Part I and Part II; the highest incidents of unemployment, the highest number of persons living below the poverty line, the highest number of persons receiving public assistance, the highest number of chronic truants and the highest number of students receiving suspensions for violence. (Measure Y, Violence Prevention and Public Safety Act of 2004)

Moreover, Beat 6X has an overconcentration of liquor stores, the highest concentration of Section 8 subsidized housing units, and the highest concentration of transient houses and group homes. "...Drugs and drug-related crime remain the single most serious issue in Beat 6X. Between 1966 and 2000, drug crimes in Beat 6X doubled in a period when all other categories of crime were declining. There were 22 drug hot crime spots in Beat 6X in 2000. Drug crime is closely associated with street level violence and blight, two other serious conditions in the community. Although violent crime has not increased over the past four years, neither has it fallen. With a crime rate of 72 violent crimes per 1000 residents, this rate is 197% of the Oakland rate of 37 violent crimes per 1000 residents. Violence and quality of life crimes are concentrated in blocks that have high levels of drug crimes. Moreover, crime hotspots are generally concentrated within one block of the San Pablo Avenue corridor comprising the western border of Beat 6X and at the confluence of the I980 and I580 freeways. There was consensus that drug use and drug sales lay at the root of the public safety problems of the community." (City of Oakland, Weed and Seed Application, 2001) This and additional information regarding geographic and quality of life issues were provided to the Planning Commission prior to making their determination. Notwithstanding citizen protests, public testimony and research documentation presented to the Planning Commission, the body deemed it appropriate to place East Bay Transitional Housing's poorly managed, poorly planned project in Beat 6X.

To approve the housing of individuals in recovery in a neighborhood struggling to revitalize is more than a tragic irony; it is inhumane. It constitutes an injustice to the prospective residents of the facility as well as the residents of the neighborhood. A basic tenet of city planning prohibits placing incompatible projects in the same geographic location - placement of a drug/alcohol recovery project in the most active, drug infested neighborhood in the city is not just poor planning - it is wrong. The fact that the facility is located directly across the street from a school for mentally and physically challenged children is a testament to the degree of disregard to acceptable planning practices. It is a recipe for failure. Beginning in the mid-1990's with Oakland's Enhanced Enterprise Community Initiative, the City has begun to work in concert with the community to revitalize Beat 6X. Many revitalization efforts are underway throughout West Oakland mobilizing the energies and skills of its citizens. The decision to grant the application for a Major Conditional Use Permit is contrary to accepted planning practices and standards, clearly erroneous and not supported by the evidence in the record. The decision must be reviewed and reversed by the Oakland City Council.

**c. Conditions Imposed by Planning Commission.**

*The inconsistent and ambiguous conditions placed on the applicant's use permit are indicative of the abuse of discretion by the Planning Commission and illustrate the errors built within the decision. For example, **Condition 12a** sets forth criteria regarding posted contact information. "Contact information: the operator shall post on the property a sign indicating the name and 24-hour contact number of the staff responsible for receiving and responding to all written and verbal complaints received. However, the condition fails to provide a maximum timeframe for the operator's response to inquiries. In the application for a conditional use permit, the operator states that "there are no "paid" staff." "Paid staff" will "visit and inspect the facility." Conspicuously absent from the application is no indication of the frequency of the "visits." Similarly, **Condition 13a** provides that "...no external pay phones on premises." The condition fails to require on-site telephone service in the event of medical or police emergencies. If in-house telephone service is not provided, the residents will undoubtedly use cellular telephones or will be forced to search the neighborhood for public pay telephones. Though **Condition 17a** impose "no loitering" in and around public streets, the daily curfew forces residents into the public streets at 7:00 a.m. daily and requires return by 10:00 p.m. There is no staff supervision of resident activity away from the residence. The only "supervisory" controls imposed by the Planning Commission are found in **Condition 18a**, whereby an "on-site staff person shall be assigned to each living unit at all times. The condition fails to provide for specific hours during which the "staffperson" shall be available for supervisory purposes. Since "volunteer staff" are not employees of the business enterprise and cannot speak on behalf of the operation, it is unlikely that any one recovery resident can assert any degree of authority over the conduct of other residents in recovery. Consistent with the others, **Condition 19a**, requires all "residents use public transportation for off-site training; education and other services." Since there is no prohibition against ownership of automobiles the condition is unrealistic and unenforceable.*

Moreover, there are no supervisory controls to stop ownership of automobiles and no controls that prohibit daily solicitation of rides from friends and acquaintances. Since the Planning Commission conditions require use of public transportation, any automobiles owned by residents of the facility will necessarily impact parking on neighborhood streets. The inconsistent and ambiguous nature of the conditions imposed on the project by the Planning Commission are in error and contribute little to alleviate the management and operational problems inherent in a *facility of this type*. The decision of the Planning Commission to grant the applicant's Major Conditional Use Permit must be reviewed and reversed by the Oakland City Council.

**d. Maximum Residential Density**

Pursuant to Oakland Municipal Code §17.20.100, the maximum density of residential facilities for total lot area of 5,000 or more square feet is "two dwelling units." A total of three or more residential facilities may be permitted on a lot, upon the granting of a conditional use permit pursuant to the conditional use permit procedure if the total area is not less than two thousand five hundred square feet for each dwelling unit. In such developments, no more than two dwelling units may be contained in a single residential facility in situations where one-family and two-family dwellings predominate within the block containing the subject site. The proposed facility contains three residential facilities within a total lot area of 6,000 square feet. Moreover, the neighborhood block in which the facility is located is predominated by one and two family dwellings. The proposed project exceeds the maximum residential density criteria set forth in the Oakland Municipal Code and a conditional use permit for the facility should not have been approved by the Planning Commission. The approval of the Major Conditional Use Permit by the Planning Commission must be reviewed and reversed by the Oakland City Council.

Attachment 2

West Oakland Weed and Seed Initiative, 2001

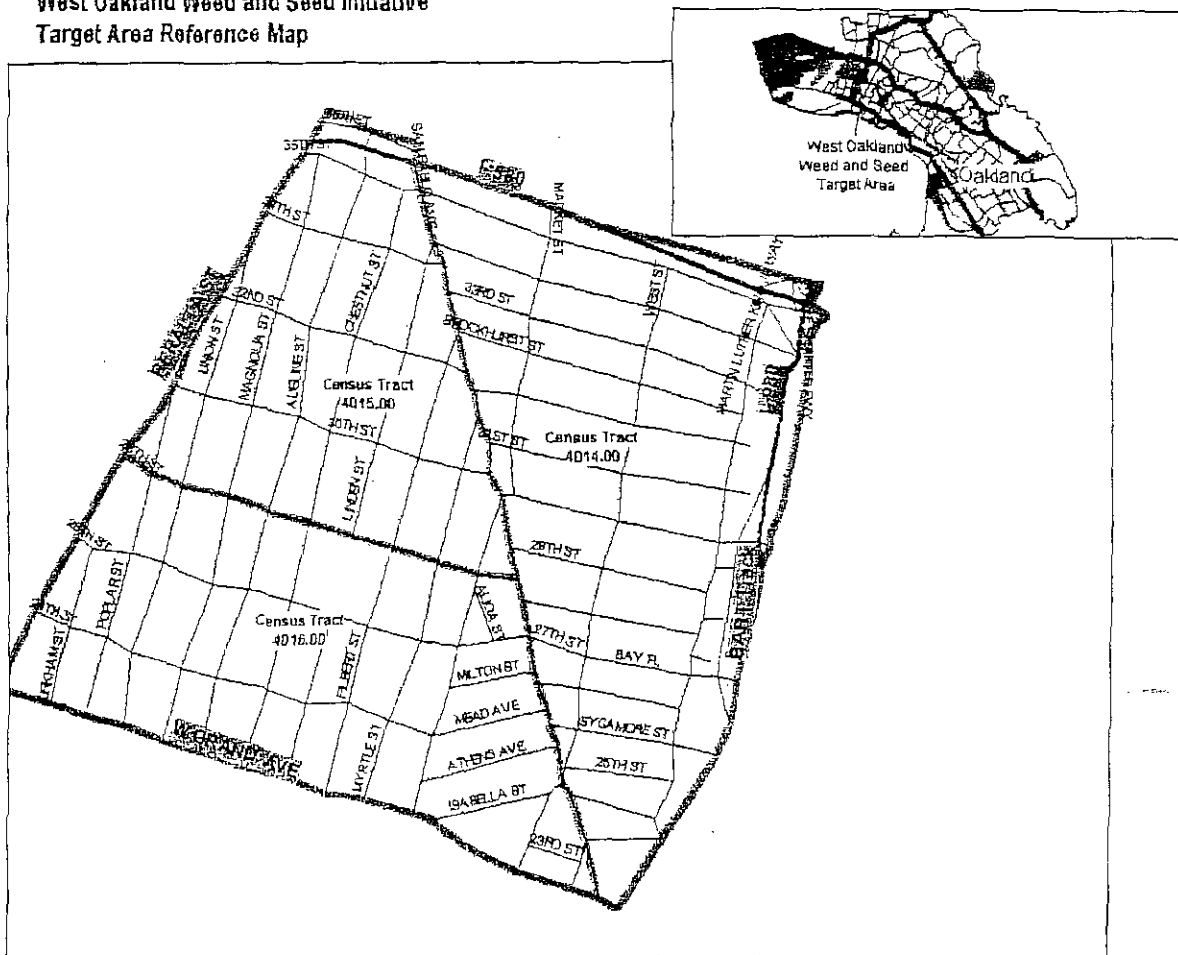
## II. NEIGHBORHOOD SELECTION AND ASSESSMENT

### A. THE DESIGNATED NEIGHBORHOOD

The City of Oakland, after considering a number of potential areas in the city, has targeted census tracts 4014, 4015, and 4016 as the Weed and Seed Target Area.<sup>1</sup> This area was selected because it is an area that manifests both significant problems and great potential for revitalization. Problems in the Target Area, characteristic of many low-income areas, include high unemployment, truancy, and the physical deterioration of housing and commercial buildings. While the community is wrestling with problems of crime and poverty, it also has many strong neighborhoods, a rich network of churches, community organizations, and business associations, and several retail areas balancing on the cusp between revival and deterioration. *This area is part of Oakland's Federal Enhanced Enterprise Community.*

Map 1

West Oakland Weed and Seed Initiative  
Target Area Reference Map



<sup>1</sup> At its final meeting to adopt the Strategic Plan, the Steering Committee added a small area to the northwest of the area shown to the target area. This is a triangular area of approximately 18 square blocks bounded by Peralta Street, Mandela Parkway, and I-580, and is commonly known as "Dogtown" or "Ghosttown". Although this decision was made too late for incorporation in these analyses, this area is now officially part of the WOWS target area.



**B. COMMUNITY NEEDS ASSESSMENT**

**1. Demographic characteristics of the target area**

**a. Race/Ethnicity**

The selected target area had 9,111 residents in the 2000 US Census. As Table 1 indicates, the area is predominantly African American. Although Latinos are the second most populous group, they are represented in the target area at a proportion less than their overall share of the city and county populations.

**Table 1  
 Racial/Ethnic Composition of Weed and Seed Target Area  
 vs. City and County**

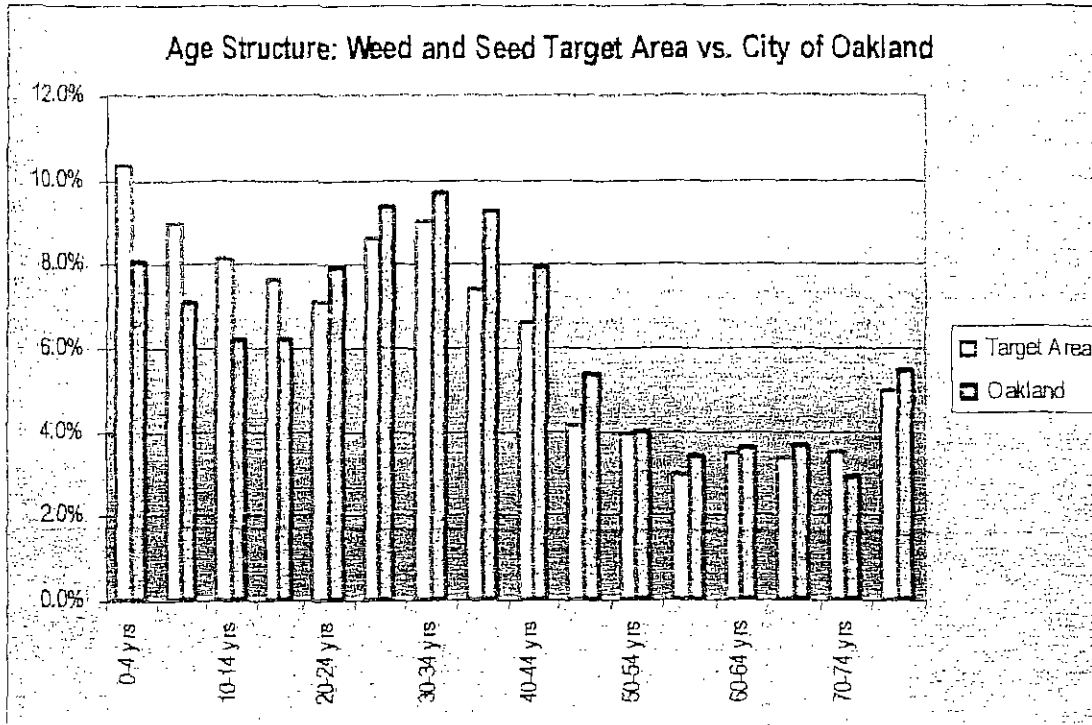
	Target Area		City of Oakland		Alameda County	
		%		%		%
African American	5,850	64%	140,139	35%	211,124	15%
Asian/Pacific Islander	825	9%	62,259	16%	301,131	21%
Latino	1,283	14%	87,467	22%	273,910	19%
Native American	43	0%	1,471	0%	5,306	0%
White	715	8%	93,953	24%	591,095	41%
Multiracial	354	4%	12,966	3%	56,499	4%
Other	41	0%	1,229	0%	4,676	0%
<b>TOTAL</b>	<b>9,111</b>	<b>100%</b>	<b>399,484</b>	<b>100%</b>	<b>1,443,741</b>	<b>100%</b>

**b. Age Structure**

Unfortunately, except for race/ethnicity, much of our demographic information must come from the 1990 rather than the 2000 census, as most census variables have not yet been compiled at the census tract level.

