Case File Number: PLN18-132 July 18, 2018

Location: 3136 International Blvd. (See map on reverse)

**Assessor Parcel Numbers:** (025-0718-007-00)

**Proposal:** Installation of a rooftop wireless telecommunications facility

involving ten (10) new antennas; two (2) GPs antennas; sixteen (16) radio units located within two (12'x18' and 9'x7') lease areas and behind (12'x 9' and 9'x7') screening walls located on the roof of an existing commercial building; associated equipment cabinets located

on the roof platform of a 40' tall commercial building.

Applicant: Ridge Communications for Verizon Wireless.

Contact Person Patrick Cruzen
Phone Number: (510) 677-1428
Owner: Foothill Blvd. LLC

Planning Permits Major Conditional Use Permit and Regular Design Review to install

Required: a Macro Telecommunications Facility.
General Plan: Neighborhood Center Mixed Use

Zoning: CN-2 Neighborhood Center-2

**Environmental** Exempt, Sections 15301: existing facilities and 15303: new construction or conversion of small structures; Section 15183:

projects consistent with a community plan, general plan or zoning.

**Historic Status:** Designated Historic Property; Survey Rating: B+2+

City Council District: 4

**Date Filed:** March 8, 2018 and May 16,2018

Finality of Decision: Appealable to City Council

For Further Contact case planner Heather Klein at (510) 238-3659 or

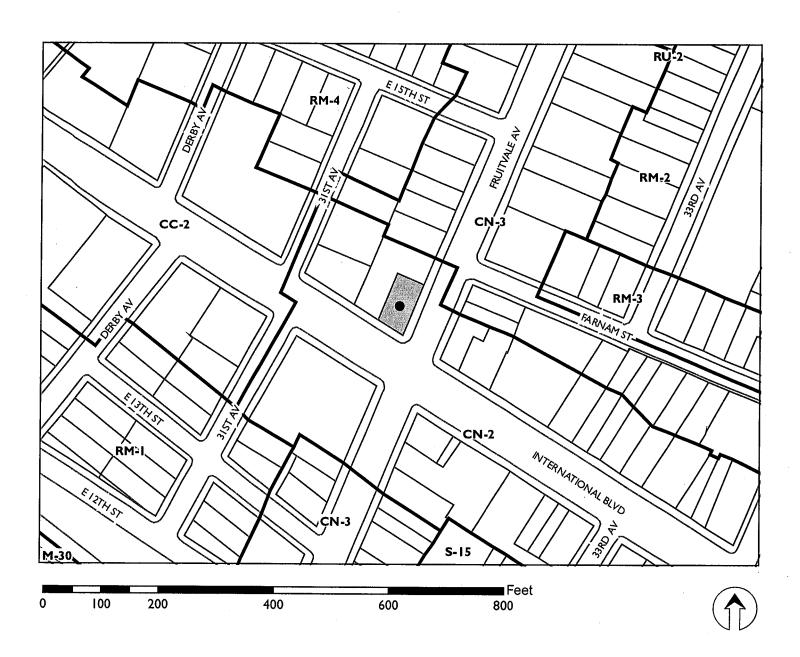
Information: hklein@oaklandnet.com

### **SUMMARY**

The project applicant (Ridge Communication Wireless) is proposing to install a wireless telecommunications facility involving ten antennas and two GPS antennas; sixteen radio units; and four associated equipment cabinets on the roof of an existing historic commercial building. The facility will be housed on three (12'x18' and 9'x7') platforms behind a curved, gray-colored screen structures (12'x 9' and 9'x7'). The two new structures will be approximately 10' in height above the roof line and 50'-7" above ground level.

The site is located in the CN-2 Zone. A Major Conditional Use Permit and Design Review are required to install a Macro Telecommunications Facility. The proposal is located within an area consisting of several one-story commercial buildings (restaurants, general retail stores, medical offices, a Native American Health Center, and a fast food restaurant). The proposed antenna and equipment cabinets are designed to be concealed from public view and painted gray to be identified as utility structure on an existing historic building.

### CITY OF OAKLAND PLANNING COMMISSION



Case File:

PLN 18132

Applicant:

Ridge Communications for Verizon Wireless

Address:

3136 International Boulevard

Zone:

CN-2

This equipment will fill a significant gap in telecommunication coverage in the area around International Boulevard and Fruitvale Avenue. The project meets all the required findings for approval (see *Findings* section). Therefore, staff recommends approval of the project subject to the attached conditions of approval.

### TELECOMMUNICATIONS BACKGROUND

### Limitations on Local Government Zoning Authority under the Telecommunications Act of 1996

Section 704 of the Telecommunications Act of 1996 (TCA) provides federal standards for the siting of "Personal Wireless Services Facilities." "Personal Wireless Services" include all commercial mobile services (including personal communications services (PCS), cellular radio mobile services, and paging); unlicensed wireless services; and common carrier wireless exchange access services. Under Section 704, local zoning authority over personal wireless services is preserved such that the FCC is prevented from preempting local land use decisions; however, local government zoning decisions are still restricted by several provisions of federal law. Specifically:

- Under Section 253 of the TCA, no state or local regulation or other legal requirement can prohibit or have the effect of prohibiting the ability of any entity to provide any interstate or intrastate telecommunications service.
- Further, Section 704 of the TCA imposes limitations on what local and state governments can
  do. Section 704 prohibits any state and local government action which unreasonably
  discriminates among personal wireless providers. Local governments must ensure that its
  wireless ordinance does not contain requirements in the form of regulatory terms or fees which
  may have the "effect" of prohibiting the placement, construction, or modification of personal
  wireless services.
- Section 704 also preempts any local zoning regulation purporting to regulate the placement, construction and modification of personal wireless service facilities on the basis, either directly or indirectly, on the environmental effects of radio frequency emissions (RF) of such facilities, which otherwise comply with Federal Communications Commission (FCC) standards in this regard. (See 47 U.S.C. Section 332(c)(7)(B)(iv) (1996)). This means that local authorities may not regulate the siting or construction of personal wireless facilities based on RF standards that are more stringent than those promulgated by the FCC.
- Section 704 mandates that local governments act upon personal wireless service facility siting applications to place, construct, or modify a facility within a reasonable time (See 47 U.S.C.332(c)(7)(B)(ii) and FCC Shot Clock ruling setting forth "reasonable time" standards for applications deemed complete).
- Section 704 also mandates that the FCC provide technical support to local governments to encourage them to make property, rights-of-way, and easements under their jurisdiction available for the placement of new spectrum-based telecommunications services. This proceeding is currently at the comment stage.

For more information on the FCC's jurisdiction in this area, consult the following: Competition & Infrastructure Policy Division (CIPD) of the Wireless Telecommunications Bureau, main division number: (202) 418-1310. https://www.fcc.gov/general/competition-infrastructure-policy-division-wireless-telecommunications-bureau

### PROPERTY DESCRIPTION

The subject property is a 4,633 sq. ft. parcel containing a 40' tall, historic commercial building. The building is a Designated Historic Property located within an Area of Secondary Importance (Fruitvale Commercial). The Oakland Cultural Heritage Survey rated the building a B+2+. Furthermore, this building was determined eligible for the National Register of Historic Places.

### PROJECT DESCRIPTION

The applicant is proposing (Attachment C and D):

- Install a wireless telecommunications facility involving ten (10) antennas and two GPs antennas;
- Install sixteen (16) radio units;
- Install four (4) associated equipment cabinets; and
- Locate the facility on the roof on two antenna platform areas (12'x 18' and 9'x7'). The front area consists of two set of equipment platforms that will support four (4) equipment cabinets and six (6) panel antennas behind a curved, screen wall approximately 12'x 9' affixed to the equipment platform. The rear antenna area will support four (4) panel antennas behind another curved screen wall approximately 9'x7'. The front antenna area will be setback approximately 20' from the edge of the roofline of the building while the rear antenna areas will be setback approximately 8'. The curved screening walls will be 10' tall, fiberglass, painted and textured to match the building.

### **SURROUNDING USES**

The subject property is located at the northwest corner of International Boulevard and Fruitvale Avenue. The proposal is in an area consisting of several one-story commercial buildings (restaurants, general retail stores, medical offices, a Native American Health Center, and a fast food restaurant).

### **SIMILAR CASES**

Records show that the Planning Commission has approved approximately 100 Macro Telecommunications Facilities requiring Design Review throughout the City since 2016. However, most of the projects are located on City light or utility poles.

### **GENERAL PLAN ANALYSIS**

The subject property is located within the Neighborhood Center Mixed Use land use classification per the Oakland General Plan's Land Use and Transportation Element (LUTE). The Neighborhood Center Mixed Use classification is intended to create, maintain and enhance mixed-use neighborhood commercial centers. These areas are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural, or entertainment uses. The proposed unmanned wireless telecommunication facility will not adversely affect or detract from the desired character and intent of the neighborhood. The proposed antennas will be behind two 10' tall, curved screen walls located on the roof. Visual impacts to the historic building will be mitigated since the antennas will be screened and painted gray to be identified as utility structure. As such, the proposed project will have minimal effect on the historic character of the existing structure.

The proposed unmanned wireless telecommunication facility will not adversely affect and detract from the characteristics of the commercial neighborhood. As a result, the proposal is an appropriate location and would not significantly increase negative visual impacts to adjacent neighboring commercial or residential properties.

### **ZONING ANALYSIS**

The subject property is in CN-2 Zone. The intent of the CN-2 Zone is to enhance the character of established neighborhood commercial centers that have a compact, vibrant pedestrian environment.

Section 17.35.40 of the City of Oakland Planning Code requires a Conditional Use Permit to install a Macro Telecommunication facility. Furthermore, pursuant to Section 17.134.020 (A) (3)(i), a Major Conditional Use Permit is required for any telecommunication facility.

Sections 17.128.070, 17.136.040(A)(10) and 17.136.050B of the City of Oakland Planning Code requires a Major Design Review permit for Macro Telecommunication facilities. Special findings are also required for Design Review approval to ensure that the facility is concealed to the greatest extent possible as well as special findings related to historic building. The project design is discussed later in the *Key Issues* section of this report, and the required *Findings* for the Major Conditional Use Permit and Design Review are included in staff's evaluation later in this report.

### ENVIRONMENTAL DETERMINATION

The California Environmental Quality Act (CEQA) Guidelines lists the projects that qualify as categorical exemptions from environmental review. The proposed project is categorically exempt from the environmental review requirements pursuant to Section 15303: new construction or conversion of small structures. In addition, the project is also exempt per Section 15183: projects consistent with a community plan, general plan or zoning. The project does not meet the exceptions for use of the exemption and specifically the finding related to an adverse effect on historic structures as noted in the findings below.

### KEY ISSUES AND IMPACTS

### **Project Site**

Section 17.128.110 of the City of Oakland Telecommunication Regulations requires that new wireless facilities shall generally be located on designated properties or facilities in the following ranked order of preference:

- A. Co-located on an existing structure or facility with existing wireless antennas.
- B. City owned properties or other public or quasi-public facilities.
- C. Existing commercial or industrial structures in non-residential zones (excluding all HBX Zones and the D-CE3 and D-C-4 Zones).
- D. Existing commercial or industrial structures in residential zones, HBX Zones, or the D-CE-3 or D-CE-4 Zones.
- E. Other non-residential uses in residential zones, HBX Zones, or the D-CE-3 or D-CE-4 Zones.
- F. Residential uses in non-residential zones (excluding all HBX Zones and the D-CE-3 and D-CE-4 Zones).
- G. Residential uses in residential zones, HBX Zones, or the D-CE-3 or D-CE-4 Zones.

Facilities sited on an A, B or C ranked preferences do not require a site alternatives analysis. Since the proposed project involves installation of concealed telecommunication facility within a commercial zone, the proposed project meets preference C, and a site alternatives analysis is not required.

### **Project Design**

Section 17.128.120 of the City of Oakland Telecommunications Regulations requires that new wireless facilities shall generally be designed in the following order of preference:

- A. Building or structure mounted antennas completely concealed from view.
- B. Building or structure mounted antennas set back from roof edge, not visible from the public right-of way.
- C. Building or structure mounted antennas below roof line (facade mount, pole mount) visible from public right-of-way, painted to match existing structure.
- D. Building or structure mounted antennas above roof line visible from public right ofway.
- E. Monopoles.
- F. Towers.

Facilities designed to meet an A and B ranked preference do not require a site design alternatives analysis. Since the proposed project meets preference A, a site design alternatives analysis is not required. However, applicant provided site alternative analysis (see attachment E). As discussed above and in the findings, the project has been designed so that new antennas, radio units, and equipment cabinets will be screened behind two, rooftop, curved, screen wall structures. The structures will extend above the roof approximately 10'. The screening walls are designed as a curve to reduce visual impacts as seen from the street level. Furthermore, staff has included a condition of approval requiring the applicant to submit further details of the screening materials, colors and textures to ensure that the facilities don't detract from the historic building.

### **Project Radio Frequency Emissions Standards**

Section 17.128.130 of the City of Oakland Telecommunication Regulations require that the applicant submit the following verifications including requests for modifications to existing facilities:

- a. The Telecommunications regulations require that the applicant submit written documentation demonstrating that the emission from the proposed project are within the limits set by the Federal Communications Commission.
- b. Prior to final building permit sign off, a Radio Frequency (RF) emissions report indicating that the site is operating within the acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards.

In the RF emissions report (Attachment F) prepared by Hammett & Edison, the proposed project was evaluated for compliance with appropriate guidelines limiting human exposure to radio frequency electromagnetic fields. The report states that the proposed project will operate and comply with the prevailing standards for limiting public exposure to radio frequency energy, and therefore, will not cause a significant impact on the environment. Additionally, staff recommends that, prior to the final building permit sign off, the applicant submits a certified RF emissions report stating that the facility is operating within acceptable thresholds established by the regulatory federal agency.

### **CONCLUSION**

The new telecommunication facility will be concealed from public view and will not have significant visual impacts on the characteristics of the existing neighborhood commercial corridor. It will provide an essential telecommunication service to the community and the City of Oakland at large. It will also be available to emergency services such as Police, Fire and Health response teams. Staff believes that the findings for approval can be made to support the Conditional Use Permit, Design Review.

