

CITY PLANNING COMMISSION  
SACRAMENTO, CALIFORNIA  
MEMBERS IN SESSION:

ITEM #  
November 30, 1995  
PAGE 1

P95-052 - William Land Park Corporation Yard Antenna Project

REQUEST:

- A. Negative Declaration
- B. Special Permit to allow the construction of an 86 foot high cellular antenna and a 336 $\pm$  square foot equipment building on 236 $\pm$  acres in the Standard Single Family (R-1) zone at the William Land Park Corporation Yard.

LOCATION:

3835 18th Street  
APN: 017-0010-001  
Land Park Community Plan Area  
Sacramento Unified School District  
Council District 4

APPLICANT:	Airtouch Cellular/Ron Waddell 2150 River Plaza Drive Suite 400 Sacramento, CA 95833 (916)646-5715
OWNER:	City of Sacramento Landscape Architecture and Real Estate Division 1023 J Street Sacramento, CA 95814
APPLICATION FILED:	June 12, 1995
STAFF CONTACT:	Hilary Perry, 264-5698

**SUMMARY:**

The proposed project site is presently developed with the City of Sacramento Corporation Yard for William Land Park. The applicant is proposing to construct an 86 foot high cellular antenna and a 336 $\pm$  square foot equipment structure. The proposed antenna location was selected because it is located in the center of the target coverage area. It is anticipated that this antenna will provide coverage to areas of Land Park, Sacramento City College, and the area bounded by Riverside Boulevard, 8th Avenue, the Union Pacific Railroad behind City College, and Fruitridge Road.

**RECOMMENDATION:**

Staff recommends approval of the project. This recommendation is based on the fact that the proposed use will consist of a minor alteration of existing facilities at William Land Park. The proposed location of the antenna and equipment shelter will allow for

continued unimpaired use of the Corporation Yard and William Land Park. The proposed antenna is not anticipated to affect the recreational opportunities that presently exist at William Land Park. The nearest residentially zoned or used lot proximate to the cellular antenna is approximately 1,250 feet to the north. The existing cellular antenna nearest to the proposed tower is located more than half a mile away from the proposed project site, at 3581 23rd Street and is owned by Cellular One. The proposed antenna will not affect radio or television reception. Furthermore, the proposed project provides for adequate setbacks and landscaping.

**PROJECT INFORMATION:**

General Plan Designation:	Parks, Recreation, and Open Space
Existing Land Use of Site:	William Land Park Corporation Yard
Existing Zoning of Site:	Standard Single Family (R-1)

**Surrounding Land Use and Zoning:**

North: William Land Park/Single Family Residential; R-1  
South: William Land Park/Single Family Residential/Shopping Center; R-1 and C-1R;  
East: City College/Single Family Residential; R-1  
West: William Land Park/Single Family Residential/Retail; R-1 and C-2

Property Dimensions (Cellular site):	irregular
Property Area William Land Park:	236 $\pm$ net acres
Height of Structure:	86'
Area of Proposed Equipment Room:	12' X 28'(336 sq. ft.)
Height of Equipment Structure:	14'
Parking Provided:	On street
Topography:	Flat
Street Improvements:	Existing
Utilities:	Existing

**OTHER APPROVALS REQUIRED:**

In addition to the entitlements requested, the applicant will also need to obtain the following permits or approvals, including, but not limited to:

<u>Permit</u>	<u>Agency</u>
Building Permit	Building Division
Revocable Permit	Real Estate Division

**BACKGROUND INFORMATION:**

On March 14, 1991, the City Planning Commission recommended approval of an ordinance relating to communication antennas and antennas in the City of Sacramento.

On July 9, 1991, the ordinance was heard and approved by the City Council (Ordinance No. 91-048). The ordinance requiring special permits for the location of communication antennas and antennas went into effect on August 9, 1991. On March 23, 1995, the ordinance was amended and approved by the City Council (Ordinance 95-010). The ordinance was amended to include a requirement that locating an antenna on City owned property requires a Special Permit and either a revocable permit or a lease agreement subject to the approval of the City Council.

AirTouch Cellular's search for land on which to build a cellular facility in the Land Park area began in early 1993. The site selection process has involved evaluating a number of possible siting locations. The following entities have been contacted in Airtouch Cellular's search for an alternative location:

<u>Facility</u>	<u>Location</u>
• Riverside Water Treatment Facility	SW corner of 10th and Riverside
• Southern Pacific Railroad Easement	West of the Zoo
• Congregation B'Nai Israel	3600 Riverside Blvd.
• City of Sacramento Land Park Zoo	16th Ave. & Land Park Dr.
• Holy Spirit School	3920 W. Land Park Dr.