Table 2, below, compares the age structure of the target area to that of the City of Oakland. As compared to the city, the Target Area has proportionately more young people and proportionately fewer middle-aged residents. This has a number of serious implications for the community. First, there are relatively fewer individuals in their peak earning years in the community, while there are relatively more dependents. Secondly, youth have relatively fewer adults in the stable middle years to serve as mentors and role models. In the City of Oakland as a whole, each youth ages 0-14 has an average of 1.09 adults ages 35-49 in their community. In the WOWS Target Area, this ratio is only .66 adults to each youth. This troubling statistic is a result of higher fertility rates, shorter life expectancy, earlier ages of conception, and a higher rate of adult incarceration, all resulting in a community with a critical shortage of wage earners and adult caregivers.

Table 2



c. Family Structure

Table 3, compares the family status of children in the Target Area with those in the City and County. Once again, this table points up the level of risk experienced by children in the target area. Less than one-third of the children in the target area live with two parents, compared to nearly three-quarters of the children in Alameda County who live in two-parent households. Moreover, a majority of the children in the target area live in families in which no parent is employed, compared to barely 10% of the children in the County as a whole.

Table 3  
 Family Status of Children 0-17 in families

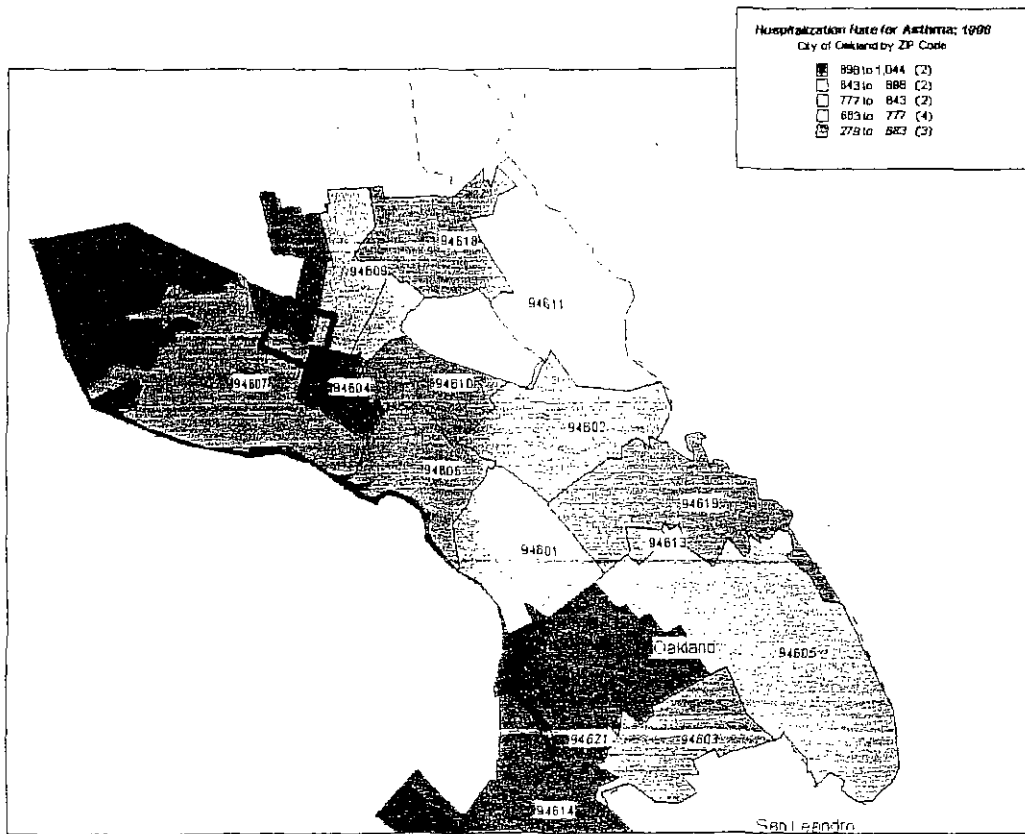
	Lives with two parents				Lives with one parent			Total living in family with no parent employed
	Both employed	One employed	None employed	Total living with two parents	Parent employed	Parent unemployed	Total living with one parent	
WOWS Target Area	7.3%	12.2%	12.2%	31.8%	28.6%	39.6%	68.2%	51.8%
City of Oakland	29.6%	18.1%	6.2%	54.0%	25.1%	20.9%	46.0%	27.1%
Alameda County	46.8%	25.4%	2.3%	74.4%	17.5%	8.1%	25.6%	10.3%

d. Health

The four maps below show the distribution of several health conditions that are known to be particularly influenced by environmental and socioeconomic factors:

- Infant Mortality Rate (1996-1998 cumulative)
- Low Birthweight Rate (1996-1998 cumulative)

Map 5

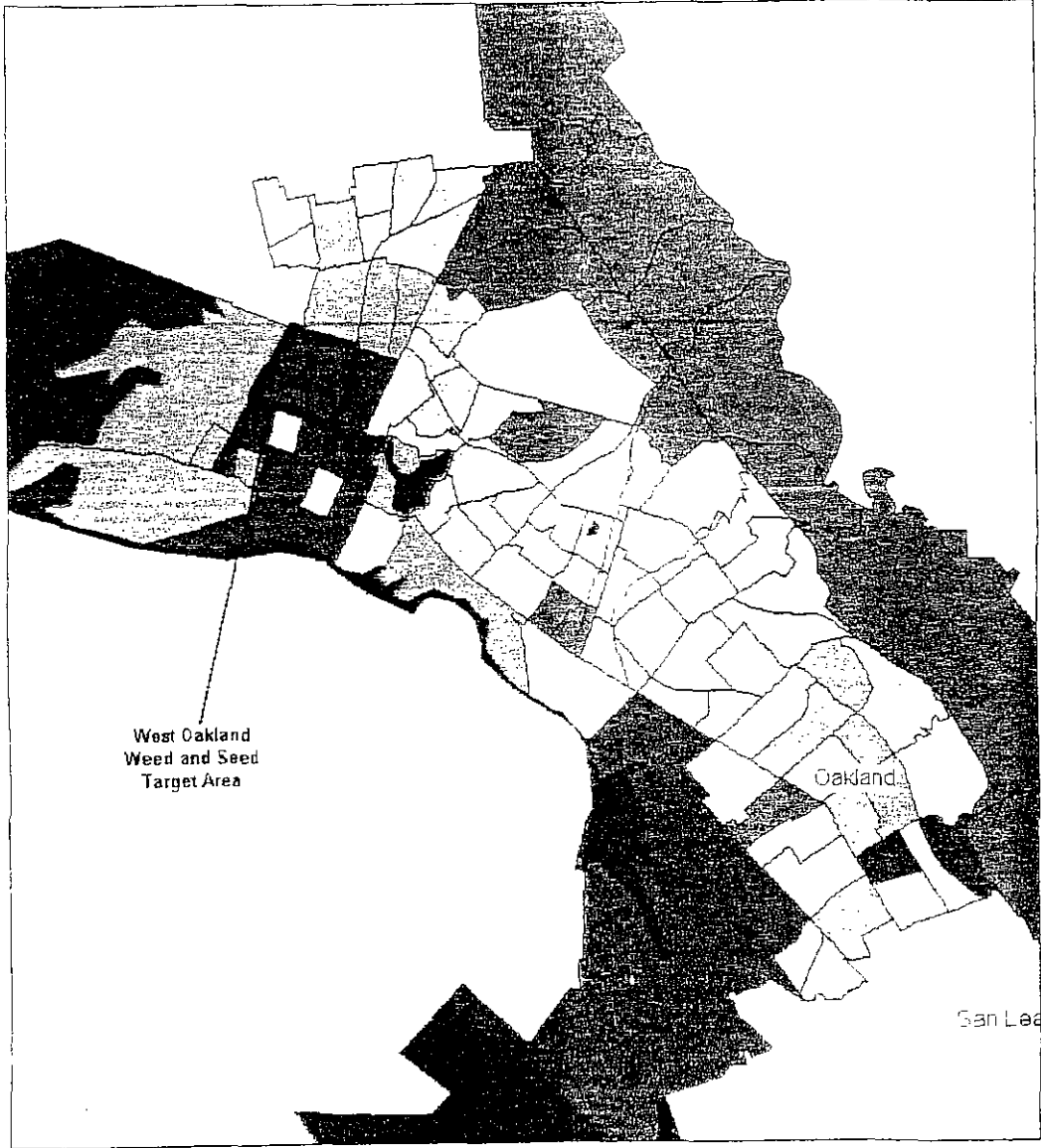
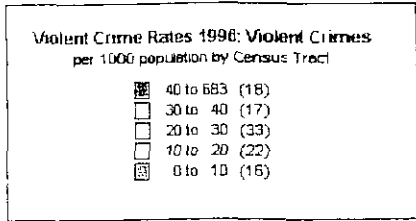


**2. Discuss the signs of neighborhood deterioration and potential.**

**a. Crime Problems**

General Trends in Crime and Violent Crime: The next two maps represent the relative crime rates for 2000 and 1996 respectively. As these maps represent, the overall crime rate in Oakland has declined over this period. However the crime rate in the target area has remained relatively constant. Maps 8 and 9 show the same trends for violent crime. Tables 4 and 5 disaggregate crime trends by types of crime for the city and the target area respectively for the 1996-2000 period. Like the city as a whole, the Target Area experienced a dramatic drop in property crime. However, in the Target Area, drug-related crimes nearly doubled (while remaining static in the city). This rise in drug crimes offset two-thirds of the decline in property crime for the Target Area.

Map 9



Drug-related crimes: Focus groups and interviews with Target Area residents reinforced the statistical analysis. Residents were extremely concerned about violence and disorder in the target area; however, there was a consensus that drug use and drug sales lay at the root of the public safety problems of the community, and that many other crimes are the collateral consequences of the drug trade. Interviews with residents and police patrol and community police officers confirmed that much of the drug trade arises from sales to individuals from outside the community. The Target Area is bounded on two sides by

freeways and is cut diagonally by a major four-lane thoroughfare, all of which facilitate easy entry into and exit from the community for outside drug purchasers.

