### CITY OF SACRAMENTO



#### CITY PLANNING DEPARTMENT

725 "J" STREET

SACRAMENTO, CALIF. 95814 TELEPHONE (916) 449-5604 MARTY VAN DUYN
PLANNING DIRECTOR

October 15, 1981

FILED

EV the City Council

Ey the City Council
Office of the City Clerk

City Council Sacramento, California

Honorable Members in Session:

An Emergency Ordinance Establishing a Moratorium on the

Approval of Special Permits for Group Care Facilities

Within the Central City for 120 Days. (M-612)

#### SUMMARY

The City Planning Commission has recommended that the Council adopt the attached emergency ordinance to establish a moratorium on the approval of Special Permits for residential and non-residential group care facilities (i.e., seven or more persons per day) proposed within the Central City for a period of 120 days. The purpose of this moratorium would be to allow for the development and adoption of minimum Special Permit standards and findings for approval of new group care facilities within the Central City. The Central City Plan Citizen's Advisory Committee endorses the Planning Commission's recommendation.

#### BACKGROUND INFORMATION

The Central City Plan Citizen's Advisory Committee passed a resolution (five ayes, two noes, four absent) at their August 3, 1981, meeting which recommended that no more human service facilities be allowed within the Central City. The Planning Commission, at their September 24, 1981, meeting unanimously (eight ayes, one absent) passed a motion to recommend that the City Council adopt a 120-day moratorium on the approval of human service facilities within the Central City. At the September 28th meeting of the Central City Committee, they passed a motion (five ayes, four noes, one abstention, one absent) to support the enactment of the proposed moratorium.

The purpose of this moratorium would be to allow for the development and adoption of minimum locational standards and findings for use in reviewing Special Permit applications for human service facilities within the Central City. The Central City Plan Citizen's Advisory Committee intends to develop such standards and findings regardless of whether the proposed moratorium is adopted or not.

The City is preempted by the State from regulating the location of human service facilities serving six persons or less. those facilities which cater to seven or more persons per day as either a residential, live-in facility or as a non-residential, outpatient facility are categorized as group care facilities and are required to obtain approval of a Special Permit. Since all group care facilities serve the needs of persons, they can all be categorized as human service facilities. Therefore, the proposed moratorium is specific to the approval of Special Permits for group care facilities. The effect of a moratorium would be to force all new group care facilities proposed within the Central City to undergo a more restrictive review procedure, assuming that the Committee's recommended standards and findings are eventually adopted.

Officials from the County Departments of Health and Welfare have indicated that this moratorium could impact at least two pending operator contracts which include a shelter for battered women and the proposed expansion of an existing facility for the mentally disabled at 16th and N Streets. The County officials claim that the moratorium will affect the number of potential bidders and possibly the contract price if the Central City is eliminated as a potential location for the proposed facilities. They also indicated that many more alcohol counseling programs will be needed after January 1, 1982, as a result of a recently passed Assembly Bill (AB 541). This bill requires that a drunken driver with a prior conviction will, among other penalties, have to select either a ten-day jail term or a two-day jail term and treatment for a year in an alcoholism rehabilitation program. Therefore, all of these potential programs could be adversely affected if there was a 120-day moratorium.

#### ENVIRONMENTAL CONSIDERATIONS

The City's Environmental Coordinator has determined that the proposed moratorium will not have a significant impact on the environment and a Negative Declaration has been prepared.

#### RECOMMENDATION

The City Planning Commission recommends that the Council ratify the Negative Declaration and adopt the attached emergency ordinance to establish a 120-day moratorium on the approval of human service, group care facilities within the Central City.

