

CITY OF OAKLAND

ONE FRANK OGAWA PLAZA • 2ND FLOOR • OAKLAND, CALIFORNIA 94612

Ignacio De La Fuente Councilmember, District 5 (510) 23**8**-7005 FAX:(510) 238-6129 TT**Y/TDD**:(510) **8**39-64**5**1

TO: Oakland City Council

FROM: Councilmember De La Fuente

DATE: 11/15/11

RE: INTERIM ORDINANCE, ADOPTED AS AN URGENCY MEASURE PURSUANT TO CALIFORNIA GOVERNMENT CODE SECTION 65858, ESTABLISHING A TEMPORARY MORATORIUM ON THE ESTABLISHMENT OR EXPANSION OF BUSINESSES ENGAGED IN AND/ OR CONDUCTING BUYING, SELLING, AND/OR EXCHANGING OLD GOLD, OLD SILVER, PLATINUM OR ARTICLES OF PLATINUM, SILVERWARE, SECONDHAND JEWELRY OR OTHER PRECIOUS METALS OR STONES (SECONDHAND JEWELRY DEALERS), TO TAKE EFFECT IMMEDIATELY UPON ADOPTION

SUMMARY

The attached ordinance requests approval of a temporary moratorium on the establishment or expansion of businesses engaged in and/ or conducting buying, selling, and/or exchanging old gold, old silver, platinum or articles of platinum, silverware, secondhand jewelry or other precious metals or stones (second hand jewelry dealers), to take effect immediately upon adoption.

BACKGROUND

Second hand dealers are currently regulated under OMC Chapter 5.46 – "Pawnbrokers, Secondhand Dealers, Scrap Dealers and Scrap Collectors." Current regulations applying to second hand jewelry dealers include:

- Keeping transaction records (OMC 5.46.050)
- Inspections of reports by OPD (OMC 5.46.060)
- Identification required (OMC 5.46.070)
- Merchandise to be held for 30 days (OMC 5.46.090
- Unlawful to purchase from minors (OMC 5.46.110)
- Restrictions on hours of operation (OMC 5.46.130)

Item: 9.1 ORA/City Council 11/15/11 Currently, Oakland has 21 licensed second hand dealers and an additional 5 applications pending. Additionally, we have 9 active Pawn Broker Licenses: The full list of second hand dealer and pawn broker licensed businesses is included as *Attachment A*.

Of the 21 active licenses, 13 are licenses that were obtained in the past three years. This increase in second hand dealer licenses is possibly indicative of the increasing trend to buy and sell gold due to its increased value and easy exchange for cash. Many of the applications for new licenses received by the City are submitted as a result of receiving a warning letter from the City Administrator's office (due to complaints received by the City from licensed businesses) or due to having received a citation from OPD for selling or buying without a license. Of the five currently pending applications, two applied for a license after having received a citation from OPD.

In addition to the licensed dealers we have in Oakland, we are aware of at least another eight that operate without a license. All have been sent letters by the City Administrator's office but have not complied with the cease & desist letter.

Of particular concern to Councilmember De La Fuente is the over proliferation of these businesses in the Fruitvale business district. Of the 21 active licenses, eight, or 38% are located in the Fruitvale district. Additionally, three of the five pending applications are also proposed for the Fruitvale District for a total of 11 or 53% of active licenses.

KEY ISSUES AND IMPACTS

The current process for obtaining a second hand dealer license is rather simple:

- Applications are completed for both the City of Oakland and the State of CA for Secondhand Dealer License; fees are paid, a public hearing is held, if all is clear on the applicant's Live Scan and there are no objections from the public a license is issued. Oakland's general procedures are outlined in *Attachment B*.
- Fees paid to the City are: \$310 Application processing fee, \$600 notification fee, and a \$40 publication fee. Renewal is done every 2 years with a renewal fee of \$60 to City and \$10 to the State.
- Most of these fees are outdated and they do not actually recover the amount of publication costs and staff time.