Locating an antenna at these locations was not viable because in some cases certain entities were not interested in the shared use, and in other cases there was a lack of community support for a certain location. In addition to the above listed potential sites that were evaluated, Airtouch also evaluated using the existing tower used by Nextel and Cellular One at the reservoir at City College. However, the City College site does not meet the service area that is needed to serve the targeted area. The presently proposed location at the Land Park Corporation Yard was suggested as a alternative site as a result of community meetings. On May 10, 1995 the Land Park Community Association voted to form a committee to discuss the corporation yard site and to discuss other issues regarding development in the park. As of the writing of this report, based upon a conversation with Steve Kahn of the Land Park Neighborhood Association (10-25-95), the Land Park Neighborhood Association remains opposed to the proposed cellular antenna.

#### STAFF EVALUATION:

##### A. Land Use and Zoning

William Land Park, on which the subject antenna is proposed to be located, consists of 236± acres in the Standard Single Family (R-1) zone. The site is designated for recreational uses by the General Plan. The parcels surrounding the William Land Park site to the south and west are all zoned for Single Family

Residential and Commercial land use. The parcels to the north and east are zoned for Single Family Residential land use. All the adjacent parcels are developed.

**B. Policy Considerations**

As proposed by the applicant, the communication antenna will be located to the rear of the existing City Corporation Yard. The applicant will be leasing from the City a portion of the Corporation Yard. The applicant, Airtouch Cellular, is considered to be a utility and is exempt from the requirements of the Subdivision Map Act.

The project proponent has met with neighborhood representatives from the project vicinity, with the Councilperson who serves the project area, and with representatives from the City of Sacramento, (Public Works Department - Landscape and Real Estate Section). A revocable permit agreement is in the process of being drafted. Specifications of the lease will be defined in the agreement that will be heard by City Council should the Planning Commission approve the Special Permit.

The location of the proposed antenna abuts residentially zoned property. A minimum of a fifteen foot rear yard setback is required to be provided. Adequate front, rear and side setbacks are proposed to be provided, as the project site is located well within the grounds of William Land Park. The residential structure nearest to the proposed antenna is at least 1,250 feet from the proposed antenna location.

In an attempt to comprehend the visual impact of the proposed tower, staff has conducted what could be referred to as a "line of sight survey". Attachment 4 provides a depiction of the analysis. The following is a synopsis of the conclusion of staff's survey:

- At 1,250 linear feet away from the antenna, the view for a 5 foot tall person of the 86 foot high antenna would be shielded by a 21 foot high tree.
- At 1,250 linear feet, the proposed tower will be  $6.2 \pm$  degrees above the horizon.
- At 1,250 linear feet, the proposed tower diameter will appear so small as to barely be visible.

No parking spaces are required to be provided, and the applicant does not propose any parking spaces. Given that it is seldom required that the antenna need

maintenance, and since there is plenty of parking available on the City's property at the Corporation Yard, it is not anticipated that there will be a parking impact from vehicles travelling to the site for the purpose of maintenance and repairs.

On the top of the 80 foot monopole antenna, there will be a 4 foot by 12 foot top hat with 12 antennas and a 4 foot whip antenna. The antennas will each emit a 25 watt signal. It rarely occurs, but with all 33 channels operating at once, a total of 825 watts would be emitted. The signal, which is regulated by the Federal Communication Commission (FCC), will not affect radio or television reception.

Staff has no objections to the proposed communication antenna and equipment room. The cellular antenna is allowed in the R-1 zone on City owned property. The proposed project is in keeping with the overall intention to co-locate cellular antennas on existing facilities within the City of Sacramento. The proposed project can be considered compatible with the existing residences because adequate setbacks are provided and there are other locations on City owned land where cellular antennas have been constructed on sites that abut residentially zoned and/or utilized land. The following table provides a list of some of the existing cellular antennas and the proximity of these towers to residentially used or zoned property in various parts of the City:

LOCATION	HEIGHT	APPROXIMATE DISTANCE TO NEAREST RESIDENTIAL PROPERTY	OWNER
500 Media Place	125'	480'	Sacto Cellular Co.
2315 34th Street	69'	Less than 100'	AirTouch
2150 Bell Avenue	73'	290'	PacTel Cellular
857 57th Street	64'	350'	AirTouch
5493 Carlson Drive	60'	120'	Cellular One
Elvas Ave. & SPRR R.O.W.	79'	720'	PacTel Cellular
1500' South of Meadowview	86'	400'	Airtouch Cellular

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**PROJECT REVIEW PROCESS:****A. Environmental Determination**

The Environmental Services Manager has determined that the project, as proposed, will not have a significant impact on the environment; therefore, a Negative Declaration has been prepared. Recent years have witnessed increasing public concern and interest regarding the potential health effect associated with exposure to the transmission type used by cellular antennas. Most carefully controlled studies of electromagnetic field effects have failed to produce proven evidence of a health hazard or noticeable changes in health and bodily functions. Although some research has shown statistical correlations that exist between magnetic fields and certain types of cancer, no study has yet been produced that demonstrates a "cause and effect" relationship between the two. Evidence gathered so far does not conclusively demonstrate that these electromagnetic fields adversely affect public health. The subject antenna will be located at least 1,250 feet from any residential dwelling unit. The proposed cellular antenna project is not anticipated to have a significant impact upon human health nor will it create any health hazard. The Negative Declaration did not include any mitigation measures.