Respectfully submitted,

ty Van Duyn

Planning Directo

FOR CITY COUNCIL INFORMATION WALTER J. SLIPE CITY MANAGER -

MVD:SP:jm Attachments M - 61.2

October 20, 1981 District Nos. 1 & 4

### ORDINANCE NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

AN ORDINANCE ESTABLISHING A 120 DAY MORATORIUM ON THE APPROVAL OF SPECIAL PERMITS FOR GROUP CARE FACILITIES IN THE OLD CITY AND DECLARING SAID ORDINANCE TO BE AN EMERGENCY MEASURE TO TAKE EFFECT IMMEDIATELY

BE IT ENACTED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

#### SECTION 1.

No application for a special permit to operate a "group care facility", as defined in Section 22-A-46 of the Comprehensive Zoning Ordinance of the City of Sacramento, Ordinance No. 2550 Fourth Series (City Zoning Ordinance) within the "Old City", as defined in Section 22-A-34 of the City Zoning Ordinance, shall be accepted for filing, processed, or approved, and no such permit shall be issued pursuant to Section 2-B-8 of the City Zoning Ordinance by the City Council or any department, officer, employee, board or commission of the City of Sacramento.

### SECTION 2. Term.

This ordinance shall be effective for a period of 120 days following the date of its enactment.

#### SECTION 3. Emergency.

This ordinance is hereby declared to be an emergency measure to take effect immediately. The facts constituting the emergency are the recent marked increase in the number of applications for special permits to operate group care facilities within the Old City, the disproportionately large number of group care facilities which already exist in the Old City compared to any other City geographical area, and the need for greater dispersal of such facilities throughout the City. City staff is currently studying and preparing standards intended to address the problems generated from the high concentration of group care facilities within the Old City. If a moratorium on special permits for such facilities is not imposed, the concentration problem may become more severe and the effectiveness of the standards will be severely hampered. Furthermore, if this moratorium does not take

effect immediately, the fact that it is enacted may cause an onrush of applications for approval of such facilities prior to the effective date of this moratorium. It is therefore necessary that this ordinance take effect immediately in order to insure that no group care special permits are approved until the proposed new standards are fully studied, prepared and implemented.

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ATTEST:

CITY CLERK

SACRA	MENTO CTTY PLANNING COMMIS	SION
THE RO. 30 FILE RO. P- 672	GENERAL PLAN AMENDMENT COMMUNITY PLAN AMENDMENT REZONING SPECIAL PERMIT VARIANCE	☐ TENTATIVE MAP ☐  SUBDIVISION MODIFICATION ☐  EIR DETERMINATION ☐  OTHER Proposed 120 des monatorium  an approval of teurour Association  facilities within the Control City.
Recommendation: LOCATION	l:	
Unfavorable Petition	Correspondence	
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#### CENTRAL CITY PLAN CITIZEN'S ADVISORY COMMITTEE

# RESOLUTION REGARDING HUMAN SERVICE FACILITIES WITHIN THE CENTRAL CITY

WHEREAS, the Central City Plan Citizen's Advisory Committee was established to oversee implementation of the adopted Central City Plan; and

WHEREAS, the adopted Central City Plan includes the Community Services and Facilities Subgoal which states, "Provide for the location of social rehabilitation facilities in such a manner so as not to have a detrimental impact on residential neighborhoods;" and

WHEREAS, the Central City already supports 92 various human service facilities accommodating the needs of the mentally disabled, drug addicts, alcoholics, and ex-offenders who live throughout the City and County of Sacramento; and

WHEREAS, the Committee feels that such facilities are inappropriate uses for placement within largely residential areas; and

WHEREAS, the Committee feels that the Central City is already overburdened with more than its share of human service facilities;

NOW, THEREFORE BE IT RESOLVED that the Central City Plan Citizen's Advisory Committee hereby recommends that no more human service facilities should be allowed within the Central City and that such facilities, if needed, should be allocated to other areas of the City and County so as to more fairly distribute the burden of accommodating such facilities.

