Introduced by Councilmember \_

FILED OFFICE OF THE CITY OF ERM OAKLAND

Approved as to Form and Legality Office of the City Attorney

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RESOLUTION UPHOLDING APPEAL #PLN15180-A01 THEREBY REVERSING THE DECISION OF THE CITY PLANNING COMMISSION AND APPROVING REGULAR DESIGN REVIEW TO INSTALL A TELECOMMUNICATIONS FACILITY ONTO A REPLACEMENT UTILITY POLE LOCATED IN THE PUBLIC RIGHT-OF-WAY FRONTING THE LOT LINE AT 2047 ASILOMAR DRIVE

WHEREAS, on June 3, 2015 New Cingular Wireless PCS, LLC d/b/a AT&T Mobility ("Applicant"), submitted an application for Regular Design Review (PLN15180) to replace an existing 34'-6" Joint Pole Authority ("JPA") utility pole in the public right-ofway, adjacent to 2047 Asilomar Drive, with a new 50'-1" tall JPA utility pole with two panel antennae affixed to the top and to ground mount a singular equipment box across the street from the pole; and

WHEREAS, no protected views will be impacted by the proposal issue because of the elevation of homes uphill from the utility pole, the screening of existing trees, and the presence of a ridge to the southwest of the site; and

**WHEREAS**, the application was placed on the Planning Commission agenda as a public hearing on September 2, 2015, and public notices were duly and legally distributed; and

WHEREAS, at the conclusion of the public hearing on September 2, 2015, the Planning Commission provided direction to the Applicant to meet with interested parties and nearby residents to collaboratively identify the least intrusive location for the proposed telecommunications facility and continued the item to a future meeting; and

WHEREAS, the public outreach from the Applicant and nearby residents resulted in Case File No. PLN16041 (adjacent to 1989 Asilomar), which was approved by the Planning Commission on April 20, 2016, but subsequently appealed by another group of nearby residents; and

**WHEREAS,** the Applicant, in an attempt to get a project approved without an appeal, requested that the previously continued application near 2047 Asilomar, which included revisions resulting from further community input, return to the Planning Commission for consideration; and

WHEREAS, the application near 2047 Asilomar was placed on the Planning Commission agenda for a public hearing on November 2, 2016, and public notices were duly and legally distributed; and WHEREAS, on November 2, 2016, the Planning Commission agreed that the facility should be placed near 1989 Asilomar Drive because it was the least intrusive site, and took a straw vote to deny the application near 2047 Asilomar, and directed staff to return to the Planning Commission with findings for denial; and

WHEREAS, on November 16, 2016, the Planning Commission voted to deny the Regular Design Review application for Case File No. PLN15180 (adjacent to 2047 Asilomar) based on Findings for Denial and determined that the project is exempt from the environmental review requirements of the California Environmental Quality Act ("CEQA") pursuant to CEQA Guidelines sections 15270 (projects denied); and

WHEREAS, on November 28, 2016, the Appellant, New Cingular Wireless PCS, LLC d/b/a AT&T Mobility filed a timely Appeal (PLN15180-A01) of the Planning Commission's decision to deny the project; and

**WHEREAS**, Oakland Planning Code section 17.36.090 requires that the City Council hold a duly noticed public hearing on an appeal of the Planning Commission's decision on Regular Design Review; and

**WHEREAS**, after giving due notice to the Appellants, the Applicant, supporters of the application, those opposed to the application and interested neutral parties, the Appeal came before the City Council during a duly noticed public hearing on July 18, 2017; and

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

**WHEREAS**, the public hearing on the Appeal was closed by the City Council on July 18, 2017; and

**WHEREAS,** at this time, the Applicant only requires one telecommunications facility to close a significant gap in service coverage for this area of Asilomar Drive; now, therefore, be it

**RESOLVED**: That the City Council independently finds and determines that this Resolution complies with CEQA, as the project is exempt from CEQA pursuant to CEQA Guidelines sections 15301 (existing facilities), 15303 (small facilities or structures, installation of small new equipment and facilities in small structures), and 15183 (projects consistent with a community plan, general plan or zoning), each as a separate and independent basis, and when viewed collectively, as an overall basis for CEQA clearance. The Environmental Review Officer is directed to cause to be filed a Notice of Determination/Exemption with the appropriate agencies; and be it

**FURTHER RESOLVED:** That in the event that both the appeal of the Planning Commission decision for PLN16041 (1989 Asilomar Drive) is denied and the appeal of the Planning Commission decision for PLN15180 (2047 Asilomar Drive) is upheld (i.e., both applications are approved), the Applicant shall only file building permits to develop a telecommunications facility for one of the two sites; and be it **FURTHER RESOLVED:** That the City Council, having independently heard, considered and weighed all the evidence in the record presented on behalf of all parties and being fully informed of the application, the Planning Commission's decision, and the Appeal, hereby finds and determines that the Appellant <u>has</u> shown, by reliance on evidence in the record, that the Planning Commission's decision was made in error, that there was an abuse of discretion by the Planning Commission, and/or that the Planning Commission's decision was not supported by substantial evidence in the record. This decision is based, in part, on the July 18, 2017, City Council Agenda Report and the September 2, 2015, November 2, 2016, and November 16, 2016 Planning Commission staff reports, all of which are hereby incorporated by reference as if fully set forth herein, on the reports and testimony provided at the hearing, and on the City's General Plan, Planning Code, and other planning regulations as set forth below; and be it

**FURTHER RESOLVED:** That the Appeal is hereby upheld, thereby reversing the decision of the Planning Commission and approving the Regular Design Review to install a telecommunications facility onto a preplacement utility pole located in the public right-of-way fronting the lot line at 2047 Asilomar Drive, subject to the findings for approval, additional findings, and conditions of approval set forth in the November 2, 2016 Planning Commission Staff Report, each of which is hereby separately and independently adopted by this Council in full; and be it

**FURTHER RESOLVED:** That, in further support of the City Council's decision to uphold the appeal, reverse the Planning Commission's denial of the application, and approve the project, the City Council rejects the November 16, 2016 Planning Commission staff report and the Findings for Denial attached thereto, and instead, hereby affirms and adopts as its own independent findings and determinations: (i) the July 18, 2017 City Council Agenda Report, including without limitation the discussion, findings and conclusions (each of which is hereby separately and independently adopted by this Council in full), and (ii) the November 2, 2016 Planning Commission staff report approving the project, including without limitation the discussion, findings, additional findings, conclusions, and conditions of approval (each of which is hereby separately and independently adopted by this Council adopted by this Council in full); and conditions of approval (each of which is hereby separately and independently adopted by this Council in full); and be it

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

- 1. the application, including all accompanying maps and papers;
- 2. all plans submitted by the applicant and its representatives;
- 3. the notice of appeal and all accompanying statements and materials;
- all final staff reports, final decision letters, and other final documentation and information produced by or on behalf of the City, including without limitation all related/supporting final materials, and all final notices relating to the application and attendant hearings;
- 5. all oral and written evidence received by the Planning Commission and City Council before and during the public hearings on the application and appeal; and all written evidence received by relevant City Staff before and during the public hearings on the application and appeal; and
- all matters of common knowledge and all official enactments and acts of the City, such as (a) the General Plan; (b) the Oakland Municipal Code; (c) the Oakland Planning Code; (d) other applicable City policies and regulations; and (e) all applicable State and federal laws, rules and regulations; and be it

**FURTHER RESOLVED:** That the custodians and locations of the documents or other materials which constitute the record of proceedings upon which the City Council's decision is based are located at (a) the Planning and Building Department, Planning and Zoning Division, 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, California, and (b) the Office of the City Clerk, 1 Frank H. Ogawa Plaza, First Floor, Oakland, California; and be it

**FURTHER RESOLVED:** That per standard City practice, if litigation is filed challenging this decision, or any subsequent implementing actions, then the time period for obtaining necessary permits for construction or alteration and/or commencement of authorized construction-related activities stated in Condition of Approval #2 is automatically extended for the duration of the litigation; and be it

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

IN COUNCIL, OAKLAND, CALIFORNIA, JUL 1 8 2017

#### PASSED BY THE FOLLOWING VOTE:

AYES – AYES – AYES, CAMPBELL-WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND PRESIDENT REID – 7

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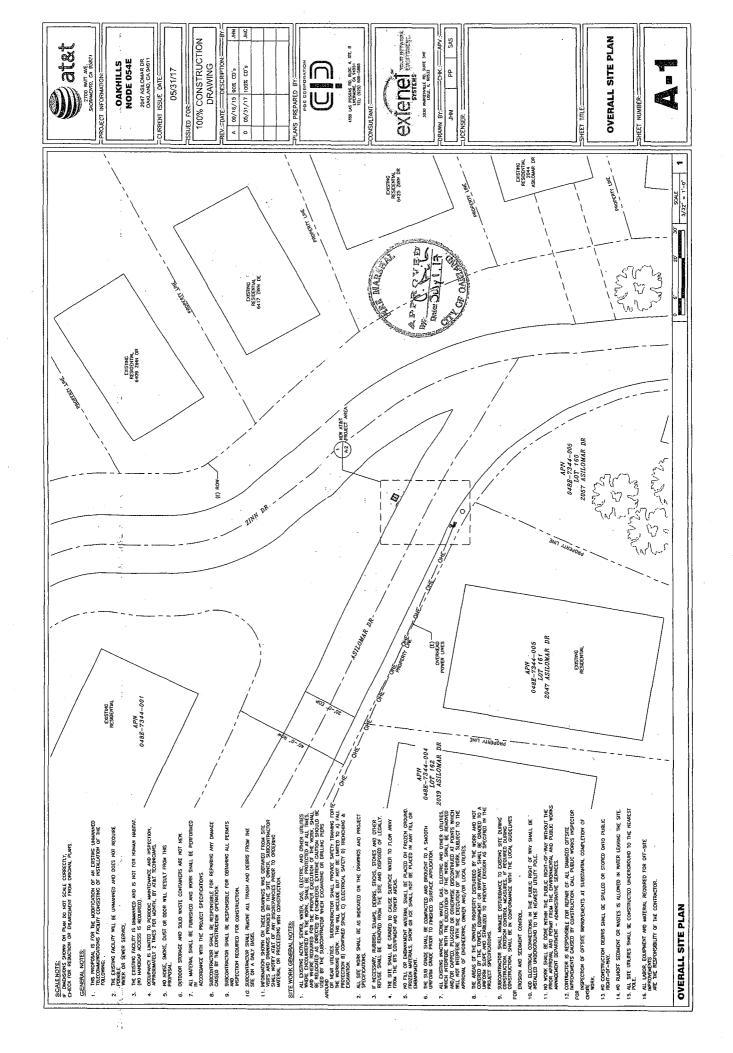
ATTES LaTonda Simmons City Clerk and Clerk of the Council of the City of Oakland, California

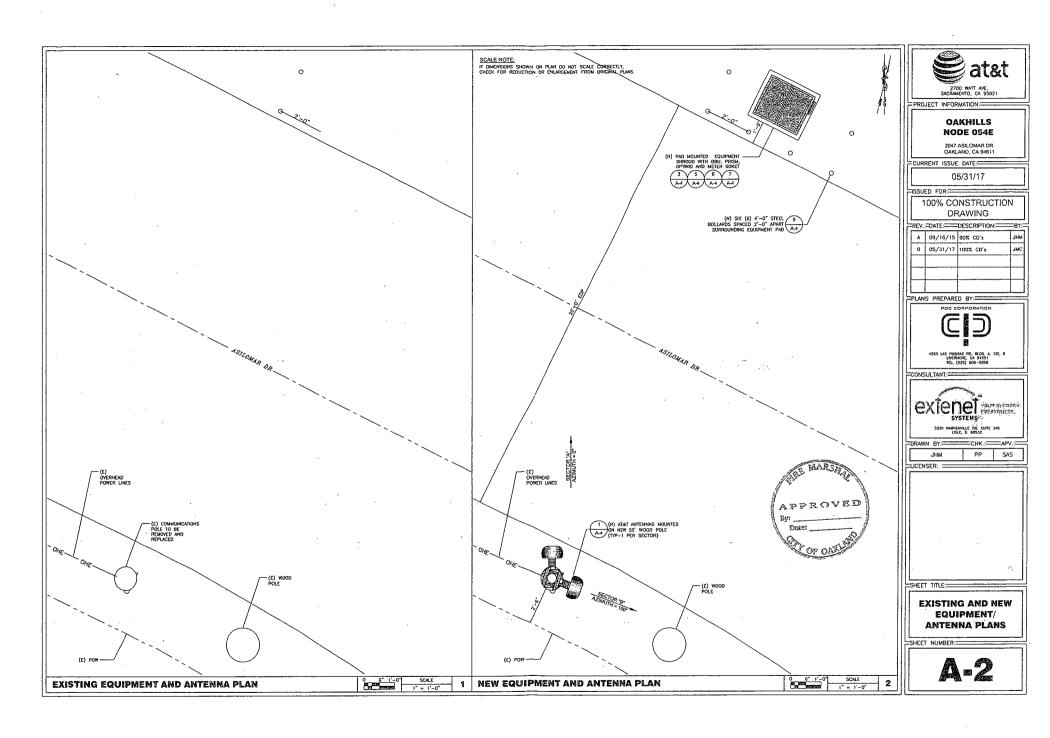
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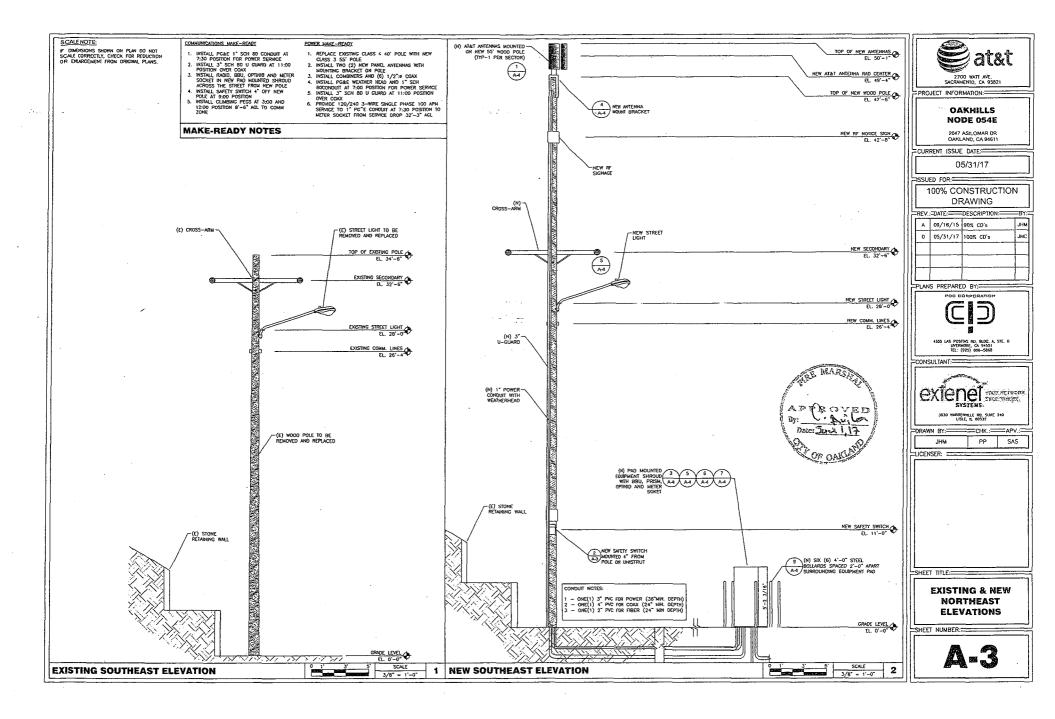
PURSUANT TO OAKLAND MUNICIPAL CODE SECTION 17.136.090, THIS DECISION OF THE CITY COUNCIL IS FINAL IMMEDIATELY AND IS NOT ADMINISTRATIVELY APPEALABLE. ANY PARTY SEEKING TO CHALLENGE SUCH DECISION IN COURT MUST DO SO WITHIN NINETY (90) DAYS OF THE DATE OF THIS DECISION, UNLESS A DIFFERENT DATE APPLIES.

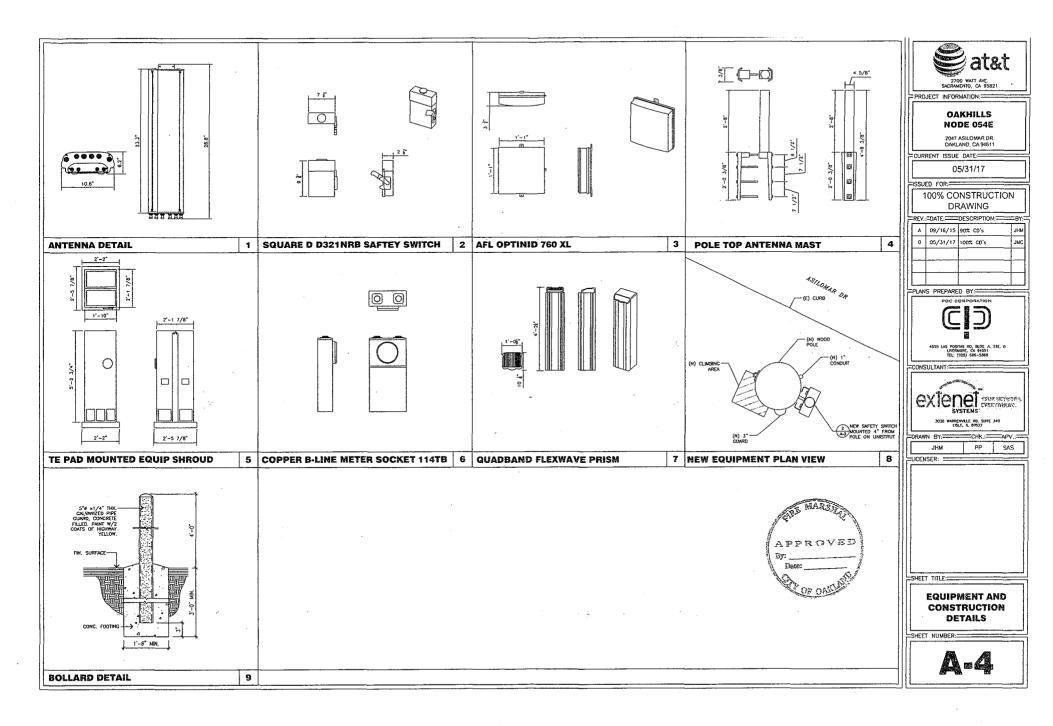
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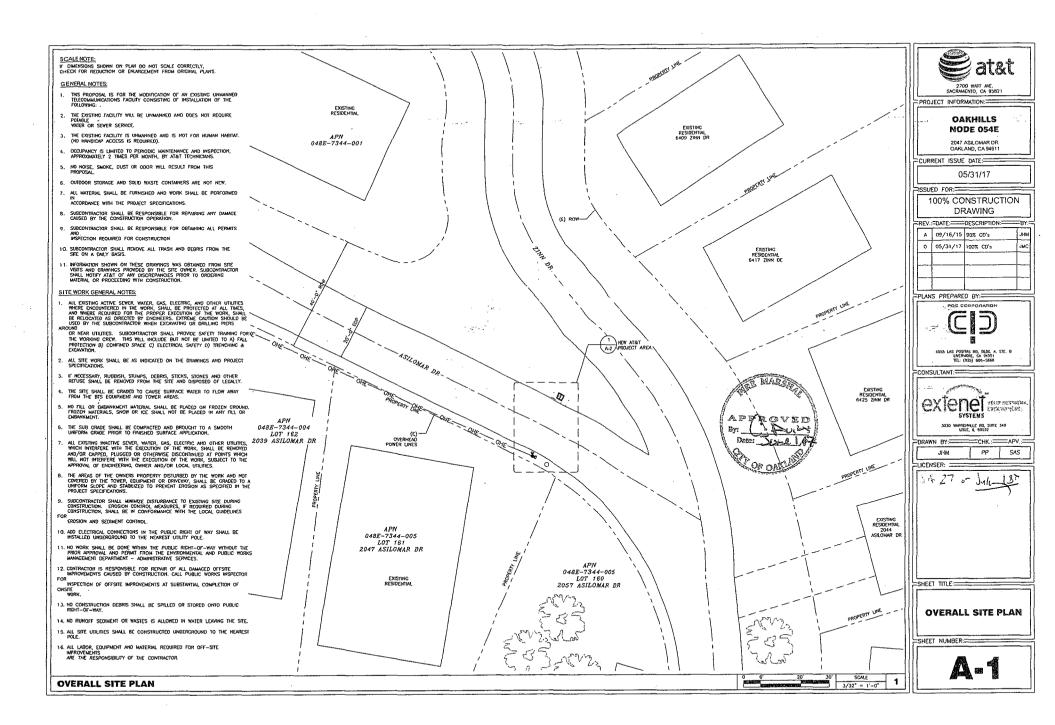
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### CITY OF OAKLAND **APPEAL FORM** FOR DECISION TO PLANNING COMMISSION, CITY **COUNCIL OR HEARING OFFICER** PROJECT INFORMATION

APPELLANT INFORMATION:       Attn: Matt Yergovich         Printed Name:       New Cingular Wireless PCS LLC       Phone Number:         Mailing Address:       C/O ExteNet Systems, 2000 Crow Canyon Place       Alternate Contact Number:         City/Zip Code       San Ramon, CA 94583       Representing:	Case No. of Appealed Project: PLN15-180 Project Address of Appealed Project: 2047 Asilomar Drive Assigned Case Planner/City Staff: Jose Herrera			
San Deman (34.04592		415-596-3474		
Email: myergovich@extenetsystems.com	City/Zip Code San Ramon, CA 94583	Alternate Contact Number: Representing:		

#### An appeal is hereby submitted on:

#### AN ADMINISTRATIVE DECISION (APPEALABLE TO THE CITY PLANNING **COMMISSION OR HEARING OFFICER**)

#### YOU MUST INDICATE ALL THAT APPLY:

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

#### Please identify the specific Administrative Decision/Determination Upon Which Your Appeal is Based Pursuant to the Oakland Municipal and Planning Codes listed below:

- □ Administrative Determination or Interpretation (OPC Sec. 17.132.020)
- Determination of General Plan Conformity (OPC Sec. 17.01.080)
- Design Review (OPC Sec. 17.136.080)
- □ Small Project Design Review (OPC Sec. 17.136.130)
- □ Minor Conditional Use Permit (OPC Sec. 17.134.060)
- □ Minor Variance (OPC Sec. 17.148.060)
- □ Tentative Parcel Map (OMC Section 16.304.100)
- □ Certain Environmental Determinations (OPC Sec. 17.158.220)
- Creek Protection Permit (OMC Sec. 13.16.450)
- □ Creek Determination (OMC Sec. 13.16.460)
- □ City Planner's determination regarding a revocation hearing (OPC Sec. 17.152.080)
- □ Hearing Officer's revocation/impose or amend conditions
- (OPC Sec. 17.152.150 &/or 17.156.160)
- □ Other (please specify)

(Continued on reverse)

L: Zoning Counter Files Application, Basic, Pre, Appeals Originals Appeal application (7-20-15) DRAFT.doc (Revised 7/20/15)

(Continued)

#### ☑ A DECISION OF THE CITY PLANNING COMMISSION THE CITY COUNCIL) □ Granting an application to: OR ☑ Denying an application to:

#### YOU MUST INDICATE ALL THAT APPLY:

#### Pursuant to the Oakland Municipal and Planning Codes listed below:

- □ Major Conditional Use Permit (OPC Sec. 17.134.070)
- □ Major Variance (OPC Sec. 17.148.070)
- Design Review (OPC Sec. 17.136.090)
- □ Tentative Map (OMC Sec. 16.32.090)
- □ Planned Unit Development (OPC Sec. 17.140.070)
- □ Environmental Impact Report Certification (OPC Sec. 17.158.220F)
- Rezoning, Landmark Designation, Development Control Map, Law Change (OPC Sec. 17.144,070)
- □ Revocation/impose or amend conditions (OPC Sec. 17.152.160)
- □ Revocation of Deemed Approved Status (OPC Sec. 17.156.170)
- □ Other (please specify)

**FOR ANY APPEAL**: An appeal in accordance with the sections of the Oakland Municipal and Planning Codes listed above shall state specifically wherein it is claimed there was an error or abuse of discretion by the Zoning Administrator, other administrative decisionmaker or Commission (Advisory Agency) or wherein their/its decision is not supported by substantial evidence in the record, or in the case of Rezoning, Landmark Designation, Development Control Map, or Law Change by the Commission, shall state specifically wherein it is claimed the Commission erred in its decision. The appeal must be accompanied by the required fee pursuant to the City's Master Fee Schedule.