### **RECOMMENDATIONS:**

- 1. Affirm staff's Environmental Determination
- 2. Approve the Conditional Use Permit, Design Review, application subject to the attached Findings and Conditions of Approval

Prepared by:

Heather Klein Planner IV

Reviewed by:

Dobert Merkamp
Interim Zoning Manager

Approved for forwarding to the City Planning Commission

Ed Manasse Interim Deputy Director

Bureau of Planning

### **ATTACHMENTS:**

- A. Findings
- B. Conditions of Approval
- C. Project Plans
- D. Photo-simulations
- E. Site Alternative Analysis
- F. RF Emissions Report
- G. CPUC Compliance Letter
- H. Proof of public notification posting
- I. Public comments received by date of packet preparation

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### FINDINGS FOR APPROVAL

This proposal meets the required findings under Sections 17.134.050 (General Use Permit criteria); 17. 128.070C; (Conditional Use Permit Findings for Macro Facilities); 17.136.050 (B) (Non-Residential Design Review criteria); Secretary of the Interior's Standards for the treatment of historic properties; and 17.128.060(B) (Telecommunications Macro Facilities 17.128.060(C)), as set forth below. Required findings are shown in **bold** type; reasons proposal satisfies them are shown in normal type.

### **SECTION 17.134.050 – GENERAL USE PERMIT FINDINGS:**

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 purpose of the project is to enhance wireless telecommunications service in this area. The installation of the telecommunication equipment will not adversely affect the operating characteristics of the existing commercial area because the proposed antennas, radio units, and equipment cabinets will be behind the existing parapet wall and proposed screen walls structures located on the roof of an existing commercial building. The placement of the antennas and associated related equipment will be setback from the edge of building roof line (20' for the front antenna area and 7' for the rear antenna area to minimize visual impacts at the street level. The proposed rooftop screening walls will be approximately 10' tall, 50'-7" above ground and below the allowed 60' building height limit. These screening walls will also be similar to typical mechanical equipment located on building rooftops. The facility will be unmanned and will not create additional vehicular traffic in the area.

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 location, design and site planning of the proposed facility will provide enhanced telecommunication service for the area. The proposed telecommunication use will not alter existing commercial uses within the commercial corridor, will look similar to other rooftop mechanical equipment and is not expected to negatively affect the general quality and character of the neighborhood as it will be screened from view. The screening walls will also be similar to typical mechanical equipment located on building rooftops.

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 facility will enhance the successful operation of the surrounding area in its basic community function and will provide an essential telecommunication service to the community. Specifically, the proposal will improve telecommunication coverage for businesses within the International Blvd. commercial corridor area, and will be available to the Police, Fire Services, and the public safety organizations and the general public.

D. That the proposal conforms to all applicable design review criteria set forth in the DESIGN REVIEW PROCEDURE of Chapter 17.136 of the Oakland Planning Code.

The proposal conforms with all significant aspects of the Design Review criteria set forth in Chapter 17.136 of the Oakland Planning Code, as outlined below.

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

The subject property is located within the Neighborhood Center Mixed Use land use classification per the Oakland General Plan's Land Use and Transportation Element (LUTE). The Neighborhood Center classification is intended to create, maintain and enhance mixed use neighborhood commercial centers. These centers are typically characterized by smaller scale, pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural, or entertainment uses.

The proposed unmanned wireless telecommunication facility will not adversely affect and detract from the commercial characteristics of the area where it will be located. It will be similar in design to other rooftop mechanical equipment structures. Therefore, the facility will not likely affect the general quality and character of the neighborhood. As a result, the proposal is an appropriate location and would not significantly increase negative visual impacts to adjacent neighboring commercial properties.

## Section 17.128.070(C) CONDITIONAL USE PERMIT (CUP) FINDINGS FOR MACRO FACILITIES

1. The project must meet the special design review criteria listed in subsection B of this section (17.128.070B):

The proposed project meets the special design review criteria listed in section 17.128.070B (see below).

2. The proposed project must not disrupt the overall community character:

The proposed telecommunications facility will be located on the roof of existing commercial building, and is screened from public view. The proposed rooftop screening walls will be approximately 10' tall, 50'-7" above ground and below the allowed 60' building height limit. These screening walls will also be similar to typical mechanical equipment located on building rooftops. Therefore, the proposal will not disrupt the overall community character surrounding the subject site.

### 17.136.050(B) – NONRESIDENTIAL DESIGN REVIEW CRITERIA:

1. That the proposal will help achieve or maintain a group of facilities which are well related to one another and which, when taken together, will result in a well-composed design, with consideration given to site, landscape, bulk, height, arrangement, texture, materials, colors, and appurtenances; the relation of these factors to other facilities in the vicinity; and the relation of the proposal to the total setting as seen from key points in the surrounding area. Only elements of design which have some significant relationship to outside appearance shall be considered, except as otherwise provided in Section 17.136.060;

The proposed project is a rooftop installation composed of two antenna/equipment cabinet screen areas. The new facility will be behind two, curved screening structures located on the roof of the commercial building. The proposed enclosures are below the allowed 60' building height limit and will not obstruct possible views as seen from other structures. The proposed equipment will be camouflaged and blend in with the existing HVAC equipment located on the roof of commercial building. Photo simulations

submitted for the project show the view of the proposed antennas and screening, as seen from the street, with minimum visual impacts. Therefore, the proposal will not have significant impacts on the operating or historic characteristics of the existing commercial building and surrounding neighborhood. Furthermore, staff has included a condition of approval requiring the applicant to submit further details of the screening materials, colors and textures to ensure that the facilities match, and don't detract from, the existing building facades.

2. That the proposed design will be of a quality and character which harmonizes with, and serves to protect the value of, private and public investments in the area;

The proposed facility is of a quality and character typical of existing rooftop commercial mechanical equipment and will enhance the successful operation of the surrounding area. Per the findings below, the screen walls will not result in an adverse effect on the historic building.

3. That the proposed design conforms in all significant respects with the Oakland General Plan and with any applicable design review guidelines or criteria, district plan, or development control map which have been adopted by the Planning Commission or City Council.

See above for findings related to the project's consistency with the General Plan. See below for additional design review findings related to the macro facilities and historic structures.

# SECRETARY OF THE INTERIOR'S STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES

1. A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

The proposal is to install telecommunication facility on the roof of an existing historic building. The proposed antennas and related equipment cabinets will not alter the exterior of the building or affect the building's distinctive materials, features, spaces, and spatial relationships. Furthermore, staff has included a condition of approval requiring the applicant to submit further details of the screening materials, colors and textures to ensure that the facilities match, and don't detract from, the existing building facades.

2. The Historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.

The historic character of the building will be retained and preserved. The proposal only includes the addition of a rooftop telecommunication facility which will resemble a mechanical utility structure.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, shall not be undertaken.

There is no proposal for elements to be brought in and installed from other buildings. The proposed telecommunication facility will be placed on platform behind curved, screen walls. The proposed telecommunication facility will be differentiated from the existing building and will resemble mechanical rooftop utility equipment of its time, place, and use.

4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

The proposed telecommunication facility will not alter the existing historic character of the building.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

The proposed telecommunication facility will be placed on platform behind curved screen walls, and the historic character of the building will be retained and preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.

The building has not deteriorated, and the proposal will not replace deteriorated features. The proposal will add rooftop equipment to the existing structure. The historic character of the building will be retained and preserved.

7. Chemical or physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall be used.

No known use of chemical or physical treatments are proposed for use. The historic character of the building will be retained and preserved.

8. Archeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.

The proposed rooftop telecommunication facility will be placed on platform behind two curved, screen walls. The project does not propose removal of archeological resources or result in any change to the footprint of the building.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall differentiated from the old and shall be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

The proposed curved, screening walls will be compatible with the existing building materials, and the proposal will blend in with the historic architectural style of the building. Photo simulations submitted for the project show the view of the proposed antennas and screen as seen from the street with minimal visual impacts.

10. New additions and adjacent or related new construction shall be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The proposed curved, screening walls for the telecommunication antennas and equipment cabinets will be compatible with the existing building material, and blend in with the historic architectural style of the building.

### 17.128.070(B) DESIGN REVIEW CRITERIA FOR MACRO FACILITIES

1. Antennas should be painted and/or textured to match the existing structure:

The proposed screen wall structures will be compatible in color and texture with the existing building materials. The proposed equipment will be camouflaged and blend in with the existing HVAC equipment located on the roof of commercial building. The rooftop equipment/antenna areas will be setback 7-20' from the rooftop to reduce potential visual impacts at the street level.

2. Antennas mounted on architecturally significant structures or significant architectural details of the building should be covered by appropriate casings which are manufactured to match existing architectural features found on the building:

The proposed telecommunication facility consists of two new rooftop mounted antenna and radio unit platforms housed behind screen walls on top of an existing historic building. The proposed screen walls will be curved in design and painted a gray color to be identified as utility structure, not the architectural style of the building. The screen wall structures are designed to look like other typical rooftop equipment on commercial structures.

3. Where feasible, antennas can be placed directly above, below or incorporated with vertical design elements of a building to help in camouflaging:

The antennas are located on the proposed rooftop, behind curved screen walls, and are largely screened from view and look similar to other rooftop equipment.

4. Equipment shelters or cabinets shall be screened from the public view by using landscaping, or materials and colors consistent with surrounding backdrop:

The proposed equipment cabinets are located on the roof. The cabinets will be behind curved, screen walls and painted gray to be identified as utility structure not to the historic architectural style of the building.

5. Equipment shelters or cabinets shall be consistent with the general character of the area.

See above findings.

6. For antennas attached to the roof, maintain a 1:1 ratio for equipment setback; screen the antennas to match existing air conditioning units, stairs, or elevator towers; avoid placing roof mounted antennas in direct line with significant view corridors.

The placement of the antennas enclosures will maintain a 1:1 ratio setback from the edge of building roof line (7-20'). The proposed equipment enclosures are designed to generally match other typical mechanical equipment.

7. That all reasonable means of reducing public access to the antennas and equipment has been made, including, but not limited to, placement in or on buildings or structures, fencing, anticlimbing measures and anti-tampering devices.

The proposed panel antennas and radio units will be mounted on the roof of an existing commercial building and will not be accessible to the public due to its location approximately 50' above ground. The associated equipment cabinets will be fully concealed from public view with limited access.

### CONDITIONS OF APPROVAL

### 1. Approved Use

The project shall be constructed and operated in accordance with the authorized use as described in the approved application materials, PLN18-132 and the submitted plans dated July 5, 2018, as amended by the following conditions of approval and mitigation measures, if applicable ("Conditions of Approval" or "Conditions").

### 2. Effective Date, Expiration, Extensions and Extinguishment

This Approval shall become effective immediately, unless the Approval is appealable, in which case the Approval shall become effective in ten calendar days unless an appeal is filed. Unless a different termination date is prescribed, this Approval shall expire two years from the Approval date, or from the date of the final decision in the event of an appeal, unless within such period all necessary permits for construction or alteration have been issued, or the authorized activities have commenced in the case of a permit not involving construction or alteration. Upon written request and payment of appropriate fees submitted no later than the expiration date of this Approval, the Director of City Planning or designee may grant a one-year extension of this date, with additional extensions subject to approval by the approving body. Expiration of any necessary building permit or other construction-related permit for this project may invalidate this Approval if said Approval has also expired. If litigation is filed challenging this Approval, or its implementation, then the time period stated above for obtaining necessary permits for construction or alteration and/or commencement of authorized activities is automatically extended for the duration of the litigation.

### 3. Compliance with Other Requirements

The project applicant shall comply with all other applicable federal, state, regional, and local laws/codes, requirements, regulations, and guidelines, including but not limited to those imposed by the City's Bureau of Building, Fire Marshal, and Public Works Department. Compliance with other applicable requirements may require changes to the approved use and/or plans. These changes shall be processed in accordance with the procedures contained in Condition #4.

### 4. Minor and Major Changes

- Minor changes to the approved project, plans, Conditions, facilities, or use may be approved administratively by the Director of City Planning
- Major changes to the approved project, plans, Conditions, facilities, or use shall be reviewed by the Director of City Planning to determine whether such changes require submittal and approval of a revision to the Approval by the original approving body or a new independent permit/approval. Major revisions shall be reviewed in accordance with the procedures required for the original permit/approval. A new independent permit/approval shall be reviewed in accordance with the procedures required for the new permit/approval.

### 5. Compliance with Conditions of Approval

- The project applicant and property owner, including successors, (collectively referred to hereafter as the "project applicant" or "applicant") shall be responsible for compliance with all the Conditions of Approval and any recommendations contained in any submitted and approved technical report at his/her sole cost and expense, subject to review and approval by the City of Oakland.
- The City of Oakland reserves the right at any time during construction to require certification by a licensed professional at the project applicant's expense that the as-built project conforms to all applicable requirements, including but not limited to, approved maximum heights and minimum

setbacks. Failure to construct the project in accordance with the Approval may result in remedial reconstruction, permit revocation, permit modification, stop work, permit suspension, or other corrective action.

c. Violation of any term, Condition, or project description relating to the Approval is unlawful, prohibited, and a violation of the Oakland Municipal Code. The City of Oakland reserves the right to initiate civil and/or criminal enforcement and/or abatement proceedings, or after notice and public hearing, to revoke the Approval or alter these Conditions if it is found that there is violation of any of the Conditions or the provisions of the Planning Code or Municipal Code, or the project operates as or causes a public nuisance. This provision is not intended to, nor does it, limit in any manner whatsoever the ability of the City to take appropriate enforcement actions. The project applicant shall be responsible for paying fees in accordance with the City's Master Fee Schedule for inspections conducted by the City or a City-designated third-party to investigate alleged violations of the Approval or Conditions.

### 6. Signed Copy of the Approval/Conditions

A copy of the Approval letter and Conditions shall be signed by the project applicant, attached to each set of permit plans submitted to the appropriate City agency for the project, and made available for review at the project job site at all times.

### 7. Blight/Nuisances

The project site shall be kept in a blight/nuisance-free condition. Any existing blight or nuisance shall be abated within 60 days of approval, unless an earlier date is specified elsewhere.

### 8. Indemnification

a. To the maximum extent permitted by law, the project applicant shall defend (with counsel acceptable to the City), indemnify, and hold harmless the City of Oakland, the Oakland City Council, the Oakland Redevelopment Successor Agency, the Oakland City Planning Commission, and their respective agents, officers, employees, and volunteers (hereafter collectively called "City") from any liability, damages, claim, judgment, loss (direct or indirect), action, causes of action, or proceeding (including legal costs, attorneys' fees, expert witness or consultant fees, City Attorney or staff time, expenses or costs) (collectively called "Action") against the City to attack, set aside, void or annul this Approval or implementation of this Approval. The City may elect, in its sole discretion, to participate in the defense of said Action and the project applicant shall reimburse the City for its reasonable legal costs and attorneys' fees.

b. Within ten (10) calendar days of the filing of any Action as specified in subsection (a)

above, the project applicant shall execute a Joint Defense Letter of Agreement with the City, acceptable to the Office of the City Attorney, which memorializes the above obligations. These obligations and the Joint Defense Letter of Agreement shall survive termination, extinguishment, or invalidation of the Approval. Failure to timely execute the Letter of Agreement does not relieve the project applicant of any of the obligations contained in this Condition or other requirements or Conditions of Approval that may be imposed by the City.

