Case File Number CMD12140

October 3, 2012

Location: 4101 Park Boulevard (Park Boulevard Presbyterian Church)

**Assessor's Parcel Number: 024-0535-015-01** 

**Proposal:** To remove and precisely replicate a church steeple (54' to 101'-9" in

height) and to install 12 new wireless telecommunications inside the

replacement structure and equipment cabinets within the base.

(A similar telecommunications facility consisting of 6 antennas was

approved in 2007 but not constructed)

Pursuant to Federal law, City review is essentially limited to

design considerations only

Applicant / Tom Johnson + Valerie Tallerico/Trillium Consulting (for: AT&T)

**Phone Number:** (714) 206-2879

Owner: Park Boulevard Presbyterian Church

Planning Permits Required: Major Conditional Use Permit for a wireless telecommunications

facility in a residential zone; Regular Design Review

General Plan: Mixed Housing Type Residential (project site) /

Detached Unit Residential (remainder of site)

**Zoning:** RM-3 Mixed Housing Type Residential Zone -3

Environmental Exempt, Section 15302 (b) of the State CEQA Guidelines:

Determination: Exempt, Section 15302 (b) of the State CEQA Guidelines:

Replacement or Reconstruction (Replacement of a commercial

structure):

Section 15183 of the State CEQA Guidelines:

Projects Consistent with a Community Plan, General Plan or Zoning

Historic Status: Potential Designated Historic Property; Survey rating: C2+

Date Filed: July 26, 2012

Staff Recommendation: Decision based on staff report

**Finality of Decision:** Appealable to City Council within 10 calendar days

For Further Information: Contact case planner Aubrey Rose, AICP, Planner II at (510) 238-

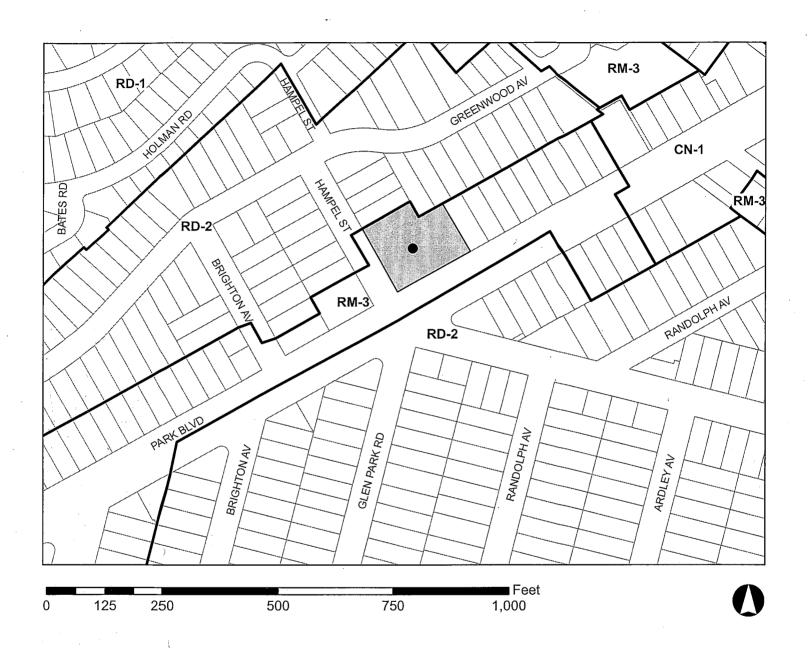
2071 or arose@oaklandnet.com

#### **SUMMARY**

The applicant requests Planning Commission approval of a Major Conditional Use Permit and Regular Design Review to establish a telecommunications facility located at a church by replacing the steeple with a replica containing twelve antennas. Equipment cabinets would be located within the base of the steeple. A similar project consisting of six antennas was approved in 2007 but was not constructed.

Staff recommends approval of the requested permits, subject to the Findings and Conditions of Approval.

# CITY OF OAKLAND PLANNING COMMISSION



Case File: C

CMD12-140

Applicant:

Tom Johnson / Trillium Consulting (for AT&T)

Address:

4101 Park Boulevard (Park Boulevard Presbyterian Church)

Zone:

RM-3

#### PROPERTY DESCRIPTION

The subject property is a corner lot located northwest of the intersection of Park Boulevard and Hampel Street. The lot contains a 1.5 story church facing Park Boulevard, a Potential Designated Historic Property under the Oakland Cultural Heritage Survey, constructed circa 1947. The church contains a steeple setback along Hampel Street that measures 47'-9" in height and is attached at 54-feet in height (slightly taller than the main building) to top out at 101'-9" in height. The property is surrounding by a mixed housing type neighborhood along Park Boulevard and predominantly single family homes to the north and west (rear).

There is currently no telecommunications facility at the site. In 2007 a similar request for six antennas was approved by the Planning Commission but was not constructed by the applicant and has now expired (Case no. CMD 07-338).

#### PROJECT DESCRIPTION

The proposal is to install a Macro Telecommunications Facility through the removal of the steeple and replacement with a replica containing twelve telecommunications antennas to total twelve on the site. The proposal also includes installation of associated equipment including equipment cabinets located within the base of the steeple. The facility will be entirely concealed from view.

#### **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.

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 FCC standards in this regard. See, 47 U.S.C. 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. 47 U.S.C.332(c)(7)(B)(ii). See 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 in order 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, contact Steve Markendorff, Chief of the Broadband Branch, Commercial Wireless Division, Wireless Telecommunications Bureau, at (202) 418-0640 or e-mail "smarkend@fcc.gov".

### **GENERAL PLAN ANALYSIS**

The project site portion of the property is located in a Mixed Housing Type Residential area of the General Plan. The intent of the area is: "To create, maintain, and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings, and neighborhood businesses where appropriate." The proposal to construct a concealed telecommunications facility would enhance an essential civic service in a residential district while ensuring no negative aesthetic impact. The project therefore conforms to the area's intent and to the following Objective of the LUTE:

CIVIC AND INSTITUTIONAL USES.

Objective N2

Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.

Staff finds the proposal to be in conformance with the General Plan.

#### **ZONING ANALYSIS**

The project requires a Major Conditional Use Permit and a Regular Design Review, each with additional telecommunications findings, because it features the establishment of a wireless telecommunications facility in a residential zone. The property is located in the RM-3 Mixed Housing Type Residential Zone. The intent of the RM-3 zone is: "to create, maintain, and enhance residential areas characterized by a mix of single family homes, duplexes, townhouses, small multi-unit buildings at somewhat higher densities than in RM-2, and neighborhood businesses where appropriate."

The facility meets Regular Design Review Findings because it will be unseen from the street. The project requires a site alternatives analysis because it does not meet the Telecommunications Regulations for Site Location Preferences as it involves locating at "Other non-residential uses in residential or HBX zones" and a satisfactory analysis has been submitted to demonstrate that the property is appropriate for the facility (see Attachment E). The proposal does meet the requirements for Design Preferences, for locating on a "Building or structure mounted antennas concealed from view" so a Site Design Alternatives Analysis is not required.

The proposal to construct a concealed telecommunications facility would enhance an essential civic service in a residential district while ensuring no negative impact, aesthetic or otherwise. Staff, therefore, finds the proposal to be consistent with the Planning Code.