You must raise each and every issue you wish to appeal on this Appeal Form (or attached additional sheets). Failure to raise each and every issue you wish to challenge/appeal on this Appeal Form (or attached additional sheets), and provide supporting documentation along with this Appeal Form, may preclude you from raising such issues during your appeal and/or in court. However, the appeal will be limited to issues and/or evidence presented to the decision-maker prior to the close of the public hearing/comment period on the matter.

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

This Planning Commission denial is appealed so that City Council can finally decide which site is the least intrusive: PLN16-041 at 1989 Asilomar Drive (Node 54J) or PLN15-180 at 2047 Asilomar Drive (the subject of this appeal, Node 54E). AT&T's proposed Node 54E complies with the Oakland Planning Code and is consistent with state and federal law. Furthermore, the proposal will not obstruct the public right-of-way, as is demonstrated by the drawings and photographic simulations. We incorporate mose application materials into this appeal.

Supporting Evidence or Documents Attached. (The appellant must submit all supporting evidence along with this Appeal Form; however, the appeal will be limited evidence presented to the decision-maker prior to the close of the public hearing/comment period on the matter.

(Continued)

Signature of Appellant or Representati Appealing Organization 11/28/2016

Date

#### TO BE COMPLETED BY STAFF BASED ON APPEAL TYPE AND APPLICABLE FEE

Date/Time Received Stamp Below:	Below For Staff Use Only	Cashler's Receipt Stamp Below:



CITY OF OAKLAND BUREAU OF PLANNING - ZONING DIVISION 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612-2031 Phone: 510-238-3911 Fax: 510-238-4730

Sent via U.S. Mail and Electronic Mail

November 17, 2016

New Cingular Wireless PCS, LLC c/o Matt Yergovich 1826 Webster St. San Francisco, CA 94115

### RE: Case File No. PLN15180 / The Public Right-of-Way at Asilomar Dr. (adjacent to 2047 Asilomar Dr.) (048E-7344-005-00)

Dear Mr. Yergovich:

The above application was **DENIED** at the City Planning Commission meeting (by a +5 -0 vote) on **November**  $16^{th}$ , 2016. The Commission's action is indicated below. This action becomes final ten (10) days after the date of the announcement of the decision unless an appeal to the City Council is filed by 4:00 pm on November  $28^{th}$ , 2016.

1. Adoption/approval of the CEQA Finding 15270.

2. Denial of the Major Design Review subject to the attached findings.

If you, or any interested party, seeks to challenge this decision, an appeal <u>must</u> be filed by no later than ten calendar (10) days from the announcement of the decision by **4:00 pm on November 28<sup>th</sup>**, **2016**. An appeal shall be on a form provided by the Planning and Zoning Division of the Department of Planning and Building, and submitted to the same at 250 Frank H. Ogawa Plaza, Suite 2114, to the attention of **Jose M. Herrera-Preza, Planner II**. The appeal shall state specifically wherein it is claimed there was error or abuse of discretion by the Planning Commission or wherein their decision is not supported by substantial evidence and must include payment of \$1,891.08 in accordance with the City of Oakland Master Fee Schedule. Failure to timely appeal will preclude you, or any interested party, from challenging the City's decision in court. The appeal itself must raise each and every issue that is contested, along with all the arguments and evidence in the record which supports the basis of the appeal; failure to do so may preclude you, or any interested party, from raising such issues during the appeal and/or in court. However, the appeal will be limited to issues and/or evidence presented to the City Planning Commission prior to the close of the City Planning Commission's public hearing on the matter.

A signed Notice of Exemption (NOE) is enclosed certifying that the project has been found to be exempt from CEQA review. It is your responsibility to record the NOE and the Environmental Declaration at the Alameda County Clerk's office at 1106 Madison Street, Oakland, CA 94612, at a cost of \$50.00 made payable to the Alameda County Clerk. Please bring the original NOE related documents and five copies to the Alameda County Clerk, and return one date stamped copy to the Zoning Division, to the attention of **Jose M. Herrera-Preza**, **Planner II**. Pursuant to Section 15062(d) of the California Environmental Quality Act (CEQA)

Guidelines, recordation of the NOE starts a 35-day statute of limitations on court challenges to the approval under CEQA.

If you have any questions, please contact the case planner, Jose M. Herrera-Preza, Planner II at (510) 238-3808 or <u>jherrera@oaklandnet.com</u>, however, this does not substitute for filing of an appeal as described above.

2

Very truly yours,

cott mille

SCOTT MILLER Zoning Manager

Attachments: A. Findings

CC:

Rosalie Masuda; 2000 Asilomar Dr. Oakland, Ca. 94611 Kate & Rob Appeldorn; 5700 Balboa Dr. Oakland, Ca. 94611 Jerry Ostrander; 5660 Balboa Dr. Oakland, Ca. 94611 Mariam Dianne Noroian; 5700 Balboa Dr. Oakland, Ca 94611 Dale & Roswitha Robinson; 1962 Asilomar Dr. Oakland, Ca 94611 Renee Cameto; 5538 Balboa Dr. Oakland, Ca. 94611 Diane Cenko; 6405 Colton Blvd. Ca, 94611 Keveh Mehrjoo & Simone Ehrlich; 2047 Asilomar Dr. Oakland, Ca. 94611 James A. Haverkamp; 2057 Asilomar Dr. Oakland, Ca. 94611 Barbara L. Rosenfeld; 1965 Asilomar Dr. Oakland, Ca 94611 Aarty Joshi; 5638 Balboa Dr. Oakland, Ca. 94611 MC Taylor; 2057 Asilomar Dr. Oakland, Ca. 94611 Julietta Enriquez; 5701 Balboa Dr. Oakland, Ca. 94611 Holly Chapin; 5650 Balboa Dr. Oakland, Ca. 94611 Sandy Levensaler & Joe Fineman; 2001 Asilomar Dr. Oakland, Ca. 94611 Barbara & Marty Kaplan; 6450 Colton Blvd. Oakaland, Ca. 94611 Aloysia Fouche' 1973 Asilomar Dr. Oakland, Ca 94611

#### **FINDINGS FOR DENIAL**

The Planning Commission finds that this proposal does not meet all the required findings under Section 17.136.050(B), of the Non-Residential Design Review criteria and all the required findings under Section 17.128.070(B), of the telecommunication facilities (Macro) Design Review criteria, as set forth below. The required findings that cannot be made are shown in **bold** type; the explanation as to why the Planning Commission finds that these findings cannot be made is shown in normal type. Note that the City is required to deny a proposal if any one of the required findings cannot be met.

#### 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 proposal will establish a facility that is not consistent with the residential character in the subject hillside area, and will not harmonize with the surrounding area for the following reasons:

- The replacement pole will not have existing trees, vegetation or landscaping to screen the new pole from adjacent residences because the location of the pole is immediately adjacent to an existing retaining wall on an improved public right of way.
- As proposed, the existing pole height of 34'-6" would increase to 50'-1" (to top of antennas) and would be clearly visible from primary living spaces at 2047 and 2057 Asilomar Drive, which are upslope properties that are oriented toward the north directly facing the proposed facility.
- The proposed location will be directly across from the driveway approach of an adjacent residence.
- The proposed equipment cabinet will further encumber the narrow, two-way, 19-foot wide pavement on Asilomar Drive with a permanent utility box on a blind turn, which gives rise to safety concerns. Under California Public Utilities Code section 7901 and 7901.1, the applicant is authorized to operate in the public right of way, however, it is not authorized to do so if it interferes with the normal and ordinary use of the street for purposes of travel and traffic. The applicant does not have the right to unreasonably obstruct and interfere with ordinary travel, and the City has the authority, under its police power, to regulate the location and manner of the applicant's placement of its replacement pole and utility box to minimize public inconvenience in using the right of way. The proposal is not designed in such a way as "not to incommode the public use of the road."

Consideration was given to alternative sites that would achieve the applicant's goal to close a significant gap in coverage and provide LTE in-home service to the area of the Oakland Hills. An alternative site (adjacent to 1989 Asilomar Drive -- Case File #PLN16041), located within 3 00 feet of the subject site, was approved by the Planning Commission as a location that did not encumber the public right-of-way with more permanent obstructions and was better screened by vegetation and large trees. (The Planning Commission's decision was appealed and is pending City Council consideration.) The Planning Commission considered the 1989 Asilomar Drive proposal to be a superior location, as it does not raise the same safety or aesthetic concerns.

## 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 design of the telecommunications facility, at this specific location, will not harmonize with the hillside residential character of the neighborhood. Staff considered many design iterations of the facility and all proposals had significant issues that could not be mitigated through appropriate screening or colors. The location of the facility and associated equipment on a narrow street surrounded by hillside homes would have significant visual impacts and physical obstructions along the right-of-way.

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

# 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:

The proposed location of the equipment cabinet would not achieve the appropriate screening methods appropriate for the hillside residential context on Asilomar Drive. The existing conditions on this portion of Asilomar would create a permanent encroachment to an already narrow paved area that serves pedestrian and two-way vehicular traffic and contains a blind turn.

Furthermore, the size, location and required protection measures create a situation where the equipment box cannot be screened. The replacement pole is sited in an improved area of right-of-way adjacent to a retaining wall serving the property at 2047 Asilomar Drive. The location of the pole would make it infeasible to add landscaping or any other screening mechanism.

The associated equipment box would be sited in an area across the street that contains a steep downslope slope toward Zinn Drive. Placement at this location would either further narrow the right of way or require constructing a platform over the hill, which would create a visual impact on the natural environment. This platform would also require the installation of protective bollards, which would further increase the negative aesthetic impact of the facility.

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

The proposed equipment cabinet is not consistent with the hillside residential character of the area. The proposed site is surrounded by hillside residential homes on either side of Asilomar Drive serviced by a narrow (19-foot) paved right-of-way open to 2-way vehicular and pedestrian traffic, and is located near a hairpin turn. Any further encroachment to permanent obstruction would significantly incommode pedestrian and vehicle traffic, as well as nearby residents.

#### **DENIED BY:**

City Planning Commission: + 5 - 0 (vote) (November 16<sup>th</sup>, 2016)

#### **CERTIFICATION OF MAILING**

I certify that on November <u>17</u>, 2016 this decision letter, relating to <u>Denial of a Major Design Review for the</u> <u>Public Right-of-way adjacent to 2047 Asilomar Dr.</u> was placed in the U.S. mail system, postage prepaid for first class mail, and sent to

New Cingular Wireless PCS, LLC c/o Matt Yergovich 1826 Webster St. San Francisco, CA 94115

Rosalie Masuda; 2000 Asilomar Dr. Oakland, Ca. 94611 Kate & Rob Appeldorn; 5700 Balboa Dr. Oakland, Ca. 94611 Jerry Ostrander; 5660 Balboa Dr. Oakland, Ca. 94611 Mariam Dianne Noroian; 5700 Balboa Dr. Oakland, Ca 94611 Dale & Roswitha Robinson; 1962 Asilomar Dr. Oakland, Ca 94611 Renee Cameto; 5538 Balboa Dr. Oakland, Ca. 94611 Diane Cenko; 6405 Colton Blvd. Ca, 94611 Keveh Mehrjoo & Simone Ehrlich; 2047 Asilomar Dr. Oakland, Ca. 94611 James A. Haverkamp; 2057 Asilomar Dr. Oakland, Ca. 94611 Barbara L. Rosenfeld; 1965 Asilomar Dr. Oakland, Ca 94611 Aarty Joshi; 5638 Balboa Dr. Oakland, Ca. 94611 MC Taylor; 2057 Asilomar Dr. Oakland, Ca. 94611 Julietta Enriquez; 5701 Balboa Dr. Oakland, Ca. 94611 Holly Chapin; 5650 Balboa Dr. Oakland, Ca. 94611 Sandy Levensaler & Joe Fineman; 2001 Asilomar Dr. Oakland, Ca. 94611 Barbara & Marty Kaplan; 6450 Colton Blvd. Oakaland, Ca. 94611 Aloysía Fouche' 1973 Asilomar Dr. Oakland, Ca 94611

(NAME & SIGNATURE OF PERSON PLACING IN MAIL)

Novembran 17, 2016

### **Oakland City Planning Commission**

#### **Case File Number PLN15180**

. **.** .

#### **STAFF REPORT**

#### November 16, 2016

#### SUMMARY

This proposal is to install a distributed antenna system ("DAS") Telecommunications Facility on a replacement Joint Pole Authority (JPA) utility pole located in the public right-of-way adjacent to 2047 Asilomar Drive between Aztec Way and Tampa Avenue.

When the item was first brought to the Planning Commission on September 2, 2015, the Commission had concerns regarding obstructions along a narrow stretch of public right-of-way and the lack of trees or vegetation to screen the facility from nearby residents. At the conclusion of the public hearing portion of the item, the Planning Commission continued the item to a future date and provided the applicant direction to meet with all the interested parties and nearby residents to collaboratively identify the least intrusive location for the proposed facility.

The public outreach from the applicant and nearby residents resulted in Case File #PLN16041 (adjacent to 1989 Asilomar), which was approved by the Planning Commission on April 20, 2016 but was subsequently appealed by another group of nearby residents.

The applicant, in an attempt to get a project approved without an appeal, returned to the Planning Commission with the previously continued item at 2047 Asilomar Drive (PLN15180) on November 2, 2016. The proposal brought to the Planning Commission was a result of further community input that expressed a preference for the placement of the associated ground mounted equipment box across the public right-of-way, adjacent to a new pole, within an approximately 5'-3" tall by 2'-2" wide equipment box. However, the Planning Commission confirmed that the facility should be placed at 1989 Asilomar Drive (PLN16041) because it is the least intrusive site.

As a result, the Planning Commission took a straw vote to deny the Major Design Review permit to install the new Telecommunications Facility at 2047 Asilomar Drive (PLN15180). As directed, staff has prepared new responses to the required findings for approval that show that project does <u>not</u> meet the requirements for approval (see attachment A).

For further information on the proposal, please refer to the staff report item #3 on the November  $2^{nd}$ , 2016 meeting.

Case File Number PLN15180

**RECOMMENDATIONS:** 

1. Affirm staff's environmental determination of CEQA 15270.

2. Deny the Major Design Review Permit based on the attached findings.

Prepared by: Jøse M. Herrera Preza Planner II

Reviewed by:

Neil Gray

Acting Zoning Manager

Approved for forwarding to the City Planning Commission?

Darin Ranelletti, Interim Director Department of Planning and Building

**ATTACHMENTS:** 

A. Findings for Denial

B. Staff Report dated Nov. 2, 2016

ATTACHMENT A

November 16, 2016 Page 3

#### **Oakland City Planning Commission** Case File Number PLN15180

#### **FINDINGS FOR DENIAL**

The Planning Commission finds that this proposal does not meet all the required findings under Section 17.136.050(B), of the Non-Residential Design Review criteria and all the required findings under Section 17.128.070(B), of the telecommunication facilities (Macro) Design Review criteria, as set forth below. The required findings that cannot be made are shown in **bold** type; the explanation as to why the Planning Commission finds that these findings cannot be made is shown in normal type. Note that the City is required to deny a proposal if any one of the required findings cannot be met.

#### 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 proposal will establish a facility that is not consistent with the residential character in the subject hillside area, and will not harmonize with the surrounding area for the following reasons:

- The replacement pole will not have existing trees, vegetation or landscaping to screen the new pole from adjacent residences because the location of the pole is immediately adjacent to an existing retaining wall on an improved public right of way.
- As proposed, the existing pole height of 34'-6" would increase to 50'-1" (to top of antennas) and would be clearly visible from primary living spaces at 2047 and 2057 Asilomar Drive, which are upslope properties that are oriented toward the north directly facing the proposed facility.
- The proposed location will be directly across from the driveway approach of an adjacent residence.
- The proposed equipment cabinet will further encumber the narrow, two-way, 19-foot wide pavement on Asilomar Drive with a permanent utility box on a blind turn, which gives rise to safety concerns. Under California Public Utilities Code section 7901 and 7901.1, the applicant is authorized to operate in the public right of way, however, it is not authorized to do so if it interferes with the normal and ordinary use of the street for purposes of travel and traffic. The applicant does not have the right to unreasonably obstruct and interfere with ordinary travel, and the City has the authority, under its police power, to regulate the location and manner of the applicant's placement of its replacement pole and utility box to minimize public inconvenience in using the right of way. The proposal is not designed in such a way as "not to incommode the public use of the road."

Consideration was given to alternative sites that would achieve the applicant's goal to close a significant gap in coverage and provide LTE in-home service to the area of the Oakland Hills. An alternative site (adjacent to 1989 Asilomar Drive -- Case File #PLN16041), located

within 300 feet of the subject site, was approved by the Planning Commission as a location that did not encumber the public right-of-way with more permanent obstructions and was better screened by vegetation and large trees. (The Planning Commission's decision was appealed and is pending City Council consideration.) The Planning Commission considered the 1989 Asilomar Drive proposal to be a superior location, as it does not raise the same safety or aesthetic concerns.

### 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 design of the telecommunications facility, at this specific location, will not harmonize with the hillside residential character of the neighborhood. Staff considered many design iterations of the facility and all proposals had significant issues that could not be mitigated through appropriate screening or colors. The location of the facility and associated equipment on a narrow street surrounded by hillside homes would have significant visual impacts and physical obstructions along the right-of-way.

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

# 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:

The proposed location of the equipment cabinet would not achieve the appropriate screening methods appropriate for the hillside residential context on Asilomar Drive. The existing conditions on this portion of Asilomar would create a permanent encroachment to an already narrow paved area that serves pedestrian and two-way vehicular traffic and contains a blind turn.

Furthermore, the size, location and required protection measures create a situation where the equipment box cannot be screened. The replacement pole is sited in an improved area of right-of-way adjacent to a retaining wall serving the property at 2047 Asilomar Drive. The location of the pole would make it infeasible to add landscaping or any other screening mechanism.

The associated equipment box would be sited in an area across the street that contains a steep downslope slope toward Zinn Drive. Placement at this location would either further narrow the right of way or require constructing a platform over the hill, which would create a visual impact on the natural environment. This platform would also require the installation of protective bollards, which would further increase the negative aesthetic impact of the facility.

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

The proposed equipment cabinet is not consistent with the hillside residential character of the area. The proposed site is surrounded by hillside residential homes on either side of Asilomar

Case File Number PLN15180

Drive serviced by a narrow (19-foot) paved right-of-way open to 2-way vehicular and pedestrian traffic, and is located near a hairpin turn. Any further encroachment to permanent obstruction would significantly incommode pedestrian and vehicle traffic, as well as nearby residents.

#### **Case File Number: PLN15180**

**STAFF REPORT** 

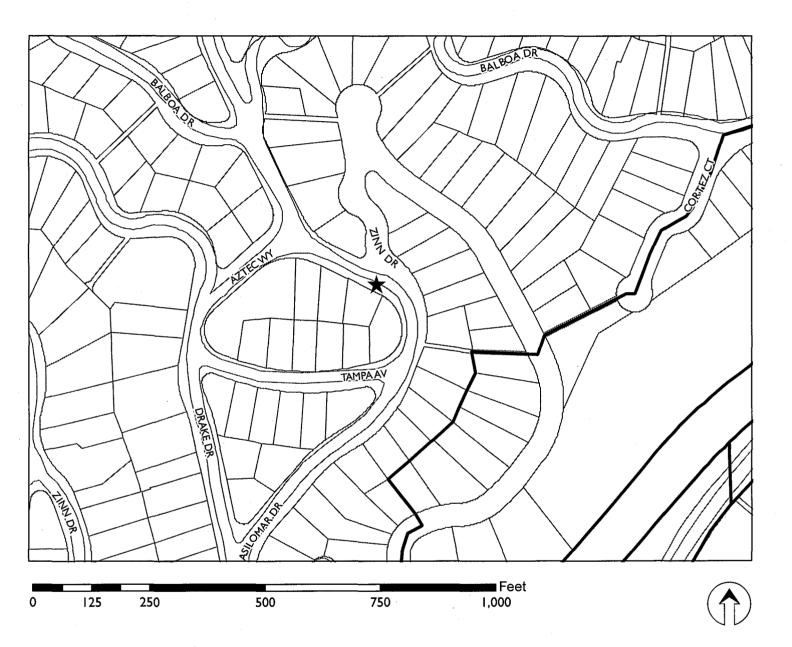
#### November 2, 2016

Location:	The Public Right-of-Way at Asilomar Dr. (Adjacent to 2047 Asilomar Dr.) (See map on reverse)
<b>Assessors Parcel Numbers:</b>	048E-7344-005-00 (nearest lot adjacent to the project site.)
Proposal:	<i>Continued from the September 2, 2015 Planning Commission Hearing.</i> The installation of a distributed antenna system (DAS) wireless telecommunication facility on a new public utility pole in the right-of- way on Asilomar Dr.; facility includes two panel Kathrein antennas mounted at approximately at 50°-1" pole height; an associated equipment box (approx 5'-3" tall by 26" wide) will be ground mounted across the public right-of-way from the pole.
Applicant:	New Cingular Wireless PCS, LLC. For AT&T Mobility
Contact Person/ Phone	Matthew Yergovich (415)596-3474
Number: Owner:	City of Oakland
Case File Number:	PLN15180
Planning Permits Required: General Plan:	Regular Design Review (non-residential) to install a wireless Macro Telecommunications Facility (17.136.050 (B)(2); Additional Findings for a Macro Facility (OMC Sec. 17.128.070(B)(C). Hillside Residential
Zoning:	RH-4 Hillside Residential 4 Zone
Environmental Determination:	Exempt, Section 15303 of the State CEQA Guidelines (small facilities or structures; installation of small new equipment and facilities in small structures), and none of the exceptions to the exemption in CEQA Guidelines Section 15300.2 apply to the proposal. Exempt, Section 15183 of the State CEQA Guidelines; projects consistent with a community plan, general plan or zoning.
Historic Status:	Not a Potential Designated Historic Property; Survey rating:
Service Delivery District: City Council District: Date Filed: Finality of Decision:	N/A 2 4 June 3 <sup>rd</sup> , 2015 Appealable to City Council within 10 Days
For Further Information:	Contact case planner Jose M. Herrera-Preza at (510) 238-3808 or jherrera@oaklandnet.com

#### **SUMMARY**

The proposal is to install a distributed antenna system ("DAS") wireless Telecommunications Macro Facility on a replacement Joint Pole Authority (JPA) utility pole located in the public right-of-way along Asilomar Drive between Aztec Way and Tampa Avenue. New Cingular Wireless PCS for AT&T Mobility is proposing to install two panel antennas mounted on top of a new JPA replacement pole, resulting in a new height of 50'-1" (to top of antennas) with an

### **CITY OF OAKLAND PLANNING COMMISSION**



Case File: PLN15180

Applicant:New Cingular Wireless PCS, LLC (d/b/a AT&T Mobility)Address:The Public Right-of-Way adjacent to 2047 Asilomar DrZone:RH-4

associated ground mounted equipment box located across the public right-of-way, adjacent to the new pole, within an approximately 5'-3" tall by 2'-2" wide singular equipment box.