PASSED AND ADOPTED this 3rd day of August, 1981 by the following vote:

AYES: Casady, Clarke, Evanson, Jahn, Simon

NOES: Luevano, Thomson

ABSENT: Bylo, Cathcart, Goode, McCain

CHAIRTERSON SEMON



#### MUSCULAR DYSTROPHY ASSOCIATION

Active Member, National Health Council

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S. MOUCHLY SMALL, M.D.
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SYLVESTER L. WEAVER, JR.
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Board of Directors

Please Reply To: SUITE 2, 2728 "J" STREET, SACRAMENTO, CALIFORNIA 95816, (916) 446-7755

October 15, 1981

RECEIVED OFFICE OF THE MAYOR

Mayor Phillip L. Isenberg City Hall 915 Eye Street Sacramento, CA 95814 OCT 1 9 1981 am em 7,8,9,10,11,12,1,2,8,4,5,6

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Dear Mayor Isenberg

The Muscular Dystrophy Association has been named as one of the agencies in the proposed moratorium on central city human services agencies. MDA's Sacramento office is an administrative office, and does not render services to our clients at this location. We maintain a muscle disease clinic at the Sacramento Medical Center where our clients receive diagnostic and follow-up medical care through MDA's comprehensive program of free direct services.

The MDA office in Sacramento will be relocated in the very near future, however, to a more desirable location in the northern part of the county rather than in the central city.

This moratorium does not apply to MDA, and I would appreciate the City Council removing the name of MDA from the list of agencies put on notice.

Sincerely

Ruth Jarvis

District Director

RJ/pw



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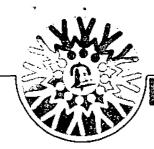
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### Mental Health Association CHAPTER

1012-19th STREET . SACRAMENTO, CALIFORNIA 95814

CITIZENS WHO DO MAKE A DIFFERENCE PRESS RELEASE FOR IMMEDIATE RELEASE

October 20, 1981

PRESENTATION TO CITY COUNCIL BY RICHARD FELIX AGAINST PROPOSED MORATORIUM ON DEVELOPMENT OR EXPANSION OF SOCIAL SERVICE AGENCIES IN DOWNTOWN SACRAMENTO

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HONORABLE MAYOR, CITY COUNCIL MEMBERS, LADIES, AND GENTLEMEN, GOOD EVENING. MY NAME IS RICHARD FELIX. AS A MEMBER OF THE BOARD OF DIRECTORS OF THE MENTAL HEALTH ASSOCIATION, SACRAMENTO CHAPTER, I SPEAK TONIGHT FOR THE ASSOCIATION. AS A CURRENT CONSUMER OF MENTAL HEALTH SERVICES IN THIS COMMUNITY , I ALSO SPEAK FOR MYSELF AND OTHERS LIKE ME WHO ARE ONCE AGAIN THREATENED WITH BEING TREATED AS SECOND CLASS CITIZENS BY THEIR ELECTED REPRESENTATIVES.

MENTAL ILLNESS IS NOT SELF-INFLICTED, NOR IS IT A RESPECTOR OF SOCIO-ECONOMIC STATUS, ETHNICITY, OR-OCCUPATION. YOU MUST REALIZE THAT, SAVE FOR OUR ILLNESSES, WE ARE THE AVERAGE CITIZEN. WITH THAT REALIZATION MUST COME A NEW AWARENESS OF OUR RIGHT TO PARTICIPATE FULLY AND FREELY IN THE AFFAIRS OF OUR COMMUNITY UNENCUMBERED BY ANY ARTIFICIAL OBSTACLES IMPOSED BY OUR CITY GOVERNMENT.

1, AND MANY OF MY FELLOW CONUMERS, LIVE, WORK, AND PLAY IN THE DOWNTOWN AREA, AND HAVING MENTAL HEALTH SERVICES READILY ACCESSIBLE TO US IN THIS AREA HAS BEEN ESSENTIAL TO OUR RECOVERY AND TO THE CONTINUED REMISSION OF OUR ILLNESSES. I PERSONALLY KNOW THAT WITHOUT THESE SERVICES MY LEVEL OF FUNCTIONING WOULD BE GREATLY DEGRADED.

I FEEL I HAVE A RIGHT TO THE CONVENIENCE OF HAVING MY NEEDS MET WITHIN MY OWN COMMUNITY.

