



REPORT TO PLANNING COMMISSION City of Sacramento

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915 I Street, Sacramento, CA 95814-2671

PUBLIC HEARING
May 27, 2010

To: Members of the Planning Commission

Subject: Odd Fellows Cemetery Monopine. A request to construct a 94-foot Monopine (pine tree monopole) at the Odd Fellows Cemetery on approximately 15 acres in the Single-Family Residential (R-1) Zone. (P10-001)

- A. Environmental Determination: Exempt per CEQA 15303
- B. Special Permit to construct a 94-foot Monopine (pine tree monopole) at the Odd Fellows Cemetery in the Single-Family Residential (R-1) Zone.

Location/Council District:

2720 Riverside Blvd., Sacramento, CA

Assessor's Parcel Number: 009-0030-014-0000, and 009-0030-048-0000

Council District 4

Recommendation: Staff recommends approval of the requested 94 foot high monopine based on the findings and subject to the conditions listed in Attachment 1. The Commission has final approval authority over items A-B above, and its decision is appealable to City Council. Staff recommends approval of this request as staff believes that the subject site is a proper location for a monopine since there area a number of 70-80 foot evergreen trees surrounding the antenna location. Staff has received verbal opposition to this monopine antenna request.

Contact: Antonio Ablog, Associate Planner, 808-7702, Lindsey Alagozian, Senior Planner, 808-2659.

Applicant: Frank Schabarum for AT&T, (530) 722-0743, 10516 Quail Hollow Lane, Redding, CA 96003

Owner: Tony Pruitt, Sutter Realty Company, 2720 Riverside Boulevard, Sacramento, CA 95818



Summary: The applicant is seeking entitlements to construct a 94 foot monopine (pine tree monopole antenna) for wireless communications. The components of the project will consist of the monopine, an antenna array, and the associated ground equipment. The facility will provide 24-hour wireless service to residential and business customers in the area.

Staff believes that this monopine request at the Odd fellows Cemetery (P10-001) represents a new tower that is consistent with the City's telecommunications siting guidelines in that the monopine is properly located amongst a number of mature trees. The proposed monopine will not be readily visible from residential areas and is tall enough to provide several collocation opportunities.

Table 1: Project Information
General Plan designation: Public/Quasi Public
Existing zoning of site: Standard Single-Family (R-1)
Existing use of site: Odd Fellows Cemetery
Property area: 15.4 Acres

Background Information: The monopine antenna and associated equipment are proposed to be located at the southwest corner of the 15 acre Odd Fellows Cemetery adjacent to an existing maintenance yard. The site is in the Single-Family Residential (R-1) Zone. The zoning code allows cellular antennas to be located on residentially zoned parcels if they are occupied by a non-residential use. To the north of the site are the Masonic and Old City Cemeteries, to the south are residential uses, to the west is a neighborhood market surrounded by residential uses, to the east is the remainder of the Odd Fellows Cemetery. There is no history of previous entitlements for the subject site.

Public/Neighborhood Outreach and Comments: The proposed project was routed to the Land Park Community Association, as well as to landowners within a 1,000 foot radius of the project site. The applicant presented the project to the Land Park Community Association who has forwarded staff its support of the project. In addition, staff has received verbal opposition to this Special Permit request due to the site's proximity to residential properties.

Environmental Considerations: The City of Sacramento's Environmental Planning Services has reviewed this project and determined that it is exempt from review under the following provisions of the California Environmental Quality Act and/or Guidelines: CEQA Guidelines Section 15303, New Construction.

Policy Considerations:

General Plan: The subject site is designated Public/Quasi-Public in the 2030 General Plan. This designation is generally reserved for community services and/or educational, cultural, administrative, and recreational facilities often located within a well landscaped

setting. Specifically regarding telecommunications facilities, the proposed project supports the following goals and policies:

- Provide state-of-the-art telecommunication services for households, businesses, institutions, and public agencies throughout the city (Goal U 7.1).
- The General Plan promotes working with service providers to ensure access and availability of a wide range of state of the art telecommunication systems and services for households businesses, institutions, and public agencies throughout the city (Policy U 7.1.1).
- The City shall work with utility companies to retrofit areas that are not served by current telecommunications technologies and shall provide strategic long-range planning of telecommunication facilities for newly developing areas, as feasible (Policy U 7.1.2).

The proposal will improve wireless cellular capacity and coverage for residential and business customers in the area and is consistent with the City's Guidelines for Telecommunications Facilities.