A Major Design Review permit is required to install a new Telecommunications Facility located within 100' of a residential zone. As detailed below, the project meets all of the required findings for approval. Therefore, staff recommends approval of the project subject to the attached conditions of approval.

#### BACKGROUND

The project was first brought to the Planning Commission at the September 2, 2015 public hearing. At the conclusion of the public hearing portion of the item, the Planning Commission provided the applicant direction to meet with the all the interested parties, the home owner and nearby residents to identify the least intrusive location for the proposed facility. The public outreach from the applicant and nearby residents resulted in Case File #PLN16041 (Adjacent to 1989 Asilomar) that was approved by the Planning Commission on April 20, 2016. The alternative proposal was subsequently appealed by another group of nearby residents. The applicant exhausted all other potential site alternatives in the area but none of the sites are desirable from construction, coverage or aesthetics perspectives. After a series of meetings with both neighborhood groups and an independent survey sponsored by Council District 4 Council member and Vice Mayor Annie Campbell-Washington's office this revised application for this near 2047 Asilomar was submitted to the Bureau of Planning.

#### **PROJECT DESCRIPTION**

The applicant (New Cingular Wireless PCS, LLC. for AT&T Mobility) is proposing to install a distributed antenna system ("DAS") wireless Telecommunications Macro Facility on a new replacement JPA utility pole located in the public right–of–way along Asilomar Dr. near 2047 Asilomar Dr. in a hillside area surrounded by single-family homes. The project consists of swapping an existing 34'-6" foot JPA pole with a new 50'-1" JPA pole in the same location, with two panel antennas (each is two-feet long and 10- inches wide) mounted onto the new JPA pole resulting in a 50'-1" tall pole. The associated equipment box, in order to reduce visual clutter on the pole and pursuant to feedback from nearby residents, will be located across the Asilomar right-of-way directly across from the new pole within an approximately 5'-3" tall by 2'-2" wide single equipment box. The proposed facility is an alternative location chosen by the applicant as a response to neighbor opposition to proposed facilities near 1989 Asilomar (Case # PLN16041), 2052 Tampa Ave. (Case #DR13035) and the subsequent alternative location near 2040 Tampa Ave.(Case #PLN14038) became unfeasible when an existing tree, to be used as a screening element, was removed. The proposed antennas and associated equipment will be secured from the public. (See Attachment A).

#### **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

Case File Number: PLN15180

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".

#### **PROPERTY DESCRIPTION**

The existing 34'-6" tall wooden JPA utility pole is located in the City of Oakland public right-ofway adjacent to 2047 Asilomar Dr. to the south, which contains a single-family residence on a steep upslope parcel, and another residence on the parcel to the north, in a relatively wooded hillside residential area. The existing pole has communications lines attached at 26'-4" above ground, a cobra head street light at about 28' above ground and power lines at 32'-6" above ground. All of these elements will be relocated to the new replacement pole.

#### GENERAL PLAN ANALYSIS

The subject property is located within the Hillside Residential Area of the General Plan Land Use & Transportation Element (LUTE). The Hillside Residential Classification is intended "to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots". The proposed "DAS" telecommunication facilities will be mounted on a new wood JPA pole intended to resemble existing PG&E utility poles within the City of Oakland public right-of-way. Visual impacts will be mitigated since the antennas are mounted 50'+ plus feet above the right-of-way. The equipment cabinets will be housed within a single box and painted to match the existing utility pole and sited in a non-descript area next to a retaining wall for a hillside. Therefore, the proposed unmanned wireless telecommunication facility will not adversely affect or detract from the resource conservation characteristics of the neighborhood.

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 objectives of the General Plan by servicing the community with enhanced telecommunications capability.

#### ZONING ANALYSIS

The proposed project is located in RH-4 Hillside Residential 4 Zone. The intent of the RH-4 Zone is: "to create, maintain, and enhance areas for single-family dwellings on lots of six thousand five hundred (6,500) to eight thousand (8,000) square feet and is typically appropriate in already developed areas of the Oakland Hills". The proposed telecommunication facility is located adjacent to 2047 Asilomar Dr. in a hillside residential area of the Oakland Hills. The project requires Regular Design Review per 17.136.050, which states that Macro Telecommunications Facilities proposed in residential areas with special findings, to allow the installation of new telecommunication facilities on an existing JPA pole located in the public right-of-way in a Residential Zone. Special findings are required for Design Review approval to ensure that the facility is concealed to the extent possible.

#### **ENVIRONMENTAL DETERMINATION**

The California Environmental Quality Act (CEQA) Guidelines lists the projects that qualify as categorical exemptions from environmental review. Staff finds that the proposed project is categorically exempt from the environmental review requirements pursuant to Section 15301, (additions and alterations to existing facilities), and Section 15303 (small facilities or structures; installation of small new equipment and facilities in small structures), and that none of the exceptions to the exemption in CEQA Guidelines Section 15300.2 are not triggered by the proposal, and 15183 (projects consistent with a General Plan or Zoning) further applies.

#### **KEY ISSUES AND IMPACTS**

#### **1. Regular Design Review**

Section, 17.136.050 and 17.128.070 of the City of Oakland Planning Code requires Regular Design Review for Macro Telecommunication Facilities in the Hillside Residential zone or that are located within one hundred (100) feet of the boundary of any residential zone. The required findings for Regular Design Review, and the reasons this project meets them, are listed and included in staff's evaluation as part of this report.

#### 2. Project Site

Section 17.128.110 of the City of Oakland Telecommunication Regulations indicate that new wireless facilities shall generally be located on designated properties or facilities in the following 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-CE-3 and D-CE-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 located on an A, B or C ranked preferences do not require a site alternatives analysis. Since the proposed project involves locating the installation of new antennas and associated equipment cabinets on an existing utility pole, the proposed project meets: (B) quasi-public facilities on for a new wood JPA pole in the public right-of -way. The applicant has also provided a statement on site alternative analysis to indicate a public necessity for telecommunication services in the area and to show a number of alternative sites that were considered.

#### 3. Project Design

Section 17.128.120 of the City of Oakland Telecommunications Regulations indicates 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 public rightof 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 of-way.

E. Monopoles.

F. Towers.

\* Facilities designed to meet an A & B ranked preference does not require a site design alternatives analysis. Facilities designed to meet a C through F ranked preference, inclusive, must submit a site design alternatives analysis as part of the required application materials. (a) site design alternatives analysis shall, at a minimum, consist of:

a. Written evidence indicating why each higher preference design alternative cannot be used. Such evidence shall be in sufficient detail that independent verification could be obtained if required by the City of Oakland Zoning Manager. Evidence should indicate if the reason an alternative was rejected was technical (e.g. incorrect height, interference from existing RF sources, inability to cover required area) or for other concerns (e.g. inability to provide utilities, construction or structural impediments).

City of Oakland Planning staff, along with the applicant, completed an on-site site design analysis and determined that the site selected conforms to all other telecommunication regulation requirements. The project meets design criteria (C) since the antennas will be mounted on a new wood JPA pole resembling existing PG&E wood poles in the area, in addition to locating the new pole in an area where the new facility is surrounded by utility poles and the equipment cabinet box and battery backup box will be housed within a single equipment box groundmounted and painted to match the color of an existing PG&E utility pole to minimize potential visual impacts from public view. In addition, the applicant conducted an extensive site design alternative analysis of 2 alternative sites (See attachment C) where significant gaps in coverage exist and was visually the least obtrusive.

#### 4. 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. With the initial application, a RF emissions report, prepared by a licensed professional engineer or other expert, indicating that the proposed site will operate within the current acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards.
- b. Prior to commencement of construction, a RF emissions report indicating the baseline RF emissions condition at the proposed site.
- c. Prior to final building permit sign off, an RF emissions report indicating that the site is actually operating within the acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards.

The RF-EME Electromagnetic Energy Compliance Report, prepared by William F. Hammett, P.E. for Hammett & Edison Inc. Consulting Engineers, indicates that the proposed project meets the radio frequency (RF) emissions standards as required by the regulatory agency. The report states that the proposed project will 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 as a condition of approval that, prior to the issuance of a final building permit, 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 proposed project meets all of the required findings for approval. Therefore, staff recommends approval of the project subject to the attached conditions.

#### **RECOMMENDATIONS:**

- 1. Affirm staff's environmental determination
- 2. Approve Design Review application PLN15180 subject to the attached findings and conditions of approval

Prepared by:

ose M. Herrera-Preza Planner L

Reviewed by:

cott Mill

Scott Miller Zoning Manager

Approved for forwarding to the City Planning Commission:

Darin Ranelletti, Interim Director Department of Planning and Building

#### **ATTACHMENTS:**

- A. Project Plans & Photo simulations & Alternative Site Analysis
- B. Hammett & Edison, Inc., Consulting Engineering RF Emissions Report
- C. Site Alternative Analysis

D. Correspondence

### **FINDINGS FOR APPROVAL**

This proposal meets all the required findings under Section 17.136.050.(B), of the Non-Residential Design Review criteria and all the required findings under Section 17.128.070(B), of the telecommunication facilities (Macro) Design Review criteria and as set forth below: Required findings are shown in **bold** type; reasons your proposal satisfies them are shown in normal type.

#### **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 project consists of replacing a 34'-6" Joint Pole Authority (JPA) utility pole with a new 50'-1" JPA utility in the same location and adding two telecommunications panel antennas (two feet long and 10-inches wide), affixed on top of the utility pole. The proposed location of the equipment box on the ground across the right-of-way on Asilomar, is a preferred location supported by nearby residents for its non-descript and visually stealth location. The equipment box is a 5'-2" tall by 2'-2" wide equipment box in the public right-of-way along Asilomar Dr. between Aztec Way and Tampa Avenue. The proposed antennas will be located 47' above the right-of-way near other utility poles which will help the facility to blend in with the existing surrounding hillside residential area. The equipment cabinet, serving the utility pole, will be sited on the ground to reduce visual clutter on the pole from the neighboring properties. Therefore, the proposal will have minimal visual impacts from public view.

## 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 improves wireless telecommunication service in the hillside residential area. The installation will be sited near other utility poles of similar height in the surrounding area to have minimal visual impacts on public views, thereby protecting the value of private and public investments in the area.

#### 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 subject property is located within the Hillside Residential Area of the General Plan's Land Use & Transportation Element (LUTE). The Hillside Residential Classification is intended "to create, maintain, and enhance neighborhood residential areas that are characterized by

*detached, single unit structures on hillside lots*". The proposed telecommunication facilities will be mounted onto a new wood JPA pole, replacing an existing pole and intended to resemble existing utility poles within the City of Oakland public right-of-way. The proposed unmanned wireless telecommunication facility will be located on a new utility pole and will not detract from the hillside residential value of the neighborhood. Visual impacts will be minimized since the site is relatively wooded, with trees partially obscuring views of the pole. Furthermore the equipment serving the facility and usually mounted on the pole will be ground mounted 30' feet away from the pole at the ground level to reduce visual clutter on the pole. Therefore, the Project conforms to the applicable General Plan and Design Review criteria.

#### 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 antennas will be painted to match the utility pole and blend with the surroundings.

# 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 antennas will not be mounted on any building or architecturally significant structure, but rather on a utility pole.

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

The proposed antennas will be mounted on a new JPA utility pole (to replace an existing JPA pole in the same location) and painted to match the pole, which will be further camouflaged by surrounding mature trees.

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

The associated equipment will be located within a ground mounted single equipment box 30' across the public right-of-way from the utility pole and painted to match the pole and blend with the surroundings.

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

The proposed equipment cabinets will be compatible with the existing utility related equipment.

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.

# 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, anti-climbing measures and anti-tampering devices.

The antennas will be mounted onto a new JPA utility pole. They will not be accessible to the public due to their location. The equipment accommodation and battery backup boxes will also be located inside a single equipment box located on the ground level 30' feet way from pole and will be secured to the greatest extent possible from the public and vehicles.

#### <u>CONDITIONS OF APPROVAL</u> <u>PLN15180</u>

#### **STANDARD CONDITIONS:**

#### 1. Approved Use

The project shall be constructed and operated in accordance with the authorized use as described in the approved application materials **PLN15180**, and the plans dated **September 16, 2016** submitted on **October 11, 2016**, 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

- a. Minor changes to the approved project, plans, Conditions, facilities, or use may be approved administratively by the Director of City Planning
- b. 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

- a. 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.
- b. 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. <u>Blight/Nuisances</u>

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.

### **PROJECT SPECIFIC CONDTIONS:**

### 10. <u>Construction Activity in the Public Right-of-Way</u>

### a. Obstruction Permit Required

<u>Requirement</u>: The project applicant shall obtain an obstruction permit from the City prior to placing any temporary construction-related obstruction in the public right-of-way, including City streets and sidewalks.

When Required: Prior to approval of construction-related permit

Initial Approval: Bureau of Building

Monitoring/Inspection: Bureau of Building

### b. Traffic Control Plan Required

<u>Requirement</u>: In the event of obstructions to vehicle or bicycle travel lanes, the project applicant shall submit a Traffic Control Plan to the City for review and approval prior to obtaining an obstruction permit. The project applicant shall submit evidence of City approval of the Traffic

Control Plan with the application for an obstruction permit. The Traffic Control Plan shall contain a set of comprehensive traffic control measures for auto, transit, bicycle, and pedestrian detours, including detour signs if required, lane closure procedures, signs, cones for drivers, and designated construction access routes. The project applicant shall implement the approved Plan during construction.

When Required: Prior to approval of construction-related permit

Initial Approval Public Works Department, Transportation Services Division

Monitoring/Inspection: Bureau of Building

### c. Repair of City Streets

<u>Requirement</u>: The project applicant shall repair any damage to the public right-of way, including streets and sidewalks caused by project construction at his/her expense within one week of the occurrence of the damage (or excessive wear), unless further damage/excessive wear may continue; in such case, repair shall occur prior to approval of the final inspection of the construction-related permit. All damage that is a threat to public health or safety shall be repaired immediately.

When Required: Prior to building permit final

Case File Number: PLN15180

Initial Approval: N/A

Monitoring/Inspection: Bureau of Building

### 11. 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.

### 12. 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.

### 13. Equipment cabinets

### Prior to building permit Issuances.

The applicant shall submit revised elevations showing associated equipment cabinets are concealed within a single equipment box that is painted to match the utility pole, to the Oakland Planning Department for review and approval.

### 14. 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.

#### 15. Public Works Review

### **Prior to submitting a building permit application**

The plans shall receive a satisfactory review from the Public Works Agency, incorporating any required modifications.



ATTACHMENT A

October 12, 2016

City Planner Planning Department City of Oakland 250 Frank Ogawa Plaza, 2<sup>nd</sup> Floor Oakland, CA 94612

Proposed AT&T Mobility DAS Node Installation

Applicant:	New Cingular Wireless PCS, LLC (d/b/a AT&T Mobility)
Nearest Site Address:	Public Right of Way near 2047 Asilomar Dr.
Site ID:	SW-CA-OAKHILLS-ATT Node 54E
<b>Planning Application:</b>	PLN15-180
Latitude/Longitude:	<u>37.830055, -122.203930</u>

Dear City Planner,

Re:

On behalf of New Cingular Wireless PCS, LLC, d/b/a AT&T Mobility ("AT&T"), this letter and attached materials are to amend the above-referenced design review permit application to install a distributed antenna system ("DAS") node in the public right-of-way near 2047 Asilomar Drive ("Node 54E").<sup>1</sup> This is the same DAS node that AT&T pursued by its previous application filed on January 30, 2013 at 2052 Tampa Ave (Node 54B / DR13-035). After opposition to that proposal, we worked with Planning Staff to relocate the facility. Then on March 6, 2014, we withdrew that application and filed a new application for an AT&T facility on a utility pole at 2040 Tampa Avenue (Node 54C / PLN14-038). Planning was originally in favor of this location but later withdrew its support when an adjacent tree that provided screening was cut down. Then on June 11, 2015, AT&T filed this application to install its facility at 2047 Asilomar Drive (Node 54E / PLN15-180). After this item was heard by the Planning Commission on September 2, 2015, and after meeting with the neighbors and Planning Staff on site, it was determined that a facility at the utility pole near 1989 Asilomar Drive (Node 54J / PLN16-041) was the least intrusive alternative. The application for that facility near 1989 Asilomar Drive (Node 54J / PLN16-041) was approved by the Planning Commission on April 20, 2016 and appealed to City Council. The appeal hearing has not yet occurred.

After meeting with the community and discussing with the City, we would like to proceed with the attached-modified design at 2047 Asilomar Drive (PLN 15-180). The modifications make this application the least intrusive of all the alternatives. The following is an explanation of the existing site, a project description of the redesigned facility, the project purpose and justifications in support of this proposal.

#### A. Project Description.

The proposed location for our facility currently consists of an approximate 34 feet six inch tall wooden utility pole in the public right-of-way on the west side of Asilomar Drive between Aztec Way and Tampa Avenue, at about 2047 Asilomar Drive. Communication lines are attached to the pole at 26 feet four inches above ground. Power lines are on the pole at about 32 feet six inches above ground. A cobra head street light is located on the pole at about 28 feet four inches above ground.

<sup>&</sup>lt;sup>1</sup> AT&T expressly reserves all rights concerning the city's jurisdiction to assert zoning regulation over the placement of wireless facilities in the public rights-of-way.

AT&T proposes to swap the pole for a new, taller one and to affix two panel antennas to the pole that are approximately two feet long, 10 inches wide and six inches deep, vertically extending to a height of 50 feet one inch above ground. We also propose a ground cabinet equipment box approximately 96 inches long by 24 inches wide and deep at ground level across the street from the pole, protected by bollards. A miniature emergency shut-off safety switch and electricity meter will be placed on the pole at about 11 feet above ground. The equipment will be connected to telecommunications and lines already on the pole. All equipment will be painted brown. Our proposal is depicted in the attached design drawings and photographic simulations.

This is an unmanned facility that will operate at all times (24 hours per day, seven days per week) and will be serviced about once per year by an AT&T technician. Our proposal will greatly benefit the area by improving wireless telecommunications service as detailed below.

#### B. Project Purpose.

The purpose of this project is to provide AT&T third and fourth generation (3G and 4G) wireless voice and data coverage to the surrounding area where there is currently a significant gap in service coverage. These wireless services include mobile telephone, wireless broadband, emergency 911, data transfers, electronic mail, Internet, web browsing, wireless applications, wireless mapping and video streaming. The proposed node is part of a larger DAS providing coverage to areas of the Oakland, Berkeley, Kensington and El Cerrito that are otherwise very difficult or impossible to cover using traditional macro wireless telecommunications facilities due to the local topography and mature vegetation. The attached radio frequency propagation maps depict AT&T's larger DAS project. Further radio frequency details are set forth in the attached Radio Frequency Statement, including propagation maps depicting existing and proposed coverage in the vicinity of Node 54E.

A DAS network consists of a series of radio access nodes connected to small telecommunications antennas, typically mounted on existing wooden utility poles within the public rights-of-way, to distribute wireless telecommunications signals. DAS networks provide telecommunications transmission infrastructure for use by wireless services providers. These facilities allow service providers such as AT&T to establish or expand their network coverage and capacity. The nodes are linked by fiber optic cable that carry the signal stemming from a central equipment hub to a node antenna. Although the signal propagated from a node antenna spans over a shorter range than a conventional tower system, DAS can be an effective tool to close service coverage gaps.

#### C. Project Justification, Alternative Site and Design Analysis.

Node 54E is an integral part of the overall DAS project, and it is located in a difficult coverage area because of its winding roads, hilly terrain and plentiful trees. The coverage area consists of a hilly Oakland Hills neighborhood off of Asilomar Drive, Tampa Avenue, Drake Drive, Balboa Drive, and surrounding areas. Node 54E will cover transient traffic along the roadways and provide in-building service to the surrounding residences as depicted in the propagation maps, which are exhibits to the attached Radio Frequency Statement.

Based on AT&T's analysis of alternative sites, if the originally chosen Nodes 54B, 54C and 54J are not preferred by the City, then the currently proposed Node 54E is the least intrusive means to close AT&T's significant service coverage gap in the area. Node 54E best uses existing utility infrastructure, adding small equipment without disturbing the character of the neighborhoods served. Deploying a DAS node at an existing pole location minimizes any visual impact by utilizing an inconspicuous spot. By installing antennas and equipment at this existing pole location, AT&T does not need to propose any new infrastructure in this coverage area. The equipment cabinet will not eliminate any parking and will blend in with the surrounding environment. Node 54E should be barely noticeable amidst the backdrop of trees and terrain.

The DAS node RF emissions are also much lower than the typical macro site, they are appropriate for the area, and they are fully compliant with the FCC's requirements for limiting human exposure to radio frequency energy. The attached radio frequency engineering analysis provided by Hammett & Edison, Inc., Consulting Engineers, confirms that the proposed equipment will operate well within (and actually far below) all applicable FCC public exposure

ExteNet Systems For AT&T Mobility 2000 Crow Canyon Place • San Ramon, CA 94583 (415) 596-3474 • myergovich@extenetsystems.com limits. The facility will also comply with California Public Utility Commission (CPUC) General Orders 95 (concerning overhead line design, construction and maintenance) and 170 (CEQA review) that govern utility use in the public right-of-way.

This proposed redesign is a viable alternative design developed according to our discussions with the Planning Department in the context of Applications DR13-035, PLN14-038, PLN15-180 and PLN16-041. As discussed with the City, Node 54E is the least intrusive option. Also the proposed location is a good coverage option because it sits at a spot from which point AT&T can adequately propagate its wireless signal.

AT&T considered alternative sites on other utility poles in this area but none of these sites is as desirable from construction, coverage or aesthetics perspectives. The proposed location is approximately equidistant from other DAS nodes that AT&T plans to place in surrounding hard-to-reach areas, so that service coverage can be evenly distributed. There are a number of trees near the proposed site that will allow the installation to blend in with the backdrop of foliage. Additionally, the proposed facility is not in the path of any protected view sheds. The other utility poles in the area are more conspicuous than the proposed pole. In addition to the utility pole proposed to host Node 54E, AT&T considered alternative sites set forth in the attached Alternative Site Analysis.

Alternative designs were considered including our previous proposal to place the ground-mounted cabinet immediately adjacent to the pole. However, the cabinet was moved across the street for aesthetic reasons and to ensure our proposal would not affect any street parking. We also evaluated whether equipment could be undergrounded but unfortunately this is not possible because there is insufficient right-of-way space for the necessary equipment access and the equipment would be compromised from saturation by rainwater. The antennas cannot be undergrounded because they rely on a line-of-site in order to properly transmit a signal.

Revised drawings, an AT&T Radio Frequency Statement, propagation maps, photographic simulations, and a radio-frequency engineering analysis are included with this packet.

As this application seeks authority to install a wireless telecommunication facility, the FCC's Shot Clock Order<sup>2</sup> requires the city to issue its final decision on AT&T's application within 150 days. We respectfully request expedited review and approval of this application. Feel free to contact me if you have any questions. Thank you.