I AM FULLY AWARE THAT THE SO CALLED "NORMAL" POPULATION VIEWS
US WITH A MIXTURE OF SUSPICION AND FEAR. THIS RESULTS PRIMARILY
FROM THE STIGMA YET ASSOCIATED WITH BEING MENTALLY ILL. THIS
STIGMA STEMS, TO A LARGE DEGREE, FROM THE GENERAL INTRACTABILITY
OF OUR ILLNESSES UNTIL RECENT YEARS. IN 1950, THE INTRODUCTION
OF THE PSYCHOTROPIC MEDICATIONS PERMITTED, FOR THE FIRST TIME,
THE EFFECTIVE TREATMENT OF MANY OF OUR SYMPTOMS, BUT OLD
STIGMAS DIE HARD, ESPECIALLY WHEN THEY ARE REPEATEDLY RE-ENFORCED
BY THE MEDIA. TO THIS DAY, THE GENERAL GENERAL ATTITUDE WITH
REGARD TO THE MENTALLY ILL IS "WE DON'T WANT THEM HERE."
AN INCREASED CRIME RATE IN THE VICINITY OF TREATMENT FACILITIES
IS OFTEN ONE OF THE REASONS CITED TO RATIONALIZE THIS POSITION.

INSOFAR ASOTHE CRIME RATE ISSUE IS CONCERNED, LET ME SAY THIS:

SINCE 1967, WHEN I FIRST BECAME A MEMBER OF THE MENTALLY DISABLED

COMMUNITY IN SACRAMENTO, IT HAS BEEN MY OBSERVATION THAT MOST

CONSUMERS TEND TO BE TIMID AND SHY AS A RESULT OF THEIR ILLNESSES

AND THE STIGMA IT UNFORTUNATELY STILL CARRIES. THEY DO NOT CONTRIBUTE

INORDINATELY TO THE CRIME RATE IN THE AREAS IN WHICH THEY RESIDE

AND ARE TREATED.

IN CLOSING, LET ME PUT THIS QUESTION TO YOU: IF IT WAS YOUR SON OR DAUGHTER, OR YOUR HUSBAND OR WIFE, FOR THAT MATTER, WHO WAS SCHIZOPHRENIC OR MANIC-DEPRESSIVE, WHERE WOULD YOU WISH THEIR TREATMENT FACILITIES TO BE LOCATED: IN A NEARBY AND CONVENIENT LOCATION, OR FAR REMOVED FROM YOUR PLACE OF RESIDENCE.??

THANK YOU.

# #### # # # # # # # # #

Attachment: Letter to City Councilmembers dated 10/5/81 from Ken Fors, President of Mental Health Association.

COPIES OF THIS LETTER WERE ALSO SENT TO EACH CITY COUNCIL MEMBER



## Mental Health Association SACRAMIC CHAPTER

SACRAMENTO



COUNTY HIMMINEY

1012-19th STREET . SACRAMENTO, CALIFORNIA 95814

CITIZENS WHO DO MAKE A DIFFERENCE

October 5, 1981

Mayor Philip Isenberg Sacramento City :Council City Hall 915 "I" Street, Room 205 Sacramento, CA 95814

Re: Proposed Moratorium on Human Service Organizations

Dear Mayor Isenberg:

I understand that the City Planning Commission's recommendation to invoke a ban on all new human service organizations for 120 days pending a study will be coming before the City Council for consideration on October 6, 1981.

While our Board of Directors will not have an opportunity to meet prior to October 6, I feel it entirely appropriate for me, as President of the Mental Health Association, to speak to the unfairness of this proposal.

The Mental Health Association has worked in the midtown Sacramento area for nearly 25 years to address quality-of-life issues for all Sacramentans and to reduce the stigma surrounding those who have experienced mental disability at some time during their lives. It is sad to learn that we have not been very successful in our mission.

People in our country ought to have a right to live and work wherever they choose and not be subject to discrimination because they are identified as belonging to a particular group or type of individual. It is really unfitting and unbecoming for a governmental body to single out clients of human services organizations -- and banning them from a certain area.

I urge you to vote no on the proposed moratorium.