Table 4

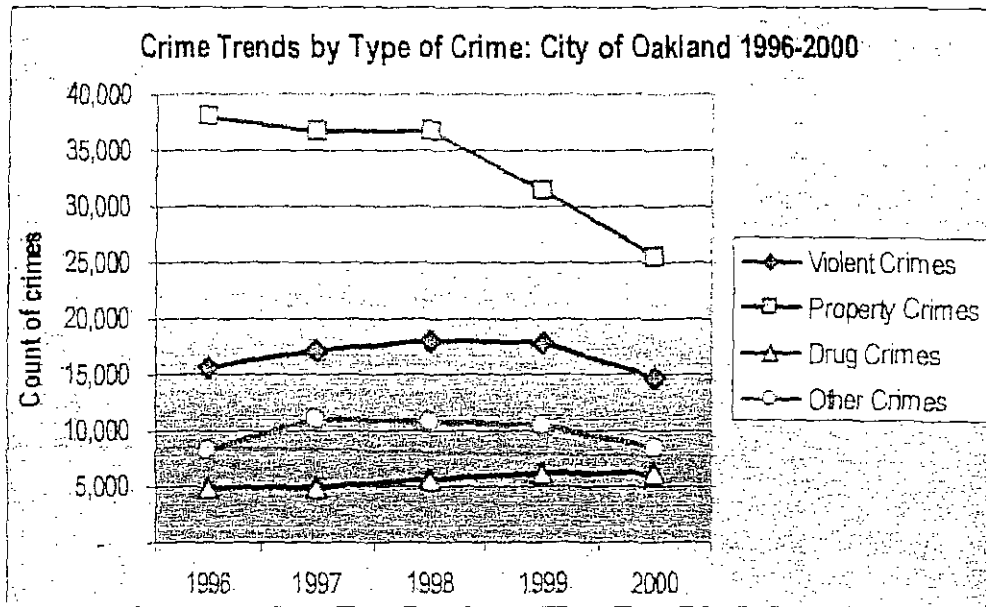
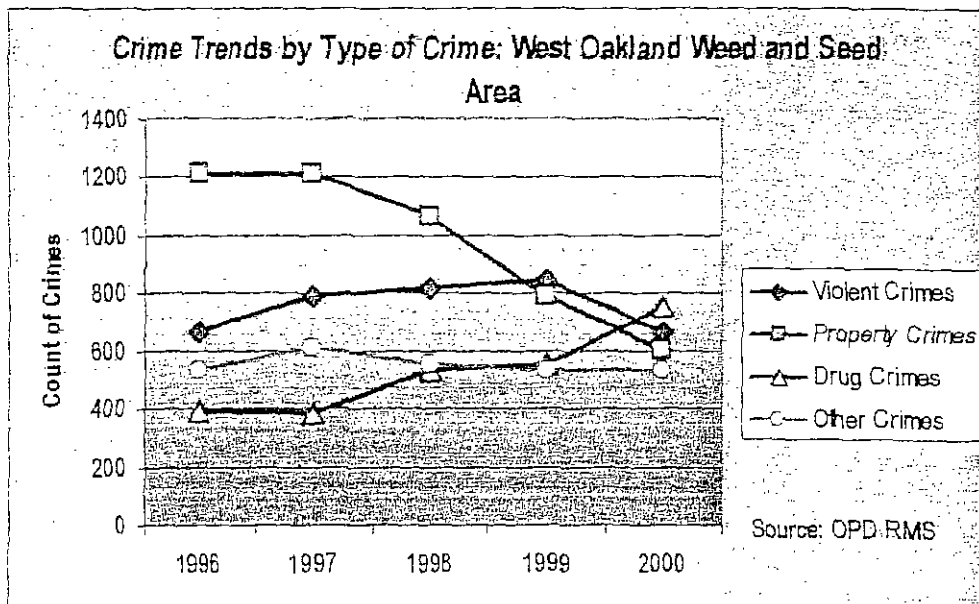


Table 5



Map 10, below, presents hotspots for various types of crimes within the target area. This map confirms the opinion of planning participants that violence and quality of life crimes are concentrated in blocks that have high levels of drug crimes. Moreover, crime hotspots are generally concentrated within one block of the San Pablo Ave corridor running through the center of the Target Area, and at the confluence of the I980 and I580 freeways. The industrial areas in the southwestern quadrant of the Target Area and the residential areas in the northwestern quadrant are relatively free of crime hotspots.

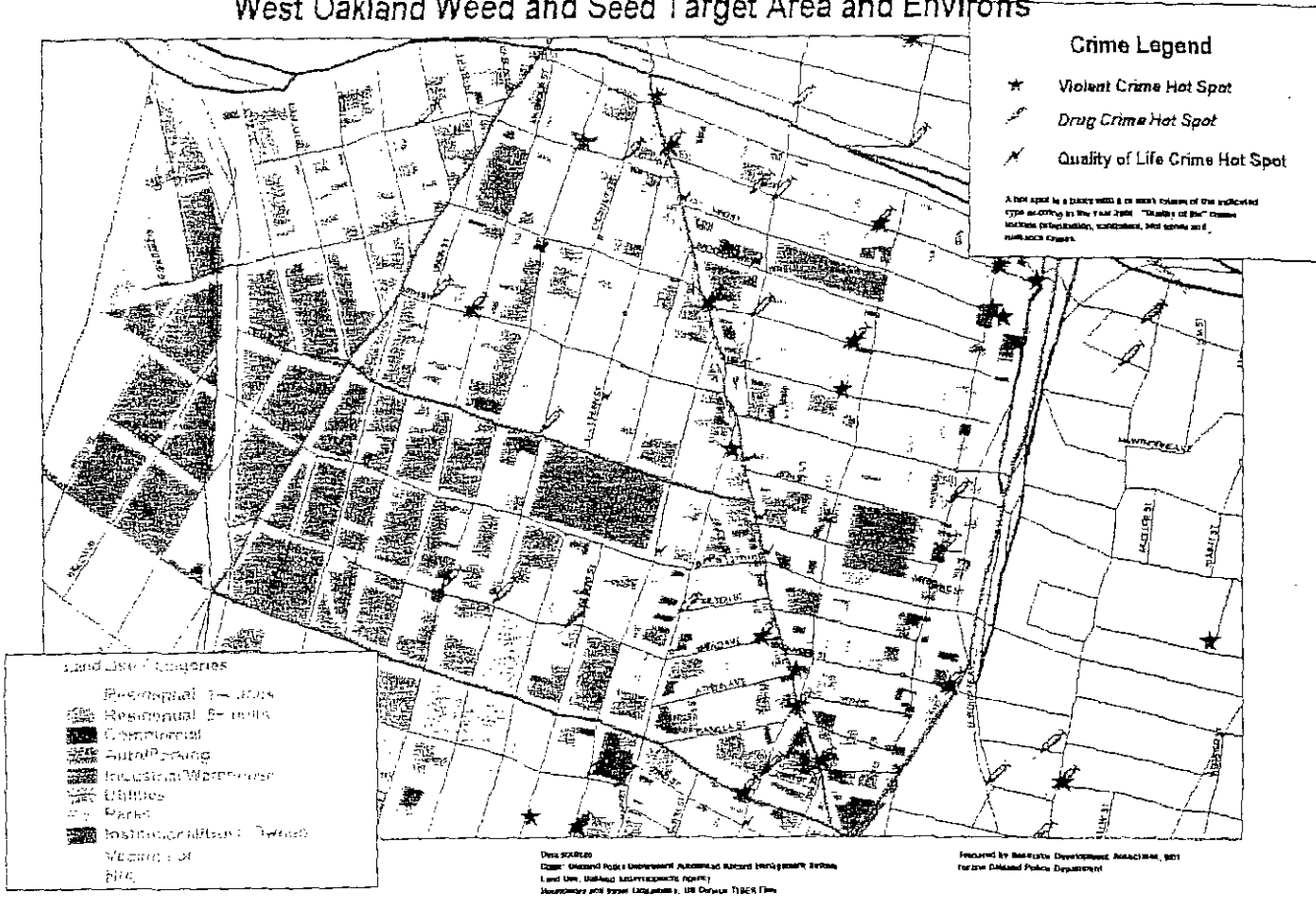
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Gangs and criminal enterprises: Participants in the planning process generally agreed that there was not a youth gang problem in the community. Distribution of drugs was seen as an activity of adult-run criminal enterprises, which may employ youth in the lower levels of the enterprise. Drug distribution within the community was reported to be carried out almost exclusively by community residents, many of them with intergenerational family histories of crime within the community.

Map 10

West Oakland Weed and Seed Target Area and Environs



Blight and Code Enforcement Issues: Residents also cited pervasive blight not just as an economic issue but as a law enforcement issue. Illegal dumping, rental properties out of compliance with city codes, nuisance buildings in need of abatement, and vacant lots requiring clean-up were sited as illegal activities for which the City should take much more responsibility to use its enforcement powers. Residents feel that this pervasive blight creates a context within which other illegal activities appear to be tolerated by a community that no longer cares.

On October 5, as part of the Weed and Seed planning process, community residents conducted a survey of blighted conditions on every block of the target area. (Also included in this effort was an asset survey, the results of which are discussed below.) The results of that survey are presented in Map 11 below. That survey identified:

- 12 abandoned commercial properties;

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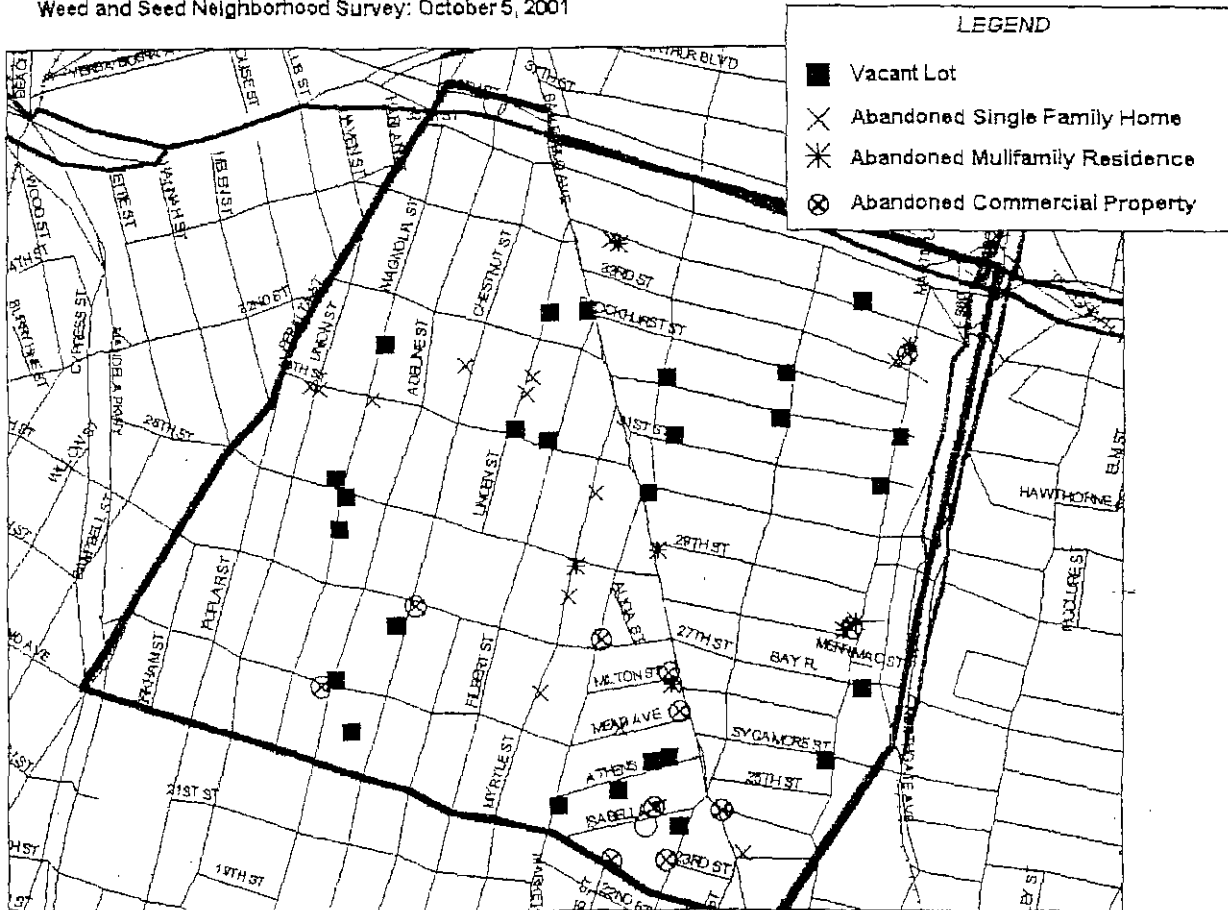
- 13 abandoned single family homes;
- 6 abandoned multifamily residential properties;
- 26 vacant lots, 22 of which had varying amounts of refuse.

Other issues identified in the planning process which straddled the boundary between blight and public safety:

- Several locations on San Pablo at which prostitutes solicited customers;
- A large number of dogs running loose in the neighborhood;
- Car repair lots whose vehicles spill out onto the street.
- Traffic flow and traffic control issues; especially speeding on San Pablo, Grand, and Peralta Avenues.
- Overnight camping at various parks and other locations in the community.