Enforcement Challenges

Complaints regarding selling without a license are typically handled by sending out a cease & desist letter explaining the need for a secondhand dealer license informing them to stop buying gold all together, or stop and come in and apply for a secondhand dealer license. Due to limited resources in both the Special Business Permits section of the City Administrator's office and within OPD, sending a written notification is the main type of enforcement the City has been able to do. Compliance is difficult because illegal dealers claim to cease and or move and we have no way of catching them. Due to reductions within OPD, there has not been an officer available to check on the licensees' compliance

with local regulations such as completing the appropriate forms for merchandise bought, keeping accurate books, etc.

Increase in Robberies "Gold Chain Snatchings"

In recent months, OPD has seen an increase in robberies involving the "snatching of gold chains." The attached advisory was circulated in the Fruitvale business corridor by OPD 'last month (Attachment C)

OPD has expressed concerns due to the overconcentration of second hand dealers in the City, particularly in the Fruitvale. OPD has indicated that the opportunity to easily sell gold in so many businesses is likely contributing to the increase in gold chain robberies. In some cases, unbeknownst to the businesses, they too are contributing to the problem.

OPD has expressed a desire to have increased regulations placed on these types of businesses both for new applications and for renewal requests. Some proposed new regulations could include requiring cameras, limiting signage, increasing lighting, increasing visibility into these shops, increasing penalties for non-compliance, etc.

Additionally, if approved, we'd like to spend time working with planning and zoning staff to determine the feasibility of incorporating zoning changes to further limit this type of activity in the City. Current regulations do no limit the types of businesses that can buy and/or sell gold hence, we are seeing a new trend of all types of businesses obtaining second hand dealer licenses including furniture stores, check cashing businesses, and clothing stores.

ACTION REQUESTED OF THE COUNCIL

1 request that the Council approve the attached ordinance establishing a temporary moratorium in order to give staff time to work on crafting additional rules and regulations to address this growing problem.

With dwindling resources, it is important that we apply tighter controls on these types of businesses. It is my office's intent to work with the City Administrator's office, OPD, and planning and zoning staff to create new rules to better regulate these businesses as has been done with smoke shops and tattoo parlors in the past.

Respectfully Submitted

GNACIO DE LA FUENTE Councilmember, District 5

Prepared By: Claudia Burgos

PAWN SHOP LIST - 9 ACTIVE LICENSES					
Lic#	Status	Issue Date	Business	Address	Telephone
00109-0964	ACTIVE	04/18/10	RPM LENDERS	8407 EDGEWATER DR.	(310) 871-0005
00109-0968	ACTIVE	01/29/10	CA LOAN & JEWELERS	1635 TELEGRAPH	(510) 451-2673
00109-0973	ACTIVE	01/12/10	EASY MONEY	3451INTERNATIONAL BLVD, #B	(510) 261-3777
00109-0987	ACTIVE	09/10/10	MARGE & JERR'YS LOAN CO.	7335 MAC ARTHUR BLVD.	(510) 537-8094
0109-0971	ACTIVE	10/08/10	BEST COLLATERAL INC.	1715 TELEGRAPH AVE.	(510°) 625-7990
0109-0967	ACTIVE	9/2/2011	MR. PAWN	10507 INTERNATIONAL BLVD.	(510) 632-2500
0109-0980.	ACTIVE	02/15/11	A & A JEWELRY & LOAN	6416 TELEGRAPH AVE.	(510) 658-0280
0109-0988	ACTIVE	10/01/10	GEVERTZ JEWELRY & LOAN	5151 TELEGRAPH AVE	(510) 654-9910
00109-0966	ACTIVE	02/16/10	OAKLAND COIN & JEWELRY EXCHANGE	1725 BROADWAY	(510) 832-7358