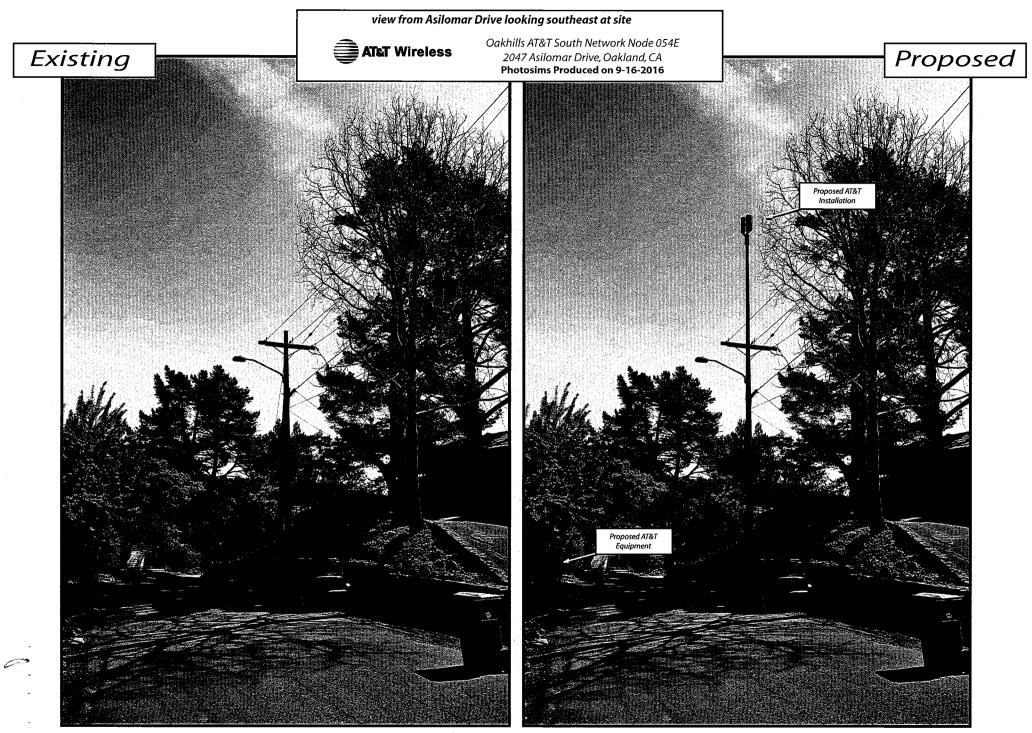
Thank you.

Best Regards, EXTENET SYSTEMS

MAMBAN A. Mayn

Matthew S. Yergovich For AT&T Mobility

<sup>&</sup>lt;sup>2</sup> See Petition for Declaratory Ruling to Clarify Provisions of Section 332(c)(7)(B), WT Docket No. 08-165, Declaratory Ruling, 24 F.C.C.R. 13994 (2009).





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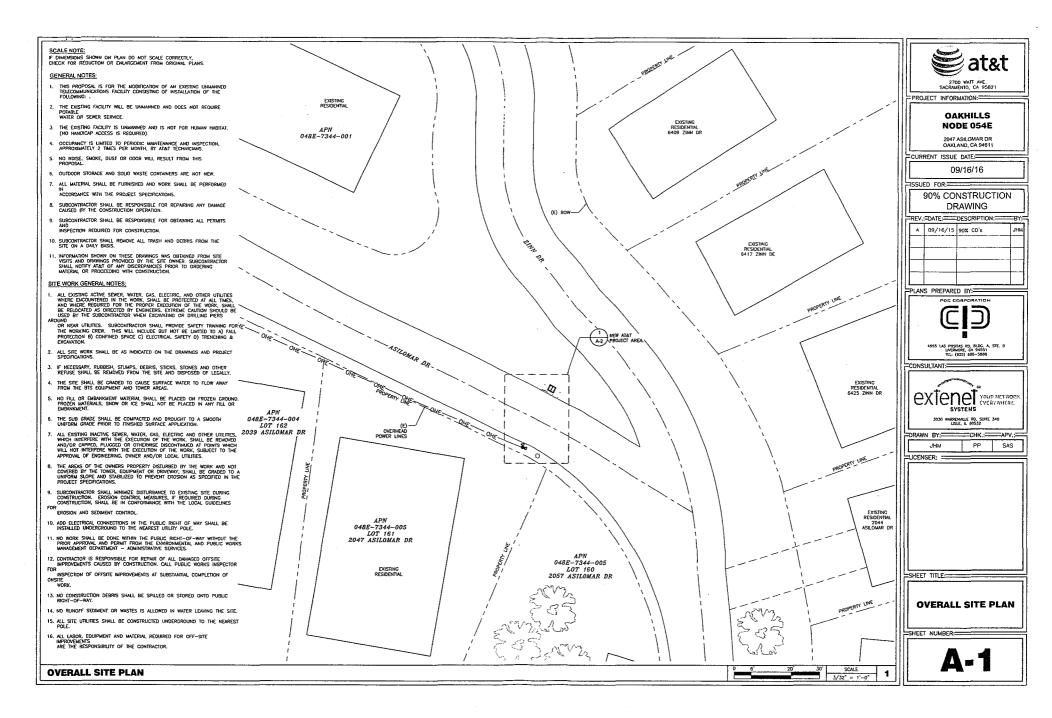
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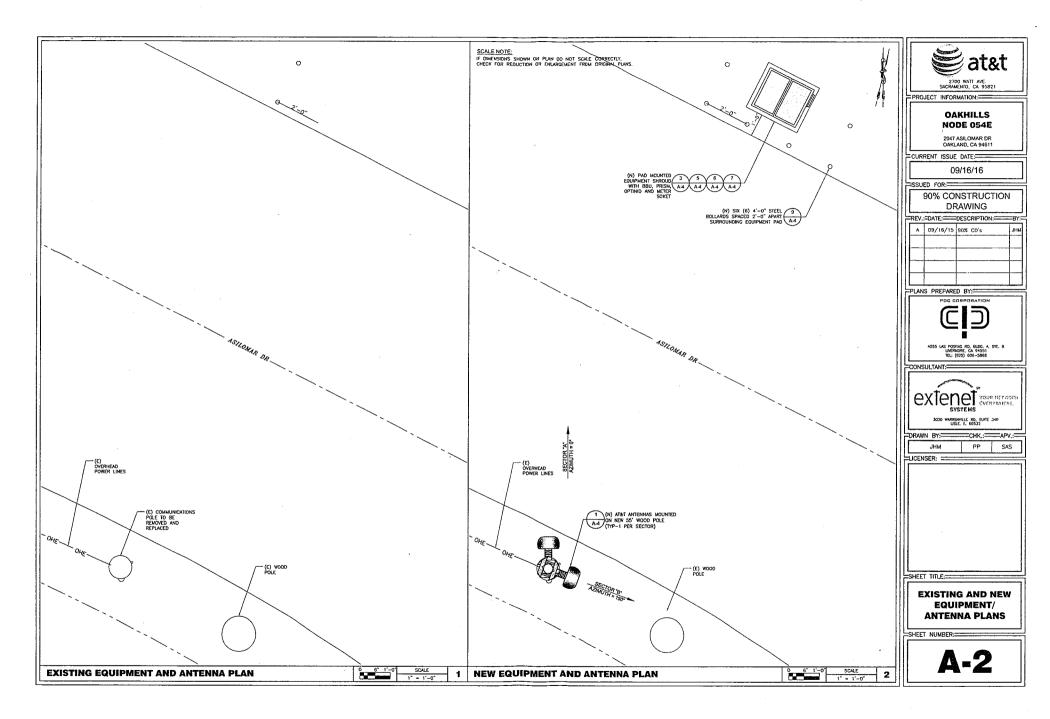
view from Asilomar Drive looking north at site

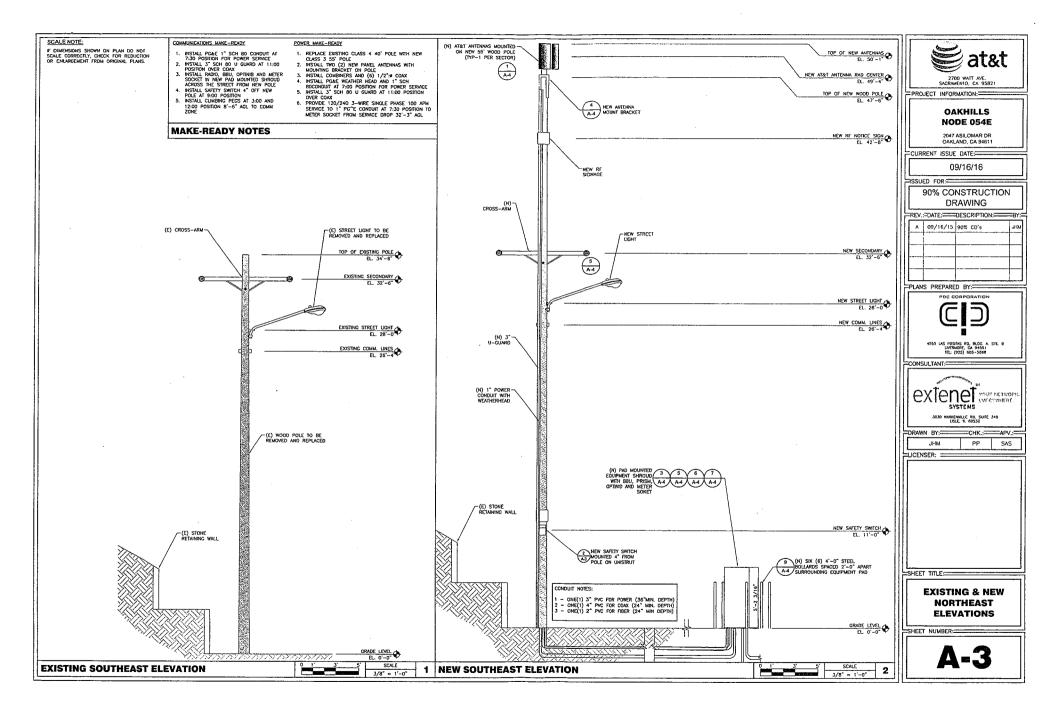
Oakhills AT&T South Network Node 054E 2047 Asilomar Drive, Oakland, CA Photosims Produced on 9-16-2016

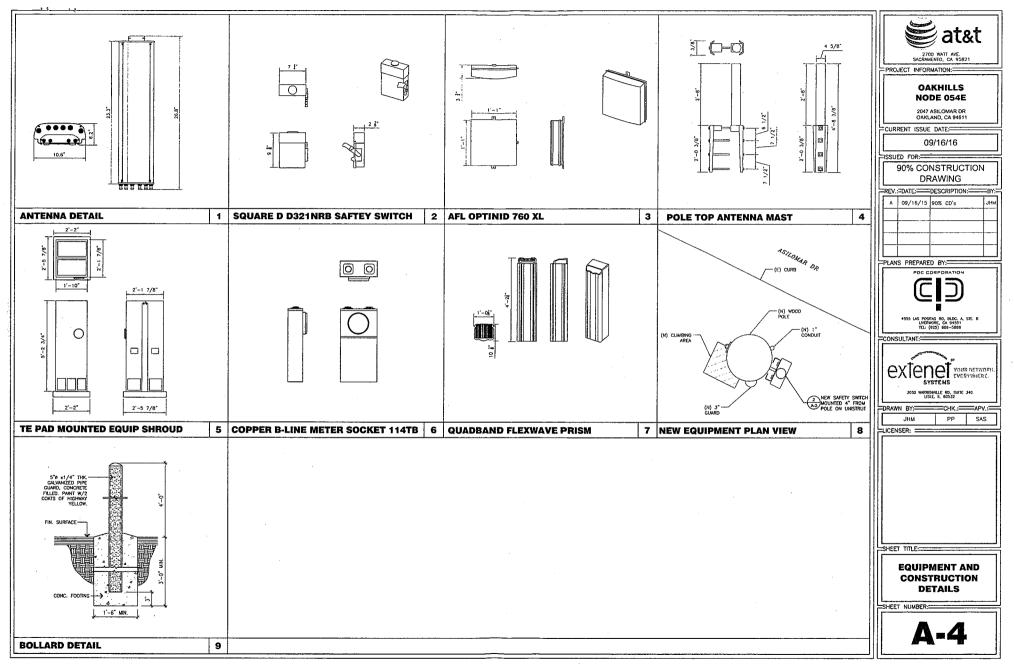
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### ATTACHMENT B

AT&T Mobility Radio Frequency Statement DAS Node 54: New Utility Pole in Public Right-of-Way Near 2047 Asilomar Dr., Oakland, CA

I am the AT&T radio frequency engineer assigned to the proposed wireless telecommunications facility ("Node 54"), which is a distributed antenna system ("DAS") node to be located on a new utility pole in the public right-of-way near 2047 Asilomar Dr., Oakland (the "Property"). Based on my personal knowledge of the Property and with AT&T's wireless network, as well as my review of AT&T's records with respect to the Property and its wireless telecommunications facilities in the surrounding area, I have concluded that the work associated with this permit request is needed to close a service coverage gap in the area immediately surrounding the Property.

The service coverage gap is caused by inadequate infrastructure in the area. As explained further in Exhibit 1, AT&T's existing facilities cannot adequately serve its customers in the desired area of coverage, let alone address rapidly increasing data usage. Moreover, 4G LTE service coverage has not yet been fully deployed in this area. To remedy this service coverage gap, AT&T needs to construct a new wireless telecommunications facility.

AT&T uses industry standard propagation tools to identify the areas in its network where signal strength is too weak to provide reliable in-building service quality. This information is developed from many sources including terrain and clutter databases, which simulate the environment, and propagation models that simulate signal propagation in the presence of terrain and clutter variation. AT&T designs and builds its network to ensure customers receive reliable in-building service quality.

Exhibit 2 to this Statement is a map of the existing service coverage (without Node 54) in the area at issue. It includes service coverage provided by existing AT&T sites. The green shaded areas depict areas within a signal strength range that provide acceptable in-building service coverage. In-building coverage means customers are able to place or receive a call on the ground floor of a building. The yellow shaded areas depict areas within a signal strength range that provide acceptable in-vehicle coverage. In this area, an AT&T customer should be able to successfully place or receive a call within a vehicle. The blue shading depicts areas within a signal strength range in which a customer might have difficulty receiving a consistently acceptable level of service. The quality of service experienced by any individual can differ greatly depending on whether that customer is indoors, outdoors, stationary, or in transit. Any area in the blue or yellow category is considered inadequate service coverage and constitutes a service coverage gap.

Exhibit 3 predicts service coverage in the vicinity of the Property if the Node 54 antennas are placed as proposed in the application. As shown by this map, placement of Node 54 closes the significant 3G service coverage gap in the area immediately surrounding the Property.

In addition to these 3G wireless service gap issues; AT&T is in the process of deploying its 4G LTE service in Oakland with the goal of providing the most advanced personal wireless experience available to residents of the City. 4G LTE is capable of delivering speeds up to 10 times faster than industry-average 3G speeds. LTE technology also offers lower latency, or the processing time it takes to move data through a network, such as how long it takes to start downloading a webpage or file once a customer has sent the request. Lower latency helps to improve the quality of personal wireless services. What's more, LTE uses spectrum more efficiently than other technologies, creating more space to carry data traffic and services and to deliver a better overall network experience.

Exhibit 4 is a map that depicts 4G LTE service in the area surrounding the Property, and it shows a significant 4G LTE service coverage gap in the area. Exhibit 5 shows that after Node 54 is on air, 4G LTE service is available both indoors and outdoors in the area. This is important not only to bring 4G LTE to residents of Oakland but also because as existing customers migrate to 4G LTE, the LTE technology will provide the added benefit of reducing 3G data traffic, which can cause capacity issues on the UMTS (3G) network during peak usage periods, especially in light of the forecasted increase in usage noted in Exhibit 1.

I have a Bachelor's Degree in Electrical Engineering from Ain Shams University, and I have worked as a radio frequency design engineer in the wireless communications industry for over 14 years.

Amr Kharaba

May 14<sup>th</sup>, 2015

### EXHIBIT 1 Prepared by AT&T Mobility

AT&T's digital wireless technology converts voice or data signals into a stream of digits to allow a single radio channel to carry multiple simultaneous signal transmissions. This technology allows AT&T to offer services such as secured transmissions and enhanced voice, high-speed data, texting, video conferencing, paging and imaging capabilities, as well as voicemail, visual voicemail, call forwarding and call waiting that are unavailable in analog-based systems. With consumers' strong adoption of smartphones, customers now have access to wireless broadband applications, which consumers utilize at a growing number.

Mobile data traffic in the United States grew by 75,000 percent over a six-year span, from 2001-2006. And in the eight years that followed, mobile data traffic on AT&T's national wireless network increased 100,000 percent (from 2007-2014). The FCC noted that U.S. mobile data traffic grew almost 300% in 2011, and driven by 4G LTE smartphones and tablets, traffic is projected to grow an additional 16-fold by 2016.

Mobile devices using AT&T's technology transmit a radio signal to antennas mounted on a tower, pole, building, or other structure. The antenna feeds the signal to electronic devices housed in a small equipment cabinet, or base station. The base station is connected by microwave, fiber optic cable, or ordinary copper telephone wire to the Radio Network Controller, subsequently routing the calls and data throughout the world.

The operation of AT&T's wireless network depends upon a network of wireless communications facilities. The range between wireless facilities varies based on a number of factors. The range between AT&T mobile telephones and the antennas in and nearby Oakland,

for example, is particularly limited as a result of topographical challenges, blockage from buildings, trees, and other obstructions as well as the limited capacity of existing facilities.

To provide effective, reliable, and uninterrupted service to AT&T customers in their cars, public transportation, home, and office, without interruption or lack of access, coverage must overlap in a grid pattern resembling a honeycomb.

In the event that AT&T is unable to construct or upgrade a wireless communications facility within a specific geographic area, so that each site's coverage reliably overlaps with at least one adjacent facility, AT&T will not be able to provide adequate personal wireless service to its customers within that area. Some consumers will experience an abrupt loss of service. Others will be unable to obtain reliable service, particularly if they are placing a call inside a building.

Service problems occur for customers even in locations where the coverage maps on AT&T's "Coverage Viewer" website appear to indicate that coverage is available. As the legend to the Coverage Viewer maps indicates, these maps depict a high-level *approximation* of coverage, which may not show gaps in coverage; *actual* coverage in an area may differ substantially from map graphics, and may be affected by such things as terrain, foliage, buildings and other construction, motion, customer equipment, and network traffic. The legend states that AT&T does not guarantee coverage and its coverage maps are not intended to show actual customer performance on the network, nor are they intended to show future network needs or build requirements inside or outside of AT&T's existing coverage areas.

It is also important to note that the signal losses and service problems described above can and do occur for customers even at times when certain other customers in the same vicinity

2

may be able to initiate and complete calls on AT&T's network (or other networks) on their wireless phones. These problems also can and do occur even when certain customers' wireless phones indicate "all bars" of signal strength on the handset.

The bars of signal strength that individual customers can see on their wireless phones are an imprecise and slow-to-update estimate of service quality. In other words, a customer's wireless phone can show "four bars" of signal strength, but that customer can still, at times, be unable to initiate voice calls, complete calls, or download data reliably and without service interruptions.

To determine where new or upgraded telecommunications facilities need to be located for the provision of reliable service in any area, AT&T's radio frequency engineers rely on far more complete tools and data sources than just signal strength from individual phones. AT&T creates maps incorporating signal strength that depict existing service coverage and service coverage gaps in a given area.

To rectify this significant gap in its service coverage, AT&T needs to locate a wireless facility in the immediate vicinity of the Property.

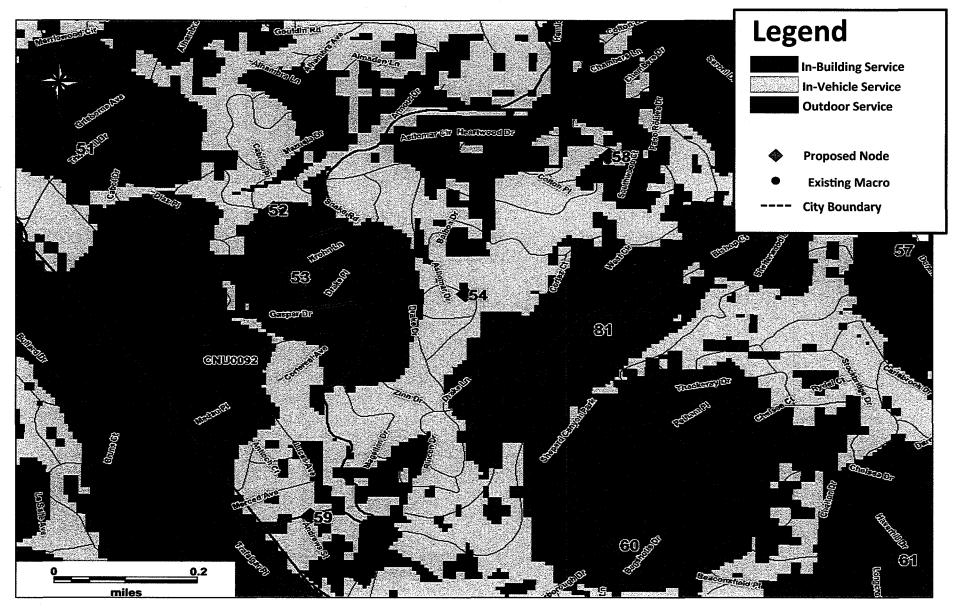
3

### Oakland oDAS Zoning Propagation Map Node 54

## May 14<sup>th</sup> ,2015

### Existing UMTS 850 Coverage

## Exhibit 2

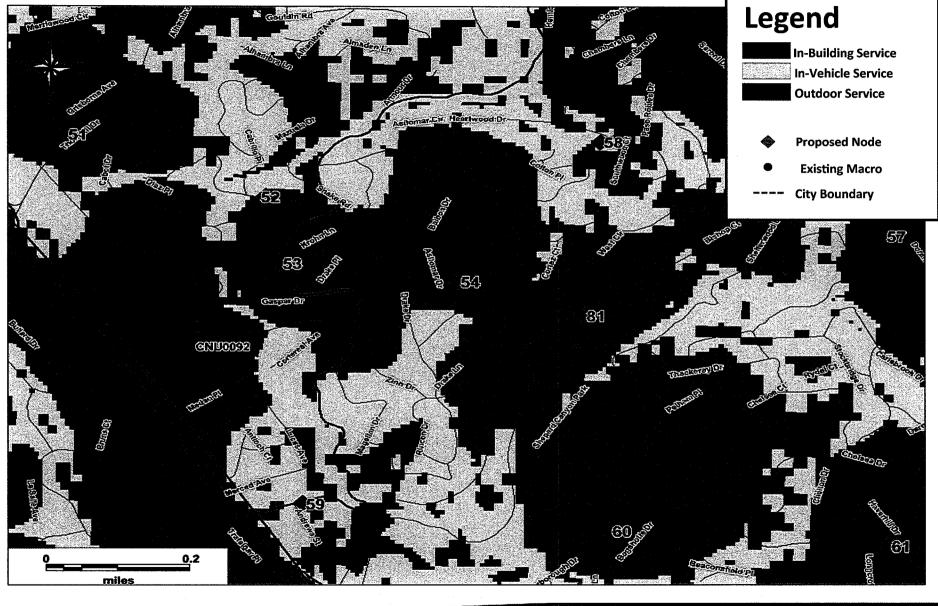


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### Proposed UMTS 850 Coverage (With Node 54)