#### ENVIRONMENTAL DETERMINATION

The California Environmental Quality Act (CEQA) Guidelines categorically exempts specific types of projects from environmental review. Section 15302(b) of the State CEOA Guidelines exempts project involving replacement of a commercial structure. The proposal is to replace a church steeple with a replica containing telecommunications antennas meets this description: the project would constitute a replacement, only. The project is therefore exempt from environmental review.

#### KEY ISSUES AND IMPACTS

Pursuant to Federal law, City review is limited to design considerations and the new antennas and cabinets would not be visible from the public right-of-way. During the review process, staff's main concerns were that the replicated steeple match the existing steeple in terms of design and material and the proposed GPS antenna mounted on a fence be compatible with the site. Staff has, therefore, included conditions of approval that the materials of the new steeple match that of the existing and that the GPS antenna be relocated to a less prominent location. As always, a condition of approval requires any exterior related/accessory equipment not be attached to a street facing facade and that it be colored to match the building. With these conditions, staff recommends approval of the project.

- **RECOMMENDATIONS:** 1. Affirm staff's environmental determination.
  - 2. Approve the Major Conditional Use Permit and Regular Design Review subject to the attached Findings and Conditions of Approval.

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Prepared by:

AUBREY ROSE, AICP

Planner II

Approved by.

KOBERT MERKAMP
Acting Zoning Manage

Approved for forwarding to the City Planning Commission:

SCOTT MILLER

Interim Planning and Zoning Director

Department of Planning, Building and Neighborhood Preservation

#### **ATTACHMENTS:**

- A. Findings
- B. Conditions of Approval
- C. Plans
- D. Applicant's Photo-Simulations
- E. Site Alternatives Analysis
- F. Correspondence (support): letter from Derrik Williams (4032 Brighton Avenue, Oakland CA 94602) dated September 26, 2012

# **Attachment A: Findings**

This proposal meets the required findings under <u>Conditional Use Permit Procedure/General Use Permit Criteria (OMC Sec. 17.134.050)</u>, <u>Telecommunications Regulations/Conditional Use Permit Criteria for Macro Facilities (OMC Sec. 17.128.080(C))</u>, <u>Design Review Procedure/Regular Design Review Criteria (OMC Sec. 17.136.040(B))</u> and <u>Telecommunications Regulations/Design Review Criteria for Macro Facilities (OMC Sec. 17.128.080(B))</u>, as set forth below. Required findings are shown in bold type; explanations as to why these findings can be made are in normal type.

#### GENERAL USE PERMIT CRITERA (OMC SEC. 17.134.050)

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 proposal to establish a telecommunications facility by install telecommunications antennas and equipment inside a replicated church steeple will enhance services in a residential area with no visual or other impact.

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 proposal will have no visual or other impact given it will be located inside a replication of an existing structure.

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 proposal will enhance services by increasing bandwidth to accommodate advancing technologies.

D. That the proposal conforms to all applicable regular design review criteria set forth in the regular design review procedure at Section 17.136.050

This finding is met as described in a following section of this Attachment.

- E. For proposals involving a One- or Two-Family Residential Facility: If the conditional use permit concerns a regulation governing maximum height, minimum yards, or maximum lot coverage or building length along side lot lines, the proposal also conforms with at least one of the following criteria:
- 1. The proposal when viewed in its entirety will not adversely impact abutting residences to the side, rear, or directly across the street with respect to solar access, view blockage and privacy to a degree greater than that which would be possible if the residence were built according to the applicable regulation, and, for conditional use permits that allow height increases, the proposal provides detailing, articulation or other design treatments that mitigate any bulk created by the additional height; or

2. At least sixty (60) percent of the lots in the immediate context are already developed and the proposal would not exceed the corresponding as-built condition on these lots, and, for conditional use permits that allow height increases, the proposal provides detailing, articulation or other design treatments that mitigate any bulk created by the additional height. The immediate context shall consist of the five (5) closest lots on each side of the project site plus the ten (10) closest lots on the opposite side of the street; however, the Director of City Planning may make an alternative determination of immediate context based on specific site conditions. Such determination shall be in writing and included as part of any decision on any conditional use permit.

This finding is not applicable; the project does not involve a single-family home or duplex.

F. That the proposal conforms in all significant respects with the Oakland General Plan and with any other applicable guidelines or criteria, district plan or development control map which has been adopted by the Planning Commission or City Council.

The project site portion of the property is located in a Mixed Housing Type Residential area of the General Plan. The intent of the area is: "To create, maintain, and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings, and neighborhood businesses where appropriate." The proposal will enhance an essential service with no visual or other impact and therefore meets this intent. The project therefore conforms to the area's intent and to the following Objective of the LUTE:

#### CIVIC AND INSTITUTIONAL USES.

Objective N2

Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.

The proposal is therefore in conformance with the General Plan.

# CONDITIONAL USE PERMIT CRITERIA FOR MACRO FACILITIES (OMC SEC. 17.128.080(C))

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

This finding is met in the following section of the Attachment.

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

The proposal will enhance service with no visual or other impact given the telecommunications facility will be located entirely inside of a replica replacement of an existing structure.

#### REGULAR DESIGN REVIEW CRITERIA - NONRESIDENTIAL (OMC SEC. 17.136.050(B))

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 proposal involves establishment of a telecommunications facility by the replacement of a church steeple with a replica containing twelve antennas. Given the replication, with matching materials as conditioned, the project will have no visual impact.

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 proposal involves no change to existing exterior designs, with a replication consisting of matching materials as conditioned, and existing quality and character are therefore maintained.

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.

The proposed design conforms to the General Plan as described in a previous section of this Attachment.

#### DESIGN REVIEW CRITERIA FOR MACRO FACILITIES (OMC SEC. 17.128.080(B))

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

Antennas will be concealed inside of a building component (church steeple). Given the replication, with matching materials as conditioned, the project will have no visual impact.

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

Antennas will be concealed inside of a building component (church steeple).

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

Antennas will be concealed inside of a building component (church steeple).

4. Equipment shelters or cabinets shall be screened from the public view by using landscaping, or materials and colors consistent with surrounding backdrop or placed underground or inside existing facilities or behind screening fences.

New equipment cabinets will be located indoors.

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

Cabinets will be located indoors and not viewable from the public right of way or elsewhere.

6. For antennas attached to the roof, maintain a 1:1 ratio (example: ten feet high antenna requires ten feet setback from facade) 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.

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Antennas will be attached to the inside of a church steeple.

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.

Antennas will be attached to the inside of a church steeple and equipment cabinets will be located within the base of the steeple.

# **Attachment B: Conditions of Approval**

#### 1. Approved Use

#### Ongoing

- a) The project shall be constructed and operated in accordance with the authorized use as described in the application materials and the plans dated **July 17**, **2012** and submitted to the City on **July 26**, **2012**, and as amended by the following conditions. Any additional uses or facilities other than those approved with this permit, as described in the project description and the approved plans, will require a separate application and approval. Any deviation from the approved drawings, Conditions of Approval or use shall require prior written approval from the Director of City Planning or designee.
- b) This action by the **Planning Commission** ("this Approval") includes the approvals set forth below. This Approval includes **establishment of a Macro telecommunications facility by replacement of a church steeple with a replica containing 12 antennas and location of equipment in the base of the steeple.**

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

#### Ongoing

Unless a different termination date is prescribed, this Approval shall expire **two calendar years** from the approval date, 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 permit, 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 for this project may invalidate this Approval if the said extension period has also expired.