**B. Summary of Agency Comments**

The proposal was routed to the Public Works Department Engineering Development Services Section, the Transportation Section, the Planning and Development Department (Building Division), the Utility Department, the Neighborhood Department, City Councilperson Jimmie Yee, the South Land Park Community Association, and the Upper Land Park Community Association. The project was also routed to the property owners within 500 foot radius of the William Land Park perimeter. The following summarizes the comments received:

**1. Land Park Community Association**

The proposed project is within the boundaries of the Land Park Community Association. The applicant has met with representatives with this group, who oppose the project. Discussions regarding the project have included the possibility of establishing a fund for the sole use of improvements at William Land Park or other strategy to alleviate their concerns. However, the Community Association is not interested in funding compensation in lieu of their support of locating the antenna at the Corporation Yard. As of the writing of this report, based upon a conversation with Steve Kahn of the Land Park Neighborhood Association (10-25-95), the Land Park Neighborhood Association remains firmly opposed to the proposed cellular antenna. While no written comments to this effect have been

received to date, staff anticipates that written comments will be provided prior to the November 16, 1995 hearing. Any comments received will be forwarded.

**PROJECT APPROVAL PROCESS:**

The Planning Commission has the authority to approve or deny the requested Special Permit. The decision of the Planning Commission may be appealed to the City Council. The appeal must occur within 10 days of the Planning Commission action.

**RECOMMENDATION:**

Staff recommends approval of the proposed development for the following reasons:

- The proposed project as conditioned, is based upon sound principals of land use in that the project is compatible with the existing uses at William Land Park.
- Airtouch Cellular has made an effort to evaluate the possibility of utilizing five other alternative sites and attended numerous community meetings in an attempt to select a location for the proposed project that would be acceptable to meet the cellular company's transmission needs and that would be an acceptable location for the community.
- The proposed project will provide adequate setbacks.
- The proposed monopole will be constructed on a site that is designated for recreational uses and the proposed project will not interfere with the recreational opportunities provided at William Land Park.
- The proposed cellular antenna is located approximately 1,250 feet from the nearest residential structure which is considered an adequate distance.

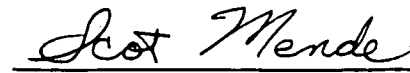
Staff recommends the Planning Commission take the following actions:

- A. Ratify the Negative Declaration
- B. Adopt the attached Resolution approving the Special Permit to allow the construction of a 86 $\pm$  foot high cellular antenna and a 336 $\pm$  square foot equipment building.

Report Prepared By,

  
Hilary Perry  
Associate Planner

Report Reviewed By,

  
Scot Mende  
Senior Planner

Attachments

Attachment 1	Vicinity Map
Attachment 2	Land Use and Zoning Map
Attachment 3	Resolution Approving Special Permit
Exhibit 3-A	Site/Floor Plan
Attachment 4	Line-of-Sight Survey
Attachment 5	Letters of Opposition to the Project