Map 11

Weed and Seed Neighborhood Survey: October 5, 2001



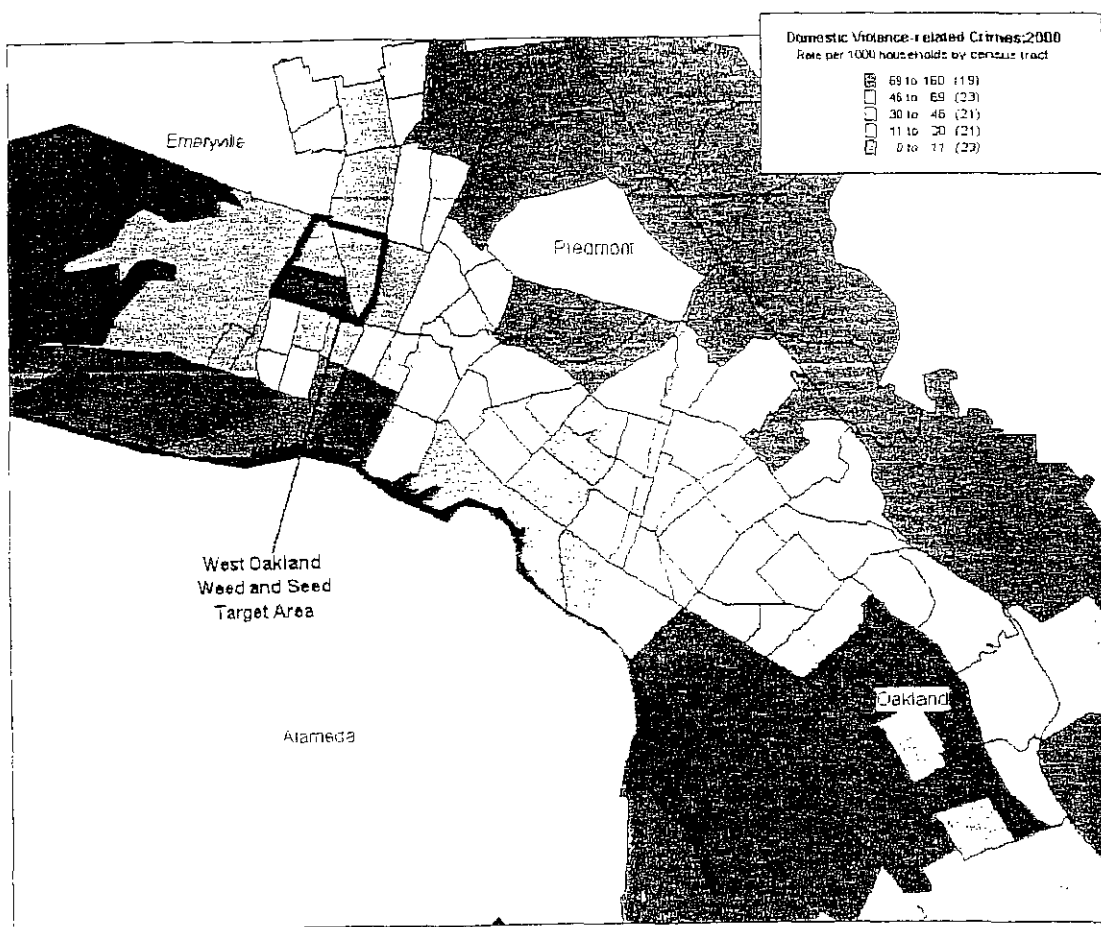
Domestic Violence: In 2000, there were 227 police reports for domestic or family violence. Thirty-five percent of all violent crimes in the community were related to domestic incidents. This number represents a decline from 318 in the previous year, but

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an increase from 142 incidents in 1996. Since the Oakland Police Department has been emphasizing a vigorous and systematic response to family violence in recent years, it is not clear how much the increase in reports from 1996 reflects an increase in the underlying rate of such crimes.

Map 12 below presents the domestic violence crime rate in the target area (per 1000 households) in the overall Oakland context. The rate is above the Oakland median, but not as far above the median as the overall rates of crime and family stressors would suggest.

Map 12



b. Other Community Conditions

West Oakland is the oldest African American community west of the Rockies. As the western terminus of the transcontinental railroad, and a manufacturing center for Northern California, West Oakland was the center of an economically and culturally vibrant African American community that thrived well into the 1950's. The community's many beautiful Victorian houses, now mostly dilapidated, and the fond memories of its older residents are the remaining testaments to that time. Beginning in the 1950's, however, West Oakland experienced a series of disastrous urban renewal initiatives (bitterly and unsuccessfully opposed by West Oakland's residents). Freeways, built in the 60's and 70's served to isolated West Oakland from the rest of the city. These



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initiatives, and the decline of Oakland's manufacturing and rail transportation base in the 1960's and 1970's, have left a community that is a monument to poor zoning practices, isolation from the central city, and the disenfranchisement of its inhabitants.

Beginning in the mid-1990's with Oakland's Enhanced Enterprise Community Initiative, the City has begun to work in concert with the community to revitalize these neighborhoods. Many revitalization efforts are underway throughout West Oakland mobilizing the energies and skills of its citizens. The West Oakland Weed and Seed Initiative will be consistent with and will support those initiatives as they impact this particular target area.

Housing: Table 6 compares the Target Area to the City and the County by size of dwelling. Housing in the Target Area is comparatively dominated by small to medium size (2-10 units) rental properties. As the land use map provided above (Map 10) indicates, these units are mixed in with single family homes and small commercial and retail developments in a very erratic pattern. Moreover, this development pattern makes it very difficult to increase home ownership rates (and therefore community attachment); multiunit properties must either be condominiumized or acquired, demolished, and replaced with single family homes/townhouses, if they are to be made into home ownership opportunities for residents. One of the consequences of this is illustrated in Map 13: West Oakland has among the lowest rates of homeownership in the city.

Map 14 illustrates the situation that was described in some detail above: the high rates of abandoned or vacant properties that can become a focus for blight and criminality.

**Table 6**

<i>Households by Size of Dwelling</i>			
	<i>Target Area</i>	<i>Oakland</i>	<i>Alameda County</i>
Single family home	32.6%	44.4%	59.6%
Single attached unit	3.5%	3.7%	6.9%
Duplex	20.1%	7.6%	3.3%
3-4 Units	16.3%	11.4%	6.1%
5-9 Units	11.7%	7.7%	5.5%
10-19 Units	8.3%	8.7%	5.1%
20-49 Units	4.2%	9.1%	5.3%
50+ Units	1.9%	6.1%	4.5%
Mobile Home	0.4%	0.1%	2.8%
Other	1.0%	1.2%	1.0%

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Education: The target area is served by the following schools:

Elementary: Hoover Elementary School  
 Marcus Foster Elementary School

Middle: Lowell Middle School

High School: MyClymonds High School

On most measures, each of these schools is performing under the median of a District that is itself historically troubled. Table 7, below, compares the performance of Target Area schools to those of the District as a whole on the state-mandated STAR Test. In every grade, on every component, District schools performed below the national average. In every grade, on every component, target area schools scored below the District average. Moreover, median scores tended to decline from grade to grade, except for the Language component. This appears to be an indicator of the progressive failure of the schools to engage students and support their educational success over time.

Table 7

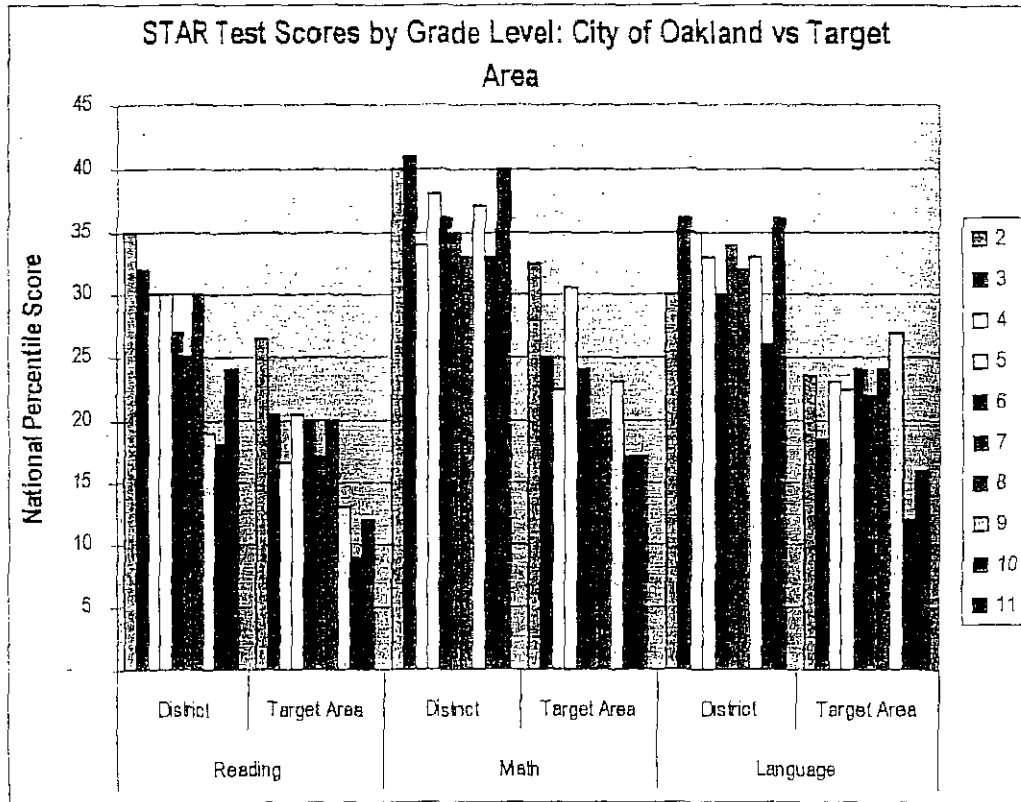


Table 8, below, presents several risk indicators for the Target Area schools, as well as the District and the County as a whole.

A bright spot in the educational picture that emerged from the needs assessment phase of the planning process was the progress being made at Hoover Elementary. Virtually every individual interview and focus group cited this school as an example of what could be achieved in the community. Over the past several years, under the leadership of a visionary principal, Hoover has been successful at attracting and retaining

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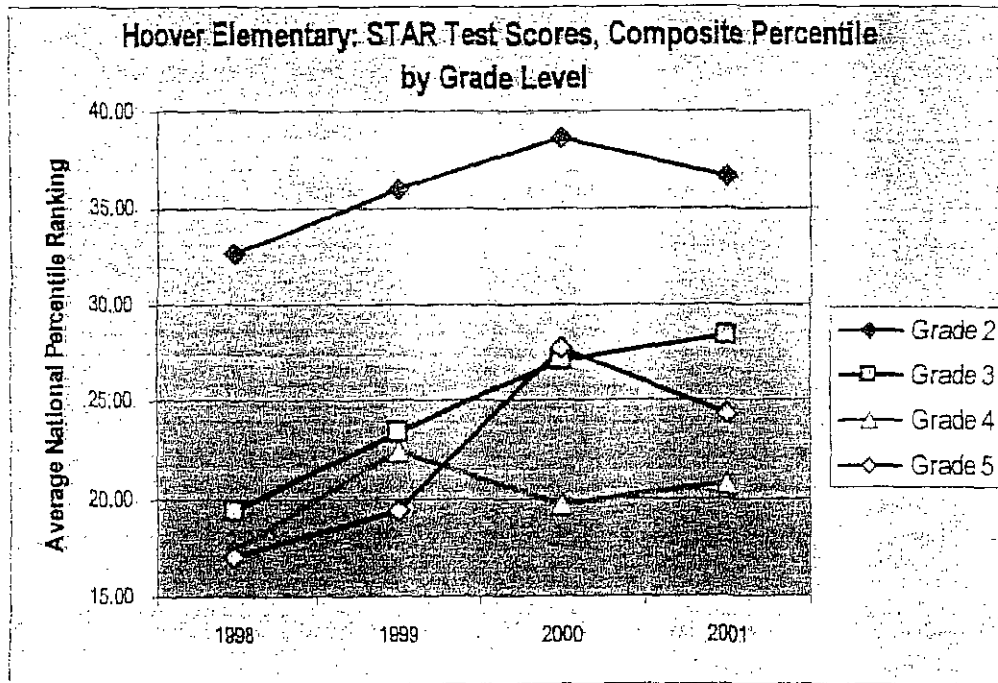
fully-credentialed, experienced teachers, engaging parents and the community, and developing an extensive system of school-linked services. The results have manifested themselves in student STAR test scores, which, as Table 9 indicates, have manifested a consistent and significant increase over the past four years. One element of the Weed and Seed plan will be to utilize the Hoover Collaborative and its programs as one of the Target Area's Safe Havens, with a view to using potential funding to further the progress this school and its partners have already made.

**Table 8**

*Special Educational Risk Indicators*

	<i>English Language Learners</i>	<i>Free/Reduced Price Lunch</i>	<i>CalWorks</i>	<i>Percent of teachers who are fully credentialed</i>
Foster Elementary	24.6%	93.8%	57.6%	57.1%
Hoover Elementary	13.2%	93.5%	67.7%	76.9%
Lowell Middle School	16.8%	61.6%	30.8%	37.8%
McClymonds High School	16.7%	47.6%	87.8%	72.7%
Oakland Unified School District	35.1%	59.9%	32.5%	Not avail.
All Alameda County Schools	19.8%	34.5%	16.5%	Not avail.