Sincerely,

Ken Fors, L.C.S.W. President

XI/bm

· JALIFTAMA DIVISION -E MENTAL REALTH



A Marnoon Adent, From United Was





1820 J Street Sacramento, California 95814 916/447-7063

Staff Services Provided by: The Community Services Planning Council, Inc.

October 5, 1981

The Honorable Philip Isenberg Mayor of Sacramento City Hall 915 I Street, Room 205 Sacramento, CA 95814

Dear Mayor Isenberg:

The Health Council was recently made aware that the City Planning Commission is requesting a 120-day moratorium on establishment of additional human service agencies in the central city area.

Council members (many of whom live or work within the central city) are concerned that moratoriums are counter-productive. Many human service agencies now located within the area are also concerned that a moratorium could lead to future attempts to move existing offices and agencies which might later be considered inappropriate.

As you are aware, human service agencies provide services without which our community would suffer severe problems. The Health Council has encouraged local hospitals to include outreach services in their master plans, just as we have urged agencies to provide services where clients live and work. Many programs and services must be provided close to other supportive services in order to provide optimum usage and the best possible care.

The Council believes that the proposed moratorium would serve no useful purpose and in fact would have a detrimental impact on other master plan activities currently being undertaken. We further believe that existing community planning procedures including special permit procedures are adequate and should not be complicated by the proposed moratorium. The Health Council can not support this moratorium particularly since the purpose to be served by such a proposed moratorium is unclear.

The Health Council stands ready to work with you and other area-wide health planners to continue to develop the appropriate level of human service facilities in the Sacramento area.

Sincerely,

Bob Kittredge President

cc: Members, City Council
Members, Board of Supervisors

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### Mental Health Association

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1012-19th STREET . SACRAMENTO, CALIFORNIA 95814

CITIZENS WHO DO MAKE A DIFFERENCE

October 5, 1981

Mayor Philip Isenberg Sacramento City Council City Hall 915 "I" Street, Room 205 Sacramento, CA 95814

RECEIVED OFFICE OF THE MAYOR

Re: Proposed Moratorium on Human Service Organizations

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I urge you to vote no on the proposed moratorium.

Sincerely,

Ken Fors, L.C.S.W

President

KF/bm



## Women's Stress Alternatives

1216 18th Street Sacramento, California 95814 (916) 448-2951

October 8, 1981

Dear City Council Members:

Womens Stress Alternatives is deeply concerned about the proposed M-612 Ordinance adopting a 120 day moratorium on approval of human service facilities within the central city. As you know, Womens Stress Alternatives is on the list of 150 providers mentioned.

We are concerned about the effect this has directly on Womens Stress Alternatives. We also are concerned about the effect on other health care providers.

There has been much media attention, and community attention concerning the "undesirability" of drug, alcohol, and ex-offender clients in the downtown area. There are also many misconceptions, stereotypes, and false preceptions held about who those clients are, and what effect they have on the community. Drug dependence crosses all socio-economic, race, class, and lifestyle lines. In our program, I like to think of the clients as "the woman next door". They are your sister, your mother, your significant other, your friend, your supervisor, etc.

We sign some very strong contract statements written both by the County of Sacramento and the State of California about providing services to the clinically most needy, about not discriminating based on mental illness, types or severity of drug dependence. We respect that policy and take that charge quite seriously. This policy protects clients who most need the services to receive those services.

To make policy and propose ordinances based on preceived stereotype of clients, community pressure regarding "too many of those types", etc, is reprehensible.

On one hand, we are anxious about the effect of the proposed 25-37% cuts because of the new administration. If we were negatively effected by those cuts, we would need to move quickly to a facility that we could afford. If we were able

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Page Two City Council

grow and expand, we would want to move quickly to a larger facility that would be more adequately designed for quality client needs (i.e. better parking, handicapp ramp, etc). This ordinance would make the necessary mobility impossible.

Our Board of Directors, and the staff of Womens Stress Alternatives are in the best position to know when it is time to move or change. We see this not only as a client demand, but in terms of cost effectiveness to provide quality services consistent with our budget. The mobility of our organization is not in our governing bodies hand, but with the City of Sacramento.