## Exhibit 3

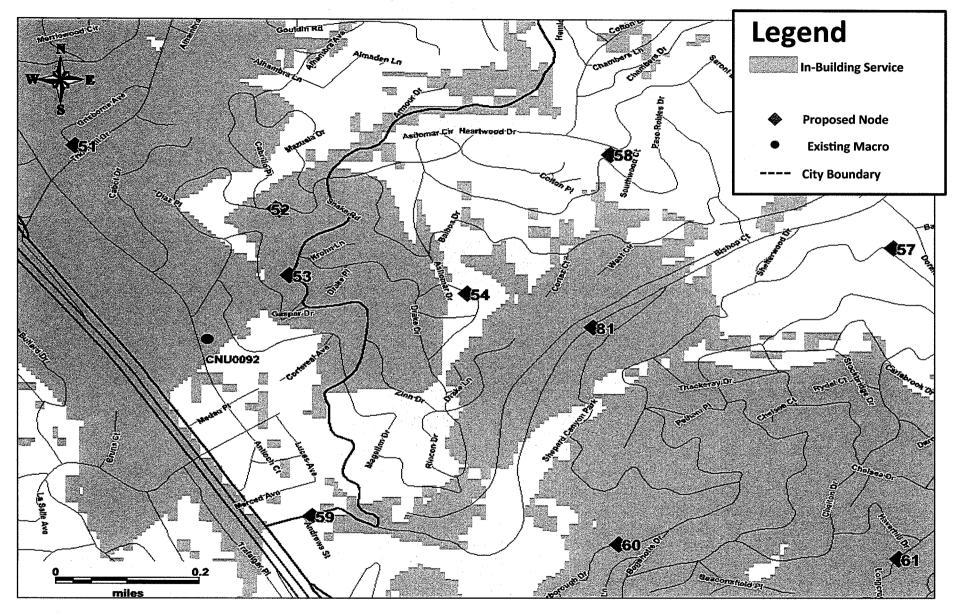


May 144, 2015

at&t

### Existing LTE 700 Coverage

## Exhibit 4

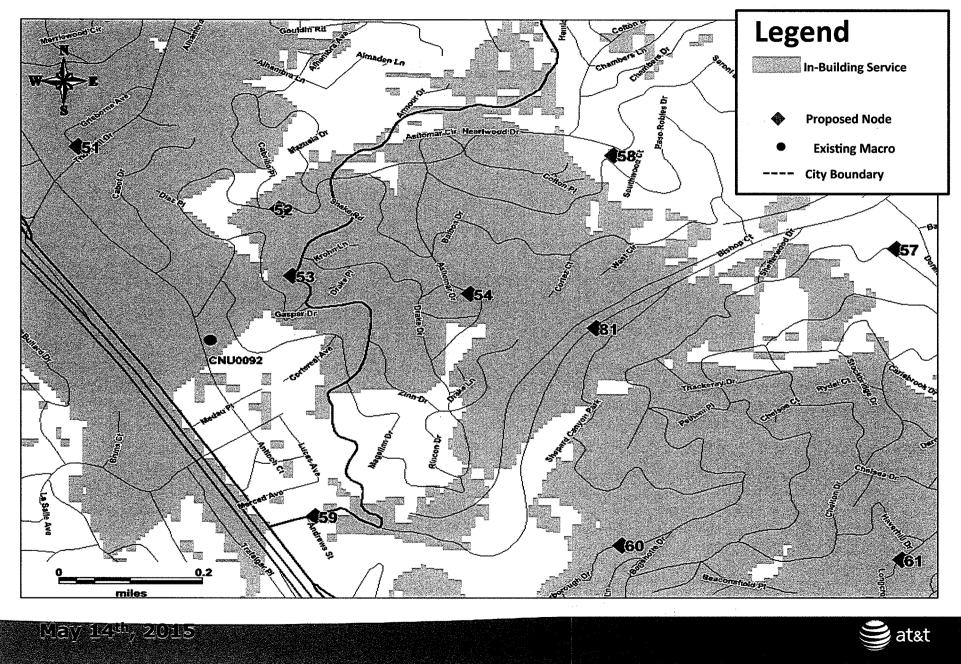


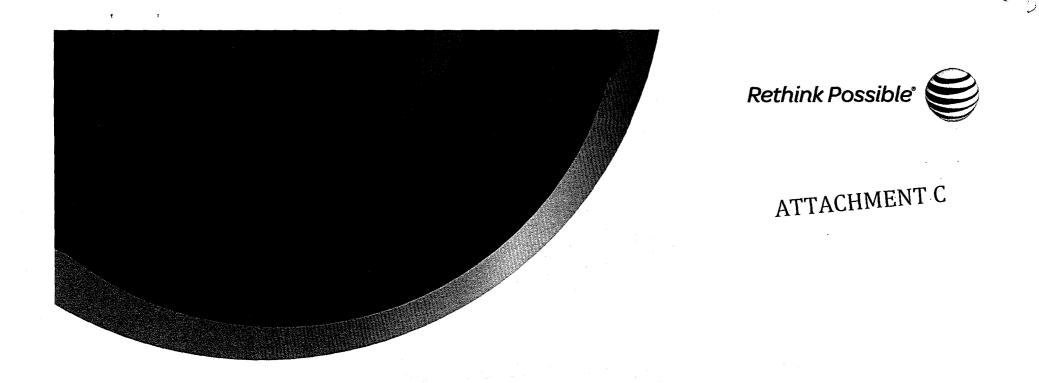
May 14th, 2015

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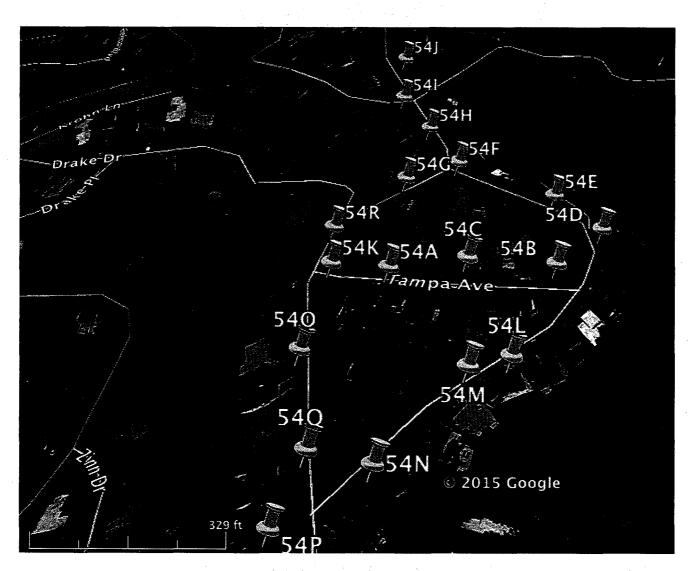
### Proposed LTE 700 Coverage (With Node 54)

## Exhibit 5



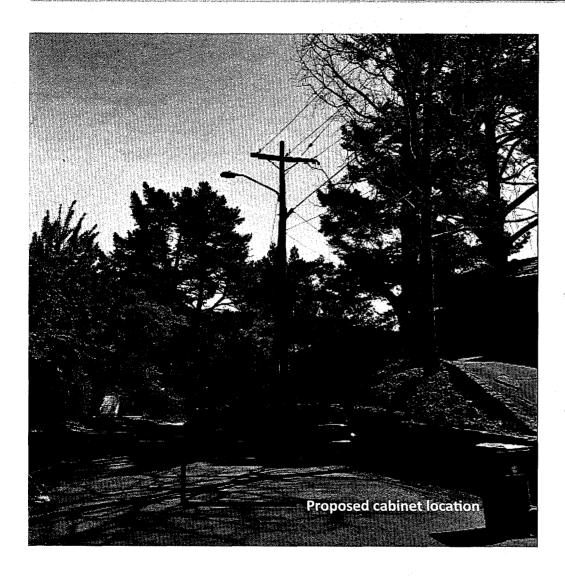


# Node 54E – 2047 Asilomar Dr. Oakland, California Alternative Site Analysis



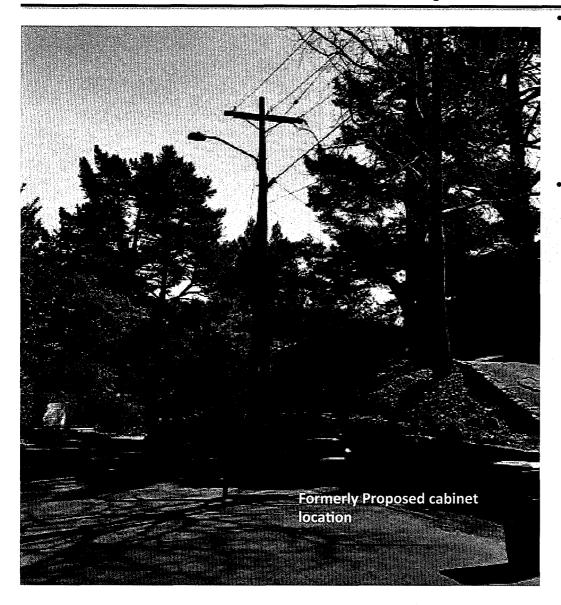
On the map above, the proposed AT&T wireless facility in the public right-of-way near 2047 Asilomar Drive is indicated as Node "54E." The 17 alternative locations that AT&T analyzed are marked by pins 54A, 54B, 54C, 54D, 54F, 54G, 54H, 54I, 54J, 54K, 54L, 54M, 54N, 54O, 54P, 54Q and 54R.

## Node 54E – Current Proposal



- AT&T proposes its wireless facility (Node 54E) in the public right-of-way at a joint utility pole identified by pole number 110111902 at 2047 Asilomar Avenue (37.830055, -122.203930) with a cabinet across the street from the pole.
- The existing pole would be swapped and antennas would be pole-top mounted to a new pole. This photo shows the surrounding foliage and the backdrop of trees which will serve to screen the antennas, minimizing any view impact of our proposed wireless facility. Further, the location was selected given it does not impact major view corridors.
- The cabinet would be placed across the street from the pole so that street parking would not be affected. AT&T reevaluated this site and nearby alternatives to verify that the selected site is the least intrusive means to close AT&T's significant service coverage gap in the area.

## **Node 54E – Former Proposal**



AT&T formerly proposed its wireless facility (Node 54E) in the public right ofway at a joint utility pole identified by pole number 110111902 at 2047 Asilomar Avenue (37.830055, -122.203930) with a cabinet adjacent to the pole.

This design was not preferred because placing the cabinet next to the pole could potentially affect street parking.

## Node 54J



- Node 54J is in the public right-ofway at a joint utility pole identified by number 110011990 located across from 1989 Asilomar Avenue (37.831206, -122.204986).
- AT&T is willing to relocate its proposed wireless facility to this utility pole so as to minimize any perceived view impact.
- An application for a facility near 1989 Asilomar Drive (Node 54J / PLN16-041) was approved by the Planning Commission on April 20, 2016 and appealed to City Council. The appeal hearing has not yet occurred.

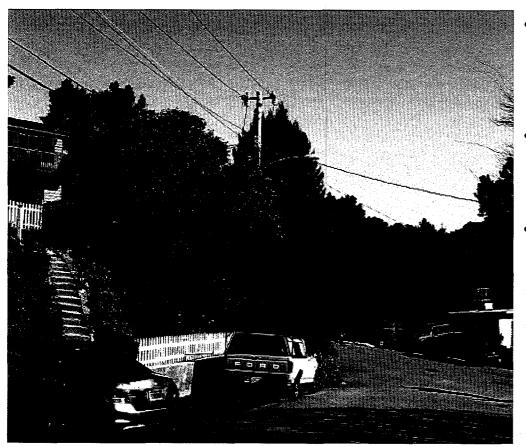


# **Alternative Node 54A**



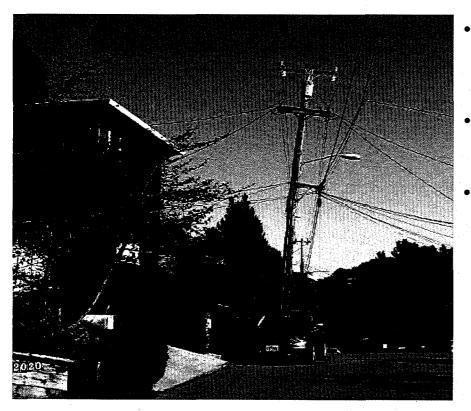
- Node 54A is in the public right-of-way at a joint utility pole identified by number 110111922 at 2021 Tampa Avenue (37.829462, -122.204774).
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the house across the street.

# **Alternative Node 54B**



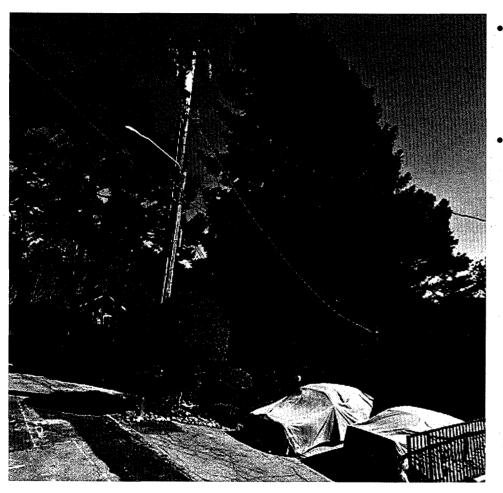
- Node 54B is in the public right-ofway at a joint utility pole identified by number 110111921 near 2052 Tampa Avenue (37.829578, -122.203877).
- This location was proposed to the City in AT&T's land use permit application submitted on January 30, 2013.
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the adjacent house. Therefore the land use permit application was withdrawn.

# **Alternative Node 54C**



- Node 54C is in the public right-of-way at a joint utility pole identified by number 110111916 near 2040 Tampa Avenue (37.829509, -122.204236).
- This location was proposed to the City in AT&T's land use permit application submitted on March 6, 2014.
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the adjacent house.

# **Alternative Node 54D**



- Node 54D is in the public right-ofway at a joint utility pole identified by number 110111925 located near 2056 Asilomar Avenue (37.829689 -122.203592).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

# **Alternative Node 54F**



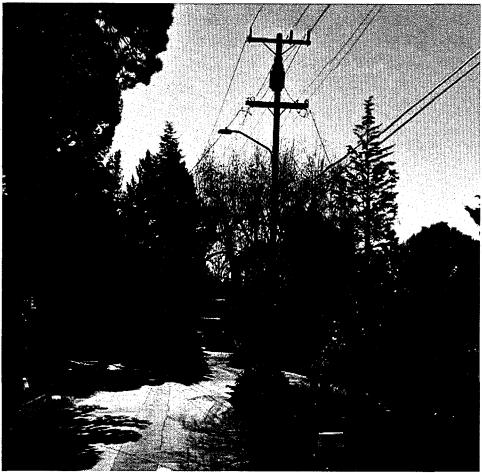
- Node 54F is in the public right-of-way at a joint utility pole identified by number 110111901 located near 2031 Asilomar Avenue (37.830248, -122.204420).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

# Alternative Node 54G



- Node 54G is in the public right-of-way at a joint utility pole identified by number 110478370 located near 1918 Aztec Avenue (37.830136 -122.204936).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

# **Alternative Node 54H**



- Node 54H is in the public right-ofway at a joint utility pole identified by number 110111988 located near 2011 Asilomar Avenue (37.830568 -122.204656).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

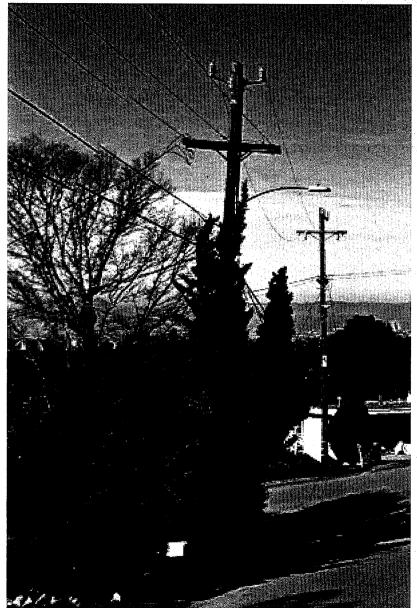
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# **Alternative Node 54I**



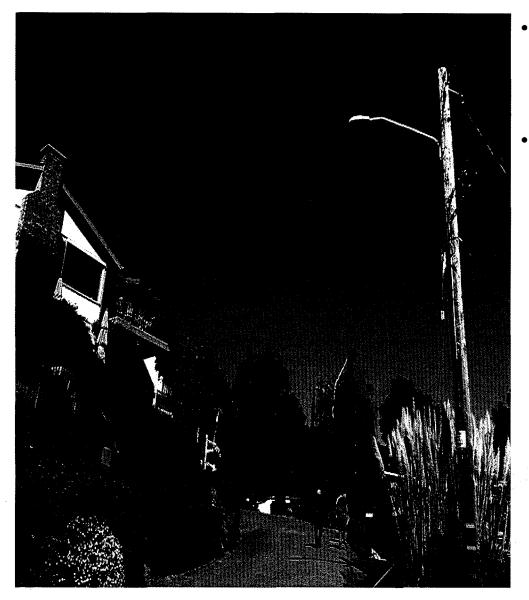
- Node 54I is in the public right-of-way at a joint utility pole identified by number 110111991 located near 2001 Asilomar Avenue (37.830820 -122.204896).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

# **Alternative Node 54K**



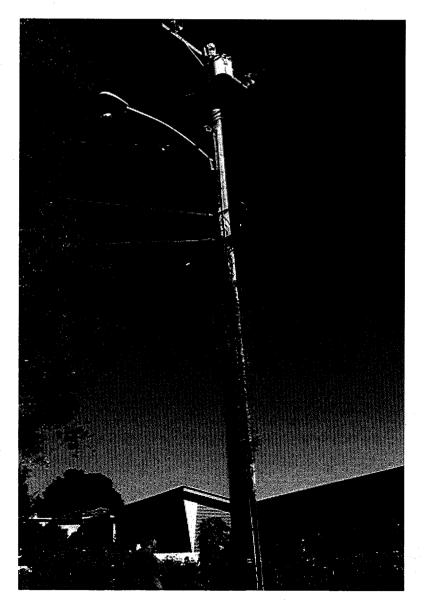
- Node 54K is in the public right-ofway at a joint utility pole near 2001 Tampa Avenue (37.829531, -122.205091).
- This location is a viable alternative but is more visually intrusive than the chosen candidate because Node 54K impacts views from houses across the street.

# **Alternative Node 54L**



- Node 54L is in the public right-ofway at a joint utility pole identified by number 110111909 located near 2074 Asilomar Avenue (37.829169, -122.204041).
- This location is a viable alternative but is not preferred by City Planning Staff because it presents an immediate view impact for the adjacent house.

# Alternative Node 54M



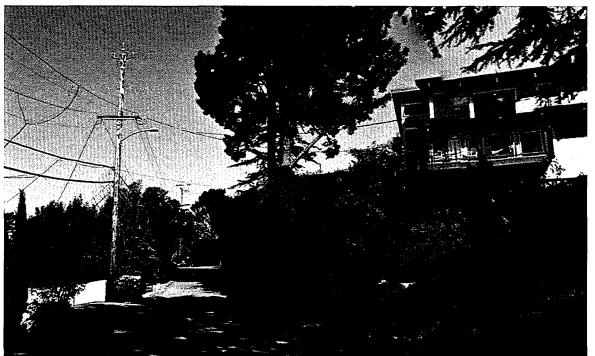
- Node 54M is in the public right-ofway at a joint utility pole identified by number 110111907 located near 2086 Asilomar Avenue (37.828917, -122.204378).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

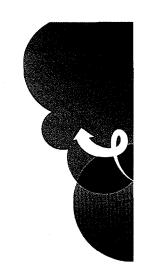
# **Alternative Node 54N**



- Node 54N is in the public right-ofway at a joint utility pole identified by number 110111906 located near 2098 Asilomar Avenue (37.828580, -122.204738).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

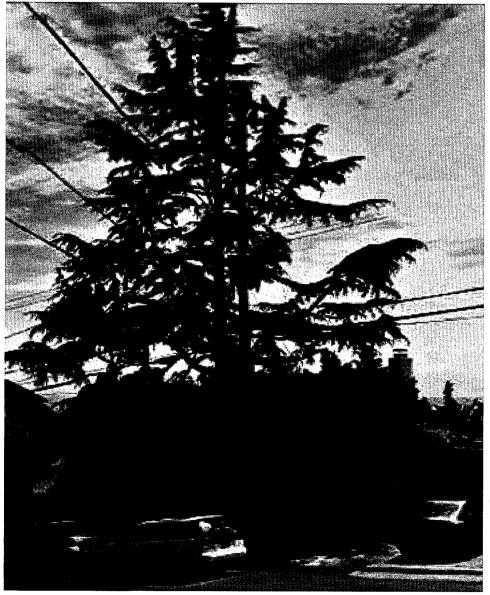
## **Alternative Node 540**





- Node 54O is in the public right-of-way at a joint utility pole identified by number 110111911 located near 1969 Drake Drive (37.829051, -122.205188).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

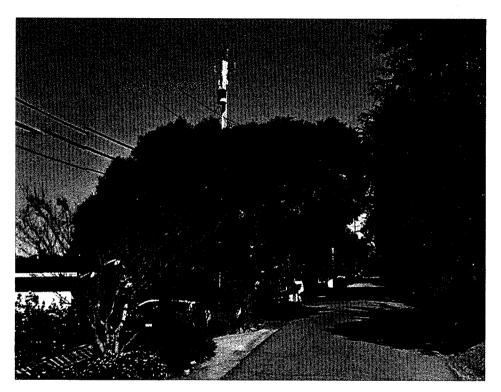
# Alternative Node 54P



- Node 54P is in the public right-ofway at a joint utility pole identified by number 110111910 located near 1993 Drake Drive (37.828327, -122.204916).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

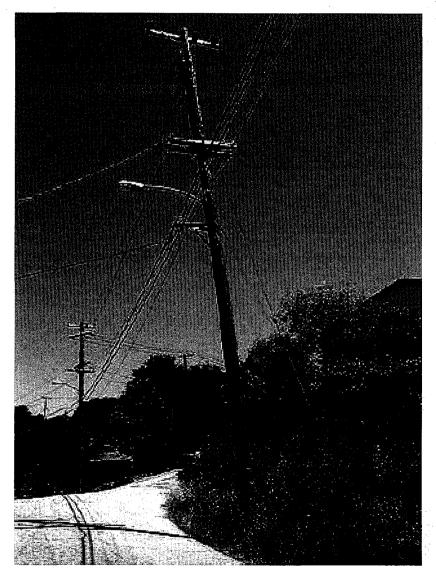
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# **Alternative Node 54Q**



- Node 54Q is in the public right-ofway at a joint utility pole located near 1981 Drake Drive (37.828659, -122.205021).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

## **Alternative Node 54R**



- Node 54R is in the public right-ofway at a joint utility pole identified by number 110111923 located near 1933 Drake Drive (37.829792 -122.205199).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

### **Node 54E – Alternative Site Analysis Conclusion**



Based on AT&T's analysis of alternative sites, the currently proposed location at 2047 Asilomar Drive (Node 54E) is the least intrusive means to fill AT&T's significant wireless coverage gap.

### ATTACHMENT D

#### Herrera, Jose

From: Sent: To: Subject: MC Taylor <mc@mctaylorassociates.com> Monday, October 17, 2016 4:16 PM Campbell Washington, Annie; Herrera, Jose Microwave installation on Asilomar Drive, Oakland, CA

I am responding to the email that I received that included the agenda for the Nov 2nd Planning Commission meeting. It appears that a decision has been made on the item concerning placement of a microwave installation on Asilomar Drive without really taking into account the differences between the two sites. The only thing that has been taken into account is the survey which due to the way it was distributed reached more people near one site than the other.

The site at 1989 Asilomar is much more appropriate for this installation as it is in a right-of-way that has a road on both sides of it and therefore the site is not adjacent to anyone's land. The installation would not be in anyone's sight lines. There is tree cover at this site that would make the installation almost not visible by anyone. The site at 2047 Asilomar puts the installation immediately adjacent to two properties with the potential for the actual antenna to hang over people's property. Also, this sight does not have the tree cover that the other site does. The installation would be right outside the homeowners' windows.