SECOND HAND DEALERS - 21 ACTIVE LICENSES					
Li c #	Status	Issue Date	Business	Address	Telephone
00109-1235	ACTIVE	04/05/11	BEST MUSICAL INSTRUMENTAL CO. INC.	1716 BROADWAY	(510) 832-2024
00109-1286	ACTIVE	03/31/10	GRAND JEWELRY REPAIR	3253 GRAND AVE.	(510) 834-5686
00109-1295	ACTIVE	01/29/10	ANS JEWELRY	3411 E. 12TH ST. #114	(510) 535-0346
00109-1296	ACTIVE	05/20/10	LEE'S JEWELRY	10970 INTERNATIONAL BLVD.	(510) 632-5434
00109-1297	ACTIVE	02/04/10	DAN'S JEWELERS	4724 INTERNATIONAL BLVD.	(510) 533-8226
00109-1300	ACTIVE	07/02/10	PRECIOUS METALS	328 10TH ST. #138	(510) 735-6968
00109-1301	ACTIVE	08/21/10	SUNTIME JEWELRY	10970 INTERNATIONAL BLVD.	(510) 777-1716
0109-1287	ACTIVE	06/02/11	MONTCLAIR ESTATES, dba MONTCLAIR ANTIQUES	2017 MOUNTAIN BLVD.	(510) 339-6505
0109-1303	ACTIVE	11/13/09	BLACK SWAN BOOKS	4236 PIEDMONT AVE	(510) 428-2881
0109-1304	ACTIVE	01/11/10	TOM'S JEWELRY	10970 INTERNATIONAL BLVD.	510-430-8087
0109-1305	ACTIVE	02/17/10	GAMESTOP #6449	3040 E9th STREET	510-536-4833
00109-1307	ACTIVE	04/06/10	MONEY MART #3013	3136 INTERNATIONAL BLVD.	510-532-1184

Attachment A

SECOND HAND	DBALERS - 21	ACTIVE LIC	ENSES CONTROL OF CONTR		* (,
00109-1308	ACTIVE	04/06/10	MONEY MART #3028	417 15TH ST.	510-451-5815
0109-1311	ACTIVE	08/17/10	ACAPULCO RECORDS	3509 INTERNATIONAL BLVD	510-533-2009
0109-1310	ACTIVE	08/05/10	NEW CUSTOM JEWELRY	10970 INTERNATIONAL BLVD.	510-553-1700
0109-1314	ACTIVE	09/10/10	THALIA'S JEWELRY SHOP	3838 INTERNATIONAL BLVD.	510-534-4615
0109-1315	ACTIVE	03/07/11	BEST BUY #499	3700 MANDELA PARKWAY	510-420-0323
0109-1316	ACTIVE	3/7/2011	DISCOTECA EL INDITO	4413 FOOTHILL BLVD.	510-629-2069
0109-1317	ACTIVE	03/07/11	DISCOTECA EL INDITO	3336 INTERNATIONAL BLVD.	510-842-2769
0109-1318	ACTIVE	03/20/11	V & D JEWELRY	10970 INTERNATIONAL BLVD.	510-777-0306
0109-1319	ACTIVE	08/03/11	OROMEX	6009 INTERNATIONAL BLVD.	510-437-0329

GENERAL PROCEDURE IN APPLYING FOR PAWNBROKER AND/OR SECONDHAND DEALER PERMIT

Application forms and pertinent information are obtained from the Office of the City Administrator, City Hall, 11th Floor. To inquire over the phone, call Nancy Marcus at 510-238-3294.

Please note that applicants are seen by appointment only; please call 238-3294 to set up your appointment.

Procedure:

- Zoning Clearance required: Obtain a zoning clearance (or Conditional Use Permit if required) for the proposed business from the Zoning Division, Office of Planning and Building, at 250 Frank Ogawa Plaza, Suite 2114 (238-3911). If the business is located within the Port of Oakland, the zoning clearance is obtained from the Port of Oakland Zoning Office located at 520 Water St. A zoning clearance is not required for change of ownership of an existing business.
- 2. <u>Application Process:</u> Submit the completed application along with copies of zoning clearance and required fees. A hearing date is set after the applicant has turned in the required documents.
- Live Scan service: Biometric fingerprint service is required at ID Section in the Oakland Police Department. Live Scan form will be provided when applicants file the application.
- 4. A current Fire Inspection is required. Please call and make appointment when you are ready.

Fire	Fire Prevention Bureau	250 Frank Ogawa Plaza,	510-238-3851
	,	Suite 3341	

5. Public Hearing: A public hearing is scheduled between thirty and forty-five days after filing. Public hearings on Special Activity Permit applications are normally scheduled on Thursdays, at 3:00 p.m. in City Hall, Hearing Room 2. Before the hearing, one notice of the public hearing is sent to the applicant for posting on the premises. These notices must be posted by the applicant on the date specified and shall not be removed before the hearing date. Anyone interested may attend the hearing to voice his/her support or objection to the proposed application.