Guidelines for Telecommunication Facilities: The City's Telecommunications Policy does not specifically prohibit the approval of new monopoles altogether, but lists the approval of new monopoles as the least desirable option for locating new telecommunications antennas. When a new monopole is proposed, the facility location and design guidelines emphasize minimizing the visibility of the new telecommunication facilities through location, construction, and design techniques. The proposed antenna, a 94 foot pine tree pole, meets these guidelines, as it has been designed to mimic existing trees in the immediate area which average approximately 80 feet in height with a few trees exceeding 100 feet in height.

After initially reviewing this proposal, staff had asked the applicant to explore the possibility of re-locating the monopine north to the Old City Cemetery, or east to a location on the Odd Fellows Cemetery that would be virtually invisible to surrounding properties. Regarding the Old City Cemetery site, the applicant submitted an exhibit showing that its coverage needs would not be met in that location (Exhibit J – Coverage with Old City Cemetery Site). With an on-site relocation, the applicant would be required to extend utilities through the site. This would not be desirable as the only method to extend utilities through the site would be via overhead lines.

Staff believes that this proposal is consistent with the intent of the Telecommunication Policy to prevent the proliferation of new monopoles in the City of Sacramento. The approval of a 94-foot monopine at this location will allow the collocation of at least two future antenna arrays. Due to a lack of existing tall structures, there is a history of cellular carriers not being able to locate new antennas in the Land Park neighborhood. The number of mature trees at the Odd Fellows site allows this new pole to mimic the

surrounding landscape. It also provides the opportunity to collocate two future sets of antennas.

The project is consistent with the following additional design guidelines as described in the City Telecommunication Policy:

- a) Antenna panels should match the building colors and/ or architectural character so as to not be visible.
- b) Antennas should be screened with stealthing materials (i.e., paint or camouflage) to minimize visibility.
- c) Monopoles should be constructed of materials that match the prevalent poles and/or buildings and landscaping in the area or provide stealthing for the pole (such as slim-line poles). Also carriers should consider using close proximity/bi polar or tight antenna array configurations on monopoles instead of traditional top hat antenna arrays.
- d) Monopoles should be painted to match either the sky line (dull matte grey) or other prevalent architectural or natural features like trees.
- e) Carriers should consider the distance from residentially zoned properties when considering the placement of additional antennas on an existing monopole (or other collocation), or when installing a façade mounted antenna. The objective is to have the facility be invisible when viewed from the residentially zoned property.
- f) Carriers should locate all equipment shelters or cabinets to the rear of existing buildings away from streetscape view.

Staff supports the proposed location of the facility. The pole has been designed to match the surrounding mature trees, and existing landscaping will serve to screen view of the proposed monopole.

Project Design

The applicant is proposing to locate a 94-foot tall monopine with one antenna array and two future antenna arrays in the R-1 zone. The branches will be brought down to 20 feet and the applicant proposes full bark cladding on the pole. Staff is supportive of the design, and finds that generally, the proposed project complies with the General Plan, the Zoning Code, and the City's Guidelines for Telecommunications Facilities.

The applicant is requesting a 94-foot pine tree to provide maximum coverage by providing antenna height above the average height of the surrounding trees. AT & T proposes to place its antenna array at a height of 84 feet on this pole. The array consists of 12 panel antennas. The antenna design allows for two future collocations at a heights of 71 feet and 61 feet. The design also allows the collocation of 2 future

microwave dish antennas approximately 2 feet in diameter. The proposed monopine is located approximately 100 feet to the north of the residential properties to the south of the cemetery.

In reviewing the height of a proposed new cellular tower, the main criteria that staff considers are: a) the height of existing structures and landscaping in the immediate vicinity, and b) whether increased height will allow for the collocation of future antennas and minimize the need to construct new towers. Staff believes that the proposed 94-foot monopine meets these criteria.

The applicant proposes to place the associated ground equipment within an existing fenced area the southwest corner of the site. This area is not visible from the street and the applicant will replace the existing vinyl slats to screen this area from the interior of the cemetery.

Land Use

The applicant is requesting a Special Permit to construct a new 94 foot pine tree monopole with one new antenna array and two future antenna array collocation opportunities. In evaluating Special Permit proposals of this nature, the Commission is required to make the following findings:

- A. A special permit shall be granted upon sound principles of land use.