### 9. Severability

The Approval would not have been granted but for the applicability and validity of each and every one of the specified Conditions, and if one or more of such Conditions is found to be invalid by a court of competent jurisdiction this Approval would not have been granted without requiring other valid Conditions consistent with achieving the same purpose and intent of such Approval.

### 10. Job Site Plans

### Ongoing throughout demolition, grading, and/or construction

At least one (1) copy of the stamped approved plans, along with the Approval Letter and Conditions of Approval, shall be available for review at the job site at all times.

## 11. Special Inspector/Inspections, Independent Technical Review, Project Coordination and Management

### Prior to issuance of a demolition, grading, and/or construction permit

The project applicant may be required to pay for on-call special inspector(s)/inspections as needed during the times of extensive or specialized plan check review, or construction. The project applicant may also be required to cover the full costs of independent technical and other types of peer review, monitoring and inspection, including without limitation, third party plan check fees, including inspections of violations of Conditions of Approval. The project applicant shall establish a deposit with the Building Services Division, as directed by the Building Official, Director of City Planning or designee.

### 12. Days/Hours of Construction Operation

### Ongoing throughout demolition, grading, and/or construction

The project applicant shall require construction contractors to limit standard construction activities as follows:

- a) Construction activities are limited to between 7:00 AM and 7:00 PM Monday through Friday, except that pile driving and/or other extreme noise generating activities greater than 90 dBA shall be limited to between 8:00 a.m. and 4:00 p.m. Monday through Friday.
- b) Any construction activity proposed to occur outside of the standard hours of 7:00 am to 7:00 pm Monday through Friday for special activities (such as concrete pouring which may require more continuous amounts of time) shall be evaluated on a case by case basis, with criteria including the proximity of residential uses and a consideration of resident's preferences for whether the activity is acceptable if the overall duration of construction is shortened and such construction activities shall only be allowed with the prior written authorization of the Building Services Division.
- c) Construction activity shall not occur on Saturdays, with the following possible exceptions:
  - i. Prior to the building being enclosed, requests for Saturday construction for special activities (such as concrete pouring which may require more continuous amounts of time), shall be evaluated on a case by case basis, with criteria including the proximity of residential uses and a consideration of resident's preferences for whether the activity is acceptable if the overall duration of construction is shortened. Such construction activities shall only be allowed on Saturdays with the prior written authorization of the Building Services Division.
  - ii. After the building is enclosed, requests for Saturday construction activities shall only be allowed on Saturdays with the prior written authorization of the Building Services Division, and only then within the interior of the building with the doors and windows closed.

iii. No construction activity shall take place on Sundays or Federal holidays.

- d) No extreme noise generating activities (greater than 90 dBA) shall be allowed on Saturdays, with no exceptions.
- e) Construction activities include but are not limited to: truck idling, moving equipment (including trucks, elevators, etc) or materials, deliveries, and construction meetings held on-site in a non-enclosed area.

Case File Number PLN18-132

Page 15

### 13. Radio Frequency Emissions

Prior to the final building permit sign off.

The applicant shall submit a certified RF emissions report stating the facility is operating within the acceptable standards established by the regulatory Federal Communications Commission.

### 14. Operational

### Ongoing.

Noise levels from the activity, property, or any mechanical equipment on site shall comply with the performance standards of Section 17.120 of the Oakland Planning Code and Section 8.18 of the Oakland Municipal Code. If 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 Planning and Zoning Division and Building Services.

### 15. Graffiti Control

Requirement: During construction and operation of the project, the project applicant shall incorporate best management practices reasonably related to the control of graffiti and/or the mitigation of the impacts of graffiti. Such best management practices may include, without limitation: The project applicant shall remove graffiti by appropriate means within seventy-two (72) hours. Appropriate means include the following:

- i. Removal through scrubbing, washing, sanding, and/or scraping (or similar method) without damaging the surface and without discharging wash water or cleaning detergents into the City storm drain system.
- ii. For galvanized poles, covering with new paint to match the color of the surrounding surface.
- iii. Replace pole numbers.

When Required: Ongoing

Initial Approval: N/A

Monitoring/Inspection: Bureau of Building

### 16. Screening Materials and revised plan

The project applicant shall submit to City Bureau of Planning staff a revised plan showing curved screen walls, a materials board, samples and colors (gray color) of the following: FRP screen material, cabinet platform posts, paint and proposed texturing for review and approval.

### **Applicant Statement**

I have read and accept responsibility for the Conditions of Approval. I agree to abide by and conform to the Conditions of Approval, as well as to all provisions of the Oakland Planning Code and Oakland Municipal Code pertaining to the project.

Name of P	roject Applicant
Signature of	of Project Applicant

Date

# 

# SF HAWTHORNE

3136 INTERNATIONAL BOULEVARD, OAKLAND, CA 94601 LOCATION NUMBER: 296429

### PROJECT DESCRIPTION

VERIZON WIRELESS REAL ESTATE:

VERIZON WIRELESS RF ENGINFER

RIDGE COMMUNICATIONS INC. - LEASING

RIDGE COMMUNICATIONS INC. - ZONING

DATE

DATE

DATE

SIGNATURE

SIGNATURE

SIGNATURE

A (P) VERIZON WIRELESS UNMANNED TELECOMMUNICATION FACILITY CONSISTING OF:

DATE

DATE

DATE

- · INSTALLING (10) (P) ANTENNAS
- . INSTALLING (2) (P) FRP SCREENS
- INSTALLING (16) (P) RRH UNITS
- INSTALLING (2) (P) GPS ANTENNAS
- INSTALLING (P) 12'-0"X18'-0" (216 SQ FT) EQUIPMENT LEASE AREA ON (E) ROOF
- . INSTALLING (P) EQUIPMENT PLATFORM W/ (P) EQUIPMENT CABINETS ON (E) ROOFTOP
- INSTALLING (P) 200AMP POWER METER/MAIN

VERIZON WIRELESS EQUIPMENT ENGINEER:

RIDGE COMMUNICATIONS INC. - CONSTRUCTION

VERIZON WIRELESS CONSTRUCTION:

SIGNATURE

SIGNATURE

SIGNATURE

SIGNATURE

PROPERTY OWNER:

. INSTALLING (P) WEATHERHEAD FOR FIBER

### PROJECT INFORMATION

SITE NAME:

COUNTY

APN:

SE HAWTHORNE

ALAMEDA

SITE #:

FIBER:

296429

PG&F

CITY OF OAKLAND

JURISDICTION:

025-0718-007 POWER-

SITE ADDRESS:

3136 INTERNATIONAL BLVD

CURRENT ZONING:

CONSTRUCTION TYPE: V-B

OCCUPANCY TYPE: U, (UNMANNED COMMUNICATIONS FACILITY)

PROPERTY OWNER:

FOOTHILL BLVD. LLC

3136 INTERNATIONAL BLVD OAKLAND, CA 94601

APPLICANT: VERIZON WIRELESS

WALNUT CREEK CA 94598

SITE ACQUISITION COMPANY:

RIDGE COMMUNICATIONS, INC. 12667 ALCOSTA BLVD. #175 SAN RAMON, CA 94583 ATTN: DAVID HADDOCK

LEASING CONTACT:

(916) 420-5802 DAVID.HADDOCK@RIDGECOMMUNICATE.COM

ZONING CONTACT: ATTN: DAVID HADDOCK

(916) 420-5802

DAVID.HADDOCK@RIDGECOMMUNICATE.COM

CONSTRUCTION CONTACT:

GENO.STEINMANN@RIDGECOMMUNICATE.COM

Attachment C

### VICINITY MAP

# SITE LOCATION

### **DRIVING DIRECTIONS**

2785 MITCHELL DRIVE, BLDG 9, WALNUT CREEK, CA 94598

1.	HEAD SOUTHWEST ON MITCHELL DR	0.3 1
2.	TURN LEFT ONTO N WIGET LN	0.3
3.	TURN RIGHT ONTO YGNACIO VALLEY RD	2.9
4.	YGNACIO VALLEY RD TURNS RIGHT AND BECOMES HILLSIDE AVE	0.2
5.	TURN RIGHT ONTO THE 24 W RAMP TO OAKLAND	1.2 1
6.	CONTINUE ONTO CA-24 W	8.1 N
7.	KEEP LEFT AT THE FORK TO STAY ON CA-24 W	5.3 1
8.	CONTINUE ONTO 1-980 W	1.8 N
9.	MERGE ONTO I-880 S	2.9 1
10.	TAKE EXIT 39A TOWARD FRUITVALE AVE/ALAMEDA	52 F
11.	MERGE ONTO ELMWOOD AVE	0.1 N
12.	CONTINUE STRAIGHT TO STAY ON ELMWOOD AVE	194
13.	KEEP LEFT TO STAY ON ELMWOOD AVE	276
14.	TURN LEFT ONTO FRUITVALE AVE	0.3 1
15.	TURN LEFT AFTER WENDY'S	72 F
END	AT: 3136 INTERNATIONAL BOULEVARD, OAKLAND, CA 94601	

ESTIMATED TIME: 0 HOUR 31 MINUTES ESTIMATED DISTANCE: 23.5 MILES

### CODE COMPLIANCE

ALL WORK & MATERIALS SHALL BE PERFORMED & INSTALLED IN ACCORDANCE WITH THE CURRENT EDITIONS OF THE FOLLOWING CODES AS ADOPTED BY THE LOCAL GOVERNING AUTHORITIES. NOTHING IN THESE PLANS IS TO BE CONSTRUED TO PERMIT WORK

2016 CALIFORNIA ADMINISTRATIVE CODE, PART 1, TITLE 24 C.C.R.

2016 CALIFORNIA BUILDING CODE (CBC), PART 2, VOLUME 1&2, TITLE 24 C.C.R. (2015 INTERNATIONAL BUILDING CODE AND 2016 CALIFORNIA AMENDMENTS)

2016 CALIFORNIA ELECTRICAL CODE (CEC), PART 3, TITLE 24 C.C.R.

(2014 NATIONAL ELECTRICAL CODE AND 2016 CALIFORNIA AMENDMENTS) 2016 CALIFORNIA MECHANICAL CODE (CMC) PART 4, TITLE 24 C.C.R.

(2015 UNIFORM MECHANICAL CODE AND 2016 CALIFORNIA AMENDMENTS)

2016 CALIFORNIA PLUMBING CODE (CPC), PART 5, TITLE 24 C.C.R.

(2015 UNIFORM PLUMBING CODE AND 2016 CALIFORNIA AMENDMENTS) 2016 CALIFORNIA ENERGY CODE (CEC), PART 6, TITLE 24 C.C.R.

2016 CALIFORNIA FIRE CODE, PART 9. TITLE 24 C.C.R.

(2015 INTERNATIONAL FIRE CODE AND 2016 CALIFORNIA AMENDMENTS) 2016 CALIFORNIA GREEN BUILDING STANDARDS CODE, PART 11, TITLE 24 C.C.R.

2016 CALIFORNIA REFERENCED STANDARDS, PART 12, TITLE 24 C.C.R. ANSI/EIA-TIA-222-G

ALONG WITH ANY OTHER APPLICABLE LOCAL & STATE LAWS AND REGULATIONS

### DISABLED ACCESS REQUIREMENTS

THIS FACILITY IS UNMANNED & NOT FOR HUMAN HABITATION. DISABLED ACCESS & REQUIREMENTS ARE NOT REQUIRED IN ACCORDANCE WITH CALIFORNIA STATE BUILDING CODE, TITLE 24 PART 2, SECTION 11B-203.5

### SHEET INDEX

SHEET	DESCRIPTION	REV
T-1	TITLE SHEET	_
C-1	TOPOGRAPHIC SURVEY	_
A-1	SITE PLAN	_
A-2	EQUIPMENT PLAN & ANTENNA PLANS	_
A-3	ELEVATIONS	_
A-4	ELEVATIONS	-
A - 5	DETAILS	

# **HAWTHORNE**

296429 3136 INTERNATIONAL BOULEVARD OAKLAND, CA 94601



Streamline Engineering

PRELIMINARY: NOT FOR CONSTRUCTION

KEVIN R. SORENSEN

ISSUE STATUS △ DATE DESCRIPTION REV. 07/05/18 ZD 100% DRAWN BY:

CHECKED BY: J. GRAY

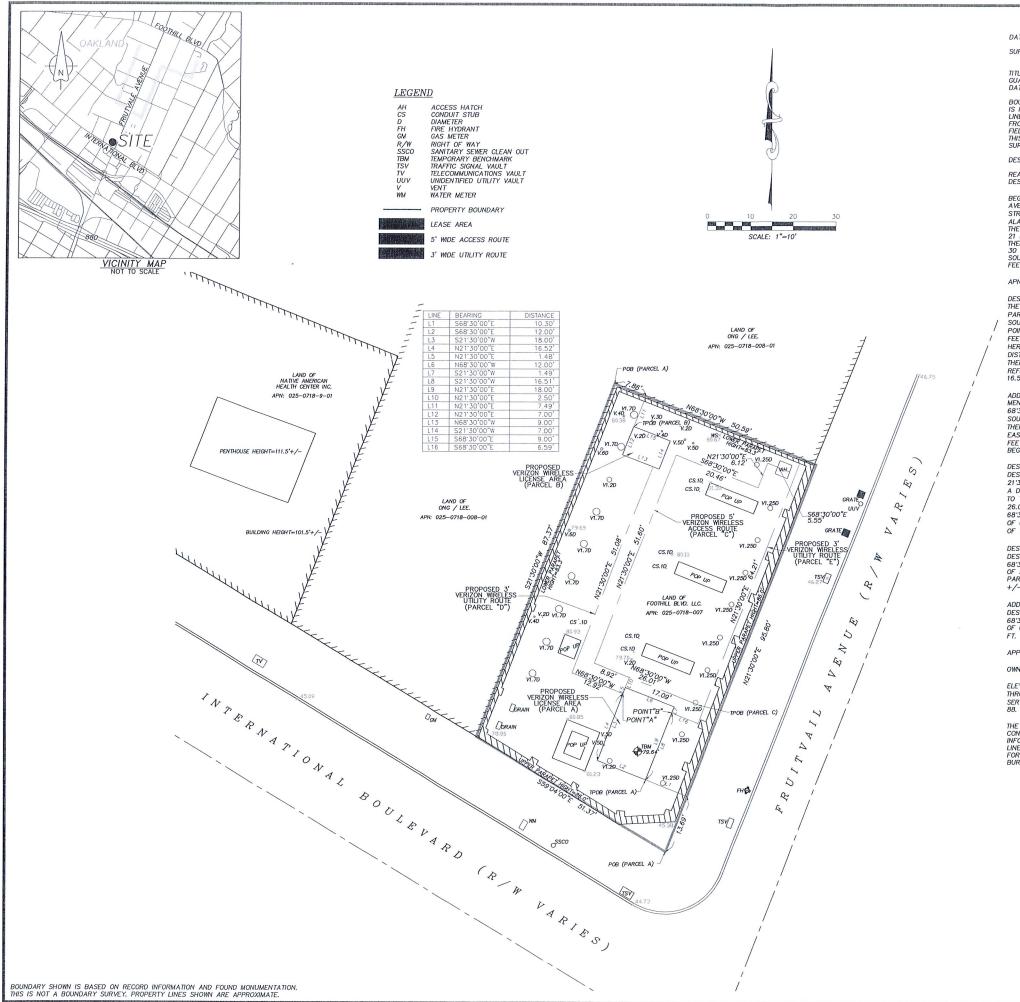
APPROVED BY:

SHEET TITLE:

TITLE

07/05/18

SHEET NUMBER:



### GENERAL NOTES

DATE OF SURVEY: FEBRUARY 16TH & 21ST, 2017.