**Table 9**



Economy: The map below highlights median household income by census tract. Once again, the level of risk for West Oakland is highlighted. West Oakland comprises a solid block of the tracts in the lowest quintile of income in the city—and at the core of this

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block lies the Weed and Seed Target Area. As Table 10 indicates, median household income in the target area is about 40% of the city median and 30% of the county median.

Map 15

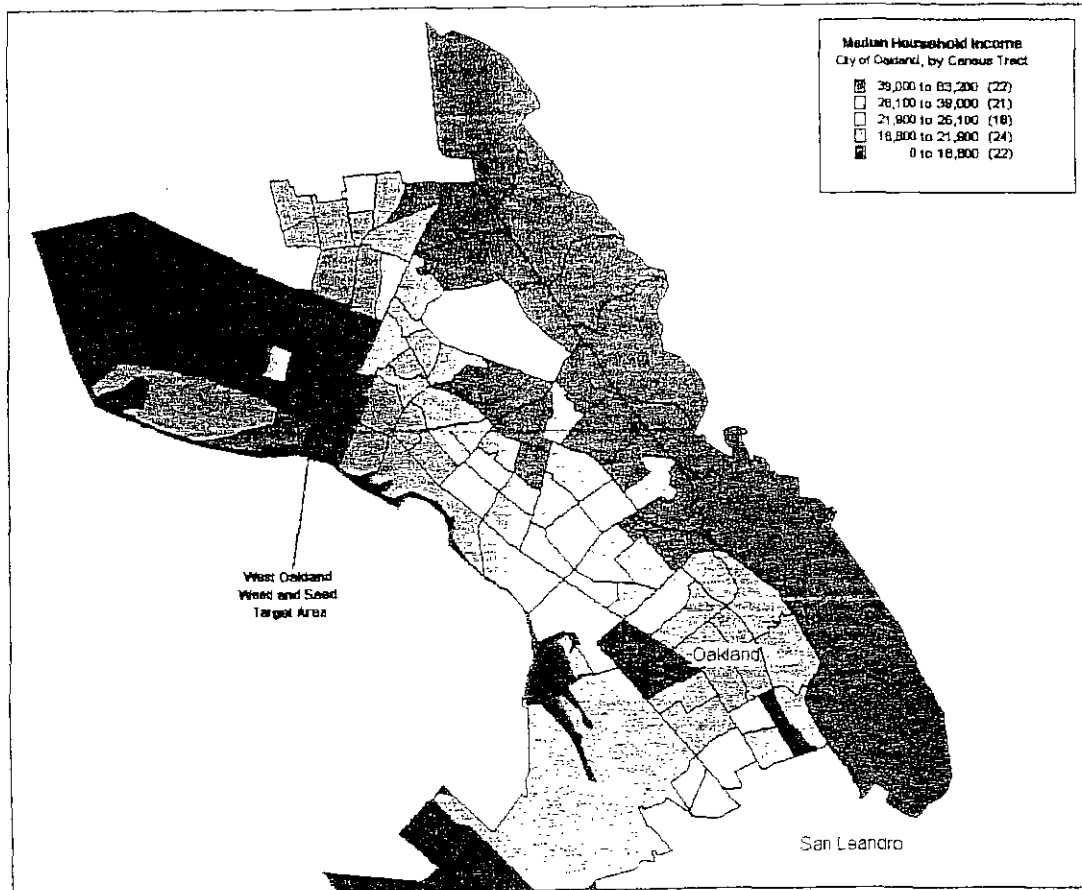


Table 10: Median Household Income

Census Tract 4014	\$11,765
Census Tract 4015	\$15,139
Census Tract 4016	\$10,580
Total Weed and Seed Target Area	\$12,276
City of Oakland	\$30,262
Alameda County	\$41,611

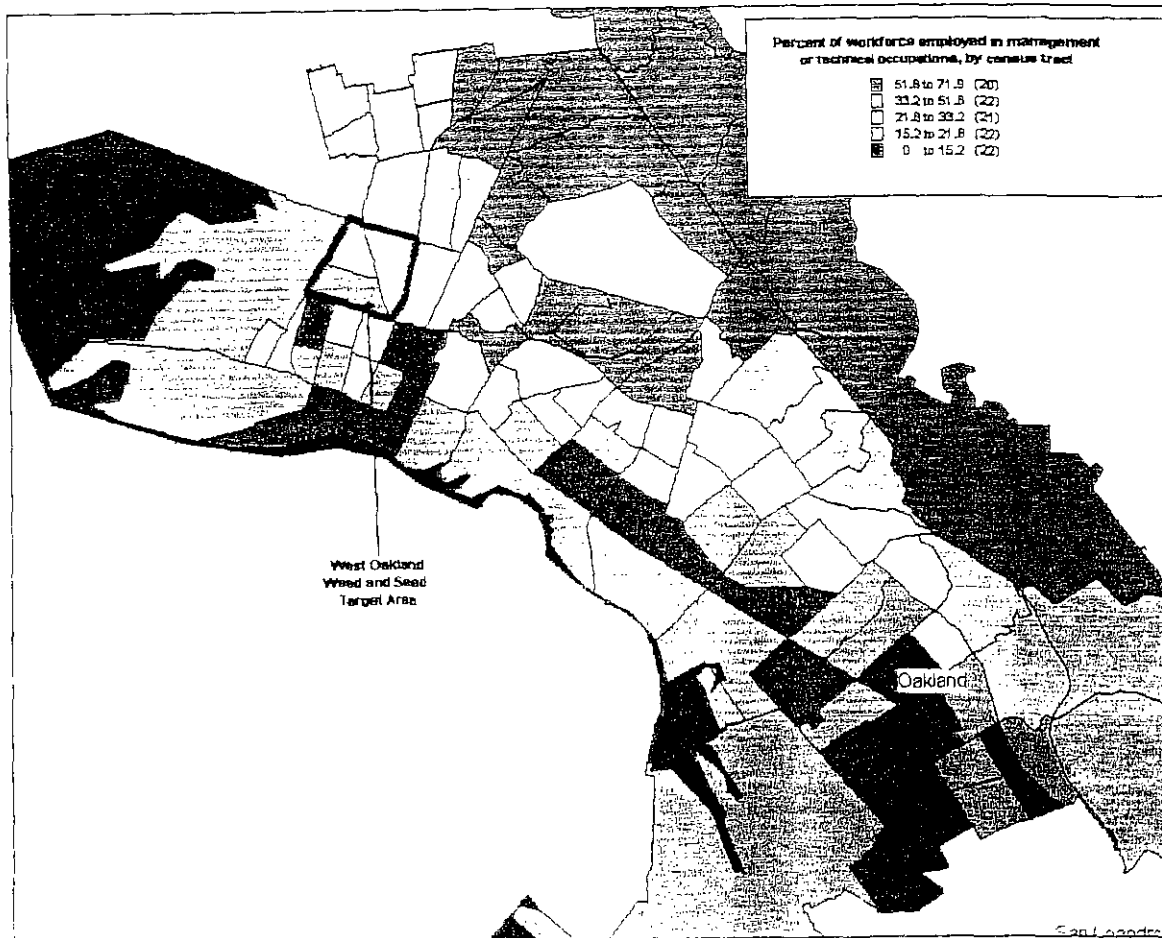
Map 16 illustrates the distribution of unemployment throughout the city, while Table 11 shows the course of unemployment in the Target Area over the last decade. At the point when unemployment peaked in California during the recession of the early 1990's, it reached depression-era levels in the Target Area.

Table 12 and Map 17 present the Target Areas occupational distribution within a larger context. Although the target area does have a relatively higher number of individuals in service and lower-skill occupations, nearly one quarter of the community labor force are in management and technical professions. This implies that there is a substantial pool of management expertise and leadership which the Weed and Seed Initiative can tap.

**Table 12**  
**Distribution of Occupations**

	Target Area	City of Oakland	Alameda County
Managers	8%	14%	15%
Managerial Specialties	13%	18%	16%
Technical	2%	4%	4%
Sales	8%	10%	12%
Administrative support, clerical	16%	18%	17%
Service: Private household	2%	1%	0%
Service: Protective service	2%	2%	2%
Service: All others	20%	13%	9%
Farming, forestry, fishing	3%	1%	2%
Crafts and Skilled Trades	11%	8%	11%
Machine operators	4%	5%	4%
Transportation, material moving	5%	3%	3%
Handlers, helpers, laborers	6%	4%	3%

**Map 17**



**3. Prepare an inventory of neighborhood resource providers.**

The following list was produced by a block by block survey by the planning group, supplemented by review of Citywide resource directories, and individual interviews.

**a. Schools**

- Hoover Elementary School
- Marcus Foster Elementary School
- Lowell Middle School
- McClymonds High School

**b. Public Agencies**

- Alameda County District Attorney
- CalTrans
- City of Oakland, Fire Department
- City of Oakland, Police Department
- City of Oakland, City Attorney's Office, Code Enforcement
- City of Oakland, City Attorney's Office, Receivership Program
- City of Oakland, Community Economic Development Agency
- Oakland Housing Authority
- Poplar Recreation Center
- Project Destiny
- United States Attorney, Northern District California
- United States Department of Justice, Drug Enforcement Agency

**c. Public-Private Collaboratives**

- Committee for West Oakland Revitalization
- Hoover Collaborative
- Interagency Children's Policy Council
- Safe Passages

**d. Non-Profit Organizations**

- A Friendly Manor
- Boys and Girls Clubs
- Harriet Tubman Children's Center
- Lincoln Children's Center (Hoover Collaborative)

West Oakland Weed and Seed Initiative

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- Private Industry Council
- Saint Vincent de Paul Visitation Center
- Saint Vincent de Paul Dining Room
- Scotland Youth Center
- West Oakland Mental Health Services
- YMCA

**e. Faith Organizations**

- Community Church for Christ
- Faith Evangelical Church of God in Christ
- Gospel Missionary Baptist Church
- Greater Galilee Church of God in Christ
- Hosana Church of God in Christ
- Living Word Ministries
- Morning Star Baptist Church
- Second Bethel Baptist Church
- Solid Rock Baptist Church
- St Andrew's Catholic Church
- St Andrew's Missionary Baptist Church
- Victory Outreach
- West Street Baptist Church

**f. Neighborhood and Community Groups**

- Beat 6 Neighborhood Crime Prevention Council
- Beat 7 Neighborhood Crime Prevention Council
- Oakland Community Organizations

**g. Major resources missing from the community include:**

- Public Library
- Bank
- Supermarket

**4. The most serious unmet needs of the community**

- a. Drug-related Crime: Drug-related crime is the single most serious issue in the target area. Between 1996 and 2000, drug crimes in the target area doubled, in a period when all other categories of crime were declining. There were 22

drug crime hot spots in the Target Area in 2000. Drug crime is closely associated with street level and with blight, two other serious conditions in the community.

- b. Violent Crime: Although violent crime has not increased over the past four years, neither has it fallen. With a rate of 72 violent crimes per 1000 residents, this rate is 197% of the Oakland rate of 37 violent crimes per 1000 incidents. This violent crime has two major components which require different approaches:
- Family Violence: Family violence was the occasion of 35% of all violent incidents in the target area;
  - Drug crime: 72% of the violent incidents that were not domestic in origin occurred within one block of the 22 identified drug hot spots.

Both of these types of violent crime are tractable and can be addressed with problem-oriented policing strategies. However—although drug and alcohol use is a common thread that often unites these types of incidents, they require different strategies to address.

- c. Blight: Several categories of blight must be addressed if economic revitalization of the area is to be achieved:
- Deterioration of abandoned and vacant properties;
  - Illegal dumping
  - Vacant and neglected lots.
  - Absence of desirable retail activities, including banking, supermarkets, and restaurants
  - Absence of desirable public amenities, especially a library
  - Overabundance of less-desirable retail and industrial uses, especially liquor stores, junkyards, and scrap dealerships.

The target area has the highest rate of vacant properties in the City. The Weed and Seed community survey identified 31 abandoned and deteriorating properties and 22 neglected vacant lots in need of immediate attention.

- d. Student Educational Performance: As discussed above, target area schools are among the lowest performing schools in Oakland. As students get older, many of them will attempt to transfer to other schools, both public and private, either leaving the community or committing themselves to long bus trips. Those who remain behind often become disheartened, fall even further behind in their studies, and drop out.

## **5. Resident input into the planning process**

As described above, planning was guided by an assessment team that had six community representatives, as well as representation from the Oakland Police



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Department (both Patrol and Community Policing), several non-profits, and the Research Partner, Resource Development Associates.

During the September 2001 convening the Planning Committee reviewed a map of the area, discussing 'hot-spots' and areas of community concern. This area is one of the areas of the City most impacted by drugs, crime, and economic deterioration. On the other hand, this area has several strong community-based organizations and intensive community organizing which had been going on for some time. The area has also been the site of local planning initiatives that were resulting in the development of needed youth and family services, and economic development. This activity was beginning to show fruit in the emergence of an indigenous local leadership. The Planning Committee felt that this combination of severe problems with nascent community development and empowerment provided the best opportunity for developing a successful Weed and Seed program.