The facility will improve wireless coverage for the area with a contextual design that will largely be hidden from view from surrounding properties. In addition, the location will be available for the collocation of additional antennas.

- B. A special permit shall not be granted if it will be detrimental to the public health, safety or welfare, or if it results in the creation of a nuisance.

The installation of the monopole, antennas, and the associated equipment will not be detrimental to public health, safety or welfare because the installation of the facility will be subject to City building permits and Federal Communications Commission (FCC) regulations related to the transmission of radio signals. Furthermore, the applicant has submitted a Radio Frequency (RF) analysis to show that the proposed site complies with current FCC's guidelines that limit human exposure to RF energy (Exhibit 11).

- C. A special permit use must comply with the objectives of the general or specific plan for the area in which it is to be located.

The proposed project is consistent with the General Plan Policy of promoting and supporting communications facilities within the City and the Guidelines for Telecommunication Facilities.

Conclusion

The antennas are proposed to be installed on a new monopine that has been designed to blend into the park-like setting of the Odd Fellows Cemetery so that it will have a minimal visual impact on the surrounding area. The project will provide wireless cellular coverage for residential and business customers in the area. Staff finds that the proposed project complies with the 2030 General Plan, the Zoning Code, and the City's Guidelines for Telecommunications Facilities. For these reasons, staff recommends that the Planning Commission approve the request based on the findings of fact and subject to the conditions of approval listed in Attachment 1.

Respectfully submitted by:



ANTONIO A. ABLOG
Associate Planner

Approved by:



LINDSEY ALAGOZIAN
Senior Planner

Recommendation Approved:



GREGORY BITTER, AICP
Principal Planner

Attachments:

Attachment 1
Exhibit 1A

Recommended Findings of Fact and Conditions of Approval
Site Plan

Exhibit 1B	Site Detail
Exhibit 1C	Northeast Elevation
Exhibit 1D	Southeast Elevation
Exhibit 1E	Northwest Elevation
Exhibit 1F	Southwest Elevation
Exhibit 1G	Topographic Survey
Exhibit 1H	Photosimulations
Exhibit 1I	Radio Analysis
Exhibit 1J	Propagation Maps
Attachment 2	Land Use & Zoning Map

Attachment 1
Proposed Findings of Fact and Conditions of Approval
Odd Fellows Cemetery Monopine
2720 Riverside Boulevard

Findings Of Fact

A. Environmental Determination: Exemption

Based on the determination and recommendation of the City's Environmental Planning Services Manager and the oral and documentary evidence received at the hearing on the project, the Planning Commission finds that the project is exempt from review under the California Environmental Quality Act Guidelines Section 15303, New Construction as follows:

The proposed project consists of the new construction and location of a new pine tree monopole with 1 new and 2 future antenna arrays and an equipment lease area for a telecommunications facility on a 15± acre square cemetery in the Single-Family Residential (R-1) zone.

B. The Special Permit to construct a new pine tree monopole with antennas and associated equipment in the General Commercial zone is hereby approved based upon the following findings:

1. Granting the Special Permit is based upon sound principles of land use in that:
 - A. The facility will improve telecommunications coverage for the area;
 - B. The proposed monopole complies with the intent of the Guidelines for Telecommunications Facilities to create "invisible" cellular facilities in that the monopine design is appropriate the subject location that has a number of mature trees.
 - C. The proposed location allows the monopine to be of such height that two future collocation opportunities will be available.
2. Granting the Special Permit would not be detrimental to the public welfare nor result in the creation of a public nuisance in that:
 - A. Installation of the monopole and antennas will be subject to building permits;

- B. The monopole will be located approximately 100 feet from the nearest residential use and has been designed to mimic the existing trees on the subject site.
 - C. The monopole and equipment shelter will be within a fenced area restricted from easy public access; and
 - D. The electronic equipment will be within an enclosed shelter with locked access.
3. The proposed project is consistent with the General Plan Policy of promoting and supporting communications facilities within the City as well as the Guidelines for Telecommunications Facilities (GP Section 7-10).