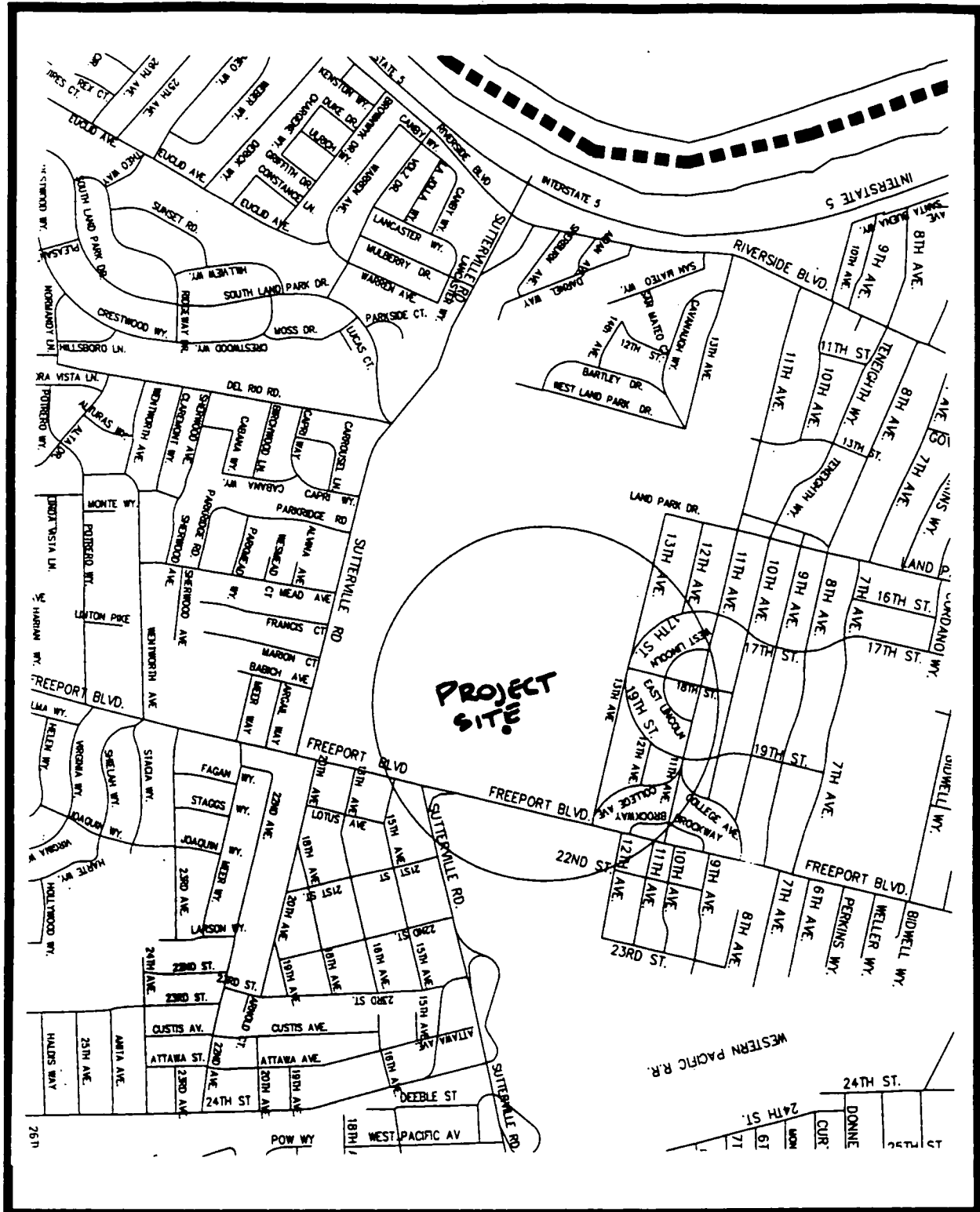


# ATTACHMENT 1

P95-052

NOVEMBER 16, 1995

ITEM #  
PAGE 6



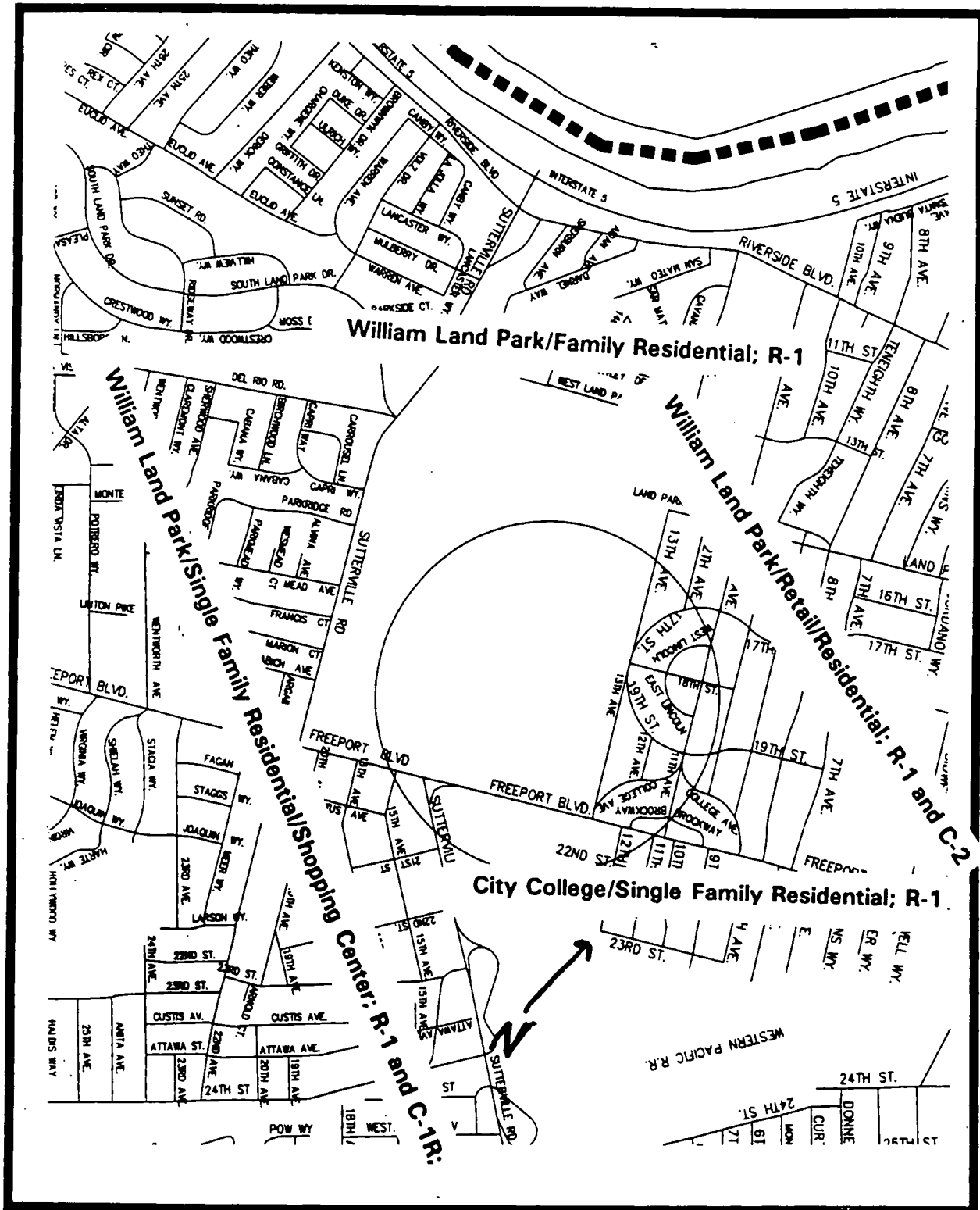
VICINITY MAP

# ATTACHMENT 2

P95-052

NOVEMBER 16, 1995

ITEM #  
PAGE 6



LAND USE AND ZONING MAP

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**RESOLUTION NO.****ADOPTED BY THE SACRAMENTO PLANNING COMMISSION****ON DATE OF NOVEMBER 16, 1995**

**A RESOLUTION ADOPTING FINDINGS OF FACT  
AND APPROVING A SPECIAL PERMIT FOR  
PROPERTY LOCATED AT 3835 18TH  
STREET(William Land Park Corporation Yard)  
(P95-052)(APN:017-0010-001)**

**WHEREAS, the City Planning Commission on November 16, 1995, held a public hearing on the request for approval of a cellular antenna at the property located at the above described location;**

**WHEREAS, the City Environmental Coordinator has determined that the proposed project will not have a significant effect on the environment, and has provided notice to the public of the preparation of a Negative Declaration.**

**WHEREAS, the Planning staff has submitted to the City Planning Commission its report and recommendations on the proposed development;**

**NOW, THEREFORE, BE IT RESOLVED BY THE COMMISSION OF THE CITY OF SACRAMENTO THAT:**

- 1. The Special Permit is hereby approved based upon the following findings of fact:**
  - a. The Negative Declaration has been prepared in compliance with CEQA, State and City Guidelines, and the City Planning Commission has reviewed and considered the information contained herein.**
  - b. Granting the Special Permit would not be detrimental to the public welfare nor result in the creation of a public nuisance in that:**

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1. The monopole will be setback at a distance to not encroach on adjacent properties;
  2. The monopole will not interfere with other communication antennas nor aircraft.
  3. The view from a residential property 1,250 feet away from the antenna, the view for a 5 foot tall person of the 86 foot high antenna would be obstructed by a 21 foot high tree.
  4. At 1,250 linear feet away from the proposed antenna, the proposed tower will be  $6.2 \pm$  degrees above the horizon.
  5. At 1,250 linear feet away from the proposed antenna, the proposed tower diameter will appear so small as to barely be visible.
- c. The project is consistent with the General Plan which designates the site for park and recreational uses.
2. The Special Permit for the proposed cellular antenna is hereby approved subject to the following conditions:
- a. Execute a Revocable Permit or Lease Agreement with the City of Sacramento.
  - b. All necessary building permits shall be obtained prior to construction of the monopole and communications shelter.

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CHAIRPERSON

ATTEST:

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SECRETARY TO PLANNING COMMISSION