# 3. Scope of This Approval; Major and Minor Changes

#### Ongoing

The project is approved pursuant to the **Planning Code** only. Minor changes to approved plans may be approved administratively by the Director of City Planning or designee. Major changes to the approved plans shall be reviewed by the Director of City Planning or designee to determine whether such changes require submittal and approval of a revision to the approved project by the approving body or a new, completely independent permit.

#### 4. Conformance with other Requirements

#### Prior to issuance of a demolition, grading, P-job, or other construction related permit

- a) The project applicant shall comply with all other applicable federal, state, regional and/or local laws/codes, requirements, regulations, and guidelines, including but not limited to those imposed by the City's Building Services Division, the City's Fire Marshal, and the City's Public Works Agency. 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 of Approval 3.
- b) The applicant shall submit approved building plans for project-specific needs related to fire protection to the Fire Services Division for review and approval, including, but not limited to automatic extinguishing systems, water supply improvements and hydrants, fire department access, and vegetation management for preventing fires and soil erosion.

# 5. <u>Conformance to Approved Plans; Modification of Conditions or Revocation</u> Ongoing

- a) Site shall be kept in a blight/nuisance-free condition. Any existing blight or nuisance shall be abated within 60-90 days of approval, unless an earlier date is specified elsewhere.
- b) The City of Oakland reserves the right at any time during construction to require certification by a licensed professional that the as-built project conforms to all applicable zoning requirements, including but not limited to approved maximum heights and minimum setbacks. Failure to construct the project in accordance with approved plans may result in remedial reconstruction, permit revocation, permit modification, stop work, permit suspension or other corrective action.
- c) Violation of any term, Conditions or project description relating to the Approvals 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 Approvals 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 Conditions of Approval.

#### 6. Signed Copy of the Conditions

### With submittal of a demolition, grading, and building permit

A copy of the approval letter and **Conditions** shall be signed by the property owner, notarized, and submitted with each set of permit plans to the appropriate City agency for this project.

#### 7. <u>Indemnification</u>

#### Ongoing

- a) To the maximum extent permitted by law, the applicant shall defend (with counsel acceptable to the City), indemnify, and hold harmless the City of Oakland, the Oakland City Council, the City of Oakland Redevelopment Agency, the Oakland City Planning Commission and its respective agents, officers, and employees (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, (1) an approval by the City relating to a development-related application or subdivision or (2) implementation of an approved development-related project. The City may elect, in its sole discretion, to participate in the defense of said Action and the 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 applicant shall execute a Letter Agreement with the City, acceptable to the Office of the City Attorney, which memorializes the above obligations. These obligations and the Letter of Agreement shall survive termination, extinguishment or invalidation of the approval. Failure to timely execute the Letter Agreement does not relieve the applicant of any of the obligations contained in this condition or other requirements or conditions of approval that may be imposed by the City.

# 8. <u>Compliance with Conditions of Approval</u>

#### Ongoing

The project applicant shall be responsible for compliance with the recommendations in any submitted and approved technical report and all the Conditions of Approval set forth below at its sole cost and expense, and subject to review and approval of the City of Oakland.

#### 9. <u>Severability</u>

#### Ongoing

Approval of the project 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. <u>Special Inspector/Inspections, Independent Technical Review, Project Coordination and Management</u>

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

The project applicant may be required to pay for on-call third-party special inspector(s)/inspections as needed during the times of extensive or specialized plancheck review or construction. The project applicant may also be required to cover the full costs of independent technical review 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. Underground Utilities

#### Prior to issuance of a building permit

The project applicant shall submit plans for review and approval by the Building Services Division and the Public Works Agency, and other relevant agencies as appropriate, that show all new electric and telephone facilities; fire alarm conduits; street light wiring; and other wiring, conduits, and similar facilities placed underground. The new facilities shall be placed underground along the project applicant's street frontage and from the project applicant's structures to the point of service. The plans shall show all electric, telephone, water service, fire water service, cable, and fire alarm facilities installed in accordance with standard specifications of the serving utilities.

#### 13. Improvements in the Public Right-of-Way (General)

#### Approved prior to the issuance of a P-job or building permit

a) The project applicant shall submit Public Improvement Plans to Building Services Division for adjacent public rights-of-way (ROW) showing all proposed improvements and compliance with the conditions and City requirements including but not limited to curbs, gutters, sewer laterals, storm drains, street trees, paving details, locations of transformers and other above ground utility structures, the design specifications and locations of facilities required by the East Bay Municipal Utility District (EBMUD), street lighting, on-street parking and accessibility improvements compliant with applicable standards and any other improvements or requirements for the project

as provided for in this Approval. Encroachment permits shall be obtained as necessary for any applicable improvements-located within the public ROW.

- b) Review and confirmation of the street trees by the City's Tree Services Division is required as part of this condition.
- c) The Planning and Zoning Division and the Public Works Agency will review and approve designs and specifications for the improvements. Improvements shall be completed prior to the issuance of the final building permit.
- d) The Fire Services Division will review and approve fire crew and apparatus access, water supply availability and distribution to current codes and standards.

#### 14. Payment for Public Improvements

#### Prior to issuance of a final inspection of the building permit.

The project applicant shall pay for and install public improvements made necessary by the project including damage caused by construction activity.

#### 15. Compliance Matrix

### Prior to issuance of a demolition, grading, or building permit

The project applicant shall submit to the Planning and Zoning Division and the Building Services Division a Conditions compliance matrix that lists each condition of approval, the City agency or division responsible for review, and how/when the project applicant has met or intends to meet the conditions. The applicant will sign the Conditions of Approval attached to the approval letter and submit that with the compliance matrix for review and approval. The compliance matrix shall be organized per step in the plancheck/construction process unless another format is acceptable to the Planning and Zoning Division and the Building Services Division. The project applicant shall update the compliance matrix and provide it with each item submittal.

#### 16. Construction Management Plan

#### Prior to issuance of a demolition, grading, or building permit

The project applicant shall submit to the Planning and Zoning Division and the Building Services Division for review and approval a construction management plan that identifies the conditions of approval related to construction impacts of the project and explains how the project applicant will comply with these construction-related conditions of approval.

#### 17. Construction-Related Air Pollution Controls (Dust and Equipment Emissions)

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

During construction, the project applicant shall require the construction contractor to implement all of the following applicable measures recommended by the Bay Area Air Quality Management District (BAAOMD):

- a) Water all exposed surfaces of active construction areas at least twice daily (using reclaimed water if possible). Watering should be sufficient to prevent airborne dust from leaving the site. Increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water should be used whenever possible.
- b) Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least two feet of freeboard (i.e., the minimum required space between the top of the load and the top of the trailer).
- c) All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
- d) Pave all roadways, driveways, sidewalks, etc. as soon as feasible. In addition, building pads should be laid as soon as possible after grading unless seeding or soil binders are used.