The site at 1989 Asilomar is in one of the widest parts of this street. There would be no blocking of traffic when the installation was being serviced. At 2047 Asilomar Dr, this is one of the narrowest parts of the street. Anyone servicing the installation would be blocking through traffic and entrance and exit to our driveway. This has occurred when the current telephone pole has been worked on and given that I am handicapped I have had to struggle to get groceries from my car into my home because I could not get into my driveway. I have also been blocked in on one occasion when I needed to get to work.

Looking at the specific statements for why the 1989 Asilomar is the less desirable site, responders to the survey say it is less visible but most of the people on that part of the street cannot see either site at all. They just want it as far away as possible. Secondly, they say the site at 2047 is less traveled - the difference is negligible and the street is much narrower at 2047 Asilomar and therefore far more impacted by an installation of this sort. The people who are against the 1989 Asilomar site don't travel over the 2047 Asilomar part of the street because they don't live there. We all do and there is a fair amount of traffic going around that part of the street all day. The neighborhood is just as dense if not more so as many more streets feed into the 2047 end of Asilomar than the 1989 end.

The logistics around this installation simply point to the 1989 Asilomar location being the best location. The way the survey was done, there were more people within 300 feet of the one installation (1989 Asilomar) than the other just due to the configuration of the neighborhood. This approach has not, therefore, looked at the best location but rather been decided by the results of a survey that is not appropriately put together as most of those people who responded against the 1989 Asilomar location cannot even see that location. None of them can see the other location so of course they would say it is less intrusive.

Please take this information into account and reconsider the recommendation to the Planning Commission.

MC Taylor Associates 1101 Marina Village Parkway Suite 201 "Alameda, CA 94501 510-987-8282



Planning and Building Department

## ZONING CODE BULLETIN

### DATE EFFECTIVE: April 8, 2015 (original issue date: April 23, 2013)

ZONING TOPICS: Exclusions from the Telecommunications Regulations (Chapter 17.128) for minor modifications to existing telecommunications facilities and Applications for Joint Utility Pole Mounted Telecommunications Facilities

PERTINENT CODE SECTION: 17.128.020 Telecommunications Regulations/Exclusions, 17.128.025 Restrictions on telecommunications facilities; 17.136 Design Review Procedure

#### **QUESTIONS:**

(1) How does the Planning and Zoning Division interpret and process applications for proposed modifications subject to Section 6409(a) of the Middle Class Tax Relief and Job Creation Act of 2012 (codified at 47 U.S.C. 1455) ("Section 6409(a)") as implemented by 47 C.F.R. 1.40001 ("FCC Regulations"); this relates to what constitutes a "minor modification" to an existing telecommunications facility for purposes of exclusion from zoning approvals under Section 17.128.020 of the Planning Code; and

(2) How does the Planning and Zoning Division interpret Section 17.128.025 of the Planning Code and process applications for proposed joint (utility) pole mounted telecommunications facilities subject to California Public Utilities Code section 7901?

#### **QUESTION 1) Section 6409(a)**

Section 6409(a) and recently adopted FCC Regulations that implement Section 6409(a) mandate approval of requests for specified modifications to existing telecommunications facilities that do not "substantially change" the physical dimensions of the telecommunication facilities. Requests for such modifications are quite routine, and typically involve replacements of antennas, equipment cabinets, and other related equipment. Section 17.128.020 of the Planning Code exempts "minor modifications of existing wireless communications facilities" from the City's Telecommunications Regulations. The purpose of this Zoning Code Bulletin is to clarify that "minor modifications" to existing telecommunications facilities shall be those modifications that fall within the scope of Section 6409(a) and the FCC Regulations, to describe the City's interpretation of Section 6409(a) and the FCC Regulations, and to update applicable timelines for processing of such applications. *Projects subject to Section 6409 have been subject to a Small Project Design Review ("DS-1"), generally decided by staff at the Zoning Counter; under updated regulations mandated by the FCC, a wider range of projects will now be subject to a DS-1 Zoning Permit procedure (See Sections C1-3 & D1-4, below).* 

A. <u>Overview</u>. To the extent expressly required by Section 6409(a) and the FCC Regulations, previously approved telecommunications facilities may be modified in a manner that does not substantially change the physical dimensions of the telecommunications facility's Tower or Base Station as set forth in sections (C) and (D) below.

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B. <u>Definitions</u>. Terms used in this Zoning Code Bulletin have the following meanings:

1. "Base Station" means a structure or equipment at a fixed location that enables FCC-licensed or authorized wireless communications between user equipment and a communications network, including (a) equipment associated with wireless communications services such as private, broadcast, and public safety services, as well as unlicensed wireless services and fixed wireless services such as microwave backhaul and (b) radio transceivers, antennas, coaxial or fiber-optic cable, regular and backup power supplies, and comparable equipment, regardless of technological configuration (including Distributed Antenna Systems and small-cell networks). Base Station does not include Tower.

2. "Collocation" means the mounting or installation of transmission equipment on the Base Station or Tower of an existing telecommunication facility for the purpose of transmitting and/or receiving radio frequency signals for communications purposes.

3. "Site" means (a) for Towers other than Towers in the public rights-of-way, the current boundaries of the leased or owned property surrounding the tower and any access or utility easements currently related to the Site, and, (b) for all other Towers or Base Stations, further restricted to that area in proximity to the Tower or Base Station and to other Transmission Equipment already deployed on the ground.

4. "Transmission Equipment" means equipment that facilitates transmission for any FCC-licensed or authorized wireless communication service, including, but not limited to, radio transceivers, antennas, coaxial or fiber-optic cable, and regular and backup power supply. The term includes equipment associated with wireless communications services including, but not limited to, private, broadcast, and public safety services, as well as unlicensed wireless services and fixed wireless services such as microwave backhaul.

5. "Tower" means any structure built for the sole or primary purpose of supporting any Commission-licensed or authorized antennas and their associated facilities, including structures that are constructed for wireless communications services including, but not limited to, private, broadcast, and public safety services, as well as unlicensed wireless services and fixed wireless services such as microwave backhaul, and the associated site.

C. <u>Towers Outside of the ROW</u>. Any request to modify a Tower located outside of the public right of way for the Collocation, removal or replacement of Transmission Equipment shall be approved pursuant to section (E) unless it meets any of the following criteria:

1. It increases the height of the Tower by more than ten percent (10%) or by the height of one (1) additional antenna array with separation from the nearest existing antenna not to exceed twenty (20) feet, whichever is greater;

2. It involves adding an appurtenance to the body of the Tower that would protrude from the edge of the Tower more than twenty (20) feet, or more than the width of the Tower structure at the level of the appurtenance, whichever is greater;

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3. It involves installation of more than the standard number of new equipment cabinets for the technology involved, but not to exceed four (4) cabinets;

4. It entails any excavation or deployment outside the Site;

5. It would defeat the concealment elements of the Tower;

6. It does not comply with existing conditions of approval for the Tower provided that this limitation does not apply to any modification that is non-compliant only in a manner that would not exceed the thresholds identified in this subsection; or

7. It does not comply with applicable building codes or other applicable health and safety standards.

D. <u>Other Telecommunications Facilities</u>. Any request to modify a Base Station or a Tower located within the public right of way for the Collocation, removal or replacement of Transmission Equipment shall be approved pursuant to section (E) unless it meets any of the following criteria:

1. It increases the height of the structure by more than ten percent (10%) or more than ten (10) feet, whichever is greater;

2. It involves adding an appurtenance to the body of the structure that would protrude from the edge of the structure by more than six (6) feet;

3. It involves installation of more than the standard number of new equipment cabinets for the technology involved, but not to exceed four (4) cabinets;

4. It involves installation of any new equipment cabinets on the ground if there are no pre-existing ground cabinets associated with the structure, or else involves installation of ground cabinets that are more than ten percent (10%) larger in height or overall volume than any other ground cabinets associated with the structure;

5. It entails any excavation or deployment outside the Site;

6. It would defeat the concealment elements of the Tower or Base Station;

7. It does not comply with existing conditions of approval for the Tower or Base Station provided that this limitation does not apply to any modification that is noncompliant only in a manner that would not exceed the thresholds identified in this subsection; or

8. It does not comply with applicable building codes or other applicable health and safety standards.

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#### E. Zoning Manager Review and Approval.

1. Any applicant requesting review pursuant to Section 6409(a) and/or the FCC Regulations shall do so at the time the initial application is filed with the City and shall submit a photo-simulation of the proposed modification and a RF (Radio Frequency) emissions report, prepared by a licensed professional engineer or other expert, indicating that the proposed site will operate within the current acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards. However, projects involving accessory equipment only and not antennas and/or equipment cabinets need not submit photo-simulations and RF Reports, unless specifically requested for due cause on a case-by-case basis. Moreover, the Zoning Manager shall accept such application upon payment of the applicable fee. Except as otherwise provided, the application shall be considered a "minor modification" under Section 17.128.020 of the Planning Code and shall be processed as a Small Project Design Review under Section 17.136.030 of the Planning Code.

2. Upon application submittal, the Zoning Manager shall review the application to determine if it meets the requirements of section (C) or (D). The Zoning Manager may require additional information from the applicant as necessary to make this determination. Subject to section (F), the Zoning Manager shall approve a request that meets the criteria of section (C) or (D). However, the Zoning Manager may condition the approval on compliance with applicable building codes or reasonable health and safety standards.

3. The timeline ("shot clock") for the Zoning Manager to review applications for compliance with Section 6409(a) is 60 days from the date the application is filed and accepted by the City, and the shot clock is tolled or paused if an application is deemed incomplete. The City must send written notice of incompleteness specifically identifying all missing documents and information within 30 days of receipt, and must send written notice of incompleteness no later than 10 days following a supplemental submission to notify the applicant if the supplemental submission did not provide information identified in the prior notice. Alternatively, the applicant and the Zoning Manager may agree to extend or toll the shot clock.

F. <u>Effect of Changes to Federal Law</u>. This section does not and shall not be construed to grant any rights beyond those granted by Section 6409(a) as implemented by the FCC Regulations. In the event Section 6409(a) or the FCC Regulations are stayed, amended, revised or otherwise not in effect, no modifications to a telecommunications facility shall be approved under section (E).

#### **QUESTION 2)** California Public Utilities Code section 7901

Section 17.128.025 of the Planning Code, which provides, "[a]ny Telecommunications Facility shall not be permitted in, or within one hundred (100) feet of the boundary of, any residential zone, HBX Zone, or D-CE-3 or D-CE-4 Zone, except upon the granting of a major conditional use permit pursuant to the conditional use permit procedure in Chapter 17.134", does not apply to telecommunications facilities located on joint utility poles located in the public right of way.

The California Public Utilities Code provides certain telecommunications companies with a right to construct telecommunications facilities "in such manner and at such points as not to incommode the public use of the road or highway", and states that "municipalities shall have the right to exercise reasonable control as to the time, place, and manner in which roads, highways, and waterways are accessed." (Cal. Pub. Util. Code, §§ 7901, 7901.1.) In 2009, the Ninth Circuit Court of Appeal held that the City may consider aesthetics with respect to the siting of telecommunications facilities within its rights-of-way (see <u>Sprint PCS Assets, LLC v. City of Palos Verdes Estates</u> (9<sup>th</sup> Cir. 2009) 583 F.3d 716, 725). Based on this decision, the City began requiring Design Review for the co-location of telecommunications facilities on existing utility infrastructure located within the rights-of-way, whereas previously these co-location projects had undergone only a ministerial review process (see Planning Commission director's report dated November 17, 2010).

Thus, applications for the co-location of telecommunications facilities on joint utility poles located in the public right of way are subject only to Regular Design Review with additional Design Review findings for Macro Telecommunications Facilities (and any other additional Design Review findings required by the Zoning District), and are decided by the Planning Commission as a Major Permit. In addition to regular and additional design review criteria, these facilities are also subject to the Site Design and Location Preference requirements contained in Chapter 17.128.

#### **REVIEWED AND APPROVED BY:**

Scott Miller ZONING MANAGER

Date Issued: July 15, 2015

#### REFERENCES

• Planning Code Chapters 17.128, 136

**STAFF REPORT** 

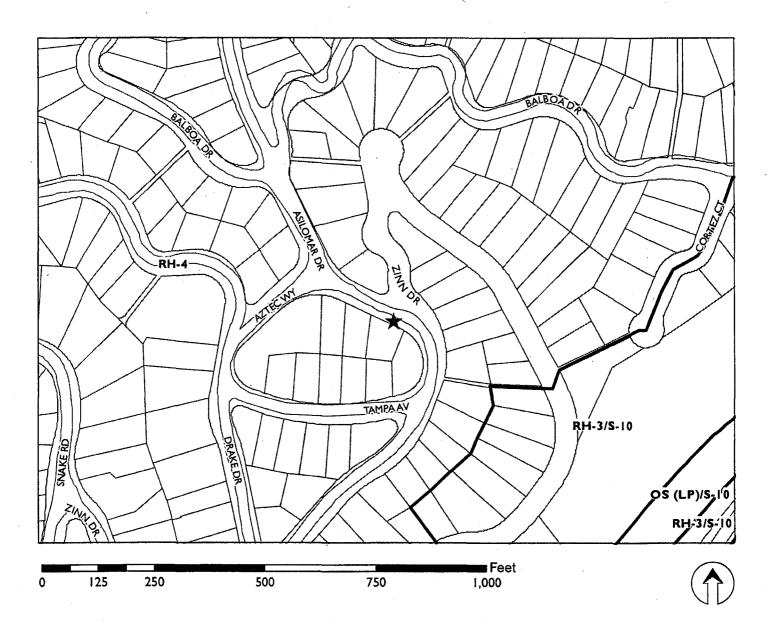
### September 2, 2015

Location:	The Public Right-of-Way at Asilomar Dr. (Adjacent to 2047 Asilomar Dr.) (See map on reverse)
<b>Assessors Parcel Numbers:</b>	048E-7344-005-00 (nearest lot adjacent to the project site.)
Proposal:	The installation of a distributed antenna system (DAS) wireless telecommunication facility on a new public utility pole in the right-of- way on Asilomar Dr.; facility includes two panel Kathrein antennas mounted at approximately at 50'-1" pole height; an associated equipment box (approx 5'-5" tall by 24" wide); one battery backup, and one meter box located on the right-of-way 4' away from the new pole.
Applicant:	New Cingular Wireless PCS, LLC. For AT&T Mobility
Contact Person/ Phone	Matthew Yergovich
Number:	(415)596-3474 City of Oakland
Owner: Case File Number:	PLN15180
Planning Permits Required:	Regular Design Review (non-residential) to install a wireless Macro Telecommunications Facility (17.136.050 (B)(2); Additional Findings for a Macro Facility (OMC Sec. 17.128.070(B)(C).
General Plan:	Hillside Residential
Zoning:	RH-4 Hillside Residential 4 Zone
Environmental Determination:	Exempt, Section 15303 of the State CEQA Guidelines (small facilities or structures; installation of small new equipment and facilities in small structures), and none of the exceptions to the exemption in CEQA Guidelines Section 15300.2 apply to the proposal. Exempt, Section 15183 of the State CEQA Guidelines; projects consistent with a community plan, general plan or zoning.
Historic Status:	Not a Potential Designated Historic Property; Survey rating: N/A
Service Delivery District:	2
<b>City Council District:</b>	<b>4</b>
Date Filed:	June 3 <sup>rd</sup> , 2015
Finality of Decision:	Appealable to City Council within 10 Days
For Further Information:	Contact case planner Jose M. Herrera-Preza at (510) 238-3808 or jherrera@oaklandnet.com

#### SUMMARY

The proposal is to install a distributed antenna system ("DAS") wireless Telecommunications Macro Facility on a replacement Joint Pole Authority (JPA) utility pole located in the public right-of-way along Asilomar Drive between Aztec Way and Tampa Avenue. New Cingular Wireless PCS for AT&T Mobility is proposing to install two panel antennas mounted on top of a new JPA replacement pole, resulting in a new height of 50'-1" (to top of antennas); an associated equipment box, one battery backup

**CITY OF OAKLAND PLANNING COMMISSION** 



Case File: PLN15180

Applicant:New Cingular Wireless PCS, LLC (d/b/a AT&T Mobility)Address:The Public Right-of-Way adjacent to 2047 Asilomar DriveZone:RH-4

and meter boxes within an approximately 5'-5" tall by 2' wide singular equipment box located at grade along the right-of-way.

A Major Design Review permit is required to install a new Telecommunications Facility located within 100' of a residential zone. As detailed below, the project meets all of the required findings for approval. Therefore, staff recommends approval of the project subject to the attached conditions of approval.

### **PROJECT DESCRIPTION**

The applicant (New Cingular Wireless PCS, LLC. for AT&T Mobility) is proposing to install a distributed antenna system ("DAS") wireless Telecommunications Macro Facility on a new replacement JPA utility pole located in the public right-of-way along Asilomar Dr. near 2047 Asilomar Dr. in a hillside area surrounded by single-family homes. The project consists of swapping an existing 34'-6" foot JPA pole with a new 50'-1" JPA pole in the same location, with two panel antennas (each is two-feet long and 10- inches wide) mounted onto the new JPA pole resulting in a 50'-1" tall pole; an associated equipment box, one battery backup and meter boxes within an approximately 5'-5" tall by 2' wide single equipment box located in public right-of-way 4' feet away from the pole. The proposed facility is an alternative location chosen by the applicant as a response to neighbor opposition to a facility near 2052 Tampa Ave. (Case #DR13035) and subsequent alternative location near 2040 Tampa Ave.(Case #PLN14038) became unfeasible when an existing tree, to be used as a screening element, was removed. The proposed antennas and associated equipment will be secured from the public. (See Attachment A).

#### **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.

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".

#### **PROPERTY DESCRIPTION**

The existing 34'-6" tall JPA utility pole is located in the City of Oakland public right-of-way adjacent to 2047 Asilomar Dr. to the south, which contains a single-family residence on a steep upslope parcel, and another residence on the parcel to the north, in a relatively wooded hillside residential area.

#### GENERAL PLAN ANALYSIS

The subject property is located within the Hillside Residential Area of the General Plan Land Use & Transportation Element (LUTE). The Hillside Residential Classification is intended "to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots". The proposed "DAS" telecommunication facilities will be mounted on a new wood JPA pole intended to resemble existing PG&E utility poles within the City of Oakland public right-of-way. Visual impacts will be mitigated since the antennas are mounted 50'+ plus feet above the right-of-way. The equipment cabinets will be housed within a single box and painted to match the existing utility pole and sited in a non-descript area next to a retaining wall for a hillside. Therefore, the proposed unmanned wireless telecommunication facility will not adversely affect or detract from the resource conservation characteristics of the neighborhood.

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 objectives of the General Plan by servicing the community with enhanced telecommunications capability.

#### ZONING ANALYSIS

The proposed project is located in RH-4 Hillside Residential 4 Zone. The intent of the RH-4 Zone is: "to create, maintain, and enhance areas for single-family dwellings on lots of six thousand five hundred (6,500) to eight thousand (8,000) square feet and is typically appropriate in already developed areas of the Oakland Hills". The proposed telecommunication facility is located adjacent to 2047 Asilomar Dr. in a hillside residential area of the Oakland Hills. The project requires Regular Design Review per 17.136.050, which states that Macro Telecommunications Facilities proposed in residential areas with special findings, to allow the installation of new telecommunication facilities on an existing JPA pole located in the public right-of-way in a Residential Zone. Special findings are required for Design Review approval to ensure that the facility is concealed to the extent possible.

#### **ENVIRONMENTAL DETERMINATION**

The California Environmental Quality Act (CEQA) Guidelines lists the projects that qualify as categorical exemptions from environmental review. Staff finds that the proposed project is categorically exempt from the environmental review requirements pursuant to Section 15301, (additions and alterations to existing facilities), and Section 15303 (small facilities or structures; installation of small new equipment and facilities in small structures), and that none of the exceptions to the exemption in CEQA Guidelines Section 15300.2 are not triggered by the proposal, and 15183 (projects consistent with a General Plan or Zoning) further applies.

#### **KEY ISSUES AND IMPACTS**

#### **1. Regular Design Review**

Section, 17.136.050 and 17.128.070 of the City of Oakland Planning Code requires Regular Design Review for Macro Telecommunication Facilities in the Hillside Residential zone or that are located within one hundred (100) feet of the boundary of any residential zone. The required findings for Regular Design Review, and the reasons this project meets them, are listed and included in staff's evaluation as part of this report.

#### 2. Project Site

Section 17.128.110 of the City of Oakland Telecommunication Regulations indicate that new wireless facilities shall generally be located on designated properties or facilities in the following 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-CE-3 and D-CE-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 located on an A, B or C ranked preferences do not require a site alternatives analysis. Since the proposed project involves locating the installation of new antennas and associated equipment cabinets on an existing utility pole, the proposed project meets: (B) quasi-public facilities on for a new wood JPA pole in the public right-of -way. The applicant has also provided a statement on site alternative analysis to indicate a public necessity for telecommunication services in the area and to show a number of alternative sites that were considered.

#### 3. Project Design

Section 17.128.120 of the City of Oakland Telecommunications Regulations indicates 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 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 of-way.
- E. Monopoles.
- F. Towers.

\* Facilities designed to meet an A & B ranked preference does not require a site design alternatives analysis. Facilities designed to meet a C through F ranked preference, inclusive, must submit a site design alternatives analysis as part of the required application materials. (a) site design alternatives analysis shall, at a minimum, consist of:

a. Written evidence indicating why each higher preference design alternative cannot be used. Such evidence shall be in sufficient detail that independent verification could be obtained if required by the City of Oakland Zoning Manager. Evidence should indicate if the reason an alternative was rejected was technical (e.g. incorrect height, interference from existing RF sources, inability to cover required area) or for other concerns (e.g. inability to provide utilities, construction or structural impediments).

City of Oakland Planning staff, along with the applicant, completed an on-site site design analysis and determined that the site selected conforms to all other telecommunication regulation requirements. The project meets design criteria (C) since the antennas will be mounted on a new wood JPA pole resembling existing PG&E wood poles in the area, in addition to locating the new pole in an area where the new facility is surrounded by utility poles and the equipment cabinet box and battery backup box will be housed within a single equipment box ground-mounted and painted to match the color of an existing PG&E utility pole to minimize potential visual impacts from public view. In addition, the applicant conducted an extensive site design alternative analysis of 2 alternative sites (See attachment C) where significant gaps in coverage exist and was visually the least obtrusive.

#### 4. 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. With the initial application, a RF emissions report, prepared by a licensed professional engineer or other expert, indicating that the proposed site will operate within the current acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards.
- b. Prior to commencement of construction, a RF emissions report indicating the baseline RF emissions condition at the proposed site.
- c. Prior to final building permit sign off, an RF emissions report indicating that the site is actually operating within the acceptable thresholds as established by the Federal government or any such agency who may be subsequently authorized to establish such standards.

The RF-EME Electromagnetic Energy Compliance Report, prepared by William F. Hammett, P.E. for Hammett & Edison Inc. Consulting Engineers, indicates that the proposed project meets the radio frequency (RF) emissions standards as required by the regulatory agency. The report states that the proposed project will 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 as a condition of approval that, prior to the issuance of a final building permit, the applicant submits a certified RF emissions report stating that the facility is operating within acceptable thresholds established by the regulatory federal agency.

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#### CONCLUSION

The proposed project meets all of the required findings for approval. Therefore, staff recommends approval of the project subject to the attached conditions.