There are issues to be discussed concerning the number of health care centers in the downtown area. I do not think they should be discussed within the context of who the clients are, but in terms of issues such as economics of the downtown area, transportation, accessibility, etc.

We are urging that you not pass this ordinance, and begin providing a community forum to raise the understanding in the community concerning our client population. We think that future planning can be done in a way that will not hurt exsisting services.

Sincerely,

Yvonne Frazier

Director

cc: Womens Stress Alternatives Board of Directors
Jim Brentt, Sacramento County Drug Abuse Coordinator
Board of Supervisors

Ron Usher, Director Division of Mental Health

# Sacramento Recovery House, Inc.

1914 - 22nd STREET SACRAMENTO, CALIFORNIA 95816 (916) 455-6258

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OCT 1 3 1981 AM EM 7|8|9|10|11|12|1|2|3|4|5|6

October 12, 1981

City Council City of Sacramento 915 I Street Sacramento, CA 95814

#### MEMBERS OF THE COUNCIL:

I am writing this letter in the matter of the 120 day moratorium on approval of Human Service Facilities within the central city (M612).

I wish to give support to Mr. Ronald Usher's letter to the City Planning Department, dated September 29, 1981. Mr. Usher's points are valid, and I sense some rather strong discrimination in such a move, should it be adopted...

Mr. Michael Coonan's remarks in a local paper concerning this matter may have been just a little facetious; but at the same time, he makes a good point.

Let's not single out "Social Service Facilities", since I feel they have operated in the past with a minimum of trouble.

Sincerely,

Fred W. Helm

Executive Director

FWH/em

cc: Larry Valterza, Administrator Sacramento County Alcoholism Program

# SACRAMENTO COUNTY ADVISORY BOARD ON ALCOHOL PROBLEMS RECEIVED

OFFICE OF THE MAYOR

October 7, 1981

City Council 915 I Street Sacramento, CA

95814

AM

OCT 1 3 1981

7|8|9|10|11|12|1|2|3|4|5|6Re: Pro

Proposed Human Service Facility Moratorium

#### Honorable Members:

On October 20, 1981, your Council will be considering the adoption of an ordinance establishing a 120 day moratorium on approval of "human service facilities" within the central city.

As Chairman of Sacramento County's Advisory Board on Alcohol Problems, I suggest that the need for any such action has not yet been substantiated; particularly in view of the fact that there already exists a use permit approval process for the approval of such facilities and the addressing of specifically defined problems.

In addition, your staff has yet to complete its work in defining what is a "human service facility" and what is it that constitutes a problem with these facilities, what makes "human service facilities" so different from any of the other small businesses and professional offices that are housed within the 700 square block central city area? For instance, I understand, your staff has already reduced its list of the facilities in question from 92 to 50 and the re-survey has not been completed. Are 50 such agencies in a 700 block area covering a variety of unrelated services excessive?

Unfortunately, the action proposed by your Planning Commission, cannot help but imply that the services rendered and the clientele receiving them are "socially undesirable" and should be located in some other always undefined area. On the contrary, such services exist because there is a need and many choose to locate downtown because it is the central service hub of the city (transportation, shopping, government, business) and persons utilizing the service already live in the central city.

Disapproval of the proposed moratorium is not only logical but is in the best interests of the City of Sacramento.

Thank you for your anticipated consideration of this letter.

Very truly yours,

Michael P. Desrys, Chairman

Sacramento County

Advisory Board on Alcohol Problems

cc: Member, City Council Members, Board of Supervisors County Executive City Manager Director of Health City Planning Director

# SACRAMENTO COUNTY ADVISORY BOARD ON ALCOHOL PROBLEMS

October 7, 1981

City Council 915 I Street Sacramento, CA 95814

Re: Proposed Human Service

Facility Moratorium :

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Very truly yours,

Michael P. Desrys, Chairman

Sacramento County

Advisory Board on Alcohol Problems

cc: Member, City Council V Members, Board of Supervisors

County Executive City Manager

Director of Health

City Planning Director