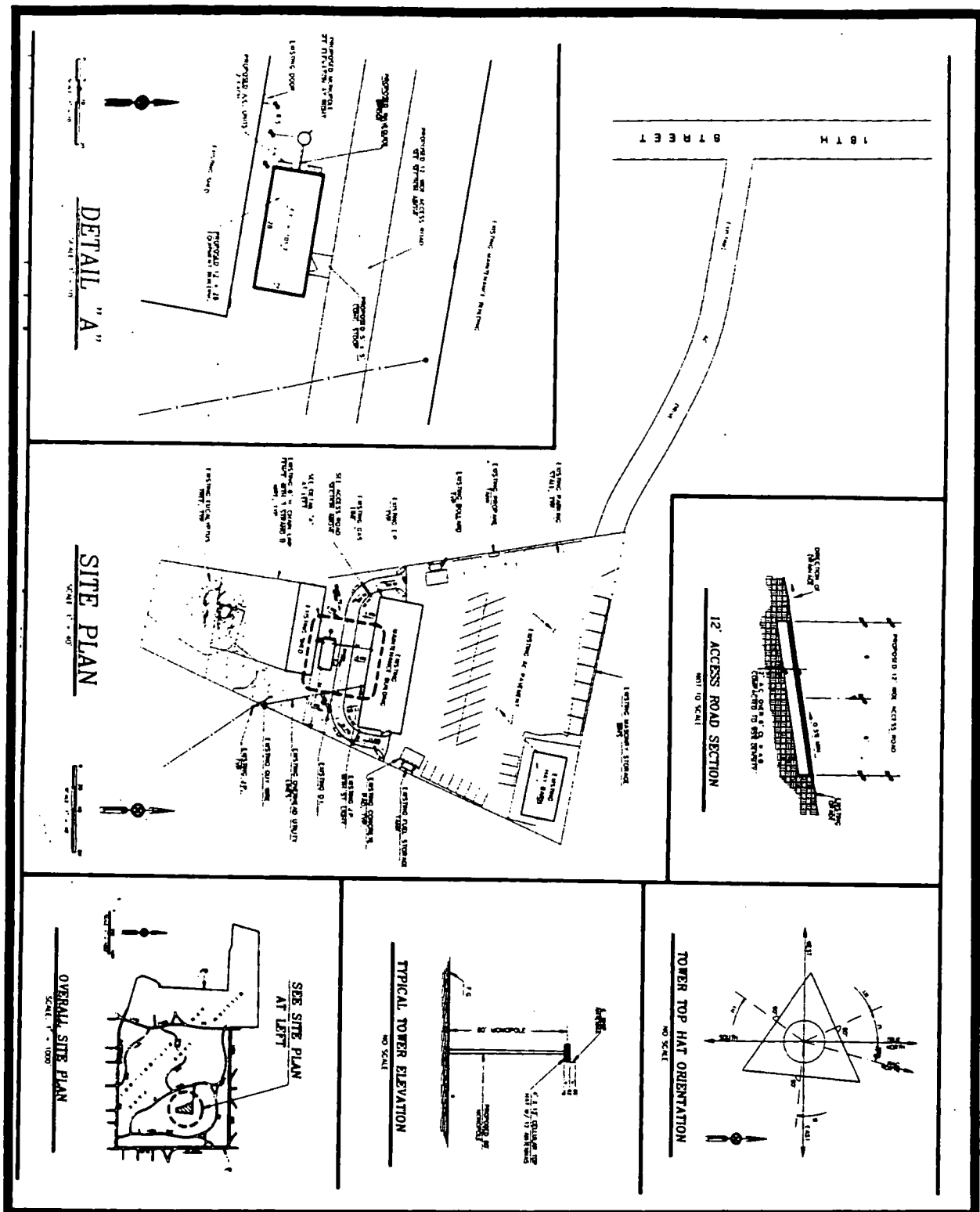
P95-052

# EXHIBIT 3-A

P95-052

NOVEMBER 16, 1995

ITEM #  
PAGE 6



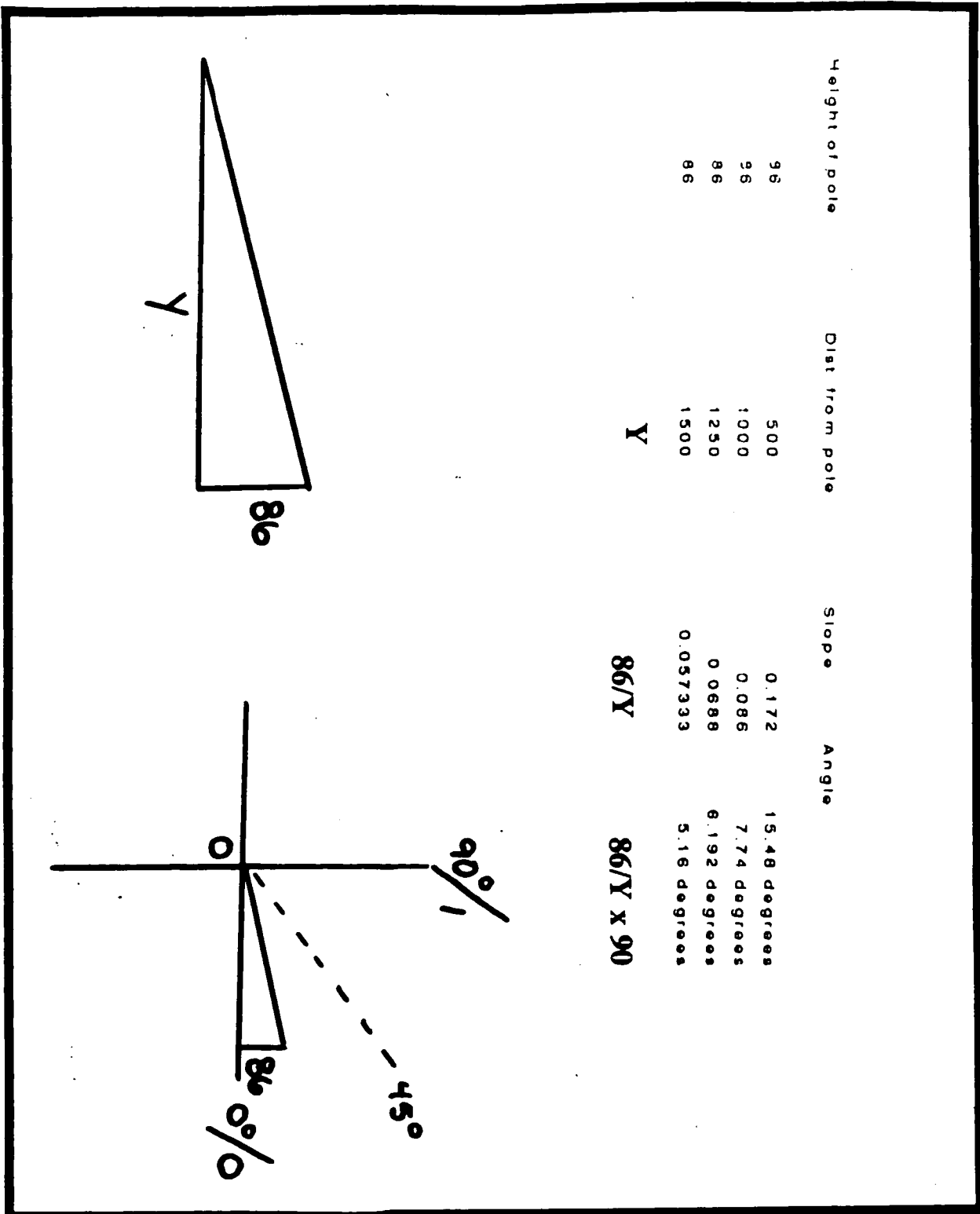
SITE/FLOOR PLAN

# ATTACHMENT 4

P95-052

NOVEMBER 16, 1995

ITEM #  
PAGE 6



LINE-OF-SIGHT SURVEY

NOV 9 1995

November 8, 1995

RECEIVED

City Planning Commission  
1231 "I" Street, Room 300  
Sacramento, Ca. 95814-2904

Dear Commissioners:

Thank you for the opportunity of commenting on the proposal to construct an eighty-six foot high cellular antenna in William Land Park.

I respectfully oppose this project based on the following:

1. *The Integrity of the Park*

The proposed use violates the integrity of the park. Yes, it is "only" a few square feet in a park of over 200 acres, but it is not appropriate. This proposed use is a commercial venture that does not enhance the park or contribute to the enjoyment of the park. I fear it may be the "camel's nose under the tent." If you approve this, will other proposals similar to it be approved in the future. The principle of maintaining the integrity of the park is reason enough to oppose this project, but there are other reasons.

2. *Other Options*

There are other options. The antenna can be placed in other locations. It is not as if this is a vital community service such as fire or police communications. The letter sent to property owners merely states that an antenna will be built. It does not say for what use. It will be used by one cellular phone company. Why should city government favor that one company at the expense of its competition by allowing it to compromise the integrity of a public park?

3. *No Policy*

The City has no comprehensive policy regarding the placement of cellular antennas. Until it does, it should not deal with the issue in a piecemeal manner. Precipitous decisions made in the absence of a thoughtful comprehensive policy may later be regretted as not being in the public interest.

#### 4. *Multiple Antennas*

There are presently two or three cellular phone companies in our area and more may enter the market. Each will need their own antennas in multiple locations. Perhaps single structures can be constructed to hold more than one antenna so as to reduce the proliferation of these ugly eyesores.

#### 5. *New Technologies*

New communication technologies are coming on line so rapidly that there may be a new system just around the corner which renders these high antennas obsolete. We will then be stuck with this for a long time. If this antenna is no longer profitable, who will remove it and at what cost?

For all the above reasons, but most especially the first, a no vote is called for. Opposition to this proposal is not knee-jerk nimby-ism. In fact, I can certainly use the income if they want to build it in my back yard. I just don't think they should build it in the public's back yard.

Thank you for your consideration.

Sincerely,

A handwritten signature in cursive script that reads "Mike Savino".