#### **RECOMMENDATIONS:**

1. Affirm staff's environmental determination

2. Approve Design Review application PLN15180 subject to the attached findings and conditions of approval

Prepared by: rera-Preza ose M. Planner

Reviewed by:

t Mil

Scott Miller Zoning Manager

Reviewed by:

Darin Ranelletti, Deputy Director Bureau of Planning

Approved for forwarding to the City Planning Commission:

RACHEL FLYNN, Director Department of Planning and Building

#### **ATTACHMENTS:**

- A. Project Plans & Photo simulations & Alternative Site Analysis
- B. Hammett & Edison, Inc., Consulting Engineering RF Emissions Report
- C. Site Alternative Analysis

### **FINDINGS FOR APPROVAL**

This proposal meets all the required findings under Section 17.136.050.(B), of the Non-Residential Design Review criteria and all the required findings under Section 17.128.070(B), of the telecommunication facilities (Macro) Design Review criteria and as set forth below: Required findings are shown in **bold** type; reasons your proposal satisfies them are shown in normal type.

#### 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 project consists of replacing a 34'-6" Joint Pole Authority (JPA) utility pole with a new 50'-1" JPA utility in the same location and adding two telecommunications panel antennas (two feet long and 10-inches wide), affixed on top of the utility pole; an associated equipment box, one battery backup and meter boxes within a 5'-5" tall by 2' wide equipment box located on the ground, in the public right-of-way along Asilomar Dr. between Aztec Way and Tampa Avenue. The proposed antennas will be located 47' above the right-of-way near other utility poles which will help the facility to blend in with the existing surrounding hillside residential area. The equipment cabinet, serving the utility pole, will be sited on the ground to reduce visual clutter on the pole from the neighboring properties. Therefore, the proposal will have minimal visual impacts from public view.

### 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 improves wireless telecommunication service in the hillside residential area. The installation will be sited near other utility poles of similar height in the surrounding area to have minimal visual impacts on public views, thereby protecting the value of private and public investments in the area.

# 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 subject property is located within the Hillside Residential Area of the General Plan's Land Use & Transportation Element (LUTE). The Hillside Residential Classification is intended *"to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots"*. The proposed telecommunication facilities will be mounted onto a new wood JPA pole, replacing an existing pole and intended to resemble existing utility poles within the City of Oakland public right-of-way. The proposed unmanned wireless telecommunication facility will be located on a new utility pole and will not detract from the hillside residential value of the neighborhood. Visual impacts will be minimized since the site is relatively wooded, with trees partially obscuring views of the pole. Furthermore the equipment serving the facility and usually mounted on the pole will be mounted inside a cabinet 4 feet away from the pole at the ground level to reduce visual clutter on the pole. Therefore, the Project conforms to the applicable General Plan and Design Review criteria.

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#### 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 antennas will be painted to match the utility pole and blend with the surroundings.

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 antennas will not be mounted on any building or architecturally significant structure, but rather on a utility pole.

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

The proposed antennas will be mounted on a new JPA utility pole (to replace an existing JPA pole in the same location) and painted to match the pole, which will be further camouflaged by surrounding mature trees.

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

The associated equipment will be located within a single equipment box attached to the utility pole and painted to match the pole and blend with the surroundings.

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

The proposed equipment cabinets will be compatible with the existing utility related equipment.

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.

N/A.

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 antennas will be mounted onto a new JPA utility pole. They will not be accessible to the public due to their location. The equipment accommodation and battery backup boxes will also be located inside a single equipment box ground-mounted 4 feet way from pole and will be secured to the greatest extent possible from the public and vehicles.

### CONDITIONS OF APPROVAL PLN15180

#### **STANDARD CONDITIONS:**

### 1. Approved Use

#### Ongoing

a) The project shall be constructed and operated in accordance with the authorized use as plans, will require a separate application and approval. Any deviation from the approved drawings, Conditions of Approval or use shall required prior written approval from the Director of City Planning or designee.

b) This action by the City Planning Commission ("this Approval") includes the approvals set forth below. This Approval includes: To install a "DAS" wireless Telecommunications Facility (AT&T wireless) through the replacement of an existing 34'-6" foot tall JPA utility pole located in the public right of- way onto a new JPA pole at 50'-1" high on the pole in the same location; includes two panel antennas, an associated equipment box, one battery backup and meter boxes within a 5'-5" tall by 2' wide equipment box on ground level 4' feet away from the pole, under Oakland Municipal Code 17.128 and 17.136.

#### 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 approval 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 **Oakland 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 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.
- 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
- c) limited to automatic extinguishing systems, water supply improvements and hydrants, fire department access, and vegetation management for preventing fires and soil erosion.

Page 11

#### 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.

#### 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. Indemnification

#### 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. Compliance with Conditions of Approval

#### 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. Severability

#### 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 any 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</u> <u>Management</u>

#### 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.
- 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.

#### **PROJECT SPECIFIC CONDITIONS:**

#### 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

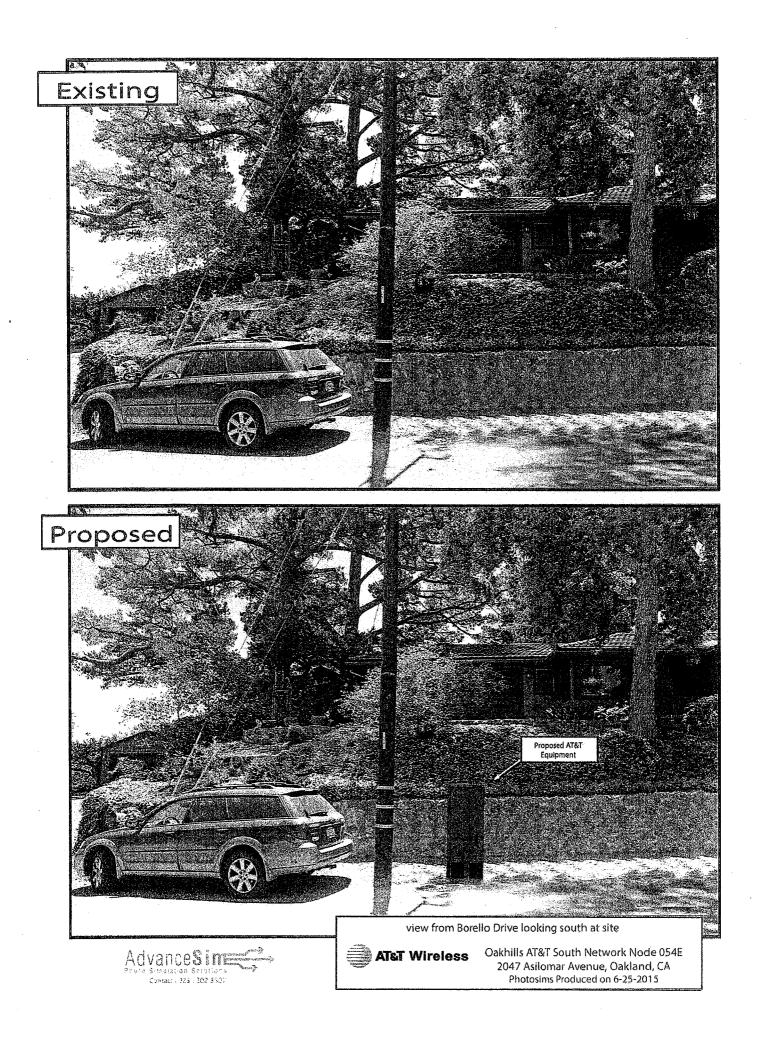
#### Ongoing

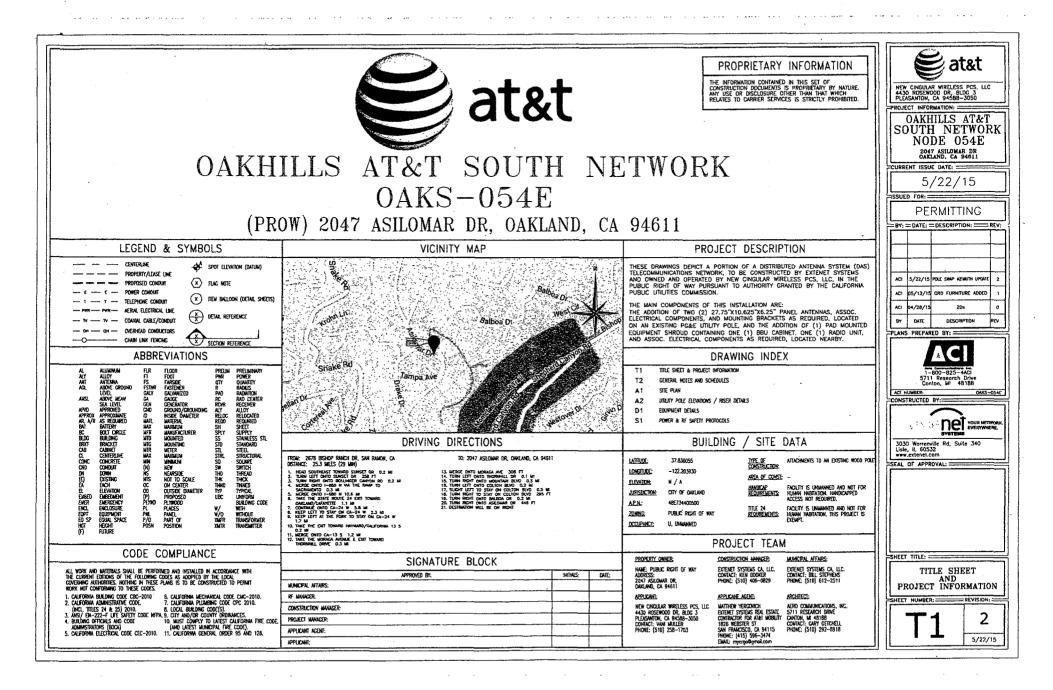
Noise levels from the activity, property, or any mechanical equipment on site shall comply with the performance standards of Section 17.120 of the Oakland Planning Code and Section 8.18 of the Oakland Municipal Code. If noise levels exceed these standards, the activity causing the noise shall be abated until appropriate noise reduction measures have been installed and compliance verified by the Planning and Zoning Division and Building Services.

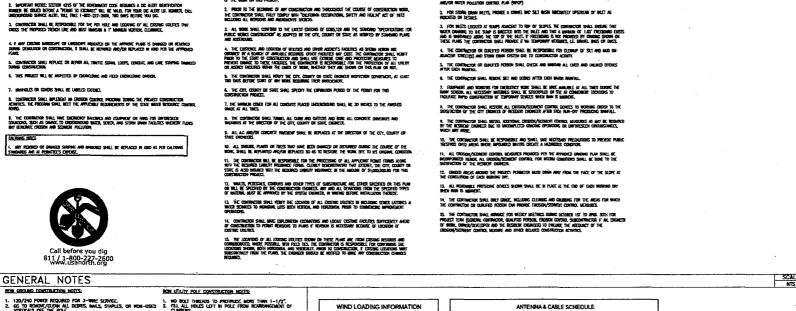
#### 15 Possible District Undergrounding PG&E Pole

#### Ongoing

Should the PG &E utility pole be voluntarily removed for purposes of district undergrounding or otherwise, the telecommunications facility can only be re-established by applying for and receiving approval of a new application to the Oakland Planning Department as required by the regulations.







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### REGULATIONS. CALL USE 48 HOURS PROR TO EXCANATING AT (800) 227-2100. ALL LANDSCAPING TO BE RESTORED TO ORIGINAL CONDITION OR

S. ALL LANDICAPHIC TO BE RESTORED TO ORIGINAL COMUNITION OR BETTER 8. NLL EQUIPMENT TO BE BONDED. 7. METERING CABINET REGULINES 3' CLEARANCE AT DOOR OPENING. 8. CALLY CHIENET BYSEL AT PMC.

#### STANDARD, GROUNDING MOTES:

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#### ROW CONSTRUCTION GENERAL NOTES

SCALE 3 LOADING AND ANTENNA CABLE SCHEDULES

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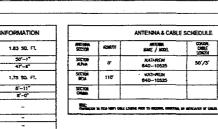
CONT REP. IF'S GRAD PHR REAR SIZE

PHR RISER TOP CHUCK

THE REAR AND GIVEN

MARSH DECK (FUEL)

BATERY BACK-UP



ANTENINA & CABLE SCHEDULE

### CABLE HR 떒 50'/3' 4/6 1/2\*

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SCALE 2 3030 Worrenville Rd, Suile 340 Liale, IL 60532 www.extenet.com SEAL OF APPROVAL

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SCALE 1

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ACt 05/12/15 GRD FURNITURE ADDED ACI 04/28/15 ZD• DATE DESCRIPTION REV 57 PLANS PREPARED BY: AC 00-825-440 5711 Res Conton, MI 48188 ACI NUMBER DAKS-054E CONSTRUCTED BY

SHEET TITLE:

SHEET NUMBER:

GENERAL NOTES

AND SCHEDULES

REVISION:

2

5/22/15



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at&t

NEW CINGULAR WIRELESS PCS, LLC 4430 ROSEWOOD DR, BLDG 3 PLEASANTON, CA 84588-3050

**OAKHILLS AT&T** 

SOUTH NETWORK NODE 054E

2047 ASILOMAR DR OAKLAND, CA 94511

5/22/15

ROJECT INFORMATION:

CURRENT ISSUE DATE:



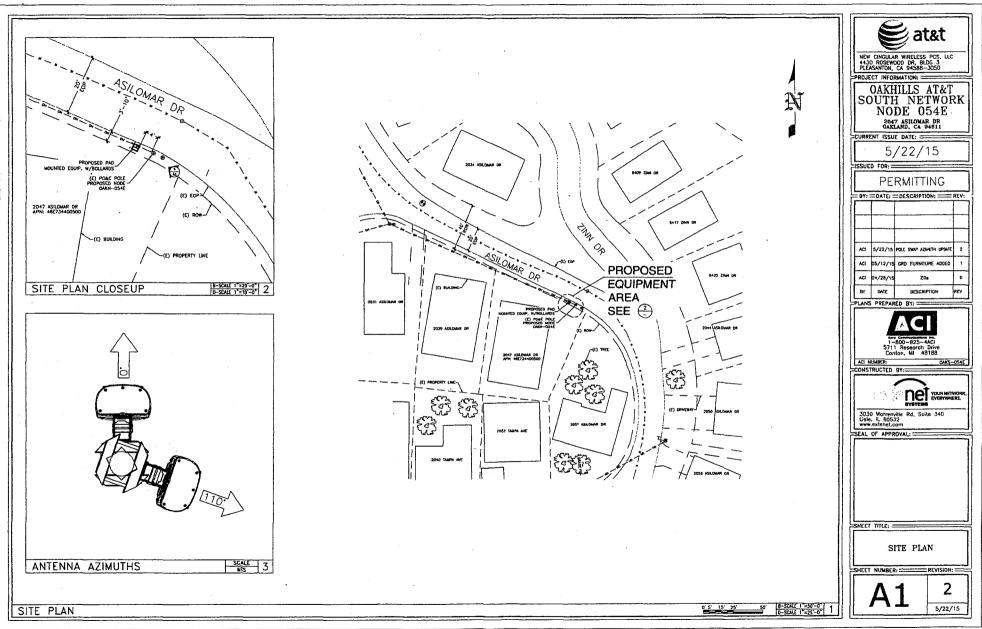
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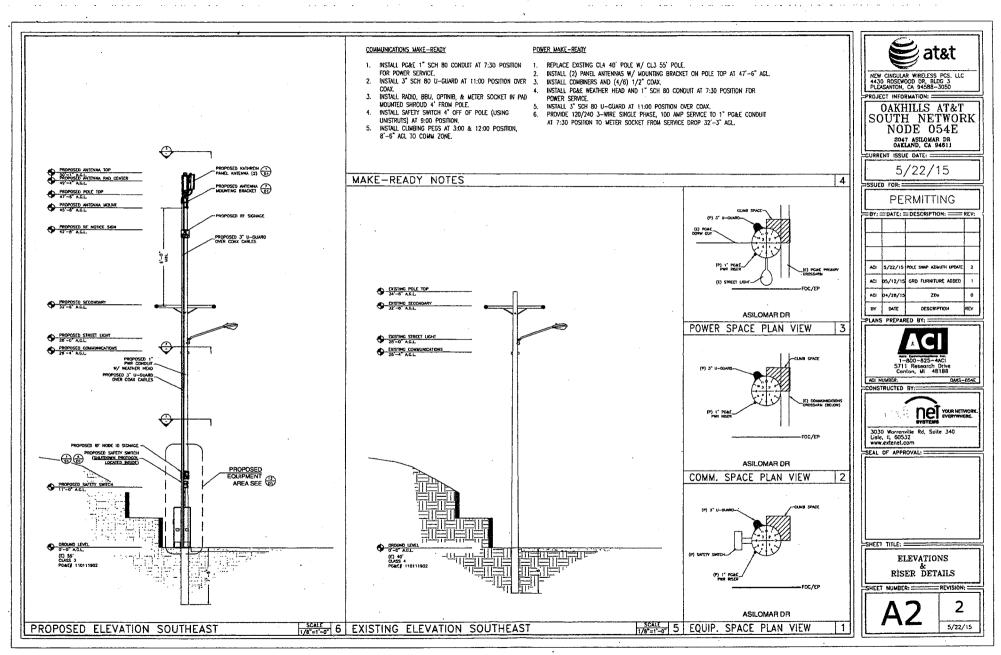
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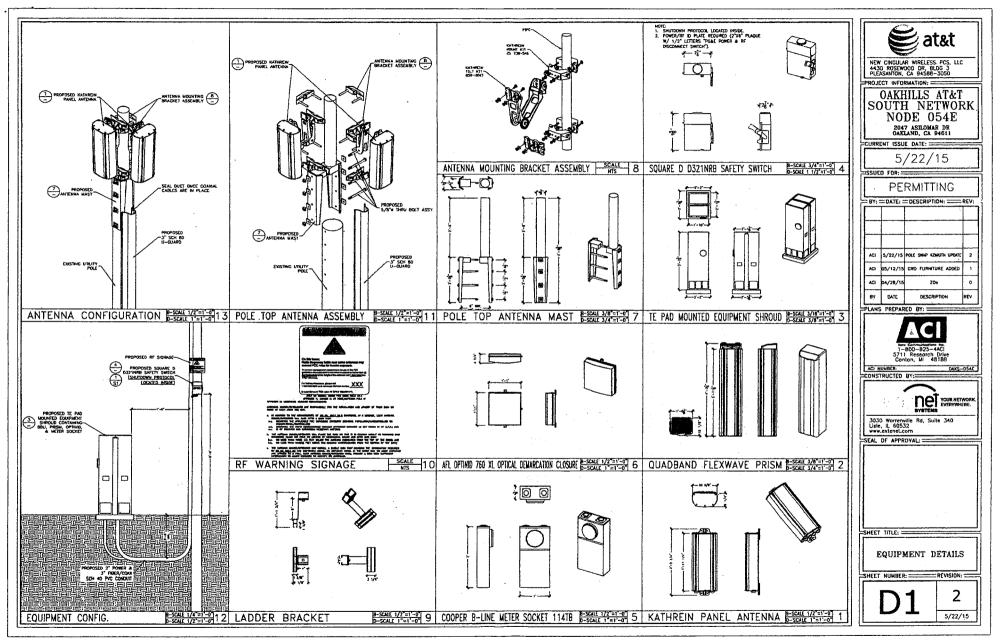
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	PROJECT INFORMATION
ë atat	Switch in the Closed Position ("ON")
AT&T oDAS Shutdown Procedure	
PROCEDURE TO DE-ENERGIZE RADIO FREQUENCY (RF) SIGNAL EMERGENCY and NON-EMERGENCY WORK REQUIRING RF SIGNAL SHUTDOWN (A) PG&E personnel SHALL contact AT&T Mobility Switch Center to notify them of an emergency shutdown 800-638-2822. Dial option 9 for cell site "Related" emergency's then option 1. Provide the following information when calling or leave a voicemail: (1) Identify yourself and give callback phone number. (2) Site number and if applicable site name (located on the shutdown box) (3) Site address and location (4) Nature of emergency and site condition	Switch in the Open Position ("Off")
<ul> <li>(B) Pull Disconnect Handle down to the Open or "OFF" Position. The RF signal will shut down within a few seconds. A visual inspection of the interior blade will confirm that both incoming AC Lead and Battery Backup are disconnected.</li> <li>(C) Notify AT&amp;T (New Cingular) Switch Center when the emergency work is completed.</li> </ul>	Blade in the Open or "OFF" Position.
	3030 Worrewille Rd Lisie, IL 60532 www.selenet.com
	SHEET TITLE:
FRONT	BACK



June 3, 2015

City Planner Planning Department City of Oakland 250 Frank Ogawa Plaza, 2<sup>nd</sup> Floor Oakland, CA 94612

 Re:
 Proposed AT&T Mobility DAS Node Installation

 Applicant:
 New Cingular Wireless PCS, LLC (d/b/a AT&T Mobility)

 Nearest Site Address:
 Public Right of Way near 2047 Asilomar Dr.

 Site ID:
 SW-CA-OAKHILLS-ATT Node 54E

 Latitude/Longitude:
 37.830055, -122.203930

Dear City Planner,

On behalf of New Cingular Wireless PCS, LLC, d/b/a AT&T Mobility ("AT&T"), this letter and attached materials are to apply for a design review permit to install a distributed antenna system ("DAS") node in the public right-ofway near 2047 Asilomar Drive ("Node 54E").<sup>1</sup> This is the same DAS node that AT&T pursued by its previous application filed on January 30, 2013 at 2052 Tampa Ave (Node 54B / DR13-035). After opposition to that proposal, we worked with Planning Staff to relocate the facility. Then on March 6, 2014, we withdrew that application and filed a new application for an AT&T facility on a utility pole at 2040 Tampa Avenue (Node 54C / PLN14-038). Planning was originally in favor of this location but later withdrew its support when an adjacent tree that provided screening was cut down. After meeting with Planning Staff on site, it was determined that the present proposal for a facility at a utility pole near 2047 Asilomar Drive (Node 54E) is the least intrusive alternative. The following is an explanation of the existing site, a project description of the redesigned facility, the project purpose and justifications in support of this proposal.

#### A. Project Description.

The proposed location for our facility currently consists of an approximate 34 feet six inch tall wooden utility pole in the public right-of-way on the west side of Asilomar Drive between Aztec Way and Tampa Avenue, at about 2047 Asilomar Drive. Communication lines are attached to the pole at 26 feet four inches above ground. Power lines are on the pole at about 32 feet six inches above ground. A cobra head street light is located on the pole at about 28 feet four inches above ground.

AT&T proposes to affix two panel antennas to the pole that are approximately two feet long, 10 inches wide and six inches deep, vertically extending to a height of 42 feet two inches above ground by a seven feet long pole-top extension and antenna mounting bracket. We also propose a ground cabinet equipment box approximately 96 inches long by 24 inches wide and deep at ground level. A miniature emergency shut-off safety switch and electricity meter will be placed on the pole at about 11 feet above ground. The equipment will be connected to telecommunications and lines already on the pole. All equipment will be painted brown to match the utility pole. Our proposal is depicted in the attached design drawings and photographic simulations.

<sup>1</sup> AT&T expressly reserves all rights concerning the city's jurisdiction to assert zoning regulation over the placement of wireless facilities in the public rights-of-way.

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This is an unmanned facility that will operate at all times (24 hours per day, seven days per week) and will be serviced about once per year by an AT&T technician. Our proposal will greatly benefit the area by improving wireless telecommunications service as detailed below.

#### B. Project Purpose.

The purpose of this project is to provide AT&T third and fourth generation (3G and 4G) wireless voice and data coverage to the surrounding area where there is currently a significant gap in service coverage. These wireless services include mobile telephone, wireless broadband, emergency 911, data transfers, electronic mail, Internet, web browsing, wireless applications, wireless mapping and video streaming. The proposed node is part of a larger DAS providing coverage to areas of the Oakland, Berkeley, Kensington and El Cerrito that are otherwise very difficult or impossible to cover using traditional macro wireless telecommunications facilities due to the local topography and mature vegetation. The attached radio frequency propagation maps depict AT&T's larger DAS project. Further radio frequency details are set forth in the attached Radio Frequency Statement, including propagation maps depicting existing and proposed coverage in the vicinity of Node 54E.