Fee Schedule (Subject to change and Non-refundable)

Fees Payable at the City Administrators office, 11th Floor, City Hall, One Frank Ogawa Plaza, Oakland:

Processing fee	\$31 0.00
Publication fee	\$40.00
Notification fee	<u>\$600.00</u>
·	<u>\$950.00</u>

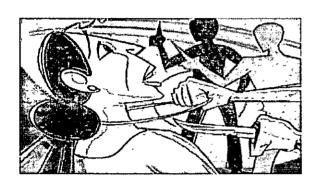
Fees Payable at other departments: (General information only: Subject to Corresponding divisions' discretion)

Fire Prevention Bureau Live Scan Service (Background Check) Business Tax Office

Rev (8/09)

PUBLIC SAFETY ADVISORY





Increase in Street Robberies/ Gold Chains

In the Fruitvale business area and the area surrounding the Fruitvale Bart Station

The Oakland Police Department would like to make the community aware of an increase in street robberies in which the suspects are targeting female victims wearing gold chains. The Oakland Police Department Is working diligently to address this issue and is asking for community help.

What you can do:

- 1) Always be aware of your surroundings and don't become distracted by electronic devices including cell phones.
- 2) Stay in well lit and populated areas when traveling alone.
- 3) Be especially alert when coming and going from your vehicle.
- 4) If you chose to wear gold jewelry, wear it under your clothing until you reach your destination
- 5) If someone or something looks suspicious please call the police.
- 6) Program your cell phone with the OPD emergency number:

510-777-3211

7) Attend the Fruitvale Unity Council meeting, 3rd **W**ednesday of every month for updates and information about crime trends in your community. Contact your Neighborhood Services Coordinator, Ana Martinez at 535-5689, amartInez@oaklandnet.com.

Attachment C

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7 VOTES REQUIRED FOR PASSAGE

Approved as to form and legality

	CITY ATTORNEY	
NTRODUCED BY COUNCIL MEMBER DE LA FUENTE		
Ordinance No.	C.M.S.	

INTERIM ORDINANCE, ADOPTED AS AN URGENCY MEASURE PURSUANT TO CALIFORNIA GOVERNMENT CODE SECTION 65858, ESTABLISHING A TEMPORARY MORATORIUM ON THE ESTABLISHMENT OR EXPANSION OF BUSINESSES ENGAGED IN AND/OR CONDUCTING BUYING, SELLING, AND/OR EXCHANGING OLD GOLD, OLD SILVER, PLATINUM OR ARTICLES OF PLATINUM, SILVERWARE, SECONDHAND JEWELRY OR OTHER PRECIOUS METALS OR STONES (SECONDHAND JEWELRY DEALERS), TO TAKE EFFECT IMMEDIATELY UPON ADOPTION

WHEREAS, the City of Oakland has an overriding interest in planning and regulating the use of property within the City. Implicit in any plan or regulation is the City's interest in maintaining the quality of urban life and the character of the City's neighborhoods; and

WHEREAS, without stable, well-planned neighborhoods, sections of the City can quickly deteriorate, with tragic consequences to social, environmental and economic values; and

WHEREAS, the recent proliferation of activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry, has particularly impacted some business districts in the City, may adversely affect the City's ability to attract and retain businesses and shoppers to the City, and may adversely affect the City's economic vitality; and

WHEREAS, permitting the over-concentration of activities, facilities, or establishments buying, exchanging and/or selling secondhand jewelry may promote the illegal purchase and/or sales of stolen goods, may contribute to an increase in crime such as theft, robbery, or assault for the purpose of stealing jewelry and/or precious metals with the intent of then selling such stolen goods at a Secondhand dealer and thus, may result in a threat to public health, safety and welfare. Further, this over-concentration may not be compatible with existing and potential uses of similarly zoned businesses; and

WHEREAS, it is the City's intent, in consideration of other existing and potential uses within the City, to assure a degree of compatility between other types of businesses and the locations of activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry; and

WHEREAS, an updated Land Use and Transportation Element of the Oakland General Plan was adopted by the Oakland City Council in March, 1998 to guide future land use and development in the city; and