SURVEYED BY OR UNDER THE DIRECTION OF: GLEN K. I

TITLE REPORT: FIRST AMERICAN TITLE INSURANCE COMPANY
GUARANTEE NUMBER: 5026900-5364141
DATE OF GUARANTEE: DECEMBER 16, 2016

BOUNDARY SHOWN IS BASED ON RECORD INFORMATION AND FOUND MONUMENTATION. THIS IS NOT A BOUNDARY SURVEY, THIS IS A SPECIALIZED TOPOGRAPHIC MAP WITH PROPERTY LINES AND EASEMENTS BEING A GRAPHIC DEPICTION BASED ON INFORMATION GATHERED FROM VARIOUS SOURCES OF RECORD AND AVAILABLE MONUMENTATION FOUND DURING THE FIELD SURVEY. NO EASEMENTS WERE RESEARCHED OR PLOTTED EXCEPT AS SHOWN ON THIS PLAN. PROPERTY LINES AND LINES OF TITLE WERE NOT INVESTIGATED NOR SURVEYED EXCEPT AS SHOWN ON THIS PLAN. NO PROPERTY MONUMENTS WERE SET.

DESCRIPTION OF PARCEL:

REAL PROPERTY IN THE CITY OF OAKLAND, COUNTY OF ALAMEDA, STATE OF CALIFORNIA, DESCRIBED AS FOLLOWS:

BEGINNING AT THE POINT OF INTERSECTION OF THE NORTHWESTERN LINE OF FRUITVALE AVENUE WITH THE NORTHEASTERN LINE OF EAST 14TH STREET AS SAID AVENUE AND STREET ARE SHOWN ON THE MAP OF 'WEATHERBEE BUSINESS SUB-DIVISION, OAKLAND, ALAMEDA COUNTY, CALIFORNIA", FILED APRIL 16, 1924 IN BOOK 4 OF MAPS, PAGE 39, IN THE OFFICE OF THE COUNTY RECORDER OF ALAMEDA COUNTY; RUINNING THENCE NORTH 21 DEGREES 30 MINUTES EAST ALONG SAID LINE OF FRUITVALE AVENUE 95.80 FEET; THENCE NORTH 68 DEGREES 30 MINUTES WEST 50.59 FEET; THENCE SOUTH 21 DEGREES 30 MINUTES WEST 87.37 FEET TO SAID NORTHEAST LINE OF EAST 14TH STREET; THENCE SOUTH 59 DEGREES OF ALMINUTES WEST ST. SAST ALONG THE LAST NAMED BOUNDARY LINE 51.37 FEET MORE OR LESS TO THE POINT OF BEGINNING.

APN: 025-0718-007

DESCRIPTION OF PROJECT AREA (PARCEL A): BEGINNING AT THE SOUTHEAST CORNER OF THE ABOVE MENTIONED PARCEL; THENCE ALONG THE SOUTHEASTERLY LINE OF SAID PARCEL NORTH 2130'00" EAST, A DISTANCE OF 13.69 FEET; THENCE LEAVING SAID SOUTHEASTERLY LINE NORTH 68'30'00" MEST, A DISTANCE OF 10.30 FEET TO THE TRUE POINT OF BEGINNING; THENCE CONTINUING NORTH 68'30'0" WEST, A DISTANCE OF 12.00 FEET; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 16.52 FEET TO A POINT HEREAFTER REFEREED TO AS POINT "A"; THENCE CONTINUING NORTH 21'30'00" EAST, A DISTANCE OF 1.49 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 1.20 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 12.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 12.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 12.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 12.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 12.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 15.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 16.51 FEET TO THE POINT OF BEGINNING, AND CONTAINING AN AREA OF 216 SO. FT.

ADDING THERETO (PARCEL B): BEGINNING AT THE NORTHWEST CORNER OF THE ABOVE MENTIONED PARCEL; THENCE ALONG THE NORTHEASTERLY LINE OF SAID PARCEL SOUTH 68'30'00" EAST, A DISTANCE OF 7.86 FEET; THENCE LEAVING SAID NORTHEASTERLY LINE SOUTH 21'30'00" WEST, A DISTANCE OF 7.49 FEET TO THE TRUE POINT OF BEGINNING; THENCE SOUTH 21'30'00" WEST, A DISTANCE OF 7.00 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 7.00 FEET; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 7.00 FEET; THENCE NORTH 68'30'00" WEST, A DISTANCE OF 9.00 FEET TO THE POINT OF BEGINNING, AND CONTAINING AN AREA OF 63 SQ. FT.

DESCRIPTION OF 5' WIDE ACCESS ROUTE (PARCEL C), THE CENTERLINE OF WHICH IS DESCRIBED AS FOLLOWS: BEGINNING AT THE ABOVE MENTION POINT "A"; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 1.48 FEET; THENCE CONTINUING NORTH 21'30'00" EAST, A DISTANCE OF 2.50 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 17.09 FEET TO THE TRUE POINT OF BEGINNING; THENCE NORTH 68'30'00" WEST, A DISTANCE OF 26.01 FEET; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 51.60 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 55.50 FEET; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 5.55 FEET TO THE POINT OF TERMINATION, AND CONTAINING AN AREA OF 229.5 SQ. FT. +/-.

DESCRIPTION OF 3' MIDE UTILITY ROUTE (PARCEL D), THE CENTERLINE OF WHICH IS DESCRIBED AS FOLLOWS: BEGINNING AT THE ABOVE MENTION POINT "A"; THENCE NORTH 68'30'00" MEST, A DISTANCE OF 12.92 FEET; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 51.08 FEET TO A POINT ON THE SOUTHWESTERLY LINE OF THE ABOVE MENTIONED PARCEL B AND THE POINT OF TERMINATION, AND CONTAINING AN AREA OF 134 SQ. FT. +/~.

ADDING THERETO A 3' WIDE UTILITY ROUTE (PARCEL E), THE CENTERLINE OF WHICH IS DESCRIBED AS FOLLOWS: BEGINNING AT THE ABOVE MENTION POINT "B"; THENCE SOUTH 68'30'00" EAST, A DISTANCE OF 6.59 FEET; THENCE NORTH 21'30'00" EAST, A DISTANCE OF 64.21 FEET; TO THE POINT OF TERMINATION, AND CONTAINING AN AREA OF 147.6 SQ. FT. +/-.

APPLICANT: VERIZON WIRELESS

OWNER: FOOTHILL BLVD. LLC.

ELEVATIONS SHOWN ARE BASED ON STATIC GPS SURVEY. STATIC DATA PROCESSED THROUGH NGS OPUS SYSTEM (NATIONAL GEODETIC SURVEY ONLINE POSITIONING USER SERVICE) ELEVATION AT TEMPORARY BENCHMARK (BLACK X) TAKEN AS 79,64 FEET, NAVD

THE LOCATION OF EXISTING UTILITY FACILITIES HAS NOT BEEN RESEARCHED. THE CONTRACTOR SHALL CONTACT THE RESPECTIVE UTILITY COMPANIES TO OBTAIN INFORMATION REGARDING EXACT DEPTH OF BURILAL AND HORIZONTAL LOCATION OF UTILITY LINES PRIOR TO CONSTRUCTION. JES ENGINEERING, INC. ASSUMES NO RESPONSIBILITY FOR THE DEUNEATION OF SUCH UNDERGROUND UTILITIES, NOR FOR THE EXISTENCE OF BURIED OBJECTS WHICH ARE NOT SHOWN ON THIS PLAN.



JES ENGINEERING, inc 4047 First Street, Ste. 201 Livermore, CA 94551 www.jesengineering.com 925.449.1735



2785 MITCHELL DRIVE WALNUT CREEK, CA. 94598 OFFICE: 925-279-6000

"S.F. HAWTHORNE"
3136 INTERNATIONAL BOULEVARD
OAKLAND, CA 94601
ALAMEDA COUNTY

EQUIP. ENGINEER:
SIGNATURE
LEASING:
SIGNATURE
ZONING:
SIGNATURE
CONSTRUCTION:
SIGNATURE
RF ENGINEER:
SIGNATURE
OWNER:
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AGENT:
SIGNATURE RF ENGINEER:  SIGNATURE OWNER:  SIGNATURE AGENT:

DRAWN BY CHECKED BY
JG GKL

NO. DATE ISSUE

03/07/17 FOR REVIEW 06/12/17 ADD LEASE ACCESS & UTILITY ROUTES



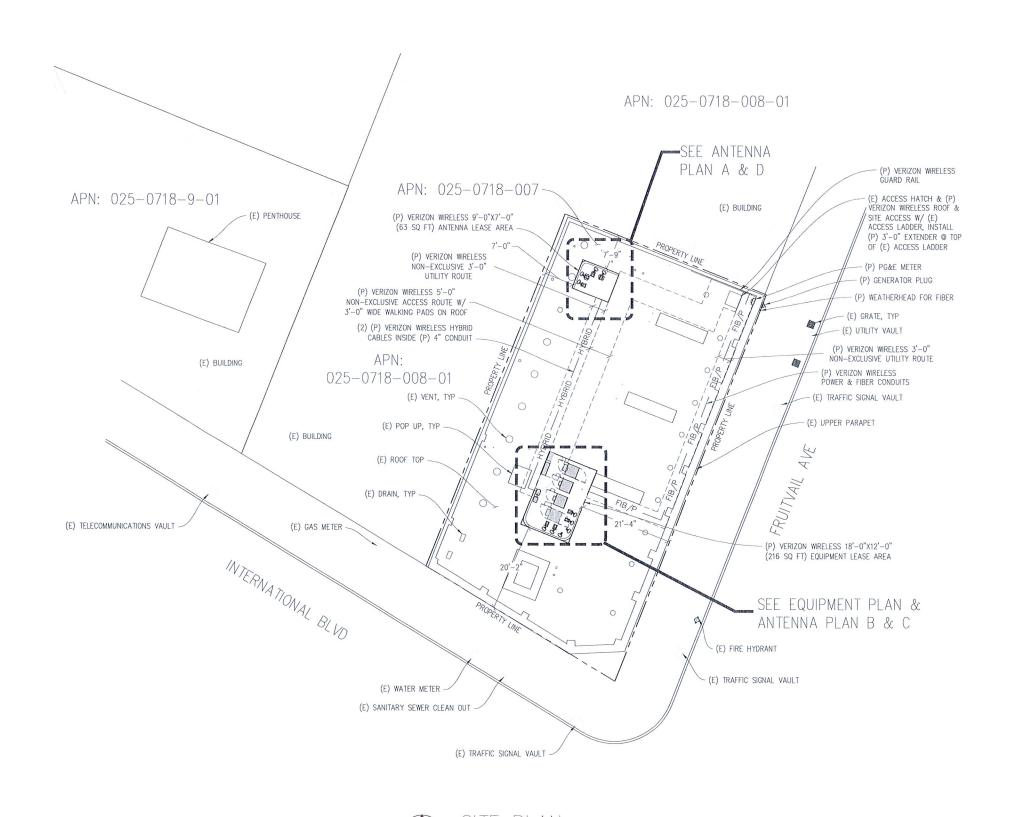
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SITE SURVEY