- e) Enclose, cover, water twice daily or apply (non-toxic) soil stabilizers to exposed stockpiles (dirt, sand, etc.).
- f) Limit vehicle speeds on unpaved roads to 15 miles per hour.
- g) Idling times shall be minimized either by shutting equipment off when not is use or reducing the maximum idling time to five minutes (as required by the California airborne toxics control measure Title 13, Section 2485, of the California Code of Regulations. Clear signage to this effect shall be provided for construction workers at all access points.
- h) All construction equipment shall be maintained and properly tuned in accordance with the manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
- i) Post a publicly visible sign that includes the contractor's name and telephone number to contact regarding dust complaints. When contacted, the contractor shall respond and take corrective action within 48 hours. The telephone numbers of contacts at the City and the BAAQMD shall also be visible. This information may be posted on other required on-site signage.

### 18. 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.
  - d) No extreme noise generating activities (greater than 90 dBA) shall be allowed on Saturdays, with no exceptions.
  - e) No construction activity shall take place on Sundays or Federal holidays.
  - f) Construction activities include but are not limited to: truck idling, moving equipment (including trucks, elevators, etc) or materials, deliveries, and construction meetings held onsite in a non-enclosed area.

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g) Applicant shall use temporary power poles instead of generators where feasible.

#### 19. Noise Control

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

To reduce noise impacts due to construction, the project applicant shall require construction contractors to implement a site-specific noise reduction program, subject to the Planning and Zoning Division and the Building Services Division review and approval, which includes the following measures:

- a) Equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures and acoustically-attenuating shields or shrouds, wherever feasible).
- b) Except as provided herein, Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for project construction shall be hydraulically or electrically powered to avoid noise associated with compressed air exhaust from pneumatically powered tools. However, where use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves shall be used, if such jackets are commercially available and this could achieve a reduction of 5 dBA. Quieter procedures shall be used, such as drills rather than impact equipment, whenever such procedures are available and consistent with construction procedures.
- c) Stationary noise sources shall be located as far from adjacent receptors as possible, and they shall be muffled and enclosed within temporary sheds, incorporate insulation barriers, or <u>use</u> other measures <u>as</u> determined by the City to provide equivalent noise reduction.
- d) The noisiest phases of construction shall be limited to less than 10 days at a time. Exceptions may be allowed if the City determines an extension is necessary and all available noise reduction controls are implemented.

#### 20. Noise Complaint Procedures

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

Prior to the issuance of each building permit, along with the submission of construction documents, the project applicant shall submit to the Building Services Division a list of measures to respond to and track complaints pertaining to construction noise. These measures shall include:

- a) A procedure and phone numbers for notifying the Building Services Division staff and Oakland Police Department; (during regular construction hours and off-hours);
- b) A sign posted on-site pertaining with permitted construction days and hours and complaint procedures and who to notify in the event of a problem. The sign shall also include a listing of both the City and construction contractor's telephone numbers (during regular construction hours and off-hours);
- c) The designation of an on-site construction complaint and enforcement manager for the project;
- d) Notification of neighbors and occupants within 300 feet of the project construction area at least 30 days in advance of extreme noise generating activities about the estimated duration of the activity; and
- e) A preconstruction meeting shall be held with the job inspectors and the general contractor/on-site project manager to confirm that noise measures and practices (including construction hours, neighborhood notification, posted signs, etc.) are completed.

#### 21. Interior Noise

#### Prior to issuance of a building permit and Certificate of Occupancy

If necessary to comply with the interior noise requirements of the City of Oakland's General Plan Noise Element and achieve an acceptable interior noise level, noise reduction in the form of sound-rated assemblies (i.e., windows, exterior doors, and walls), and/or other appropriate

features/measures, shall be incorporated into project building design, based upon recommendations of a qualified acoustical engineer and submitted to the Building Services Division for review and approval prior to issuance of building permit. Final recommendations for sound-rated assemblies, and/or other appropriate features/measures, will depend on the specific building designs and layout of buildings on the site and shall be determined during the design phases. Written confirmation by the acoustical consultant, HVAC or HERS specialist, shall be submitted for City review and approval, prior to Certificate of Occupancy (or equivalent) that:

- (a) Quality control was exercised during construction to ensure all air-gaps and penetrations of the building shell are controlled and sealed; and
- (b) Demonstrates compliance with interior noise standards based upon performance testing of a sample unit.
- (c) Inclusion of a Statement of Disclosure Notice in the CC&R's on the lease or title to all new tenants or owners of the units acknowledging the noise generating activity and the single event noise occurrences. Potential features/measures to reduce interior noise could include, but are not limited to, the following:
  - a) Installation of an alternative form of ventilation in all units identified in the acoustical analysis as not being able to meet the interior noise requirements due to adjacency to a noise generating activity, filtration of ambient make-up air in each unit and analysis of ventilation noise if ventilation is included in the recommendations by the acoustical analysis.
  - b) Prohibition of Z-duct construction.

#### 22. Operational Noise-General

#### 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.

#### 23. Construction Traffic and Parking

#### Prior to the issuance of a demolition, grading or building permit

The project applicant and construction contractor shall meet with appropriate City of Oakland agencies to determine traffic management strategies to reduce, to the maximum extent feasible, traffic congestion and the effects of parking demand by construction workers during construction of this project and other nearby projects that could be simultaneously under construction. The project applicant shall develop a construction management plan for review and approval by the Planning and Zoning Division, the Building Services Division, and the Transportation Services Division. The plan shall include at least the following items and requirements:

- a) A set of comprehensive traffic control measures, including scheduling of major truck trips and deliveries to avoid peak traffic hours, detour signs if required, lane closure procedures, signs, cones for drivers, and designated construction access routes.
- b) Notification procedures for adjacent property owners and public safety personnel regarding when major deliveries, detours, and lane closures will occur.
- c) Location of construction staging areas for materials, equipment, and vehicles at an approved location.
- d) A process for responding to, and tracking, complaints pertaining to construction activity, including identification of an onsite complaint manager. The manager shall determine the cause of the complaints and shall take prompt action to correct the problem. Planning and Zoning shall be informed who the Manager is prior to the issuance of the first permit issued by Building Services.
- e) Provision for accommodation of pedestrian flow.

#### 24. Hazards Best Management Practices

#### Prior to commencement of demolition, grading, or construction

The project applicant and construction contractor shall ensure that construction of Best Management Practices (BMPs) are implemented as part of construction to minimize the potential negative effects to groundwater and soils. These shall include the following:

- a) Follow manufacture's recommendations on use, storage, and disposal of chemical products used in construction;
- b) Avoid overtopping construction equipment fuel gas tanks;
- c) During routine maintenance of construction equipment, properly contain and remove grease and oils;
- d) Properly dispose of discarded containers of fuels and other chemicals.
- e) Ensure that construction would not have a significant impact on the environment or pose a substantial health risk to construction workers and the occupants of the proposed development. Soil sampling and chemical analyses of samples shall be performed to determine the extent of potential contamination beneath all UST's, elevator shafts, clarifiers, and subsurface hydraulic lifts when on-site demolition, or construction activities would potentially affect a particular development or building.
- f) If soil, groundwater or other environmental medium with suspected contamination is encountered unexpectedly during construction activities (e.g., identified by odor or visual staining, or if any underground storage tanks, abandoned drums or other hazardous materials or wastes are encountered), the applicant shall cease work in the vicinity of the suspect material, the area shall be secured as necessary, and the applicant shall take all appropriate measures to protect human health and the environment. Appropriate measures shall include notification of regulatory agency(ies) and implementation of the actions described in the City's Standard Conditions of Approval, as necessary, to identify the nature and extent of contamination. Work shall not resume in the area(s) affected until the measures have been implemented under the oversight of the City or regulatory agency, as appropriate.