WHEREAS, the Land Use and Transportation Element and the Estuary Policy Plan contain goals, objectives, and policies that promote: maintaining and enhancing the vitality of existing neighborhood commercial areas - Objective 1/C1.1 Attracting New Business; Policy N1.6 Reviewing Potential Nuisance Activities; Policy 5.1 Environmental Justice; and

WHEREAS, the continued establishment and/or expansion of activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry may result in potential conflict with some of the policies and objectives of the Land Use and Transportation Element of the General Plan; and

WHEREAS, the City Council hereby requests that the City Administrator initiate a review of the regulatory mechanisms available to regulate activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry with the goal of adopting needed changes to the current regulations, including changes to the Municipal and/or Planning Codes to protect the public health, safety, and welfare from the negative effects of activities, facilities, or establishments buying and/or selling second hand jewelry. During the period of time that it undertakes this task, the City is concerned that absent the adoption of an emergency moratorium, activities and facilities that conflict with contemplated changes to the City's regulatory schemes could be established in the City thereby frustrating the realization of the goals of that study; and

WHEREAS, until such time that the City concludes its review and adopts new regulatory controls over such activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry, the community is in jeopardy that such businesses could be instituted, modified, or expanded prior to the imposition of new controls necessary for the protection of public health and welfare; and

WHEREAS, issuance or approval of any building, planning or other permit for activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry prior to the City's completion of such investigation would result in a current and immediate threat to the public health, safety or welfare; and

WHEREAS, pursuant to Government Code Section 65858 a city, including a charter city, may adopt an interim ordinance prohibiting any uses that may be in conflict with a contemplated general plan or zoning proposal that the legislative body is considering or intends to study within a reasonable time; and

WHEREAS, for the reasons set forth above, this ordinance is declared by the Council to be necessary for preserving the public peace, health, or safety and to avoid a current, immediate and direct threat to the health, safety, or welfare of the community, and the

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"Whereas" clauses above taken together constitute the City Council's statement of the reasons constituting such necessity and urgency.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF OAKLAND does ordain as follows:

- <u>SECTION 1</u>. The City Council finds and determines the foregoing recitals to be true and correct and hereby makes them a part of this ordinance.
- SECTION 2. The City Council finds and determines, for the reasons stated in the recitals, the adoption of this ordinance is exempt from CEQA under Sections 15060 (c)(3), 15061(b)(3), 15301, 15303, and 15307 of the State CEQA Guidelines.
- SECTION 3. Until such time as the City concludes the review described above, and adopts permanent regulatory controls pertaining to activities, facilities, or establishments buying, exchanging and/or selling second hand jewelry, the City of Oakland hereby declares a moratorium on the permitting or approval of any new, modified, or expanded "Secondhand jewelry dealer" as defined in section 4 below.
- <u>SECTION 4.</u> For purposes of this Ordinance, the following definitions shall apply:

"Secondhand jewelry dealer" means every person, business and/or entity that engages in and/or conducts buying, selling and/or exchanging old gold, old silver, platinum or articles of platinum, silverware, secondhand jewelry or other precious metals or stones.

- <u>SECTION 5.</u> In accordance with Government Code Section 65858, this Ordinance shall be in full force and effect for a period of 45 days from the date of its adoption. This 45-day period may be extended by the City Council in accordance with the provisions of California Government Code § 65858.
- SECTION 6. During the term of this ordinance as set forth in Section 5 hereof, no use permit, building, zoning or other permit that has been issued for a Secondhand jewelry dealer as set forth in section 4 above for which rights to proceed with the permit have not vested pursuant to the provisions of State law shall proceed, and no use permit, building, zoning or other permit shall be issued by any department, agency, employee or agent of the City of Oakland to allow for a Secondhand jewelry dealer as set forth in section 4 above.
- SECTION 7. The City Clerk shall certify to the passage and adoption of this Ordinance causing it to be posted, as required by law, and it shall thereafter be in full force and effect. This Ordinance shall become effective immediately as an interim urgency ordinance, in order to protect the public health, safety and welfare.

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SECTION 8. For the term of this ordinance, as set forth in Section 5 hereof, the provisions of this ordinance shall govern, to the extent there is any conflict between the provisions of this ordinance and the provisions of any other City code, ordinance, resolution or policy, and all such conflicting provisions shall be suspended.