SHEET NUMBER

C-1

JES JOB # 16130



### SF HAWTHORNE

296429 3136 INTERNATIONAL BOULEVARD OAKLAND, CA 94601

STEAMLINE ENGINEERING

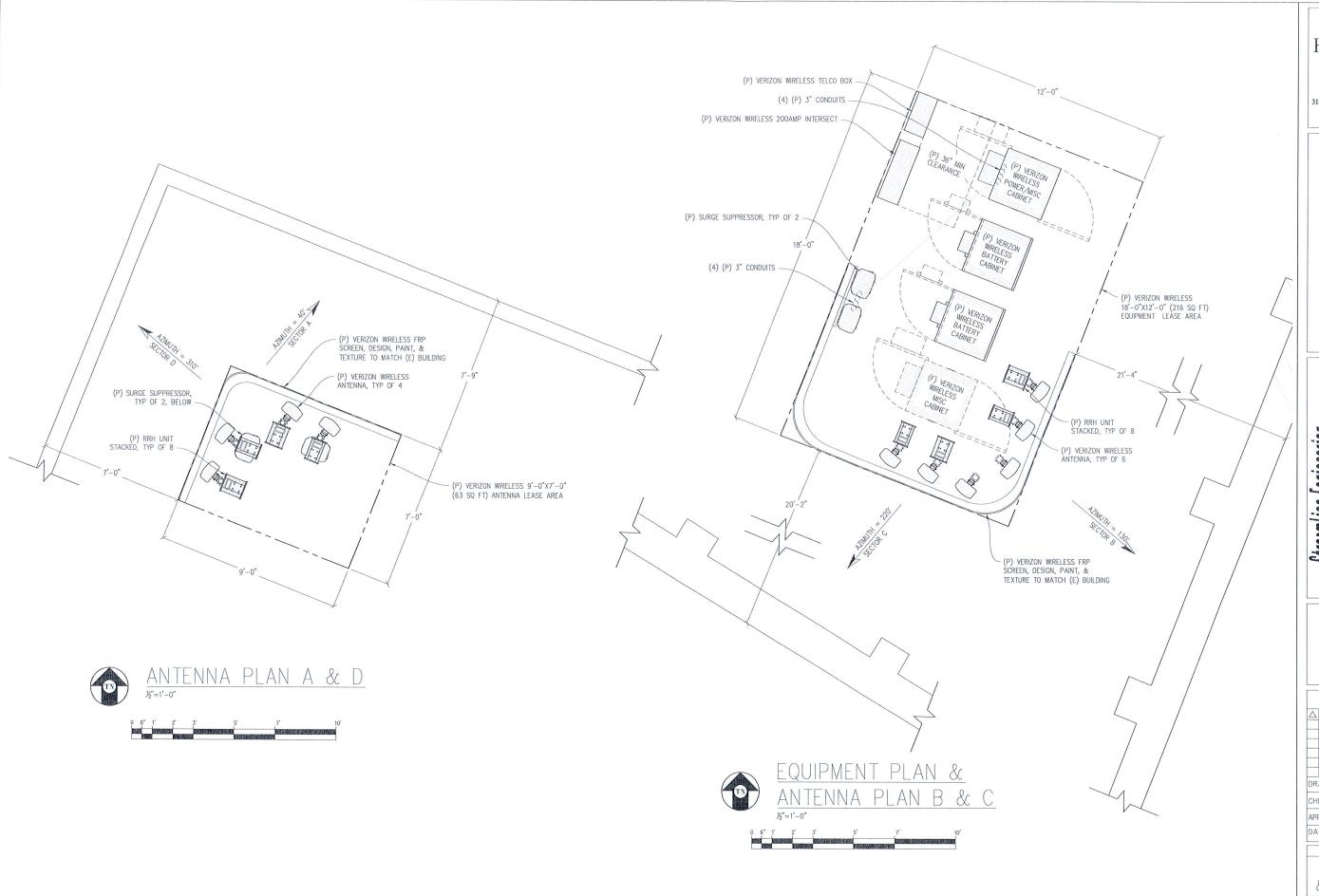
CINTILIESTINE INC. CA 95601

Contact. Lary Houghtby Phone: 916-275-4180

PRELIMINARY: NOT FOR CONSTRUCTION

KEVIN R. SORENSEN

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	07/05/18	ZD 100%
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### SF HAWTHORNE

296429 3136 INTERNATIONAL BOULEVARD OAKLAND, CA 94601

# Streamline Engineering and Designating Bay Cooker

PRELIMINARY: NOT FOR CONSTRUCTION KEVIN R. SORENSEN S4469

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CHECKED BY: J. GRAY

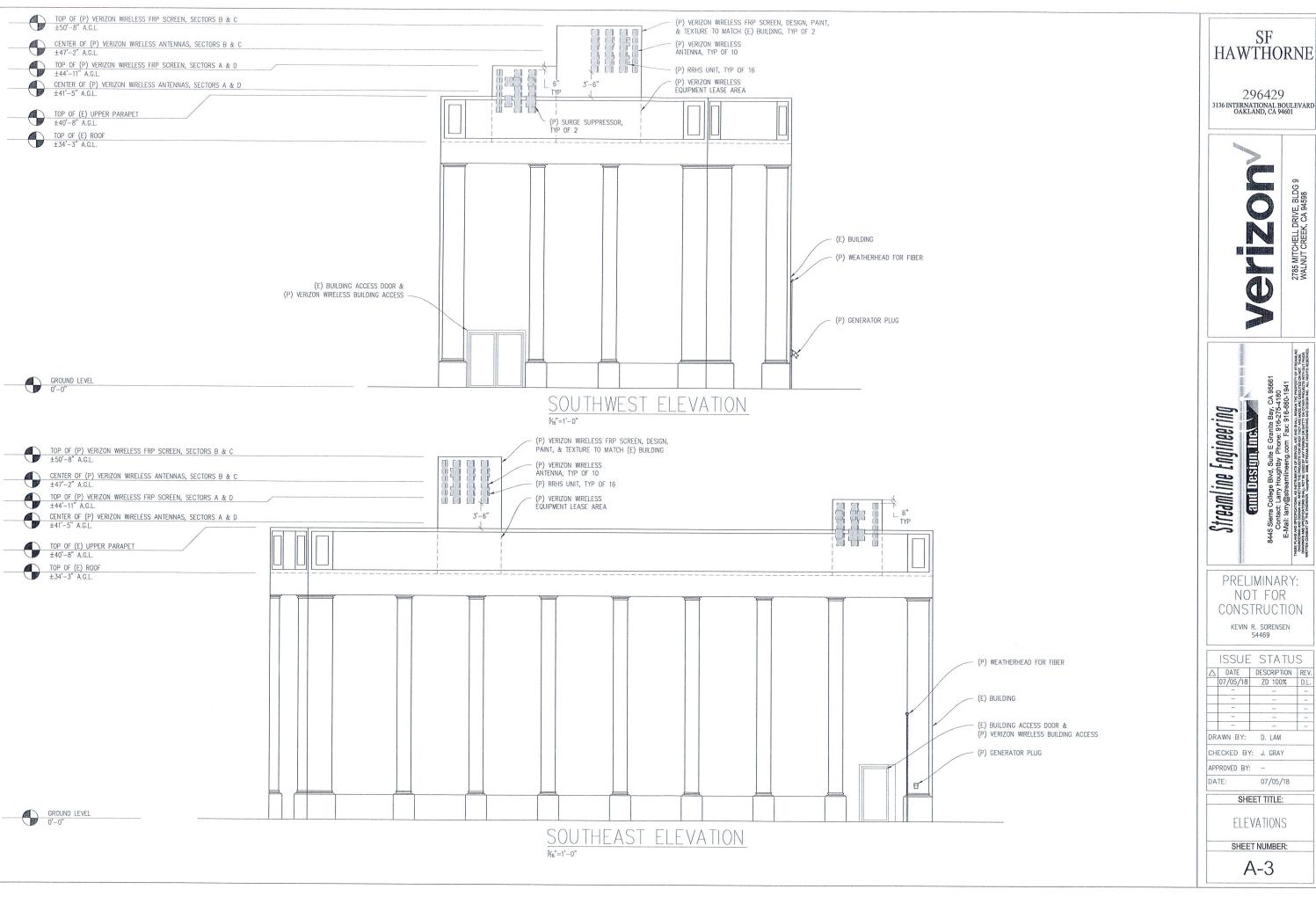
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DATE: 07/05/18

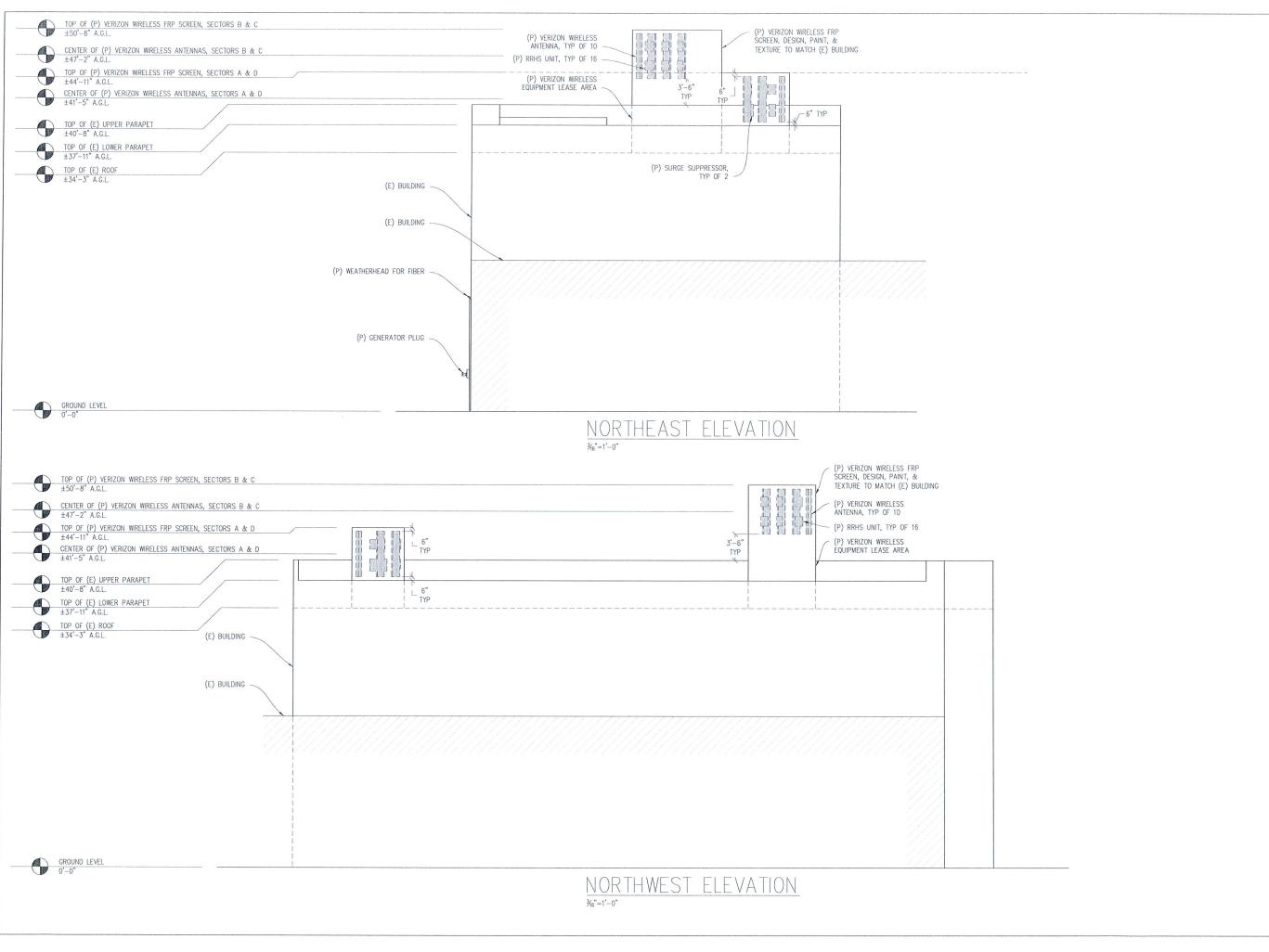
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EQUIPMENT PLAN & ANTENNA PLANS SHEET NUMBER:

A-2



HAWTHORNE



SF HAWTHORNE

296429 3136 INTERNATIONAL BOULEVARD OAKLAND, CA 94601



2785 MITCHELL DRIVE, BLDG 9 WALNUT CREEK, CA 94598

Streamline Engineering

antibesignemea

8445 Sierra College BIVd, Suite E Granite Bay, CA 95661

Contact: Larry Houghtby Phone: 916-275-4180

E-Mail: larry@streamlineerg.com Fax: 916-809-1941

PRELIMINARY: NOT FOR CONSTRUCTION KEVIN R. SORENSEN S4469

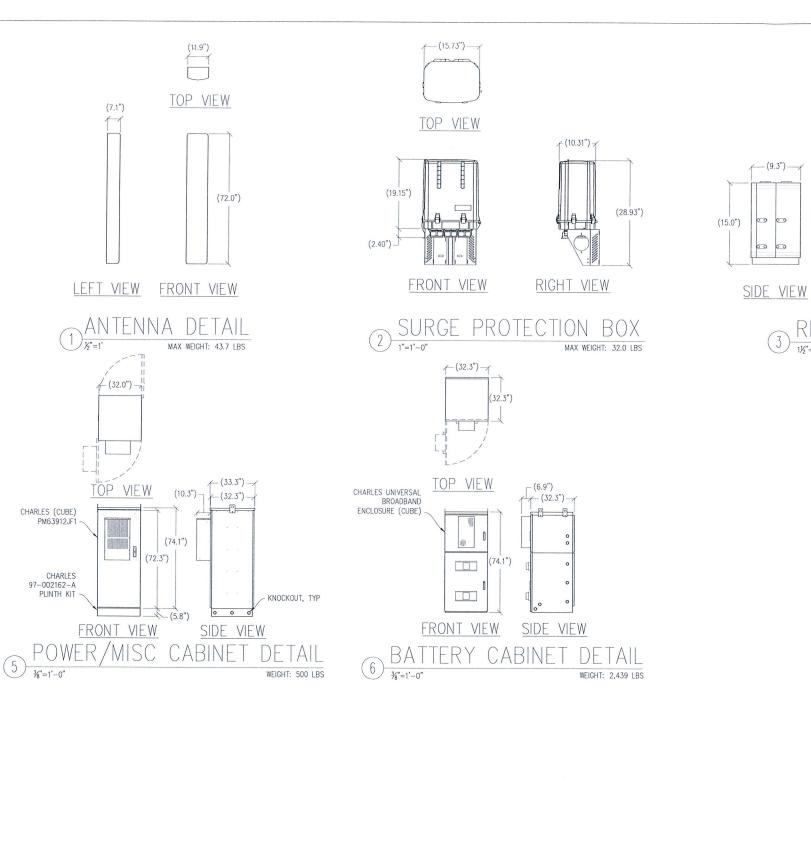
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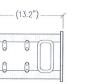
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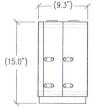
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A-4