#### 25. Waste Reduction and Recycling

The project applicant will submit a Construction & Demolition Waste Reduction and Recycling Plan (WRRP) and an Operational Diversion Plan (ODP) for review and approval by the Public Works Agency.

#### Prior to issuance of demolition, grading, or building permit

Chapter 15.34 of the Oakland Municipal Code outlines requirements for reducing waste and optimizing construction and demolition (C&D) recycling. Affected projects include all new construction, renovations/alterations/modifications with construction values of \$50,000 or more (except R-3), and all demolition (including soft demo). The WRRP must specify the methods by which the development will divert C&D debris waste generated by the proposed project from landfill disposal in accordance with current City requirements. Current standards, FAQs, and forms are available at <a href="https://www.oaklandpw.com/Page39.aspx">www.oaklandpw.com/Page39.aspx</a> or in the Green Building Resource Center. After approval of the plan, the project applicant shall implement the plan.

#### **Ongoing**

The ODP will identify how the project complies with the Recycling Space Allocation Ordinance, (Chapter 17.118 of the Oakland Municipal Code), including capacity calculations, and specify the methods by which the development will meet the current diversion of solid waste generated by operation of the proposed project from landfill disposal in accordance with current City requirements. The proposed program shall be in implemented and maintained for the duration of the proposed activity or facility. Changes to the plan may be re-submitted to the Environmental Services Division of the Public Works Agency for review and approval. Any incentive programs shall remain fully operational as long as residents and businesses exist at the project site.

#### PROJECT SPECIFIC CONDITIONS FOR TELECOMMUNICATIONS FACILITIES

#### 26. Emissions Report

# Prior to a final inspection

The applicant shall provide an RF emissions report to the City of Oakland Zoning Division indicating that the site is actually operating within the acceptable thresholds as established by the Federal government or any such agency that may be subsequently authorized to establish such standards.

#### 27. Steeple material

#### Prior to submitting for a building permit and final inspection

The replica steeple shall match for material the existing/original steeple. Material samples shall be provided to the Planning and Zoning Division for use in consultation with Oakland Cultural Heritage Survey staff.

#### 28. GPS Antenna

#### Prior to submitting for a building permit and final inspection

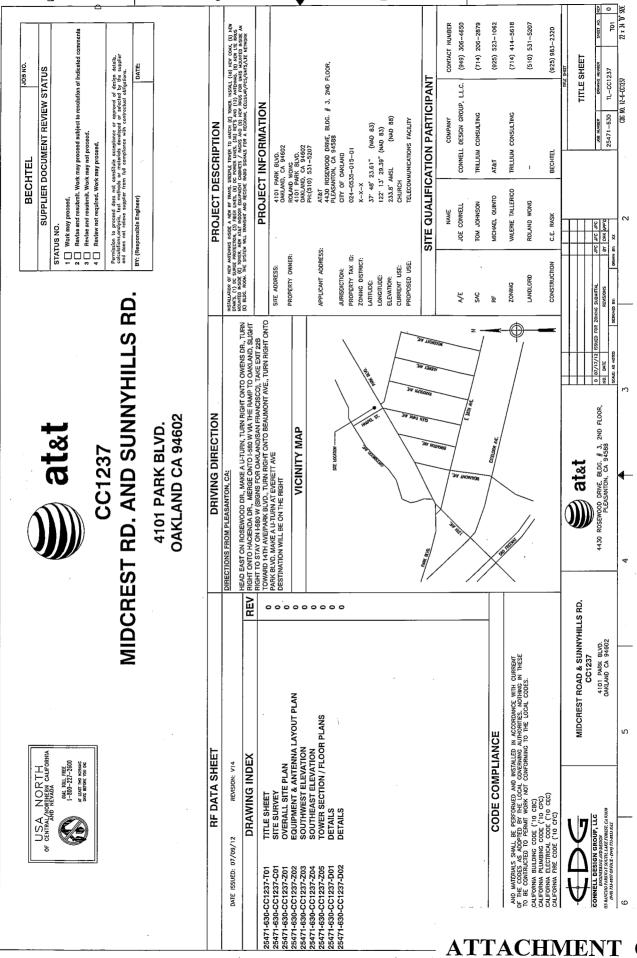
The GPS Antenna proposed for mounting to a fence on site facing Hampel Avenue shall be relocated to a less conspicuous location. The applicant shall provide revised plans to the Planning and Zoning Division for review and approval.

#### 29. Related/Accessory Equipment

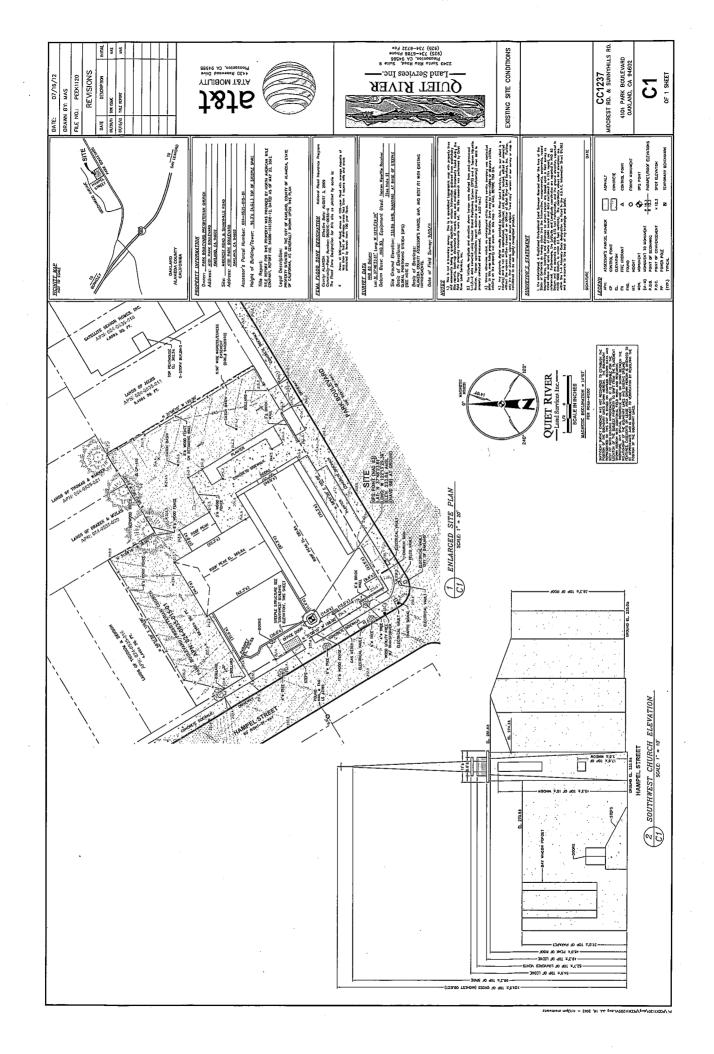
### Prior to submitting for a building permit and final inspection