Conditions Of Approval

- B.** The Special Permit to construct a 94-foot Monopine (pine tree monopole) at the Odd Fellows Cemetery in the Single-Family Residential (R-1) Zone subject to the following conditions:
- B1. The applicant shall obtain all necessary building and/or encroachment permits prior to commencing construction.
 - B2. The facility shall be constructed in substantial conformance to the submitted plans. Any modification to the project shall be subject to review and approval by Planning staff prior to the issuance of building permits.
 - B3. The applicant shall obtain all necessary federal telecommunications permits prior to commencing construction.
 - B4. Size and location of the panels shall conform to the plans submitted. The panels shall be painted to match the monopole. The applicant shall use non-reflective paint on all equipment on the tower to prevent glare. Each new item on the tower including cables, brackets, supports, etc. shall be painted to match the monopole.
 - B5. The height of the antennas and related support structure shall be limited to 94 feet with the top of the antennas not exceeding 85 feet.
 - B6. Full bark cladding shall be provided for the monopine as noted on the attached plans.
 - B7. The minimum height for attached needles shall be no greater than 20' as noted on the attached plans.

- B8. Should the applicant ever discontinue using the tower for wireless services then the applicant shall remove all equipment on the tower and the equipment cabinets within six months of termination.
- B9. KNOX access shall be provided, per Fire Department.
- B10. Any graffiti and garbage/trash shall be removed in a timely manner.
- B11. The chain link fence for the equipment enclosure shall have vinyl slats painted to match the existing building facade. It shall remain graffiti free and in sound structural condition for the duration of the operation of the facility. No barbed wire or concertina wire shall be permitted. Removal of graffiti and /or repair of damage to the monopole or fencing are the responsibility of AT & T.