TOP VIEW

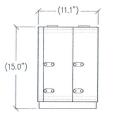


FRONT VIEW





TOP VIEW



SIDE VIEW



FRONT VIEW



HAWTĤORNE

296429 3136 INTERNATIONAL BOULEVARD OAKLAND, CA 94601





PRELIMINARY: NOT FOR CONSTRUCTION

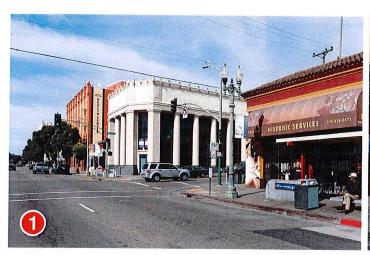
KEVIN R. SORENSEN S4469

ISSUE STATUS  DATE   DESCRIPTION   REV.								
	07/05/18 ZD 100% D.L.							
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СН	CHECKED BY: J. GRAY							
APF	APPROVED BY: -							
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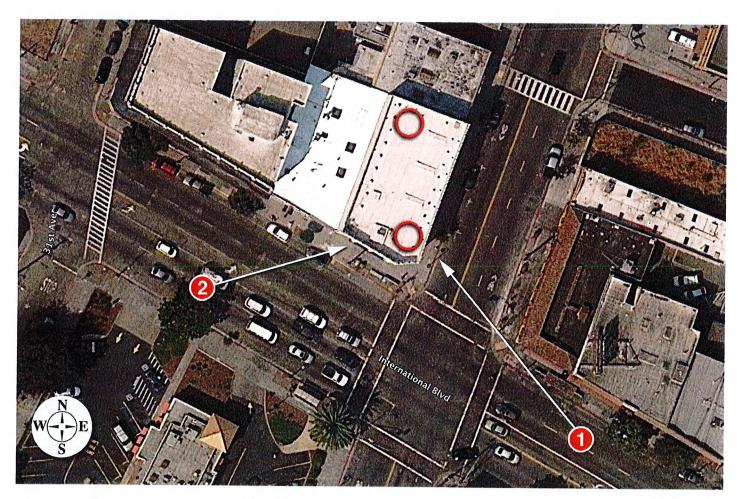
A-5







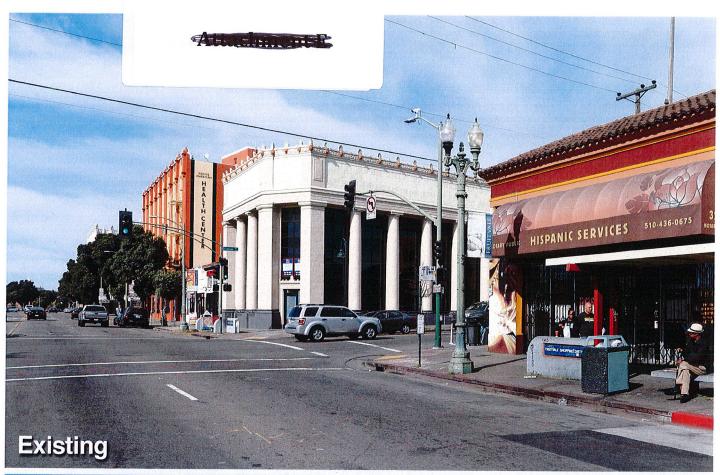


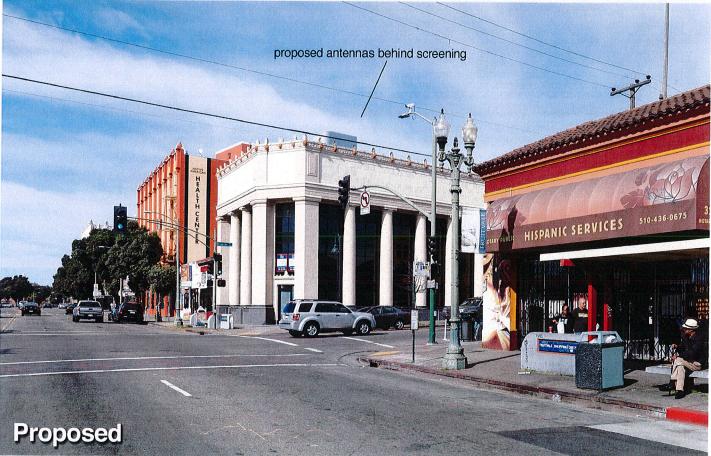


verizon /

SF Hawthorne Site # 296429

**Aerial Map** 





verizon /

SF Hawthorne Site # 296429

Looking Northwest from International Blvd.

### **Attachment E**



12667 Alcosta Blvd., Suite 175 | San Ramon, CA 94583 Office (925) 498-2340 | Fax (925) 498-2341

### **Verizon Wireless - Alternative Analysis**

Verizon Proposed Wireless Antenna Facility 3136 International Blvd., Oakland, CA 94601 APN: 025-0718-007

VzW Site Name / No: SF Hawthorne (296429)

The search area was designed along International Blvd at the Fruitvale Avenue intersection to improve call coverage and signal strength, both which are below acceptable levels in the area for Verizon; However, there are not a lot of tall structures in the area to provide the coverage improvement that Verizon is seeking. Ultimately, various candidates were identified and pursued before procuring the subject side at 3136 International Blvd.

The previous vendor pursued the **Church at 3256 International Blvd,** which initially was interested in the site. However, no suitable ground space (internal or external) could be identified for the equipment and the church could not sacrifice parking space for the equipment location. The building is quite old (roughly 100 yr. old) and further investigation of the site suggested that the rooftop was not suitable structurally for equipment and antennas.

The multi-story **medical building at 3012–3022 International Blvd.** (at the corner of Derby Ave) was approached as a viable candidate from a coverage perspective; however, this building is owned by an out-of-state corporate entity that was totally non-responsive toward Ridge's repeated requests and entreaties. Ridge was never able to access the facility to assess the viability of this candidate from a structural or space perspective.

The Native American Health Center, 3124 International Blvd., which is at the far west end of the same block as the subject candidate at 3136 International Blvd, was also pursued and for a time considered the primary candidate for the proposed site. Progress was made as Ridge reviewed the rooftop for antenna placement and the basement for a potential equipment location. However, the Landlord eventually decided against hosting an antenna cell site and withdrew from negotiations.

Ridge also pursued the **La Clinica Building**, **1430-1450 Fruitvale Ave**., which is a multi-story building a half-block behind 3136 International Blvd.; however, space issues for the equipment could not be solved, and the Landlord could not suffer the loss of any parking at the facility to accommodate Verizon's equipment. The complications with this site led to it being abandoned.

Ridge also pursued the building at **3201-3111 International Blvd.** that is across the street, kitty-corner from 3136 International Blvd. However, this building is an older wood structure, whose rooftop presented structural issues and potential retrofit to support Verizon's intended use. This building was not a strong candidate from a radio frequency coverage perspective and an extensive retrofit was not deemed feasible. Further, no equipment space could be identified that was



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acceptable to the parties and this site had to be abandoned as it was inadequate to meet Verizon's requirements.

The Building, 3136 international Blvd. (the <u>subject site</u>) had originally been omitted from consideration as the building had gutted by a fire. However, the Landlord had made substantial progress in rebuilding the structure during the time Ridge spent pursuing other candidates in the area. In fact, Ridge's initial review of the structure was when the building was still in the rebuilding phase, and Ridge had to wait to gain rooftop access to do a full assessment of the building. It proved to be a viable candidate given the construction standards observed by the ownership. In fact, the structural elements involved in the rebuild enabled Verizon to locate both their equipment and antennas on the rooftop, which separates the site from the general public and means it will not impede shopping in the area. Eventually the Landlord and Verizon were able to come to terms for the proposed facility.

### Statement of Hammett & Edison, Inc., Consulting Engineers

The firm of Hammett & Edison, Inc., Consulting Engineers, has been retained on behalf of Verizon Wireless, a personal wireless telecommunications carrier, to evaluate the base station (Site No. 296429 "SF Hawthorne") proposed to be located at 3136 International Boulevard in Oakland, California, for compliance with appropriate guidelines limiting human exposure to radio frequency ("RF") electromagnetic fields.

### **Executive Summary**

Verizon proposes to install directional panel antennas above the three-story commercial building located at 3136 International Boulevard in Oakland. The proposed operation will comply with the FCC guidelines limiting public exposure to RF energy; certain mitigation measures are recommended to comply with FCC occupational guidelines.

### **Prevailing Exposure Standards**

The U.S. Congress requires that the Federal Communications Commission ("FCC") evaluate its actions for possible significant impact on the environment. A summary of the FCC's exposure limits is shown in Figure 1. These limits apply for continuous exposures and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health. The most restrictive FCC limit for exposures of unlimited duration to radio frequency energy for several personal wireless services are as follows:

Wireless Service	Frequency Band	Occupational Limit	Public Limit
Microwave (Point-to-Point)	5-80 GHz	$5.00 \text{ mW/cm}^2$	1.00 mW/cm <sup>2</sup>
WiFi (and unlicensed uses)	2–6	5.00	1.00
BRS (Broadband Radio)	2,600 MHz	5.00	1.00
WCS (Wireless Communication)	2,300	5.00	1.00
AWS (Advanced Wireless)	2,100	5.00	1.00
PCS (Personal Communication)	1,950	5.00	1.00
Cellular	870	2.90	0.58
SMR (Specialized Mobile Radio)	855	2.85	0.57
700 MHz	700	2.40	0.48
[most restrictive frequency range]	30-300	1.00	0.20

### **General Facility Requirements**

Base stations typically consist of two distinct parts: the electronic transceivers (also called "radios" or "channels") that are connected to the traditional wired telephone lines, and the passive antennas that send the wireless signals created by the radios out to be received by individual subscriber units. The transceivers are often located at ground level and are connected to the antennas by coaxial cables. A



small antenna for reception of GPS signals is also required, mounted with a clear view of the sky. Because of the short wavelength of the frequencies assigned by the FCC for wireless services, the antennas require line-of-sight paths for their signals to propagate well and so are installed at some height above ground. The antennas are designed to concentrate their energy toward the horizon, with very little energy wasted toward the sky or the ground. This means that it is generally not possible for exposure conditions to approach the maximum permissible exposure limits without being physically very near the antennas.

### **Computer Modeling Method**

The FCC provides direction for determining compliance in its Office of Engineering and Technology Bulletin No. 65, "Evaluating Compliance with FCC-Specified Guidelines for Human Exposure to Radio Frequency Radiation," dated August 1997. Figure 2 describes the calculation methodologies, reflecting the facts that a directional antenna's radiation pattern is not fully formed at locations very close by (the "near-field" effect) and that at greater distances the power level from an energy source decreases with the square of the distance from it (the "inverse square law"). The conservative nature of this method for evaluating exposure conditions has been verified by numerous field tests.

### Site and Facility Description

Based upon information provided by Verizon, including zoning drawings by BayStone Architecture and Engineering, Inc., dated November 13, 2017, it is proposed to install ten CommScope Model SBNHH-1D45B directional panel antennas behind new view screens to be installed above the roof of the three-story commercial building located at 3136 International Boulevard in Oakland. The antennas would employ no downtilt, would be mounted at effective heights of about 41 and 47 feet above ground, 5½ and 11½ feet above the roof, and would be oriented in pairs toward 40°T and 310°T and in groups of three toward 130°T and 220°T. The maximum effective radiated power in any direction would be 36,280 watts, representing simultaneous operation at 18,440 watts for AWS, 8,460 watts for PCS, 5,020 watts for cellular, and 4,360 watts for 700 MHz service. There are reported no other wireless telecommunications base stations at the site or nearby.

### Study Results

For a person anywhere at ground, the maximum RF exposure level due to the proposed Verizon operation is calculated to be 0.059 mW/cm<sup>2</sup>, which is 6.7% of the applicable public exposure limit. The maximum calculated level at any nearby building is 12% of the public exposure limit; this occurs at the adjacent buildings to the north and the west. The maximum calculated level at the second-floor elevation of any nearby residence\* is 4.8% of the public exposure limit. It should be noted that these

<sup>\*</sup> Located at least 220 feet away, based on photographs from Google Maps.



results include several "worst-case" assumptions and therefore are expected to overstate actual power density levels from the proposed operation.

### **Recommended Mitigation Measures**

It is recommended that the roof access hatch be kept locked, so that the Verizon antennas are not accessible to unauthorized persons. To prevent occupational exposures in excess of the FCC guidelines, it is recommended that appropriate RF safety training, to include review of personal monitor use and lockout/tagout procedures, be provided to all authorized personnel who have access to the structure, including employees and contractors of Verizon and of the property owner. No access within 46 feet directly in front of the Verizon antennas themselves, such as might occur during certain maintenance activities, should be allowed while the base station is in operation, unless other measures can be demonstrated to ensure that occupational protection requirements are met. It is recommended that boundary lines be marked on the roof with blue and yellow paint to identify areas within which exposure levels are calculated to exceed the public and occupational FCC limits, respectively, as shown in Figure 3. It is recommended that explanatory signs<sup>†</sup> be posted at the roof access hatch and on the screens in front of the antennas, readily visible from any angle of approach to persons who might need to work within that distance.

### Conclusion

Based on the information and analysis above, it is the undersigned's professional opinion that operation of the base station proposed by Verizon Wireless at 3136 International Boulevard in Oakland, California, can comply with the prevailing standards for limiting human exposure to radio frequency energy and, therefore, need not for this reason cause a significant impact on the environment. The highest calculated level in publicly accessible areas is much less than the prevailing standards allow for exposures of unlimited duration. This finding is consistent with measurements of actual exposure conditions taken at other operating base stations. Locking the roof access hatch is recommended to establish compliance with public exposure limits; training authorized personnel, marking roof areas, and posting explanatory signs are recommended to establish compliance with occupational exposure limits.

Signs should comply with OET-65 color, symbol, and content recommendations. Contact information should be provided (e.g., a telephone number) to arrange for access to restricted areas. The selection of language(s) is not an engineering matter, and guidance from the landlord, local zoning or health authority, or appropriate professionals may be required.



### **Authorship**

The undersigned author of this statement is a qualified Professional Engineer, holding California Registration Nos. E-13026 and M-20676, which expire on June 30, 2019. This work has been carried out under his direction, and all statements are true and correct of his own knowledge except, where noted, when data has been supplied by others, which data he believes to be correct.

E-13026

E-13026 M-20676

Ехр. 6-30-2019

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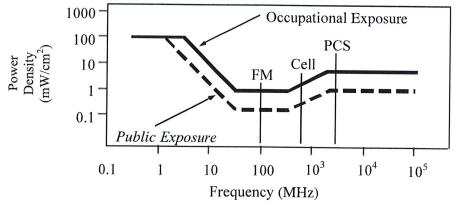
February 22, 2018

### **FCC Radio Frequency Protection Guide**

The U.S. Congress required (1996 Telecom Act) the Federal Communications Commission ("FCC") to adopt a nationwide human exposure standard to ensure that its licensees do not, cumulatively, have a significant impact on the environment. The FCC adopted the limits from Report No. 86, "Biological Effects and Exposure Criteria for Radiofrequency Electromagnetic Fields," published in 1986 by the Congressionally chartered National Council on Radiation Protection and Measurements ("NCRP"). Separate limits apply for occupational and public exposure conditions, with the latter limits generally five times more restrictive. The more recent standard, developed by the Institute of Electrical and Electronics Engineers and approved as American National Standard ANSI/IEEE C95.1-2006, "Safety Levels with Respect to Human Exposure to Radio Frequency Electromagnetic Fields, 3 kHz to 300 GHz," includes similar limits. These limits apply for continuous exposures from all sources and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health.