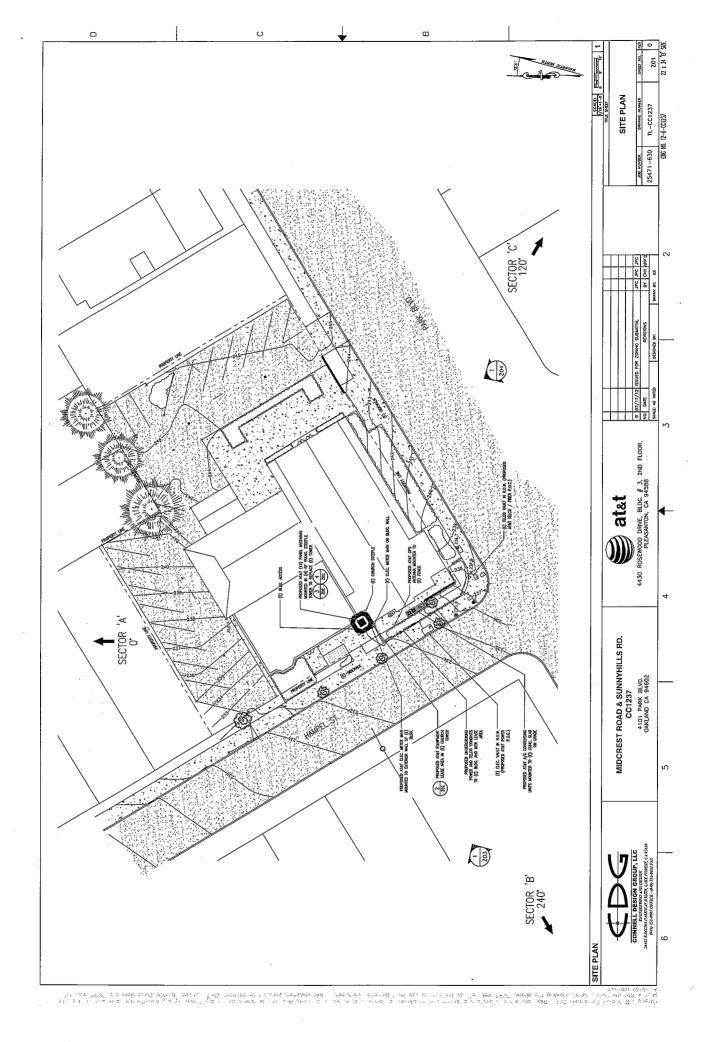
Any related/accessory equipment such as cabling or ladders attached to the side of the building shall be attached to either the western or northern non-street facing façade and shall be colored to match the building.

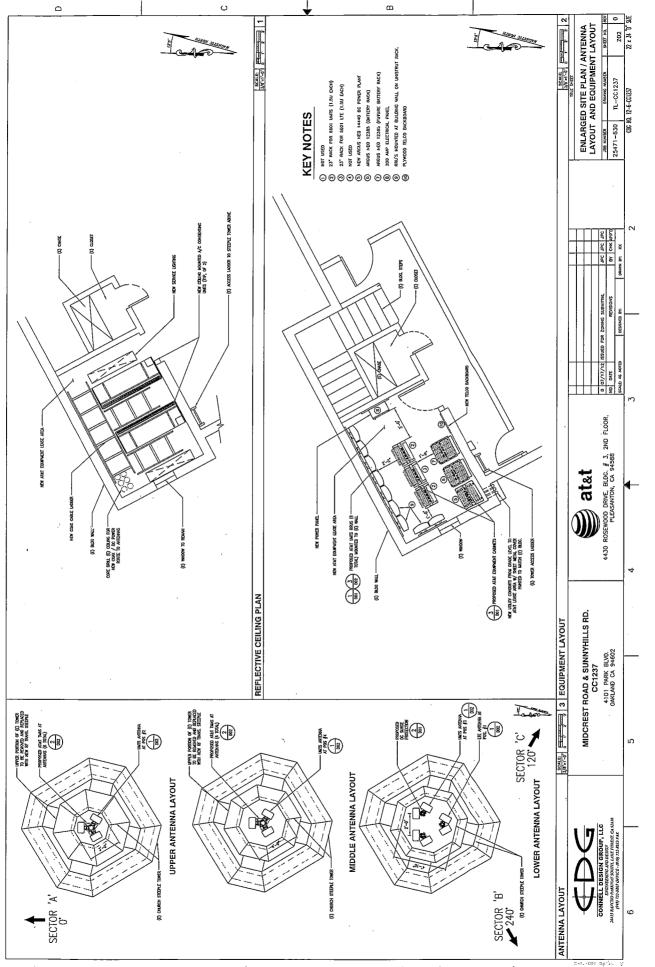
APPROVED BY:		
City Planning Commission:	 (date)	(vote)