During the next month and a half, the Planning Committee reached out to community agencies operating in and around the target area, representatives of local resident groups, staff of city and county departments providing services in the target areas, and a number of churches, community groups, and proprietors of local businesses. A total of six focus groups and 13 key informant interviews were held in the community. In all, 78 neighborhood residents participated in one of these forums. All interviewees and focus groups were briefed on the purpose of Weed and Seed and asked to outline community needs and possible approaches to meeting those needs. Community Police Officers, beat cops, and their commanders were interviewed as well. A series of meetings was held with representatives of the Oakland Police Department, the Oakland Housing Authority Police, the Drug Enforcement Agency, and the Alameda County District Attorney, to identify the possibilities and limitations of cooperation on the "weed" component of the program.

The Planning Committee also conducted a "windshield survey" of the target area. In the course of one day, planning participants drove block-by-block throughout the entire target area noting on a map areas of concern such as drug and prostitution hot spots, vacant lots, and areas of blight, as well as potential assets, such as community based organizations and businesses.

III. WEED AND SEED STRATEGY

A. Law Enforcement

**Goal 1: Reduce the level of drug-related crime within the community**

Objective 1.1: Reduce the overall incidence of drug crimes by 10% per year in years 1 and 2 and by 5% per year thereafter, as compared to a year 2000 baseline.

Outcome measures (Data source: OPD records management system):

Baseline:	746 drug-related crimes (2000)
Year 1 Benchmark	671 drug-related crimes (2002)
Year 2 Benchmark	604 drug-related crimes (2003)
Year 3 Benchmark	574 drug-related crimes (2004)
Year 4 Benchmark	545 drug-related crimes (2005)
Year 5 benchmark	516 drug-related crimes (2006)

Strategies:

Strategy 1.1: A coordinated law enforcement-community policing strategy to clean up open-air drug supermarkets and to abate the conditions that would facilitate their reforming:

Implementation Plan and Timeline:

Activity	Responsible	Timeline
1. In collaboration with the DEA, in year 1 provide saturation enforcement of the five block area of San Pablo between Brush and 27 <sup>th</sup> and the immediate feeder blocks.	OPD, DEA	Jan-Mar 2002
2. Provide patrol officers with cell phones and conduct a public education campaign to provide residents with the cell phone numbers and encourage them to call the officers if they see drug activity.	OPD Community Resource Liaisons	Apr 2002 and ongoing
3. Abate abandoned properties or properties that are being knowingly used for drug activity.	OPD Beat Health and City Attorney Code Enforcement	Apr-Sept 2002

This strategy will be reemployed in the WOWS Target Area every year targeting a different area.

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*Evaluation:* Evaluator will analyze drug crime data from the OPD RMS to determine if the level of drug activity in the target area has in fact declined, if it has re-emerged, and if it has been displaced.

Strategy 1.2: Systematically break up large-scale drug distribution networks:

Implementation Plan and Timeline:

Activity	Responsible	Timeline
1. In collaboration with the DEA and the US Attorney, break up a major drug gang that is working the in the target area.	OPD, DEA	Jan 2002 and ongoing
2. Prosecute gang members under Federal criminal conspiracy statues	US Attorney	Jan 2002 and ongoing
3. Meet monthly to coordinate investigations and prosecution	OPD, DEA, US Attorney	Jan 2002 and ongoing

*Evaluation:* Project Coordinator will track prosecutions from this initiative and collect information on number of arrests, number of prosecutions, number of convictions, and number of convictions for criminal conspiracy.

Strategy 1.3: Use Drug-free school enhancements to incarcerate mid-level drug distributors

Implementation Plan and Timeline:

Activity	Responsible	Timeline
1. Establish vertical prosecution for mid-level distributors of drugs in the target area per year; use Drug-free school zone enhancements to lengthen the sentences of these individuals	OPD, Alameda County District Attorney	Jan 2002 and ongoing
2. Meet quarterly for coordination and evaluation of strategy.	OPD, Alameda County District Attorney	Jan 2002 and ongoing

*Evaluation:* Project Coordinator will track prosecutions from this initiative and collect information on number of arrests, number of prosecutions, number of convictions, and number of convictions with enhanced sentences.

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~~Goal 2: Reduce the level of domestic violence within the community~~

**Objective 2.1:** Reduce the overall incidence of family violence crimes by 5% per year in, as compared to a year 2000 baseline.<sup>2</sup>

**Outcome measures** (Data source: OPD records management system):

<b>Baseline:</b>	229 family violence crimes (2000)
<b>Year 1 Benchmark</b>	198 family violence crimes (2002)
<b>Year 2 Benchmark</b>	178 family violence crimes (2003)
<b>Year 3 Benchmark</b>	169 family violence crimes (2004)
<b>Year 4 Benchmark</b>	160 family violence crimes (2005)
<b>Year 5 benchmark</b>	152 family violence crimes (2006)

**Strategies:**

**Strategy 2.1:** Implement a "zero tolerance" approach to domestic violence in the target area.

**Implementation Plan and Timeline:**

Activity	Responsible	Timeline
This will amount to fully implementing through training and supervision policies that are already in place at the department level. These include: <ul style="list-style-type: none"><li>• Mandating arrests in cases where officers have probable cause to believe that a crime has occurred;</li><li>• Writing reports on all domestic violence incidents;</li><li>• Identify houses where multiple incidents of domestic violence have occurred;</li><li>• Prioritizing 911 calls according to perceived threat</li></ul>	OPD	January 1, 2002 and ongoing

Evaluation: Evaluator will analyze drug crime data from the OPD RMS to determine if the level of domestic violence in the target area has in fact declined.

<sup>2</sup> In fact, the planning team believes that a greater decrease in actual incidence will occur, but that this decrease will be offset somewhat by an increase in propensity to report domestic violence.

**B. Community Policing**

**Goal 3: Reduce the number of locations that are hot spots for drug sales and use**

**Objective 3.1:** Abate abandoned properties or properties that are being knowingly used for drug activity.

**Outcome measures** (Data source: SDS Team records):

A minimum of 10 drug sites abated per year.

**Strategies:**

**Strategy 3.1:** The Service Delivery System—a multiagency task force—will identify drug hot spots, will work with residents and the patrol division to identify underlying community conditions that promote drug use at that site, and will work to eliminate those conditions.

**Implementation Plan and Timeline:**

Activity	Responsible	Timeline
Conduct geographic analysis of calls to the drug call hotline to identify drug crime hotspots.	Beat Health	January 1, 2002 and monthly thereafter
Conduct a full analysis of police reports relating to the site	WOWS Coordinator	January 1, 2002 and monthly thereafter
Examine physical conditions at the site, interview residents	WOWS Coordinator	January 1, 2002 and monthly thereafter
Consult with Neighborhood Crime Prevention Council on plan of action	Community Services Coordinator	January 1, 2002 and monthly thereafter
Develop an action plan	SDS Team	January 1, 2002 and monthly thereafter
Implement action plan, including code enforcement, public works improvement, immediate abatement	Responsible city departments represented on the SDS Team	January 1, 2002 and monthly thereafter
Work with residents to assist them to sue in small claims court for damages arising from nuisance properties	Community Services Coordinator	January 1, 2002 and monthly thereafter

Attachment 3

Measure Y, Stressors Index of Oakland, 2004

Measure Y - Violence Prevention and Public Safety Act of 2004 Stressors Index

Revised Draft: April 13, 2006

CP BEAT	CRIME FACTORS						ECONOMIC FACTORS			EDUCATION FACTORS		Total Stressors			
	ARRESTS 18 AND UNDER	ARRESTS 19 - 29 YRS	INCIDENTS Domestic Violence	INCIDENTS CHILD ABUSE	INCIDENTS VIOLENT CRIME	INCIDENTS ALL PART I & II OFFENSES	UNEMPLOYMENT	BELOW POVERTY LINE	PUBLIC ASSISTANCE	CHRONIC TRUANTS	VIOLENT SUSPENSIONS				
06X	7,291	2,207	1,181	673	2,558	86	83	652	3,023	9.4%	45.5%	16.7%	273	85	11
26Y	8,420	3,035	1,675	520	1,493	80	74	451	2,823	9.2%	28.7%	16.9%	257	132	11
34X	9,238	3,410	1,840	454	2,115	71	97	658	3,078	7.4%	27.5%	16.3%	317	102	10
27Y	10,907	3,663	2,426	287	1,135	73	72	466	2,831	6.2%	27.9%	13.6%	290	118	7
30X	10,191	3,388	1,973	389	1,523	66	106	439	2,973	6.4%	23.0%	11.5%	286	123	6
07X	5,252	1,551	1,058	452	1,690	42	53	417	2,826	12.0%	36.1%	17.8%	172	60	5
02Y	4,528	1,582	861	279	982	55	48	423	2,082	11.9%	36.5%	24.3%	225	74	5
33X	7,489	2,746	1,552	311	1,470	70	66	568	3,222	4.9%	25.8%	13.0%	243	63	5
35X	8,083	2,643	1,504	451	1,179	74	87	416	2,818	6.4%	23.7%	15.0%	198	104	4
23X	8,621	2,596	2,135	414	1,704	54	63	609	3,895	4.9%	23.2%	13.5%	168	36	4
19X	10,523	2,543	2,521	456	1,726	46	53	544	3,832	2.9%	26.7%	12.0%	177	29	4
21Y	11,622	3,575	2,126	219	822	84	66	370	2,793	5.8%	19.4%	10.9%	252	91	4
20X	9,948	3,184	2,441	311	1,498	51	85	498	3,100	2.6%	24.9%	11.2%	193	45	3
27X	8,299	2,641	1,614	390	1,075	56	64	384	2,604	5.6%	26.7%	13.9%	233	86	3
08X	9,779	1,443	2,279	265	1,230	87	56	591	5,548	2.6%	24.4%	6.3%	112	39	3
04X	6,117	624	1,388	358	1,833	41	22	564	5,791	2.6%	26.8%	7.0%	40	18	3
02X	3,657	1,148	711	211	563	40	47	252	1,813	8.0%	41.1%	20.7%	161	47	3
21X	8,119	2,725	1,605	244	1,075	42	64	242	1,670	6.4%	32.2%	18.4%	196	67	2
30Y	8,094	2,520	1,493	362	1,102	64	77	317	2,291	3.8%	18.4%	12.5%	158	50	2
18Y	6,877	2,193	1,496	157	558	51	42	163	1,681	2.8%	26.6%	17.8%	200	33	2
31X	452	186	93	114	1,288	8	2	96	2,749	12.7%	39.7%	14.7%	0	0	2
18X	3,559	1,227	606	133	490	22	18	124	1,015	3.7%	35.5%	18.4%	136	13	2
29X	9,979	2,792	1,447	333	1,243	72	63	369	2,963	3.9%	18.9%	9.4%	191	71	1
31Y	5,474	1,617	877	161	877	39	28	318	2,920	11.1%	21.2%	13.5%	90	47	1
24X	8,988	2,883	1,644	216	591	49	55	269	1,969	8.0%	17.5%	12.3%	170	37	1
05X	4,367	1,233	759	204	668	19	45	229	1,477	6.4%	26.6%	17.7%	109	50	1
31Z	5,054	1,701	984	109	353	37	60	180	1,510	7.6%	20.5%	9.6%	130	58	1
25X	9,619	2,193	1,363	125	397	23	32	264	2,787	2.4%	9.2%	5.6%	160	77	1
03Y	2,264	187	447	148	1,564	13	5	79	1,002	3.7%	22.1%	8.1%	8	1	1

KEY	
Has one of the top ten (10) highest stressors for this factor	High Stress Beat
	Medium Stress Beat
	Low Stress Beat

Attachment 4

Definitions: "Service-Enriched Housing"

1. Beyond Shelter, Incorporated
2. National Housing Institute
3. National Alliance to End Homelessness





# SERVICE-ENRICHED HOUSING & NEIGHBORHOOD-BASED SERVICES COORDINATION

## Responding to America's Challenges

### The Problem: The Alleviation of Chronic Poverty

Beyond Shelter's most recent programmatic focus has been the provision of services linked to housing to address the long-term needs of families and individuals caught in a cycle of chronic poverty.

In 1997, 35.6 million persons, or 13.3 percent of the population, lived at or below the official poverty level. Among city residents, those neighborhoods where more than 40 percent of households lived below the poverty line doubled from 1970 to 1998 (to 10 percent of all city residents).

Many low-income neighborhoods have few of the social services or educational, employment, recreational and enrichment opportunities that are available in other communities. Access to employment programs, jobs, child care, transportation, and other necessary supports is frequently nonexistent, fragmented or limited. Cultural and language barriers may exacerbate the situation.

In addition to issues of quality of life and access to resources and opportunity, there are many people in our communities – individuals and families alike – who have special needs. For them, the ability to maintain independence in permanent housing is problematic. Although *supportive* or *special needs housing* does exist for *targeted populations* in some communities, the reality is that the supply is limited and in many areas of the country, completely unavailable to people who need ongoing contact with a support system.