A DAS network consists of a series of radio access nodes connected to small telecommunications antennas, typically mounted on existing wooden utility poles within the public rights-of-way, to distribute wireless telecommunications signals. DAS networks provide telecommunications transmission infrastructure for use by wireless services providers. These facilities allow service providers such as AT&T to establish or expand their network coverage and capacity. The nodes are linked by fiber optic cable that carry the signal stemming from a central equipment hub to a node antenna. Although the signal propagated from a node antenna spans over a shorter range than a conventional tower system, DAS can be an effective tool to close service coverage gaps.

#### C. Project Justification, Alternative Site and Design Analysis.

Node 54E is an integral part of the overall DAS project, and it is located in a difficult coverage area because of its winding roads, hilly terrain and plentiful trees. The coverage area consists of a hilly Oakland Hills neighborhood off of Asilomar Drive, Tampa Avenue, Drake Drive, Balboa Drive, and surrounding areas. Node 54E will cover transient traffic along the roadways and provide in-building service to the surrounding residences as depicted in the propagation maps, which are exhibits to the attached Radio Frequency Statement.

Based on AT&T's analysis of alternative sites, if the originally chosen candidate Node 54B at 2052 Tampa Ave (also referred to as "Alternative 1") and Node 54C at 2040 Tampa Avenue are not preferred by the City, then the currently proposed Node 54E at 2047 Asilomar Drive is the least intrusive means to close AT&T's significant service coverage gap in the area. Node 54E best uses existing utility infrastructure, adding small equipment without disturbing the character of the neighborhoods served. Deploying a DAS node at an existing pole location minimizes any visual impact by utilizing an inconspicuous spot. By installing antennas and equipment at this existing pole location, AT&T does not need to propose any new infrastructure in this coverage area. The equipment cabinet will not be seen from windows of nearby houses because it will be screened by a sidewalk wall and landscaping. Node 54E should be barely noticeable amidst the backdrop of trees and terrain.

The DAS node RF emissions are also much lower than the typical macro site, they are appropriate for the area, and they are fully compliant with the FCC's requirements for limiting human exposure to radio frequency energy. The attached radio frequency engineering analysis provided by Hammett & Edison, Inc., Consulting Engineers, confirms that the proposed equipment will operate well within (and actually far below) all applicable FCC public exposure limits. The facility will also comply with California Public Utility Commission (CPUC) General Orders 95 (concerning overhead line design, construction and maintenance) and 170 (CEQA review) that govern utility use in the public right-of-way.

This proposed redesign is a viable alternative design developed according to our discussions with the Planning Department in the context of Applications DR13-035 and PLN14-038. As discussed with City Planning, Node 54E is

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the least intrusive option. Also the proposed location is a good coverage option because it sits at a spot from which point AT&T can adequately propagate its wireless signal.

AT&T considered alternative sites on other utility poles in this area but none of these sites is as desirable from construction, coverage or aesthetics perspectives. The proposed location is approximately equidistant from other DAS nodes that AT&T plans to place in surrounding hard-to-reach areas, so that service coverage can be evenly distributed. There are a number of trees near the proposed site that will allow the installation to blend in with the backdrop of foliage. Additionally, the proposed facility is not in the path of any protected view sheds. The other utility poles in the area are more conspicuous than the proposed pole. In addition to the utility pole proposed to host Node 54E, AT&T considered alternative sites set forth in the attached Alternative Site Analysis.

Alternative designs were considered including placing equipment on the pole, as is typically undertaken, screened within a singular equipment box. However, Planning Staff and AT&T mutually agreed that ground-mounted equipment would better suit the area because of the available right-of-way space, retaining wall and landscaping that screens the ground cabinet from view by the adjacent house. We also evaluated whether equipment could be undergrounded but unfortunately this is not possible because there is insufficient right-of-way space for the necessary equipment access and the equipment would be compromised from saturation by rainwater. The antennas cannot be undergrounded because they rely on a line-of-site in order to properly transmit a signal.

Revised drawings, an AT&T Radio Frequency Statement, propagation maps, photographic simulations, and a radio-frequency engineering analysis are included with this packet.

As this application seeks authority to install a wireless telecommunication facility, the FCC's Shot Clock Order<sup>2</sup> requires the city to issue its final decision on AT&T's application within 150 days. We respectfully request expedited review and approval of this application. Feel free to contact me if you have any questions. Thank you.

Thank you.

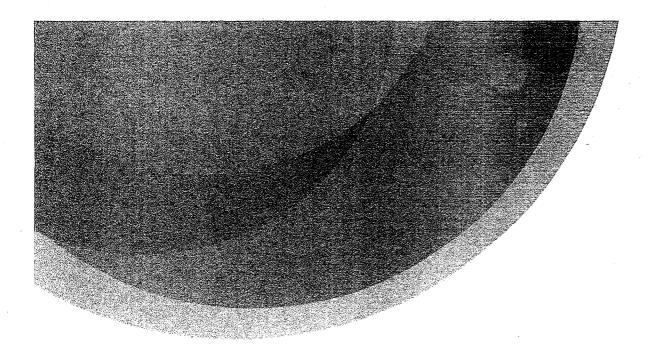
Best Regards, EXTENET SYSTEMS

Matter A. Mayour

Matthew S. Yergovich For AT&T Mobility

<sup>2</sup> See Petition for Declaratory Ruling to Clarify Provisions of Section 332(c)(7)(B), WT Docket No. 08-165, Declaratory Ruling, 24 F.C.C.R. 13994 (2009).

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#### Rethink Possible 🦉



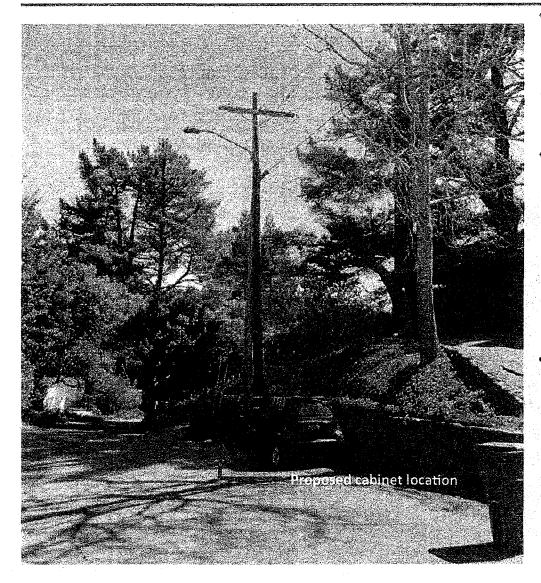
# Node 54E – 2047 Asilomar Dr. Oakland, California Alternative Site Analysis



On the map above, the proposed AT&T wireless facility in the public right-of-way near 2047 Asilomar Drive (37.830055, -122.203930) is indicated as Node "54E." The 16 alternative locations that AT&T analyzed are marked by pins 54A, 54B, 54C, 54D, 54F, 54G, 54H, 54I, 54J, 54K, 54L, 54M, 54N, 54O, 54P, 54Q and 54R. 54 A: 37.829462, -122.204774 54 B: 37.829578, -122.203877 54 C: 37.829509, -122.204236 54 D: 37.829689, -122.203592 54 E: 37.830055, -122.203930 (Present Proposal) 54 F: 37.830248, -122.204420 54 G: 37.830136, -122.204936 54 H: 37.830568, -122.204656 54 1: 37.830820, -122.204896 54 J: 37.831206, -122.204986 54 K: 37.828932, -122.204461 54 L: 37.829169, -122.204041 54 M: 37.828917, -122.204378 54 N: 37.828580, -122.204738 54 0: 37.829051, -122.205188 54 P: 37.828327, -122.204916 54 Q: 37.828659, -122.205021 54 R: 37.829792, -122.205199

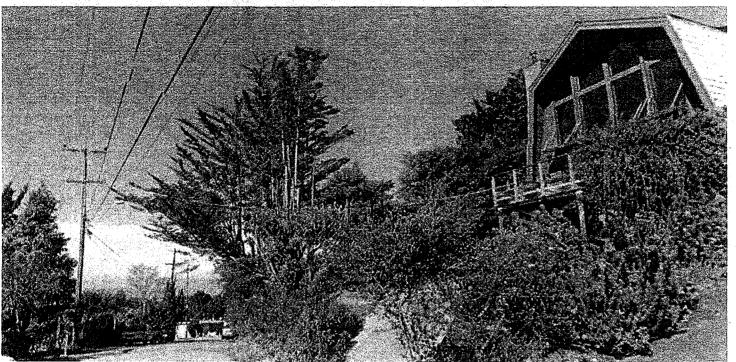
> AT&T RESTRICTED CONFIDENTIAL AND PRIVILEGED ATTORNEY CLIENT COMMUNICATION

#### Node 54E – Present Proposal



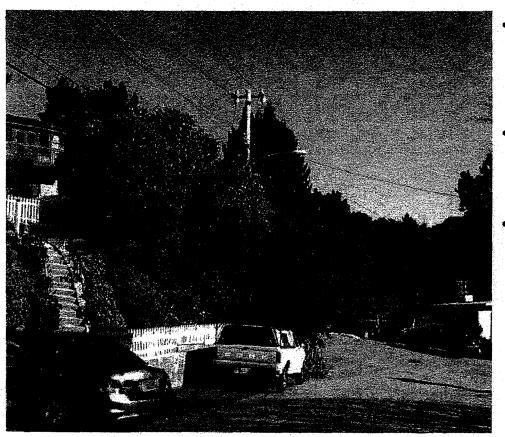
- The location for AT&T's proposed wireless facility (Node 54E) is in the public right-of-way at a joint utility pole identified by pole number 110111902 at 2047 Asilomar Avenue (37.830055, -122.203930).
- Antennas would be pole-top mounted to the proposed pole. This photo shows the surrounding foliage and the backdrop of trees which will serve to screen the antennas, minimizing any view impact of our proposed wireless facility. Further, the location was selected given it does not impact major view corridors.
- This photo also shows that the retaining wall and landscaping would conceal the ground-mounted cabinet from view by the adjacent house. The cabinet would be placed next to the pole. AT&T re-evaluated this site and nearby alternatives to verify that the selected site is the least intrusive means to close AT&T's significant service coverage gap in the area.

## **Alternative Node 54A**



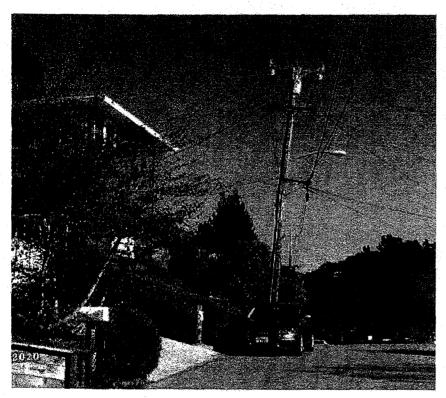
- Node 54A is in the public right-of-way at a joint utility pole identified by number 110111922 at 2021 Tampa Avenue (37.829462, -122.204774).
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the house across the street.

## **Alternative Node 54B**



- Node 54B is in the public right-ofway at a joint utility pole identified by number 110111921 near 2052 Tampa Avenue (37.829578, -122.203877).
- This location was proposed to the City in AT&T's land use permit application submitted on January 30, 2013.
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the adjacent house. Therefore the land use permit application was withdrawn.

### **Alternative Node 54C**

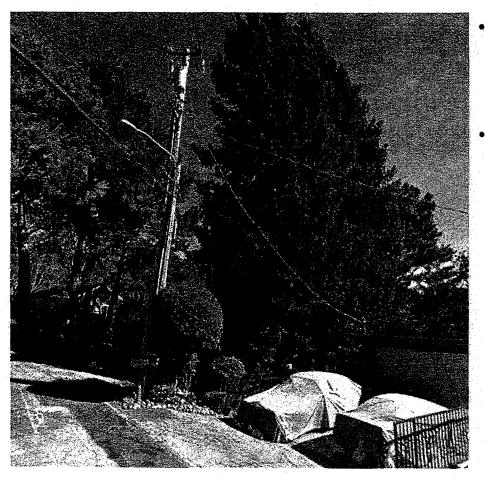


- Node 54C is in the public right-of-way at a joint utility pole identified by number 110111916 near 2040 Tampa Avenue (37.829509, -122.204236).
- This location was proposed to the City in AT&T's land use permit application submitted on March 6, 2014.
- This location is a viable alternative but is not preferred by City Planning Staff because of the view impact imposed, especially for the adjacent house.

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#### Alternative Node 54D



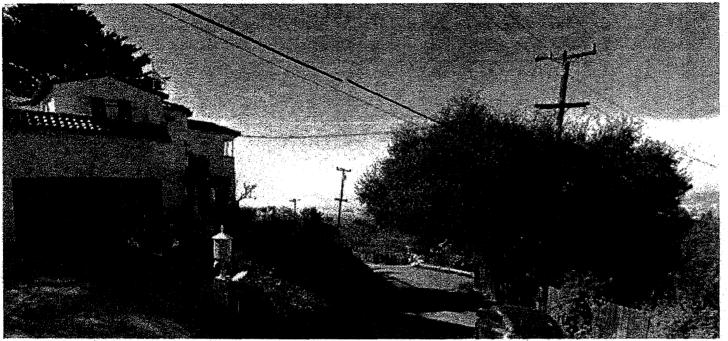
- Node 54D is in the public right-ofway at a joint utility pole identified by number 110111925 located near 2056 Asilomar Avenue (37.829689 -122.203592).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

### **Alternative Node 54F**



- Node 54F is in the public right-of-way at a joint utility pole identified by number 110111901 located near 2031 Asilomar Avenue (37.830248, -122.204420).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

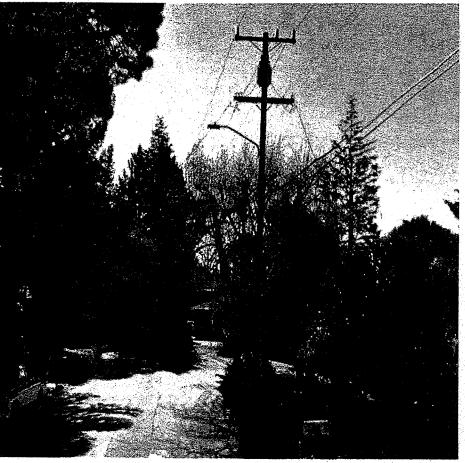
### Alternative Node 54G



- Node 54G is in the public right-of-way at a joint utility pole identified by number 110478370 located near 1918 Aztec Avenue (37.830136 -122.204936).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

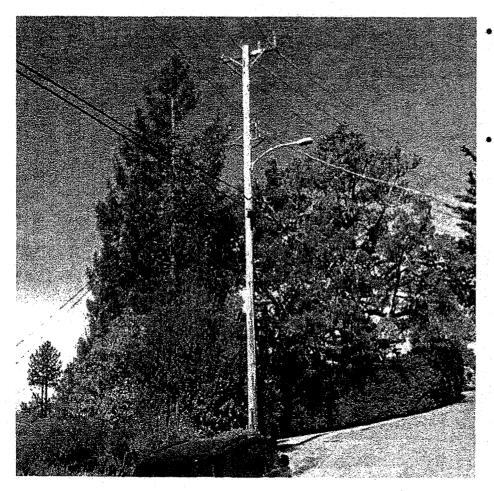


#### **Alternative Node 54H**



- Node 54H is in the public right-ofway at a joint utility pole identified by number 110111988 located near 2011 Asilomar Avenue (37.830568 -122.204656).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

#### **Alternative Node 541**



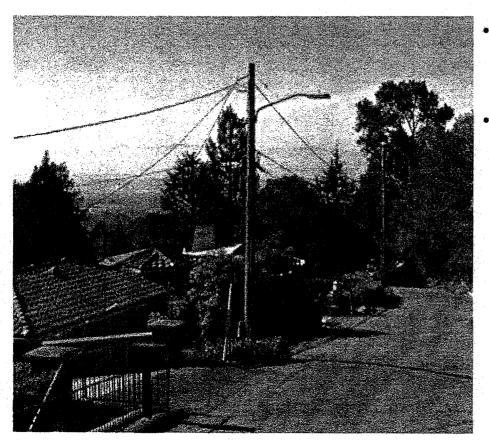
- Node 54I is in the public right-of-way at a joint utility pole identified by number 110111991 located near 2001 Asilomar Avenue (37.830820 -122.204896).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

#### **Alternative Node 54J**



- Node 54J is in the public right-ofway at a joint utility pole identified by number 110011990 located across from 1989 Asilomar Avenue (37.831206, -122.204986).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

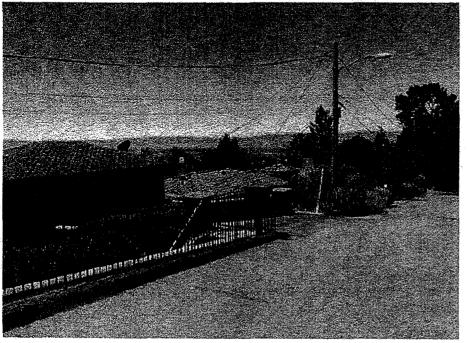
### **Alternative Node 54K**



- Node 54K is in the public right-ofway at a joint utility pole across from 2086 Asilomar Avenue (37.828932 -122.204461).
- This location is a viable alternative but is not preferred by City Planning Staff because of aesthetic impact to the adjacent house.

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## **Alternative Node 54L**

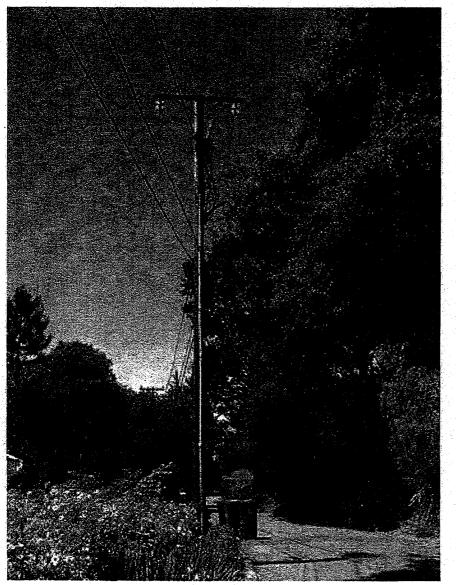


Node 54L is in the public right-ofway at a joint utility pole identified by number 110111909 located near 2074 Asilomar Avenue (37.829169, -122.204041).

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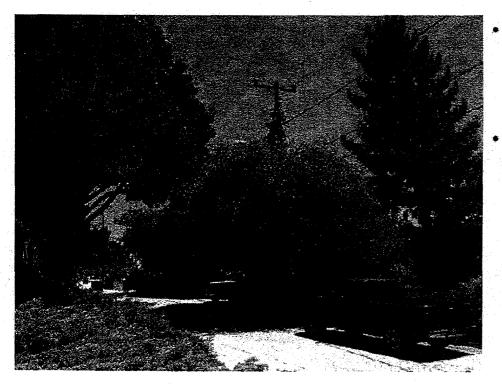
• This location is a viable alternative but is not preferred by City Planning Staff because it presents an immediate view impact for the adjacent house.

#### Alternative Node 54M



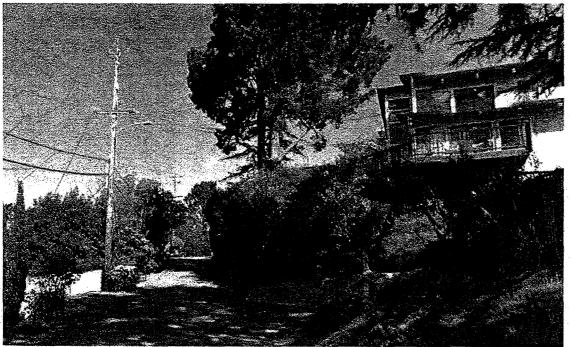
- Node 54M is in the public right-ofway at a joint utility pole identified by number 110111907 located near 2086 Asilomar Avenue (37.828917, -122.204378).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

#### **Alternative Node 54N**



- Node 54N is in the public right-ofway at a joint utility pole identified by number 110111906 located near 2098 Asilomar Avenue (37.828580, -122.204738).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

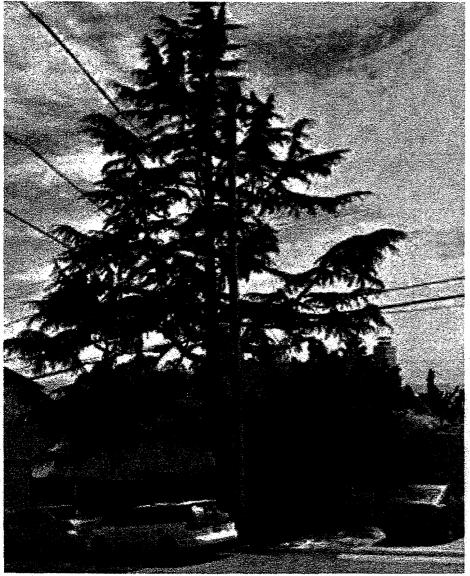
### Alternative Node 540





- Node 540 is in the public right-of-way at a joint utility pole identified by number 110111911 located near 1969 Drake Drive (37.829051, -122.205188).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

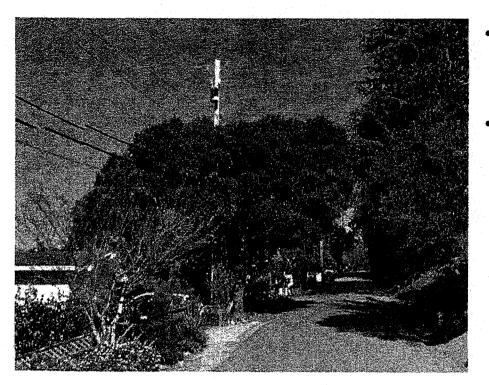
## **Alternative Node 54P**



- Node 54P is in the public right-ofway at a joint utility pole identified by number 110111910 located near 1993 Drake Drive (37.828327, -122.204916).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

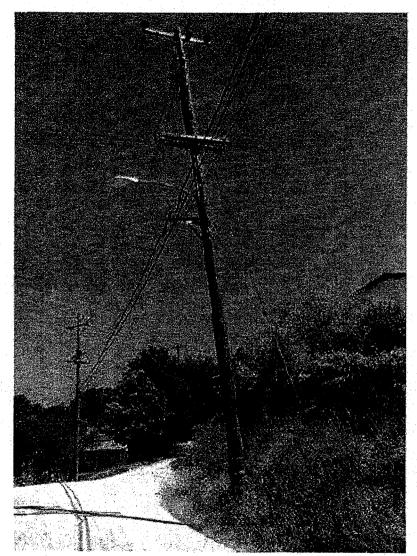
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#### **Alternative Node 54Q**



- Node 54Q is in the public right-ofway at a joint utility pole located near 1981 Drake Drive (37.828659, -122.205021).
- This pole is not a viable alternative to close AT&T's significant service coverage gap. Placing wireless equipment on this pole would violate CPUC General Order 95 regulations because all four quadrants of the pole are occupied.

### Alternative Node 54R



- Node 54R is in the public right-ofway at a joint utility pole identified by number 110111923 located near 1933 Drake Drive (37.829792 -122.205199).
- This location does not close AT&T's significant service coverage gap due to blockage of AT&T's signal by nearby trees, houses and terrain.

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#### Node 54E – Alternative Site Analysis Conclusion

Based on AT&T's analysis of alternative sites, the currently proposed location at 2047 Asilomar Drive (Node 54E) is the least intrusive means to fill AT&T's significant wireless coverage gap.