As shown in the table and chart below, separate limits apply for occupational and public exposure conditions, with the latter limits (in *italics* and/or dashed) up to five times more restrictive:

_Frequency_	Electro	magnetic F	ields (f is fr	equency of	emission in	MHz)
Applicable Range (MHz)	Field S	etric trength /m)	Field S	netic trength m)	Power	t Far-Field Density /cm <sup>2</sup> )
0.3 - 1.34	614	614	1.63	1.63	100	100
1.34 - 3.0	614	823.8/f	1.63	2.19/f	100	$180/f^2$
3.0 - 30	1842/ f	823.8/f	4.89/ f	2.19/f	$900/ f^2$	$180/f^2$
30 - 300	61.4	27.5	0.163	0.0729	1.0	0.2
300 - 1,500	3.54 <b>√</b> f	1.59√f	$\sqrt{f}/106$	$\sqrt{f/238}$	f/300	f/1500
1,500 - 100,000	137	61.4	0.364	0.163	5.0	1.0



Higher levels are allowed for short periods of time, such that total exposure levels averaged over six or thirty minutes, for occupational or public settings, respectively, do not exceed the limits, and higher levels also are allowed for exposures to small areas, such that the spatially averaged levels do not exceed the limits. However, neither of these allowances is incorporated in the conservative calculation formulas in the FCC Office of Engineering and Technology Bulletin No. 65 (August 1997) for projecting field levels. Hammett & Edison has built those formulas into a proprietary program that calculates, at each location on an arbitrary rectangular grid, the total expected power density from any number of individual radio sources. The program allows for the description of buildings and uneven terrain, if required to obtain more accurate projections.



### RFR.CALC<sup>™</sup> Calculation Methodology

### Assessment by Calculation of Compliance with FCC Exposure Guidelines

The U.S. Congress required (1996 Telecom Act) the Federal Communications Commission ("FCC") to adopt a nationwide human exposure standard to ensure that its licensees do not, cumulatively, have a significant impact on the environment. The maximum permissible exposure limits adopted by the FCC (see Figure 1) apply for continuous exposures from all sources and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health. Higher levels are allowed for short periods of time, such that total exposure levels averaged over six or thirty minutes, for occupational or public settings, respectively, do not exceed the limits.

### Near Field.

Prediction methods have been developed for the near field zone of panel (directional) and whip (omnidirectional) antennas, typical at wireless telecommunications base stations, as well as dish (aperture) antennas, typically used for microwave links. The antenna patterns are not fully formed in the near field at these antennas, and the FCC Office of Engineering and Technology Bulletin No. 65 (August 1997) gives suitable formulas for calculating power density within such zones.

For a panel or whip antenna, power density 
$$S = \frac{180}{\theta_{BW}} \times \frac{0.1 \times P_{net}}{\pi \times D \times h}$$
, in mW/cm<sup>2</sup>,

and for an aperture antenna, maximum power density  $S_{max} = \frac{0.1 \times 16 \times \eta \times P_{net}}{\pi \times h^2}$ , in mW/cm<sup>2</sup>,

where  $\theta_{BW}$  = half-power beamwidth of the antenna, in degrees, and

 $P_{net}$  = net power input to the antenna, in watts,

D = distance from antenna, in meters,

h = aperture height of the antenna, in meters, and

 $\eta$  = aperture efficiency (unitless, typically 0.5-0.8).

The factor of 0.1 in the numerators converts to the desired units of power density.

### Far Field.

OET-65 gives this formula for calculating power density in the far field of an individual RF source:

power density 
$$S = \frac{2.56 \times 1.64 \times 100 \times RFF^2 \times ERP}{4 \times \pi \times D^2}$$
, in mW/cm<sup>2</sup>,

where ERP = total ERP (all polarizations), in kilowatts,

RFF = relative field factor at the direction to the actual point of calculation, and

D = distance from the center of radiation to the point of calculation, in meters.

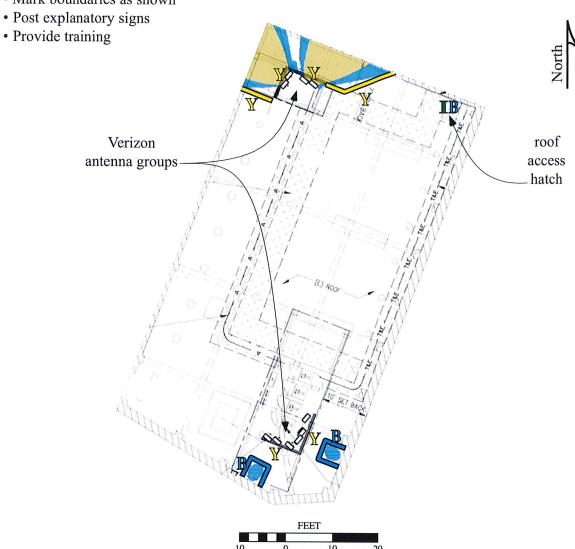
The factor of 2.56 accounts for the increase in power density due to ground reflection, assuming a reflection coefficient of  $1.6 (1.6 \times 1.6 = 2.56)$ . The factor of 1.64 is the gain of a half-wave dipole relative to an isotropic radiator. The factor of 100 in the numerator converts to the desired units of power density. This formula has been built into a proprietary program that calculates, at each location on an arbitrary rectangular grid, the total expected power density from any number of individual radiation sources. The program also allows for the description of uneven terrain in the vicinity, to obtain more accurate projections.



### Calculated RF Exposure Levels on Roof

### **Recommended Mitigation Measures**

- · Lock roof access hatch
- Mark boundaries as shown



Notes: See text.

Base drawing from BayStone Architecture and Engineering, Inc., dated November 13, 2017. Calculations performed according to OET Bulletin 65, August 1997.

Legend:	Less Than Public	Exceeds Public	Exceeds Occupational	Exceeds 10x Occupational
Shaded color	blank			
Boundary marking	g N/A			
Sign type		<b>B</b> - Blue NOTICE	Y- Yellow CAUTION	Orange WARNING



### ATTACHMENT G

Application of GTE MOBILNET OF SAN FRANCISCO LIMITED PARTNERSHIP, and GTE MOBILNET OF SAN JOSE LIMITED PARTNERSHIP for certificates of public convenience and necessity to construct and operate a domestic cellular mobile radio system in the San Francisco-Oakland and San Jose Metropolitan areas

Decision No. 88-08-063, Application No. 83-07-04 (Petition for Modification of Decision 84-11-029 Filed February 4, 1988)

California Public Utilities Commission

1988 Cal. PUC LEXIS 585; 29 CPUC2d 168

August 24, 1988

James Squeri and David A. Simpson, Attorneys at Law, for GTE Mobilnet of San Francisco Limited Partnership, petitioner; Peter Casciato, Attorney at Law, for Cellular Resellers Association, Inc., protestant; Richard Fish, for the Commission Advisory and Compliance Division.

**PANEL:** [\*1]

Stanley W. Hulett, President; Donald Vial, Frederick R. Duda, G. Mitchell Wilk, John B. Ohanian, Commissioners

**OPINION: OPINION ON MODIFICATION OF DECISION 84-11-029** 

Statement of Facts

On June 1, 1983 GTE Mobilnet of San Francisco Limited Partnership, and GTE Mobilnet of San Jose Limited Partnership (applicants) tendered Application 83-07-04 for filing. After several amendments the application was accepted. By it applicants sought a certificate of public convenience and necessity for authority to provide a cellular mobile radiotelephone system in the San Francisco-Oakland and San Jose metropolitan areas.

The application was strongly protested. Protestants' concerns, as relevant here, centered upon the fact that because the Federal Communications Commission had awarded frequency blocks for wireline carriers including the applicants, while still processing applications of the nonwireline carriers, there would necessarily [\*2] be an initial head-start period during which applicants would hold a monopoly position as the sole provider of wholesale service.

In addition, as applicants proposed to operate on both the wholesale and retail levels, the protestants were concerned and feared that applicants would be able to exercise a position of price leadership at the retail level because its retail prices would establish an upper level above which other retailers, the independents, could not sell. At the same time it would control wholesale prices. These two positions could enable applicants to regulate reseller entry into the cellular field through effective control of the resellers' profit margins. The protestants sought to have the Commission "build a wall" around the proposed wholesale operation sought by the

applicants so as to ensure that wholesale rates would generate a fair rate of return for the independent resellers.

During the hearing which followed the parties and Commission staff presented differing views on future projections of customers, income, expenses, and sales for cellular wholesale and retail business. As a result the Commission determined that the competitive nature of the parties, [\*3] as well as the perceived headstart issues, required formation of a fully separate entity for applicants' resale cellular service, at least during the headstart period. Decision (D.) 84-11-029 issued November 7, 1984 granted applicants authority to furnish service, but under wholesale tariffs only. But the Commission also authorized applicants to file an application through an affiliated but separate entity for retail provider authority. The Commission went on to state:

"When the headstart period concludes we will reexamine the separate entity concept. We will add that it is our intention to treat the wireline and nonwireline carriers in this market equitably." (D.84-11-029, mimeo. at p. 42.)

Subsequently an affiliated entity of applicants, GTE Mobilnet of California, Inc. (GTEM-Cal), applied for reseller authority and on April 3, 1985 by D.85-04-008 was awarded a certificate subject to specified conditions relating to the separation of functions between GTEM-Cal and applicants, and maintenance of separate accounting, legal, and customer service functions. On April 10, 1988 GTEM-Cal's retail tariffs were approved.

The applicants have since merged and today are known as GTE [\*4] Mobilnet of San Francisco Limited Partnership (GTEM-SF), a limited partnership duly organized and existing under the laws of the State of Delaware. At the present time GTEM-SF sells cellular service at wholesale only, and its affiliate, GTEM-Cal resells that cellular service at retail, assertedly while maintaining separate accounting, legal, and customer service functions as required under D.84-11-029.

On February 3, 1986, by D.86-05-010, the Commission awarded a certificate of public convenience and necessity to Bay Area Cellular Telephone Company (BACTC), a nonwireline facilities based carrier, to provide cellular service in the same San Francisco-Oakland and San Jose metropolitan areas. BACTC was authorized to sell cellular service at both wholesale and retail, without the separate reseller-affiliate or accounting requirements imposed on GTEM-SF's predecessors by D.84-11-029.

On February 4, 1988, stating that the competitive factors governing the relationship between itself and BACTC are far different from those existing and contemplated in 1984, and noting that the Commission has permitted all but one other cellular facilities based carrier to operate both wholesale and retail [\*5] cellular service under one entity, GTEM-SF filed the present petition to modify D.84-11-029 to allow GTEM-SF to provide both wholesale and retail cellular services. It argued in support of its petition that the unequal treatment places GTEM-SF in a disadvantageous cost/expense position vis-a-vis its competitor.

On March 4, 1988, Cellular Resellers Association, Inc. (Association) filed a protest opposing GTEM-SF's petition on numerous grounds. Association asserted that the petition was really a transfer application and as such failed to supply all the financial and other information required under Rules of Practice and Procedure 17 and 36. Association sought Commission review of the wholesale and retail rates of GTEM-SF and GTEM-Cal respectively on the basis of its understanding from D.84-11-029 that these would be revised and reviewed when the

separation of wholesale and retail operations would be reconsidered at break-even time. In addition Association offered a long list of allegations to the point that the policies and practices of GTEM-SF have an adverse impact on resellers. The Association stated that there is no pure competition on the wholesale level in the San Francisco-San [\*6] Jose market area because the wholesale tariffs of GTEM-SF and BACTC are virtually identical; that excessive "bounties" or "commissions" are paid derived from both carriers' excessive retail profits; that there is ongoing cross-subsidization of retail by wholesale; that there are excessive wholesale profits, and that more financial data is needed to make an informed decision. The Association stated that the filed annual reports of GTEM-Cal show great variance with its initial customer base predictions, and when viewed with those of GTEM-SF, point a clear picture of rampant profits from the wholesale operation balanced with rapacious loss at the retail level. The Association asserts that past rejected and currently pending advice letter filings by GTEM-Cal show an unenviable record of anticompetitive practices. By way of relief the Association asked for hearing and that the Commission determine specific rates of return to be applicable to both GTEM-SF and GTEM-Cal, and devise ways to prevent cross-subsidization as well as determine what specific "bounties" could be paid by GTEM-Cal to third parties.

On April 11, 1988 GTEM-SF filed a response to Association's protest. While not [\*7] questioning Association's right to bring its expressed concerns to the Commission, GTEM-SF questioned whether these concerns were directly germane to the petition presently before the Commission, or more properly are the subject of other, separate proceedings presently before the Commission, or should be the subject of a full-scale, industry-wide investigation including all affected parties. GTEM-SF pointed out that not only was GTEM-Cal not a party to the petition, but that Commission action on many of the issues could not be taken without soliciting the input of all California certificated cellular wholesalers.

A prehearing conference (PHC) was held on July 6, 1988 in San Francisco before Administrative Law Judge (ALJ) John B. Weiss to determine the scope and scheduling of any hearing. At that conference, in response to a question to the point by the Association, GTEM-SF responded, in accordance with its understanding of Commission policy, that competition between an integrated wholesale/retail operator and its separate affiliated retail entity is not favored, that, as in other instances where integration has been approved, the customer base of its separate affiliated retail entity [\*8] would be conveyed to the integrated wholesale/retail operator, and its separate retail affiliate would cease to do business in that market. For its part the Association stated it wanted an extension of time to enable it to show that the GTE owned entities had failed to adhere to the separate entity requirements imposed by D.84-11-029. As punishment for these alleged transgressions it would ask that GTEM-SF should not be granted integrated wholesale/retail operations authority. The Association sought an order from the ALJ expanding written discovery already obtained (in a collateral cellular proceeding in hearing elsewhere before the Commission) in order to obtain the work papers underlying information obtained in that collateral discovery, as well as authority to take additional depositions.