Two of Beyond Shelter's initiatives – **Service-Enriched Housing** and **Neighborhood-Based Services Coordination** – seek to increase accessibility of low-income populations to needed social services and referrals. *Service-enriched housing* does so primarily through services coordination linked to housing, while *neighborhood-based services* coordination provides outreach to the community at-large.

## Service-Enriched Housing

Although there are many similarities to *supportive*, *special needs* and *transitional* housing, the use of the term *service-enriched housing* refers primarily to permanent, basic rental housing for the low-income population at-large in which social services are available either by referral or on-site. In addition, residents are significantly involved in the decision-making process. *Housing* can be *nonprofit*, *private*, *HUD-assisted*, *unsubsidized*, *mixed income* or any combination of the above.

...: Housing First, Service Enriched Housing & Neighborhood-Based Services Coordinatio

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## The Basic Methodology

A social services support system may be incorporated into the ongoing operation and management of housing through a variety of service models. The essential new component is the addition of a **services coordinator**. In addition to crisis intervention and resource and referral services, the services coordinator helps to develop and support a leadership group, which represents all residents and helps to plan and implement services, programs and activities.

## Key Elements of Service-Enriched Housing

- Incorporation of a services mechanism into the operation/management of affordable housing
- Provision of crisis intervention and short-term case management
- Assistance to residents in accessing neighborhood and community resources and services
- Voluntary participation of residents in programs, services and activities
- Resident participation in the decision-making process
- Residents, management and service providers work together as a team
- Ongoing support and monitoring are made available for residents with special needs

## Variations in Physical Layout

- **Single Site** – a services coordinator provides services at one site, although not necessarily full time
- **Scattered Site** – a services coordinator provides services for residents at multiple sites
- **On-Site Social Services Center** – may serve housing residents and also neighborhood residents
- **Community Center** – independent community-based center serves a neighborhood or community and also provides services to designated multifamily housing sites

## Variations in Organization Structure

- Owner/developer hires and supervises the services coordinator directly
- Owner/developer contracts with a social service agency for a services coordinator

- Property management company hires and supervises the services coordinator

As a housing strategy incorporating community development, integrated service delivery and resident empowerment, service-enriched housing is a fundamental adjunct to any serious anti-poverty policy. This pertains whether the policy's primary focus is welfare reform, education, nutrition, health care or employment. Service-enriched housing recognizes that housing is central to the way people live and how they feel about themselves and is directly related to their ability to acquire the skills and stability to live productive lives.

## **For further information on Service-Enriched Housing**

**New Article! "Housing Plus Services: Supporting Vulnerable Families in Permanent Housing," (PDF)** by Carol S. Cohen, Elizabeth Mulroy, Tanya Tull, Catherine White, and Sheila Crowley. Featured in a special September/October 2004 edition of Child Welfare, a publication of the Child Welfare League of America. To order the entire edition, **click here.**

(In PDF format. If you do not have Adobe Reader, please click the link to download it for free.) ["Get Adobe Reader"](#)

**See our publication:**

**Service-Enriched Housing: Models & Methodologies**

**For Beyond Shelter's Service-Enriched Housing Projects:**

**Beyond Shelter Housing Development Corporation**

**For information on the crisis in affordable housing  
and housing plus services programs:**

**National Low Income Housing Coalition**

**Housing Plus Services**

## Neighborhood-Based Services Coordination

While the concept is not new, in recent years neighborhood-based services has re-emerged as a vital tool for neighborhood revitalization. Like service-enriched housing, Beyond Shelter's neighborhood-based services coordination approach integrates the resident empowerment process of community development with the individual case management approach of social services. It offers low-income neighborhoods a cost-effective way to address barriers to service delivery, provide crisis intervention and implement programs that enhance the quality of life for residents.

### The Methodology

Through neighborhood-based services coordination, individuals are connected with resources and services that currently exist in the community but are not often accessible. As part of the methodology, a lead agency would work collaboratively with residents, community leaders, service providers and other key stakeholders to identify, prioritize and implement goals needed to improve social services delivery and the overall quality of life in a community. The approach targets the needs of the population at-large, not only those who are vulnerable, at-risk, disabled or have special needs.

### The Goal

Neighborhood-based services coordination is a preventative approach as opposed to a crisis-oriented approach. Its goal is to improve the social and economic well-being of residents by providing access to such services as job training, mental health care, child care and substance abuse counseling before unmet needs escalate into bigger social problems such as crime, gang violence, drug use and homelessness.

### Neighborhood-Based Services Coordination Promotes: (Adapted from the National Community Building Network)

- Improved social and economic well-being of residents, including families, the elderly, children, youths and those with special needs
- Improved coordination and delivery of social services to target populations
- Racial equity in the community for all residents
- Building the value of cultural strengths
- Strengthened relationships among community-based agencies
- Broad community participation

### The Initiative in Action

.....

The neighborhood-based services coordination approach is demonstrated in Beyond Shelter's Broadway South Neighborhood Revitalization Project.

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July/August 1996

## Service-Enriched Housing

### *Breaking the Cycle of Poverty Through Empowerment*

By Tanya Tull, D.S.SC.

In response to the housing crisis in the United States, nonprofit organizations have emerged as major players. Because many of these new developers have emanated from efforts to address social problems, such as family violence, substance abuse, and homelessness, they often provide supportive services for residents of the housing that they build. Others – perhaps believing that affordable housing and social services play different roles and do not necessarily mix, or that services are only necessary for "special needs" populations, or that they are too costly to provide – develop affordable housing in the context of economic and community development, with no services mechanisms whatsoever. In-between are modified versions of each, with the players (developers, service providers, the community) all trying to define their roles and relationships. Caught in the middle, sometimes, are the residents of affordable housing.

In a field that is still evolving, confusion over relationships and terms is understandable. The term supportive housing is used to describe many different kinds of housing in which supportive services are provided. Special needs housing, usually describing permanent housing developed for special needs populations, such as those with chronic mental illness, victims of domestic violence, or recovering substance abusers, has also become a popular term. At times the term has been used to describe housing for low-income families. Both terms, supportive housing and special needs housing, essentially define housing that provides a supportive and responsive environment for at risk and/or special needs populations.

Recognizing the many overlaps and similarities between supportive housing and special needs housing, Beyond Shelter has promoted the term "service-enriched housing" to help differentiate what is essentially basic rental housing for the low income population-at-large – not necessarily at risk and not necessarily with special needs. All three housing types incorporate social services into the operation and management of the housing. In service-enriched housing, however, services and assistance are available to residents, but are not a requirement for tenancy. But there is a mechanism for immediate support and assistance when residents appear to need – or specifically request – assistance.

### **An Enhanced Quality of Life**

Common among service-enriched housing projects is the ability to provide an enhanced quality of life for individuals and families struggling to survive in communities that are often detrimental to their well-being. Residents of such communities are often isolated, with few of the resources, services, enrichment, and recreational facilities available in other communities. Essentials such as decent affordable housing, child care, employment at livable wages, educational opportunities, health and

welfare resources, and recreational activities are either difficult to access, fragmented, or completely nonexistent in some areas. Exacerbating the problem for many families and individuals may also be cultural and language barriers. In addition, residents of many inner-city neighborhoods must also deal with the daily occurrence of gang violence, drug trafficking, substance abuse, open space and parks often overrun by the drug trade and the homeless, and other anti-social behavior. With little control over the neighborhood environment, as renters they must also depend on the landlord of their building for repairs, resolution of disputes (between residents and between residents and management), building regulations, health and safety issues, and use of common space, etc.

Service-enriched housing represents an innovative and systemic change in confronting the long-term needs of families and individuals caught in the cycle of chronic poverty. Service-enriched housing allows residents to identify their own needs and issues of concern, within a housing structure and a community-oriented infrastructure. With mechanisms that provide for significant resident involvement in issues that affect their lives and their environment, residents themselves develop programs, services, recreational and social activities—often assisted by, but not necessarily emanating from, an outside source.

Service-enriched housing also respects the rights of individuals to privacy and autonomy: advocates of such housing often view housing as a human right, rather than as a reward for good behavior. In service-enriched housing, residents, management and service providers work together as a team. Residents who maintain their rent and abide by basic landlord-tenant agreements do not risk losing their housing if they choose to bypass involvement in social services or other activities.

The service-enriched housing model can vary dramatically, from multi-family to single-family to SRO housing. It may be owned by a non-profit organization or by a private landlord. Increasingly, non-profit developers are contracting with social service agencies to provide services to residents in their buildings. In some cases, for-profit landlords or developers are doing the same – contracting for support to residents of their buildings. Depending on size, service-enriched developments may have both on-site management and a full-time services coordinator, or one services coordinator may split his or her time each week among various sites. Although not always possible, space may be provided for programs and activities on-site, including office space and/or classroom space, for example, for both the services coordinator and resident groups to use. Services and community space may also be available to other residents in the neighborhood.

Regardless of the specific model, affordable housing developers in underserved communities should ensure that residents of their developments have access to the services they need to create a safe and stable environment, while providing opportunity and support for the realization of individual goals and aspirations.

### **The Coronado Place Apartments**

A successful demonstration of service-enriched housing is the Coronado Place Apartments in Los Angeles, California, developed by Beyond Shelter, a nonprofit housing and social services provider. A former slum building, Coronado Place is located in the city's MacArthur Park area, a densely-populated neighborhood characterized by overcrowded, substandard multi-family structures built primarily in the 1920s and 1930s as residential hotels. Approximately two miles west of downtown Los Angeles, the area is home to large numbers of recent Central American immigrant families and various other ethnic groups in smaller numbers.

The Coronado Place Apartments provides a safe haven for residents in a neighborhood plagued by gangs, drug activity, and urban decay. The building was purchased in 1990 by Beyond Shelter and completely renovated into 41 attractive one-, two- and three-bedroom apartments for families. Of great interest to the developers was the fact that, due to the slope of the property, one basement wing provided an additional 3,500 square feet of potential community space, with large windows and a door opening directly onto the front sidewalk. During renovation, the space was converted to a community room, children's playroom and classrooms, a large and well-lit laundry, crib room, community kitchen, and three multi-purpose rooms. Additional community areas include a large front porch and an entry patio with benches and a small, fenced-in play yard with a sandbox and playhouse. From the play yard, stairs lead down to the children's playroom in the basement. Behind the building is a multi-purpose patio/recreational area. Inside is a large, carpeted lobby, immediately adjacent to the Services Coordinator's office.

Residents are low-income and very low-income families with children, some of whom have experienced homelessness. Renters are not required to participate in programs or activities at the site (services provide support as needed), but are required to abide by basic tenant-landlord rules and responsibilities, as mentioned earlier.

Approximately half of the families at Coronado Place are headed by single females. The rest are two-parent families, some with extended family living with them. While about one-third are dependent upon welfare for support, most of those either attend school or job training programs. Many others are working at minimum wage or at sporadic employment. Approximately 75 children and teenagers under age 18 live at Coronado Place at any given time. At least one-quarter of those are teenagers at risk of gang involvement.

Coronado Place has a Resident Manager, responsible for rent collection, and physical maintenance and upkeep of the building, supervised directly by the property management company hired by Beyond Shelter. A full-time Services Coordinator, employed and supervised by Beyond Shelter, is responsible for services and activities. The Services Coordinator has many roles, including: providing intervention and support for residents experiencing a crisis, and ongoing support for people with special needs; referring residents to resources and services in the community; and developing and supporting resident participation in management. The Tenant Management Committee represents Coronado Place residents and helps the Resident Manager and Services Coordinator develop and maintain a safe, supportive environment with programs and services responsive to resident needs and desires.

The Tenant Management Committee plays an integral role in decision-making at Coronado Place, on developing programs for tenants and their children, and on issues related to security, noise, and use of community space. Through this involvement, the Tenant Management Committee encourages a sense of homeownership often lacking in rental properties. Within months of their first meeting, the committee conducted a survey to determine residents' priorities and long-term goals. As a result, Beyond Shelter converted three newly-renovated and empty rooms in the basement to (1) a library with three donated computers, (2) a small office for the Tenant Management Committee, and (3) a small gym, with equipment provided by various residents. The small backyard area was converted for recreational use, with a basketball hoop, tetherball, volleyball net, benches, and portable barbecues. This year, at the request of teenagers in the building, the Tenant Management Committee's office will be converted to a club for the teen's exclusive use.



Supported by the Services Coordinator and manager, the Tenant Management Committee organizes ongoing activities. These include: periodic surveys of residents' needs and concerns; monthly meetings of all residents to identify priorities, discuss problems in the building or nearby criminal and/or gang activity, or to communicate with management; holiday parties, pot-luck dinners, and other social activities, such as a Halloween Haunted House and Trick-or-Treat Party for neighborhood children, a yearly Summer Barbecue, and field trips to the beach or camping; and a monthly "Clean-Up Day," when most residents participate in cleaning community areas. The committee is also involved in neighborhood efforts to address criminal and gang activity in the streets and local parks.