Exhibit 1A – Site Plan

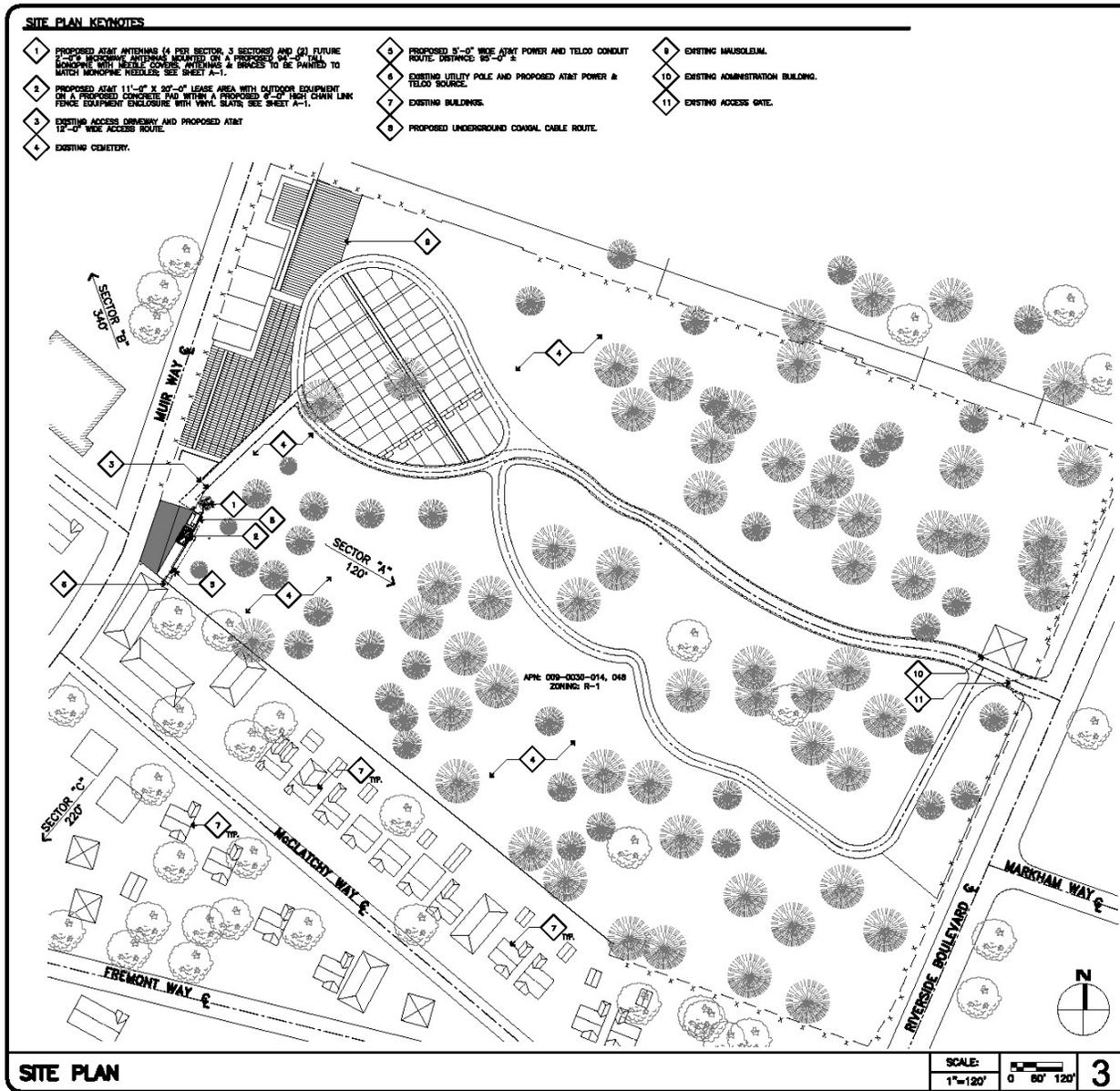


Exhibit 1B – Site Detail

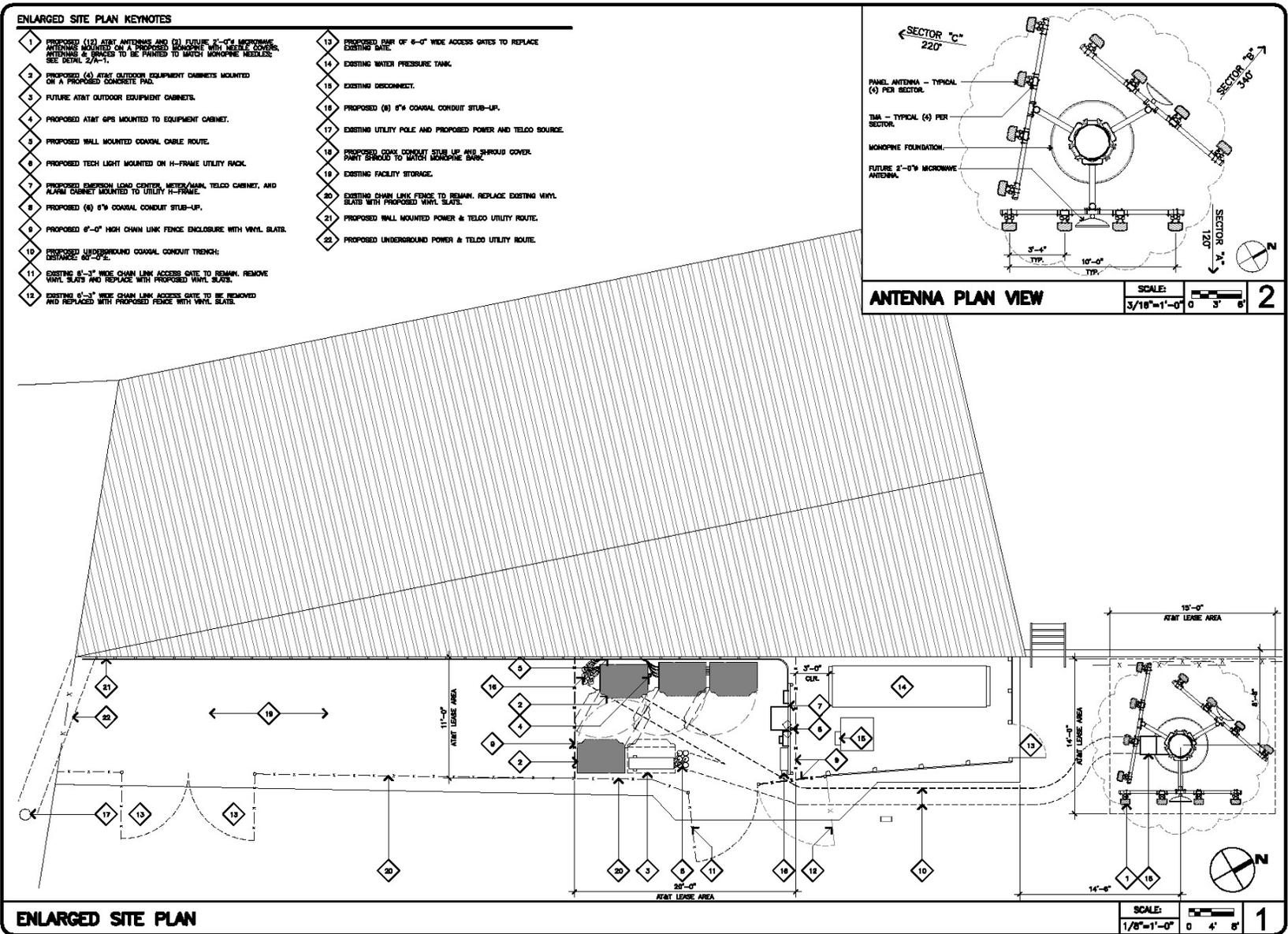