In his ruling denying expansion of the scope of the present petition proceedings, the ALJ pointed out, as staff had affirmed, that Commission policy with regard to permitting integrated wholesale/retail operations for facilities based carriers had evolved since 1984, when as a pioneer applicant GTEM-SF had been limited to wholesale/retail operations under separate entities, and that since [\*9] early 1986 the Commission routinely has been granting integrated authority to facilities based carrier applicants, albeit with appropriate restrictions to segregate accounting,

sales, and service. The result today being, the ALJ observed, that with but one exception, GTEM-SF is the only facilities based carrier without integrated authority. The ALJ noted that the Commission plans shortly to initiate an industry-wide investigation into rates, rates of return, and alleged violations and abuses of the restrictions imposed attending integrated operations, and will then consider remedial measures if deemed necessary. The ALJ concluded that these issues, however, were more of industry-wide implication than parochial in nature. The ALJ further ruled that if the Association had specific evidence of GTEM-SF or GTEM-Cal abuses it should file a complaint, not attempt to use this petition as its vehicle for redress; stating that a complaint is the more appropriate vehicle for possible imposition of sanctions or punishment, and that a denial of integrated authority would merely result in continuation of the present separate entity situation which the Association asserts is not working. Accordingly, [\*10] the ALJ ordered that hearing would proceed August 8, 1988, but be limited to evidence, if any there be, why GTEM-SF should be treated differently and denied the integrated wholesale/retail authority granted to the balance of the facilities based carriers in California.

Subsequent to the PHC, GTEM-SF and GTEM-Cal entered into settlement discussions with the Association, keeping the Commission Advisory and Compliance Division (CACD) Telecommunications Branch informed. These discussions proved fruitful and a Stipulation resulted which enabled the Association to withdraw its protest, removing any necessity for the scheduled hearing.

By the Stipulation signed by GTEM-SF and GTEM-Cal, the Association, and the CACD Telecommunications Branch, GTEM-SF agreed to adopt an organization chart (Appendix A) applicable to and reflective of its proposed integrated wholesale and retail operations organization. [SEE ILLUSTRATION IN ORIGINAL] This organization establishes the structural separation and allocation of management and employees between the wholesale and retail divisions, subject, of course, to modification necessary from time to time to meet increased service demands. GTEM-SF, under [\*11] the Commission's Uniform System of Accounts for Cellular Carriers, will be expected to maintain its books in such detail that financial data relating to its operations will show:

- 1. Separated wholesale and retail revenue and expenses.
- 2. Revenue and expenses of utility operations segregated from nonutility operations.
- 3. Charges for affiliates broken down so that each kind of charge can be identified.
- 4. Revenue accounts appropriately subdivided (access, peak, off-peak, service order charges, custom calling, directory listing, etc.).
- 5. Expense accounts grouped to provide a total for sales and marketing expense. This would include subaccounts, advertising, promotion and incentives, sale, salaries and commission, sales vehicle expense, etc.
- 6. General and administrative (G&A) expenses subdivided to identify rent and lease expense, billing expense, salaries, insurance, and other appropriate subdivisions.
  - 7. Other significant costs separately identified.

GTE Mobilnet Houston Headquarters G&A expenses will be allocated in proportion to ratios developed from incurred direct operating expenses. Plant balances and capital additions will be

used to allocate engineering type [\*12] expenses, using all of the GTE Mobilnet entities as the denominator of the ratio. Allocations will be done monthly or quarterly as appropriate.

If granted authority to provide both wholesale and retail cellular services, GTEM-SF and GTEM-Cal agree that GTEM-Cal would not compete in any market in which GTEM-SF provides, or will provide, cellular services. GTEM-SF and GTEM-Cal further propose to convey to GTEM-SF the existing customer base of GTEM-Cal, in markets in which GTEM-SF provides service, within 90 days of the effective date of this order, and thereafter GTEM-Cal would not compete in any cellular market in which GTEM-SF is the underlying facilities based carrier.

The present unequal position of GTEM-SF vis-a-vis its Bay Area competitor and other facilities based carriers enjoying integrated wholesale and retail authority assertedly places GTEM-SF in a disadvantageous cost/expense position with undersirable tax consequences.

### Discussion

D.84-11-029 was issued after a hearing in which the applicants (GTEM-SF's predecessors in interest), intervenors for the then proposed nonwireline San Francisco-Oakland and San Jose facilities based carrier systems, and our staff represented [\*13] substantially differing views concerning future projections of customers, income, expenses, and sales relative to anticipated and potential wholesale and retail cellular business. We recognized that the applicants would have a monopoly on wholesale cellular operations in the Bay Area until the nonwireline facilities based carrier could construct its system and commence wholesale operations. We approached this situation with reservations and accordingly required a separate resale subsidiary in D.84-11-029 in an effort to ensure that applicants would treat their separate retail entity the same as independent resellers, and to eliminate any superior position which the applicants' retail organization might otherwise hold over the independent resellers. But we also stated:

"It is our intention to treat the wireline and nonwireline carriers in this market equitably. When the headstart period concludes we will reexamine the 'separate reseller entity' concept." (D.84-11-029, mimeo. at p. 42.)

Subsequently BACTC was, by D.86-05-010 issued May 7, 1986, awarded authority to provide both wholesale and retail cellular services in the same San Francisco-Oakland and San Jose metropolitan [\*14] areas; and no separate entity affiliate reseller organization or operation was required. Since 1986 a number of facilities based carriers in other cellular market areas have been granted certificates with similar integrated wholesale/retail authority. Indeed, as staff confirmed at the PHC, this integrated operation authority is today the "standard."

The head-start period in this market has concluded. Both facilities based carriers in the market have been in operation for some time. The competitive factors today influencing the relationship between GTEM-SF and BACTC are far different than those existing and contemplated when D.84-11-029 was issued. Today we perceive no compelling policy reasons to continue the limitations imposed upon GTEM-SF that require it to operate reseller cellular services under a separate entity. It is time to permit GTEM-SF to organize and operate on an equitable plane with its competition, just as we stated was our intention when we issued D.84-11-029.

In authorizing removal of the "separate entity" requirement imposed by D.84-11-029, we do not excuse GTEM-SF from its obligation to keep its records as prescribed by our Uniform System of Accounts for [\*15] Cellular Carriers, separately reflecting wholesale and retail

operations. Our requirements in this regard are summarized in the seven points set forth in the Stipulation signed in this proceeding by GTEM-SF, GTEM-Cal, the Association, and our Telecommunications Branch staff. These merely repeat the requirements set forth applicable to BACTC in D.86-05-010 (See D.86-05-010, mimeo. p. 16).

In our view the ALJ properly refused to permit expansion of the scope of this petition proceeding to encompass the Association's allegations of abuses in cellular marketing practices. To a certain extent these derive from and reflect rate flexibility issues. D.84-11-029 reflected our hesitance in attempting conventional utility regulation in a new technology, start-up industry too soon. We there and in D.86-05-010 determined to defer judgments and more traditional regulation until both Bay Area facilities based carriers were fully operational and experience could produce sufficient data. As we further stated in D.84-11-029:

"We will also investigate what degree of rate flexibility should be in place when two carriers are operational. We will of course consider the interests of the independent [\*16] resellers and the public in reaching that decision." (Emphasis added.) (D.84-11-029, mimeo. at p. 42.)

The problems the Association wanted to inject may very well be real but they are not necessarily restricted to GTEM-SF. As such we prefer and intend to address them in the near future in an industry-wide investigation we will initiate.

In imposing a "separate entity" concept upon the reseller effort to be initiated by applicants in 1984, one of our primary intentions was to mitigate or limit any adverse effect or unfair advantage that early entry of an integrated wholesale/retail applicant operation into the marketplace might have upon the bona fide competition we desired to eventually establish between the two facilities based carriers in the San Francisco-Oakland and San Jose cellular market. Federal Communications Commission decisions contemplated that facilities based carriers could operate retail in competition with independent resellers. And a major objective of nonwireline carriers in engaging in resale of cellular services pending construction of their own systems was to develop a customer body which later could be transferred to the carriers' primary retail service [\*17] when that became available. GTEM-SF has been no different, and has also developed through its "separate entity" GTEM-Cal, a customer body it proposes to transfer to the integrated wholesale/retail entity, GTEM-SF, we are authorizing.

Generally speaking, it is our policy not to allow a separate entity affiliate reseller utility to compete in the same marketplace as a reseller with the retail operation of its affiliated facilities based carrier holding integrated wholesale/retail authority (In D.85-04-015 we stated "PacTel Mobile Services should not be authorized to function as a reseller of services which would compete with similar services offered, directly or indirectly, by its affiliate, PacTel Mobile Access." This has been our stated policy).

Accordingly, GTEM-Cal should be given authority in the following order and should be required, within 90 days of the effective date of this order, to transfer its existing customer base to GTEM-SF in those marketplaces where GTEM-SF provides cellular services. Since rate base accounting was required beginning in 1985 in anticipation of rate base ratemaking, the conveyance price with respect to each customer conveyed should reflect fair [\*18] market value at time of GTEM-Cal's acquisition, or GTEM-Cal's recorded actual acquisition cost, whichever is the lesser. Following the effective date of this order, GTEM-Cal should not be permitted to compete in any retail cellular services marketplace served by GTE Mobilnet, Inc.

### Findings of Fact

- 1. In part, the wholesale/retail structure of the cellular market was originally established to permit the nonwireline carriers to enter the cellular resale marketplace as bona fide competitors and to mitigate any adverse effects of the early entry of the wireline carriers.
- 2. It has been and remains Commission policy to treat wireline and nonwireline facilities based carriers in the cellular market equitably.
- 3. By D.84-11-029 the Commission authorized the predecessors in interest to GTEM-SF to construct and operate a wireline cellular mobile telecommunications system in the San Francisco-Oakland and San Jose metropolitan areas. However, they were authorized to directly provide only wholesale services, and were required to establish a separate reseller subsidiary entity to provide reseller services; this to ensure that independent resellers would be treated the same as the facilities [\*19] based carrier would treat its own affiliated separate retail entity, and to eliminate any superior position which the carrier's affiliated retail organization might otherwise hold over independent resellers.
- 4. In D.84-11-029 the Commission stated that when the head-start period of wholesale monopoly ended it would reexamine the "separate reseller entity" concept.
- 5. By D.86-05-010 the Commission authorized BACTC, GTEM-SF's facilities based carrier competitor, to construct and operate a nonwireline cellular mobile telecommunications system in the San Francisco and San Jose Metropolitan Statistical Areas, and to offer both wholesale and retail services while keeping its wholesale operations separate from its retail operations.
- 6. In D.88-05-067 the Commission indicated that the "standard" facilities based cellular carrier organization contemplates an integrated wholesale and retail organization.
- 7. The head-start period has ended in the San Francisco and San Jose Metropolitan Statistical Areas.
- 8. With one exception GTEM-SF is the only facilities based cellular carrier in California required to conduct its reseller operations under the separate entity concept.
- 9. The requirement [\*20] that GTEM-SF operate under the separate entity concept imposes a competitive disadvantage upon GTEM-SF and is inequitable.
- 10. With two cellular facilities based carriers operating in the same marketplace there no longer is a reason to continue the separate regulatory treatment afforded GTEM-SF.
- 11. In D.86-05-010 the Commission stated it wished to wait until GTEM-SF and BACTC had been in operation for some time before considering whether changes in ratemaking requirements would be appropriate.
- 12. By this petition GTEM-SF seeks to modify D.84-11-029 to permit GTEM-SF to provide both wholesale and retail cellular services in the Bay Area marketplace.
- 13. Assuming the modification stated in Finding 12 was to be granted, in view of the Commission's policy to discourage competition between affiliated entities at the retail level in the same marketplace, GTEM-SF also seeks authorization to convey the customer base of its GTEM-Cal subsidiary retail entity to GTEM-SF, and GTEM-Cal would no longer compete in any retail marketplace served by GTEM-SF.

- 14. The conveyance of GTEM-Cal's existing retail cellular customer base to GTEM-SF should be at fair market value at time of GTEM-Cal's [\*21] acquisition, or GTEM-Cal's recorded actual acquisition cost, whichever is the lesser.
  - 15. GTEM-SF's petition to modify D.84-11-029 was timely protested by the Association.
- 16. Following negotiations, a Stipulation was signed by GTEM-SF, GTEM-Cal, the Association, and the Commission staff's Telecommunications Branch whereby the Association withdrew its protest in exchange for GTEM-SF's agreement to adopt the organization set forth in Appendix A to the following order, and to adhere to certain accounting requirements relating to the Uniform System of Accounts for Cellular Carriers.
- 17. The accounting requirements specified for GTEM-SF in the Stipulation are the same as those set forth in D.86-05-010 to be applicable to BACTC's wholesale/retail operations.
  - 18. A public hearing is not necessary.

Conclusions of Law

- 1. The petition should be granted as provided in the order which follows.
- 2. To avoid further unequal treatment of the two competing facilities based carriers in this Bay Area marketplace the order should become effective immediately.

### ORDER

### IT IS ORDERED that:

1. Ordering Paragraph 8 of Decision (D.) 84-11-029 is modified to read:

GTE Mobilnet of San Francisco [\*22] Limited Partnership (GTEM-SF) is authorized to operate and provide cellular retail mobile telecommunications services in the San Francisco-Oakland and San Jose areas, and is further authorized to adopt and file on 5 days' notice the existing retail tariff schedules of GTE Mobilnet of California (GTEM-Cal).

- 2. The certificate of public convenience and necessity granted to GTEM-Cal by D.85-04-008 authorizing resale of cellular services, is amended to prohibit future competition with GTEM-SF in any retail cellular marketplace served by GTEM-SF.
- 3. Within 90 days of the effective date of this order, GTEM-SF shall adopt the organization illustrated by Appendix A to this order.
- 4. Within 90 days of the effective date of this order, GTEM-Cal shall convey to GTEM-SF its existing retail customer base in the San Francisco-Oakland and San Jose cellular marketplace.
- 5. The conveyance of GTEM-Cal customers to GTEM-SF shall be at fair market value at time of GTEM-Cal's acquisition or GTEM-Cal's recorded actual acquisition cost, whichever is the lesser.
- 6. The customers of GTEM-Cal conveyed to GTEM-SF shall be notified of their transfer by bill insert.
- 7. The requirements of General [\*23] Order 96-A, as amended by D.88-05-067, shall be applicable to both the wholesale and retail operations of GTEM-SF.

8. GTEM-SF, as agreed in the Stipulation accepted in this proceeding, shall adhere to the accounting requirements relating to the Uniform System of Accounts for Cellular Carriers set forth in the Statement of Facts of this decision.

This order is effective today.

Dated August 24, 1988, at San Francisco, California.

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# PUBLIC NOTICE



CITY OF OAKLAND

### CITY OF OAKLAND

Planning and Building Department Bureau of Planning

Attachment H

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