Partially in response to resident requests, the Services Coordinator has brought in a wide variety of adult education classes, seminars, or special presentations, primarily through neighborhood organizations, health clinics, or social service agencies already funded to work in the community. After the 1994 Los Angeles earthquake, the Tenant Management Committee surveyed tenants to determine their immediate needs and then requested that the Services Coordinator bring in experts for an Earthquake Preparedness Seminar. Other programs have included job readiness sessions, a weekly parenting group, a series of talks on health education (through a Consortium of Physicians from Latin America), another series on protection against criminal activity on the streets and security for the building (provided by a Los Angeles Police Department representative), and presentations by the management company on security issues.

The Services Coordinator has also developed activities for children and teenagers, including child care during on-site activities for parents; tutoring and assistance with homework, provided by Jesuit volunteers and outside agencies funded to work with at-risk youth; and recreational and aesthetic activities such as piano lessons funded by Beyond Shelter, arts and crafts activities provided by volunteers, field trips, and karate classes taught by a resident. Two years ago, at the request of teenage boys in the building, Coronado Place formed a football team, coached by a resident father and with uniforms and equipment donated by a member of Beyond Shelter's Board of Directors.

## **Helping Residents Achieve Their Goals**

The critical support services available at Coronado Place are already proving to be highly effective in addressing a multitude of issues facing residents. These include job loss, family violence, child sexual abuse, health crises, money management problems, poor housekeeping, poor parenting and child neglect, drug abuse, and gang involvement of resident teenagers. Coronado Place's services have helped residents identify goals and gain access to the resources they need to achieve their goals, such as job training and placement, child care, and further education. Families receive ongoing support, primarily through referral to appropriate resources in the community, and through follow-up and monitoring where necessary. The Service Coordinator maintains liaisons with local schools and social service agencies and has developed a Community Directory with continually updated information on available programs and activities. A Beyond Shelter Family Survival Guide also helps residents address ongoing issues.

Coronado Place provides a highly successful model for service-enriched housing, which can be easily adapted by affordable housing developers and owners and private landlords in low-income neighborhoods.

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*Tanya Tull, D.S.Sc., is the Executive Director of Beyond Shelter. The mission of Beyond Shelter is to combat chronic poverty, welfare dependency and homelessness among families with children.*

*through the provision of housing and social services, and the promotion of systemic change. For further information, contact the Technical Assistance Department, Beyond Shelter, 4032 Wilshire Boulevard, Suite 501, Los Angeles, California 90010. Telephone: (213) 252-0772. Fax: (213) 480-0846. e-mail: [www.beyondshelter.org](http://www.beyondshelter.org)*

## Sidebar

# DEVELOPING SERVICE-ENRICHED HOUSING

While there is no one way to develop service-enriched housing, resident participation is one key to success. Successful programs respond to and emanate from the needs of residents. Provision of services often begins with a survey of residents to identify services and activities that would benefit them. Program development based on actual experience can be the determining factor between success and failure.

Service-enriched housing can be extremely cost-effective. Organizations often find a surprising number of resources and services already available to residents in the community. Coordinating access to local resources and services becomes the major focus of their work.

Organizations often hire a services coordinator, who might, for example, provide the following:

- assistance to residents in identifying and accessing local resources and services.
- development and support of resident participation in management and in the development of services, programs and activities.
- crisis intervention and short-term support or referral to outside resources.
- longer-term support for residents pursuing goals related to social and/or economic self-sufficiency.
- intervention and prevention of problems related to substance abuse, criminal activity, destruction of property, or other issues harmful to residents.

New housing or rehabilitation projects are often able to fund the salary of a services coordinator within the operating budget, although this will depend on the size of a project and the amount of subsidy it receives. Existing projects in which the budget cannot be expanded might be able to revise an existing budget item or job description—such as that of assistant manager—to accommodate the full or partial salary of a services coordinator. Smaller projects do not necessarily require on-site staffing and may be served by a part-time services coordinator. Services are sometimes also provided through agreements/collaborations with local agencies; some organizations arrange for social service agencies to place a services coordinator on-site.

To help decide what services to offer, housing developers should consider the following factors: What is available in the community? How accessible is the service or program? Would most residents benefit from this service? Do you have the organizational capacity to provide the service? Is it more effective to refer residents to an outside resource?

Providing a continually updated notebook or bulletin board of neighborhood and community programs and resources (such as an inexpensive summer day camp or a new food pantry) is another way to provide easy access to services, and can often be more effective than trying to respond to residents on a case-by-case basis.

For new programs created to respond to residents' needs, finding space may be challenging. In existing buildings, housing providers may convert a small apartment to classroom or office space. Others have converted their manager's offices and part of a lobby. Many developments have community rooms and other space that residents rarely use. Some groups obtain foundation and corporate funding to convert existing space. New construction of residential property often allows the addition of classrooms, offices, and multi-purpose rooms. Others, again, find it more cost-effective to use the space of neighborhood organizations who serve area residents.

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National Alliance to  
**END HOMELESSNESS**

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## Service Enriched Housing

DATE: 13 JUL 2006

 MP3 Audio (23.48 MB)

Affordable housing developers are increasingly incorporating residential services for their tenants in housing developments. Services are typically designed to promote the social and economic well-being of tenants (and on occasion nearby residents) by offering education, child care, recreation, social and employment programs, and activities. Service coordinators may be on-site or off-site and provide crisis intervention, help negotiate delivery of services by mainstream providers, and help families access more specialized services from community providers. While not usually targeted to families or individuals that have experienced homelessness, service enriched housing can be an effective tool to prevent homelessness. Further, families exiting homeless shelters may benefit from residing in a housing development that offers support and enriching services for all family members. This audio conference explores the growth of resident services in affordable housing developments and the potential for collaboration between service-enriched housing models, homeless providers, and advocates preventing and ending homelessness.

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 Inspector: BERNAL Stn: CO-INSP 03 Sched: 11/08/06  
 Complaint#: 0607209 Filed: RNB 10/23/06  
 -----

\*\* COMPLAINT RECORD \*\*

Sched#: 25 AM/PM: P Insp Type: OMC  
 Chron Log Auto scheduled from 62 result on 10/16/06  
 Location 2727 9TH AV Suite Parcel 022 -0341-004-00  
 \*F24\*

Desc: CAR PARKED ON UNAPPROVED LANDSCAPE.

Notice: VERIFIED 10/17/06-RNB  
 Owner: YU WEI M & CHEN WAN H  
 2727 9TH AV  
 OAKLAND CA

Complainant: Tel:

Violation Type	Station/Dist	Disposition	Permit App#	Disp
OMC 20	CO-INSP 03	V 10/16/06	Stop Work Citation# Existing Use Not Specified Legal Use Not Specified	By By

-----  
 \*\* PROPERTY HISTORY \*\*

Cmplnt#	Station/Dist	Violation Type	Last Action	Disposition

-----  
 \*\* COMPLAINT ACTIVITY \*\*

Abatement Action	Date	Service	Document #	Station	By
Ntc of Viol - Fee Charge COMPUTER GENERATED NTA MAILED	11/08/06	000513128194		CO-INSP	RNB
		11/07/06/LA WANDA			

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 \*\* RECENT INSPECTION HISTORY \*\*

Date	Vio Rsl	By	Comment
Appl#	Disposition		Description
11/27/06		RNB	Auto scheduled from 62 result on 10/16/06
10/16/06	20 62	RNB	

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 \*\* RECENT PERMIT HISTORY \*\*

2007 JAN -4 PM 7:12

OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

INTRODUCED BY COUNCILMEMBER \_\_\_\_\_

*Mark P. Wall*

**RESOLUTION DENYING THE APPEAL AND SUSTAINING THE  
DECISION OF THE PLANNING COMMISSION APPROVING THE  
ESTABLISHMENT OF A SERVICE-ENRICHED PERMANENT HOUSING  
RESIDENTIAL ACTIVITY FOR 8 ADULTS WITHIN AN EXISTING  
STRUCTURE LOCATED AT 2815 WEST STREET**

**WHEREAS**, on May 19, 2006, Carolyn Robinson, representing East Bay Transitional Housing (Applicant), filed for a Major Conditional Use Permit to conduct a Service-Enriched Permanent Housing Residential Activity for 16 adults within an existing structure located at 2815 West Street; and

**WHEREAS**, pursuant to Oakland Planning Code section 17.134.020, the matter was referred to the Oakland City Planning Commission for review and action: and

**WHEREAS**, on October 4, 2006 the Planning Commission conducted a duly noticed public hearing on the matter, which was continued in order to allow the Applicant to meet with community representatives; and

**WHEREAS**, on October 18, 2006 the Planning Commission again conducted a duly noticed hearing, which was also continued in order to allow the Applicant to again meet with community representatives; and

**WHEREAS**, on November 1, 2006 the Planning Commission again conducted a duly noticed hearing, closed the hearing and then voted to approve the Conditional Use Permit, with revised conditions of approval, including a reduction in the number of residents from 16 to 8; and

**WHEREAS**, on November 13, 2006, the Beat Six Advocates (Appellant) filed an appeal of the City Planning Commission decision, specifying four grounds for the appeal; and

**WHEREAS**, after giving due notice to the Appellant, the Applicant, all interested parties and the public, the Appeal came before the City Council for a public hearing on January 16, 2007; and

**WHEREAS**, the Appellant, the Applicant, supporters of the application, those opposed to the application and interested neutral parties were given ample opportunity to participate in the public hearing by submittal of oral and/or written comments; and

**WHEREAS**, the public hearing on the Appeal was closed by the City Council on January 16, 2007; now, therefore be it

**RESOLVED:** That, the City Council, having independently heard, considered and weighed all the evidence in the record presented on behalf of all parties and being fully informed of the Application, the City Planning Commission's decision, and the Appeal, finds that the Appellant has **not** shown, by reliance on evidence already contained in the record before the City Planning Commission, that the City Planning Commission's decision was made in error, that there was an abuse of discretion by the Commission or that the Commission's decision was not supported by substantial evidence in the record. Accordingly, the Appeal is denied, the Planning Commission's CEQA findings and decision (and revised conditions) are upheld, and the Project is approved (the Major Conditional Use Permit); and be it

**FURTHER RESOLVED:** That, in support of the City Council's decision to uphold the Oakland Planning Commission approval of the Project, the City Council affirms and adopts the January 16, 2007, City Council Agenda Report and the October 4, 2006 City Planning Commission Report (with revised conditions), hereby incorporated by reference as if fully set for the herein; and be it

**FURTHER RESOLVED:** That, the City Council finds and determines that this Resolution complies with CEQA, as the project is exempt from CEQA under Section 15301 "Change in use to existing facility" of the State CEQA Guidelines; and be it

**FURTHER RESOLVED:** That, the record before this Council relating to this application and appeal includes, without limitation, the following:

1. the application, including all accompanying maps and papers;
2. all plans submitted by the Applicant and his representatives;
3. the notice of appeal and all accompanying statements and materials;
4. all final staff reports, final decision letters and other final documentation and information produced by or on behalf of the City, including without limitation and all related/supporting final materials, and all final notices relating to the application and attendant hearings;
5. all oral and written evidence received by the City Planning Commission and City Council during the public hearings on the application and appeal; and all written

evidence received by relevant City Staff before and during the public hearings on the application and appeal;

6. all matters of common knowledge and all official enactments and acts of the City, including, without limitation (a) the General Plan; (b) Oakland Municipal Code (c) Oakland Planning Code; (d) other applicable City policies and regulations; and, (e) all applicable state and federal laws, rules and regulations; and be it

**FURTHER RESOLVED:** That, the custodians and locations of the documents or other materials which constitute the record of proceedings upon which the City Council's decision is based are respectively: (a) Community & Economic Development Agency, Planning & Zoning Division, 250 Frank H. Ogawa Plaza, 2nd Floor, Oakland CA.; and (b) Office of the City Clerk, 1 Frank H. Ogawa Plaza, 1<sup>st</sup> floor, Oakland, CA; and be it

**FURTHER RESOLVED:** That, the recitals contained in this Resolution are true and correct and are an integral part of the City Council's decision.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 2007

**PASSED BY THE FOLLOWING VOTE:**

AYES- BRUNNER, KERNIGHAN, NADEL, QUAN, BROOKS, REID, CHANG, AND  
PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the  
Council of the City of  
Oakland, California

**LEGAL NOTICE: ANY PARTY SEEKING TO CHALLENGE THIS FINAL DECISION IN COURT MUST DO SO WITHIN NINETY (90) DAYS OF THE DATE OF THE ANNOUNCEMENT OF THIS DECISION, PURSUANT TO CODE OF CIVIL PROCEDURE SECTION 1094.6, UNLESS A SHORTER PERIOD APPLIES.**