Mike Savino





# LPCA

LAND PARK COMMUNITY ASSOCIATION

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November 11, 1995

Commissioners, Planning Commission  
City of Sacramento  
1231 "I" Street  
Sacramento, California 95814

Re: Proposed 86' AirTouch Cellular Tower in Land Park

Dear Commissioners:

This letter is to inform you of the Land Park Community Association's (LPCA) opposition to the proposed 86 foot tower by AirTouch Cellular. Our association has, for many years, been strong proponents for the preservation of historic William Land Park. On January 11, 1995 LPCA adopted a position opposing cellular towers in William Land Park and residential areas. We believe that the park should not be encroached upon with structures, unnecessary buildings and other uses which do nothing to enhance, and actually detract from, its natural beauty. We oppose the tower for the additional reasons listed below:

**AIRTOUCH'S CONTENTION THAT FIVE ALTERNATIVE SITES WERE STUDIED IS MISLEADING AND FALSE**

In its written submittal, AirTouch indicated that "five entities were considered: 1) Riverside Water Treatment Facility, 2) Southern Pacific Railroad, 3) Congregation B'Nai Israel, 4) City of Sacramento Land Park Zoo, and 5) Holy Spirit School." This statement infers that five separate locations were considered when, in fact, only two small areas were considered.

Items 1, 2, and 3 are contiguous parcels; in effect one site located on Riverside Blvd. AirTouch failed to mention that it has obtained the permits for microcell units at the water treatment facility (a co-location site with AT&T Wireless). LPCA and nearby residents did not oppose that permit.

Items 4 and 5 are also contiguous parcels, located near the zoo. When parents at Holy Spirit School voiced concerns about a tower being located at the school, AirTouch went next door to the City Zoo. When parents continued to voice strong opposition to the zoo site because of its close proximity to the Holy Spirit School, the site was dropped from consideration by AirTouch.

**AIRTOUCH CONTENDS THE PARK LOCATION "TO BE THE LAST SITE LOCATION AVAILABLE" AND THAT ITS "OPTIONS WERE LIMITED BECAUSE OF... LITTLE AVAILABLE COMMERCIAL ZONING."**

The Land Park area has several commercial areas which offer unobjectionable sites for locating transmitters. Currently, there is commercial area near Sacramento City College and at the west end of Broadway. The water tower behind Sacramento City College has existing Nextel and At&T Wireless installations. In fact, after contacting the City of Sacramento, LPCA has learned that there is space on the water tower and that AirTouch has never contacted the City regarding this location. And, at a recent Land Park Community Association meeting, it was suggested that AirTouch consider locating in the commercial area three blocks south of Broadway, the Setzer Presto-Logs property.

**THE NEED FOR ANOTHER AIRTOUCH SITE HAS NOT BEEN PROVEN**

AirTouch already has two locations servicing the Land Park Area. According to city records, sites at Franklin and 21st Avenue and the Riverside Water Treatment Center all service AirTouch customers. In addition to the proposed William Land Park tower, AirTouch is proposing a fourth site at 3rd and Broadway to service Land Park.

LPCA doesn't believe that AirTouch has demonstrated the need for a tower in the Park. The proposed tower at 3rd and Broadway, or LPCA's Setzer alternative, and on the water tank behind City College would provide adequate coverage for our area. However, without any specific technical information how can the Planning Commission make an informed decision?

AirTouch at one time told LPCA that the proposed William Land Park site was outside of its "band" needs. This site became viable only after the initial zoo/school site was opposed by parents. In researching this issue with cellular engineers, we have learned that bands or the relative strength of a transmission/signal can be increased by antenna amplification. In fact, AT&T Wireless provides more than adequate band strength and coverage with its existing water tower antenna and microcell locations indicated on the enclosed map. The unanswered question is: Why is the AirTouch tower installation necessary when its direct competitor, using two co-location sites, is meeting its customers' needs?

**THERE ARE ADEQUATE CO-LOCATION SITES AVAILABLE**

LPCA believes that AirTouch is not giving reasonable consideration to the approach of cellular antenna co-location. Many local government planning entities are

making co-location of cellular installations a requirement in their ordinances. Research has shown that Sonoma and Marin Counties have ordinances or draft ordinances addressing this key issue. In the case of Sonoma County, a temporary moratorium has been in place on residential zone cellular installations until a detailed analysis and ordinance can be approved.

#### **THE TOWER WILL BE SEEN BY RESIDENTS AND PARK USERS**

After visiting the site, it is clear that the tower will be seen from various views. Since the corporation yard is located in the middle of the small, 9-hole golf course, the tower will be seen by golfers. In addition, the tower will be seen to the east by park users. The high ground north of the park near 11th and College Avenues may afford a clear view of the top of the tower, particularly in the wintertime when the trees are bare. Many of the screening trees are eucalyptus which are highly susceptible to freeze and wind damage with the potential of a great reduction of the screening being a high probability (many eucalyptus trees in the park are presently being trimmed to remove past freeze and wind damage).

In conclusion, LPCA supports the placement of needed towers in commercial areas. However, we strongly oppose the placement of a tower and 300 square foot building within the historical William Land Park when there are existing commercial sites available. To site an 86 foot tower in the heart of William Land Park would not only mar its natural beauty, but would set the precedent for additional facilities within the park, further eroding its aesthetic and historic qualities.

Sincerely,



Steve Kahn, President  
LAND PARK COMMUNITY ASSOCIATION

Attachment: [map]

cc: Council Members  
LPCA Board

a:\airp