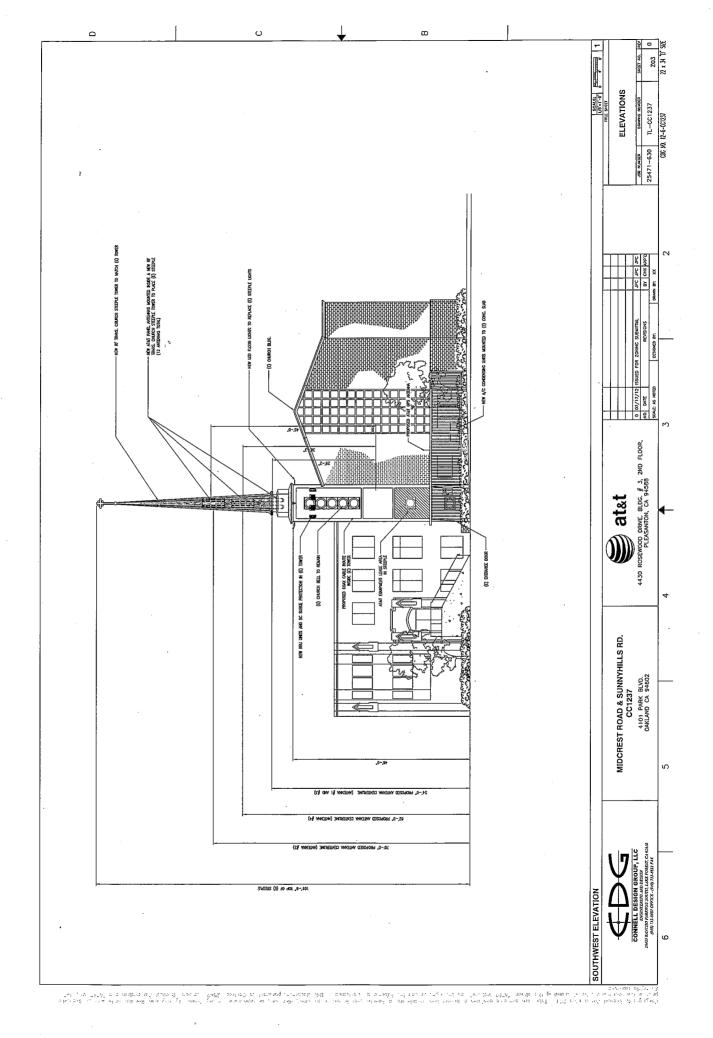


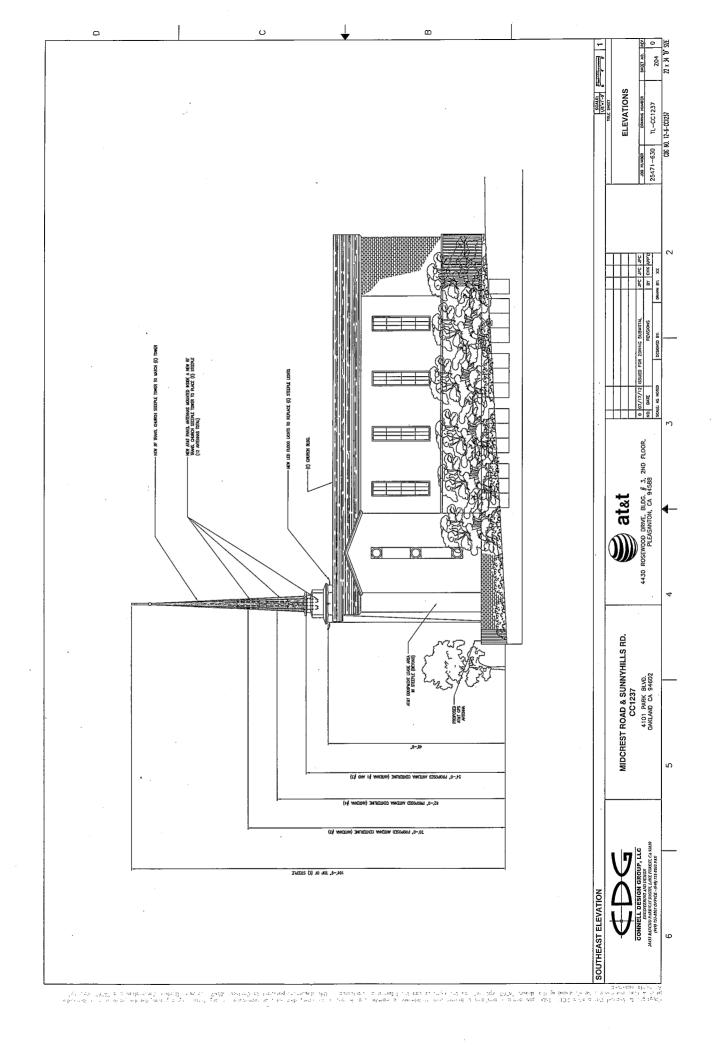
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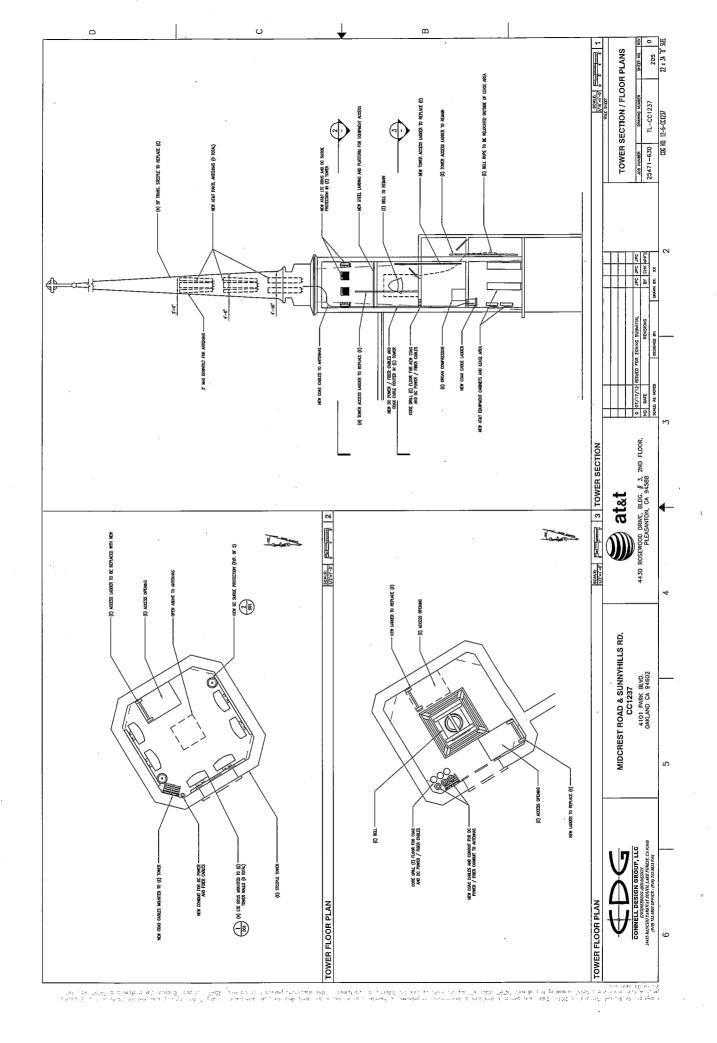