SECTION 9. This Ordinance is enacted pursuant to the City of Oakland's general police powers, Section 106 of the Charter of the City of Oakland, Article XI of the California Constitution and Government Code section 65858.

SECTION 10. Petition for Relief from Moratorium ("Petition").

- (a) Any person who has applied, or who wants to apply, to construct, modify, expand or establish an activity, facility, or establishment buying, exchanging and/or selling second hand jewelry, which would be affected by this Moratorium, and who contends that the Moratorium as applied to him or her would be unlawful under and/or conflict with Federal, State, or local law or regulation, must submit a Petition to the City requesting relief from the Moratorium. Petitions must be on the Appeal Form provided by the Planning and Zoning Division of the Community and Economic Agency (Agency) for the City of Oakland and submitted to the Agency at 250 Frank H. Ogawa Plaza. Suite 2114, to the attention of the Planning Director. Failure to submit such a Petition will preclude such person from challenging the moratorium in court. The Petition shall identify the name and address of the applicant, the affected application number, and shall state specifically and completely how the Moratorium as applied to him or her would be unlawful under and/or in conflict with Federal, State, or local law or regulation, and shall include payment of fees in an amount of \$1,353.00. Failure to raise each and every issue that is contested in the Petition and provide appropriate supporting evidence will be grounds to deny the Petition and will also preclude the Petitioner from raising such issues in court. Within thirty calendar days of receipt of the completed Petition, the City Administrator, or her designee, shall mail to the applicant a written determination accepting or rejecting the Petition
- (b) If a Petitioner seeks to challenge the written determination of the City Administrator, the Petitioner <u>must</u> appeal to the City Council and such appeal must be filed within ten (10) calendar days of the date from which the City Administrator's written determination was issued and by 4:00p.m. Appeals must be on the form provided by the Planning and Zoning Division of the Community and Economic Agency (Agency) for the City of Oakland and submitted to the Agency at 250 Frank H. Ogawa Plaza, Suite 2114, to the attention of the Planning Director. The Appeal must state specifically wherein it is claimed there was error or abuse of discretion by the City Administrator or wherein the decision is not supported by substantial evidence. The Appeal also must include payment of \$1,353.00. Failure to make a timely appeal will preclude you from challenging the City's decision in court. The appeal itself

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must raise each and every issue that is contested, along with all arguments and evidence in the record which supports the basis for the appeal. Failure to do so will preclude you from raising such issues during your appeal and/or in court. However, the appeal will be limited to issues and/or evidence presented in the Pethion to the City Administrator.

SECTION 11. If any section, subsection, sentence, clause or phrase of this Ordinance is for any reason held by a court of competent jurisdiction to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance. The City Council declares that it would have adopted this Ordinance and each section, subsection, sentence, clause and phrase thereof, irrespective of the fact that any one or more section, subsection, sentence, clause, or phrase be declared invalid.

In Council, Oakla	nd, California,, 2011,
Passed By The Fo	llowing Vote:
AYES-	BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN NADEL, SCHAAF, and PRESIDENT REID
NOTES-	
ABSENT-	
ABSTENTION-	
	Attest:

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INTERIM ORDINANCE, ADOPTED AS AN URGENCY MEASURE PURSUANT TO CALIFORNIA GOVERNMENT CODE SECTION 65858, ESTABLISHING A TEMPORARY MORATORIUM ON THE ESTABLISHMENT OR EXPANSION OF BUSINESSES ENGAGED IN AND/ OR CONDUCTING BUYING, SELLING, AND/OR EXCHANGING OLD GOLD, OLD SILVER, PLATINUM OR ARTICLES OF PLATINUM, SILVERWARE, SECONDHAND JEWELRY OR OTHER PRECIOUS METALS OR STONES (SECOND HAND JEWELRY DEALERS), TO TAKE EFFECT IMMEDIATELY UPON ADOPTION

NOTICE AND DIGEST

By this ordinance, the Oakland City Council imposes an interim moratorium, for a 45-day period, on the permitting or approval of any new, modified, or expanded Secondhand Jewelry Dealer that engages in and/or conducts buying, selling and/or exchanging old gold, old silver, platinum or articles of platinum, silverware, secondhand jewelry or other precious metals or stones.