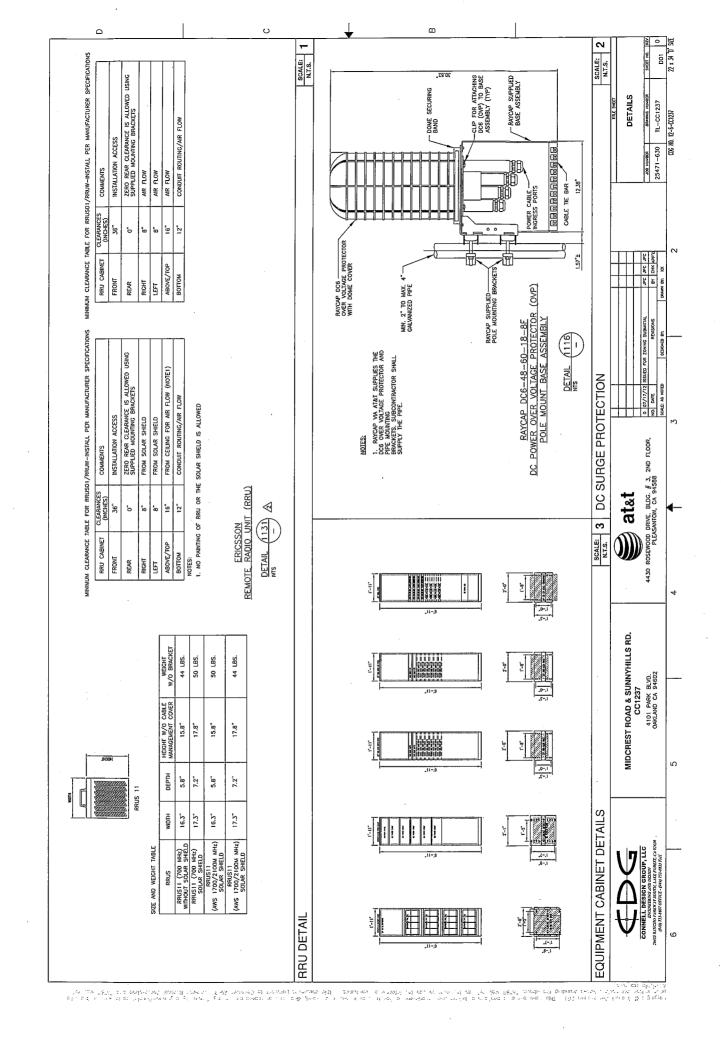


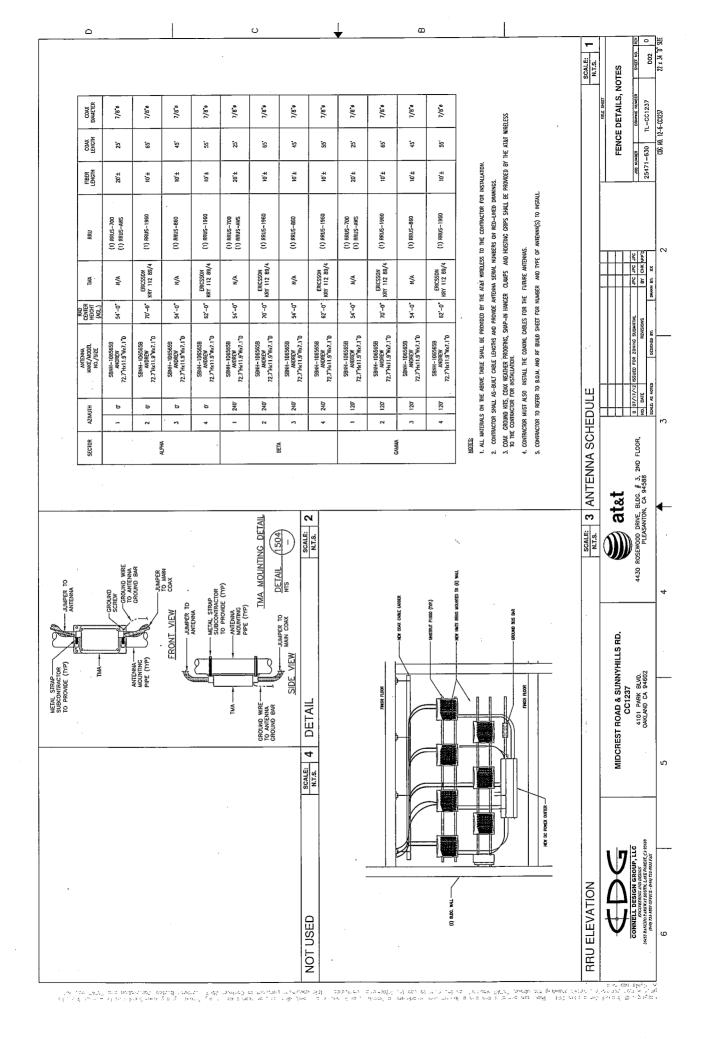




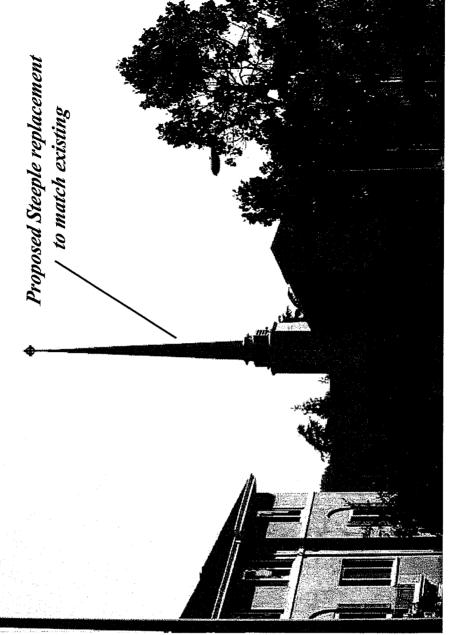








View I



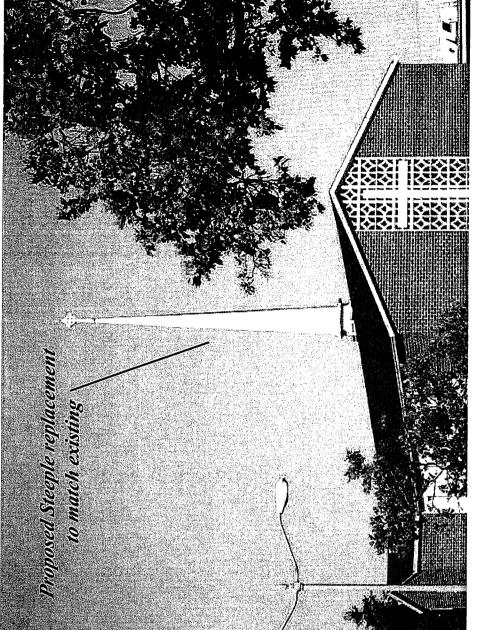
View of Proposed Design

AT&T Site: CC1237
Address: 4101 Park Blvd.
Oakland, CA. 94602

g at&t

Existing View

View 2



Existing View

View of Proposed Design

AT&T Site: CC1237
Address: 4101 Park Blvd.
Oakland, CA. 94602



Map of Site Location





#### **Alternative Site Analysis**

The locating or siting of a wireless telecommunications facility (WTF) is driven by technological concerns and requirements, which include the service area, geographical elevation and the topography of the area, alignment with other sites in the network, and customer demand components. Placement within the urban geography is dependent on these requirements.

Moreover, selection of sites for wireless telecommunications facilities is 'locationally dependent', meaning that the siting of a WTF is driven by the location of existing sites in the network chain. Wireless telecommunications facilities operate at low-power. Due to the low-power signals of wireless facilities the distance over which the facilities extend is limited to a geographically small area or 'cell'. An overlapping patchwork of such cells is needed to provide seamless coverage over a larger geographical area. As the caller moves through cells, one cell relays its signal to the next. Where there is a 'gap' in this coverage, a call is either 'dropped' (disconnected) or 'blocked' (never connected), resulting in a failure of the network. Consequently, the lack of one site can lead to significant gaps in service.

There are additional requirements for locating a site. The first is the size of the property and its available space. The size of the available space on the property must be able to accommodate the facility. This includes both the antenna support structure and the associated electronic equipment. The second is having a property owner who is willing to lease space.

The Radio Frequency (RF) Engineer for AT&T Wireless had specific requirements, which include improving coverage in the immediate area and to the surrounding community. Preference for locating sites is given to collocation and, in this case, there are no other wireless providers in the immediate area. Since no collocation opportunities existed it was the effort of AT&T to find a solution that would integrate within the community and find a non-obtrusive design. The existing steeple will allow AT&T to locate within the structure and blend in with the surroundings. This steeple design was previously approved at this location in the past but the project was never constructed.

AT&T Wireless and Trillium explored the possibility of locating at other sites within the search ring; however, there were no other opportunities that would provide less visual impact and enough height to meet the coverage objectives. The site is surrounded by residential with limited options to move.

ATTACHMENT E

Derrik Williams 4032 Brighton Avenue Oakland, CA 94602

Oakland Planning Commission Attn: Ms Aubrey Rose 250 Frank H. Ogawa Plaza, Suite 2114 Oakland, CA 94612

September 26, 2012

Commissioners,

I am writing to support approval of item 3 on the October 3, 2012 consent calendar: the Major Conditional Use Permit for a wireless telecommunication facility at 4101 Park Boulevard (case file number CMD12-140).

I live approximately one block from the project location. The project simply replaces an existing structure, and will have no negative aesthetic or design impacts on our neighborhood. Additionally, our neighborhood lacks strong cell phone reception, and the proposed antennas will provide a needed improvement to the quality of our telephone reception.

Please approve case file number CMD12-150.

Verik Williams

Sincerely,

Derrik Williams