Exhibit 1C – Northeast Elevation

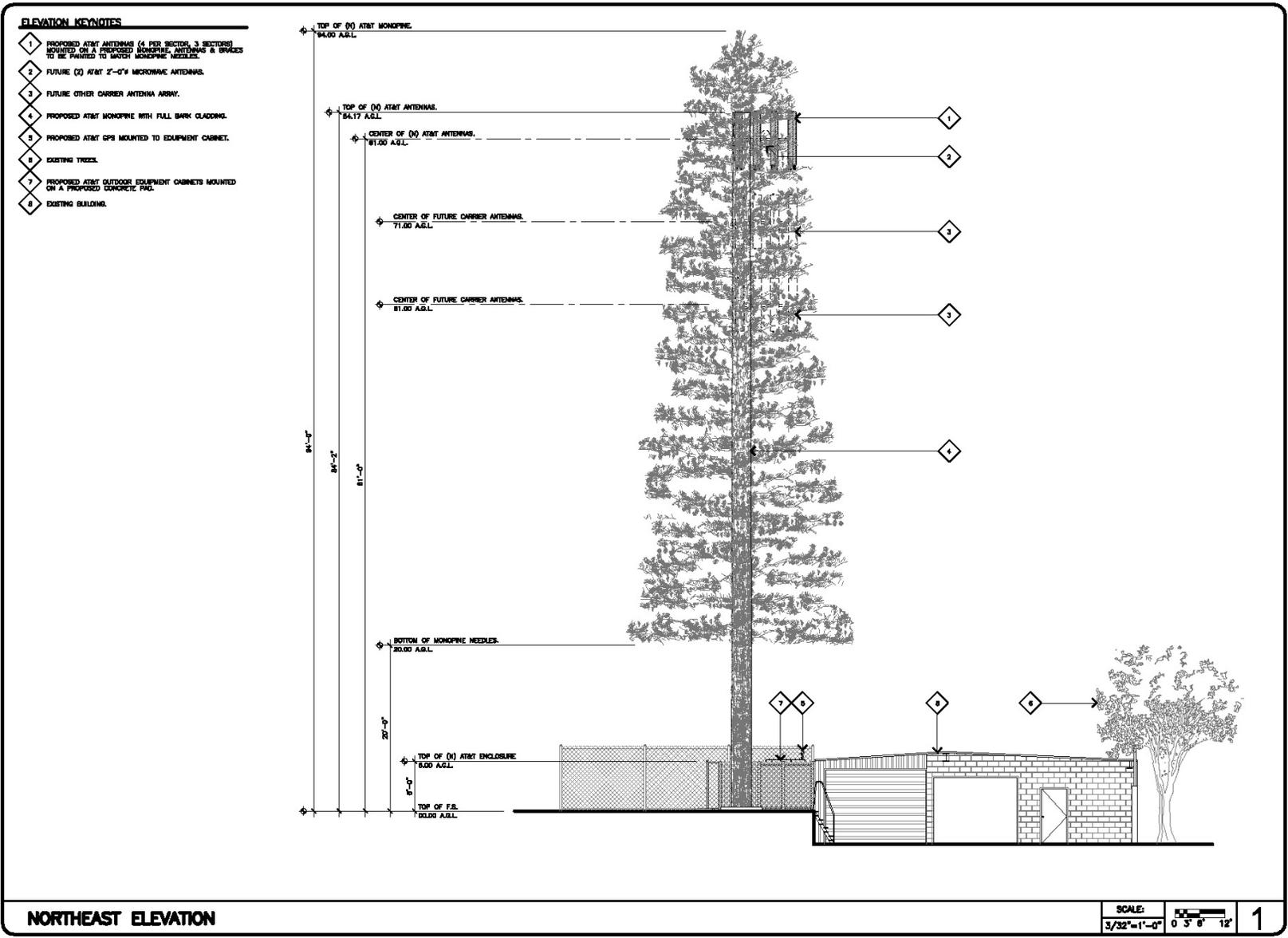


Exhibit 1D – Southeast Elevation

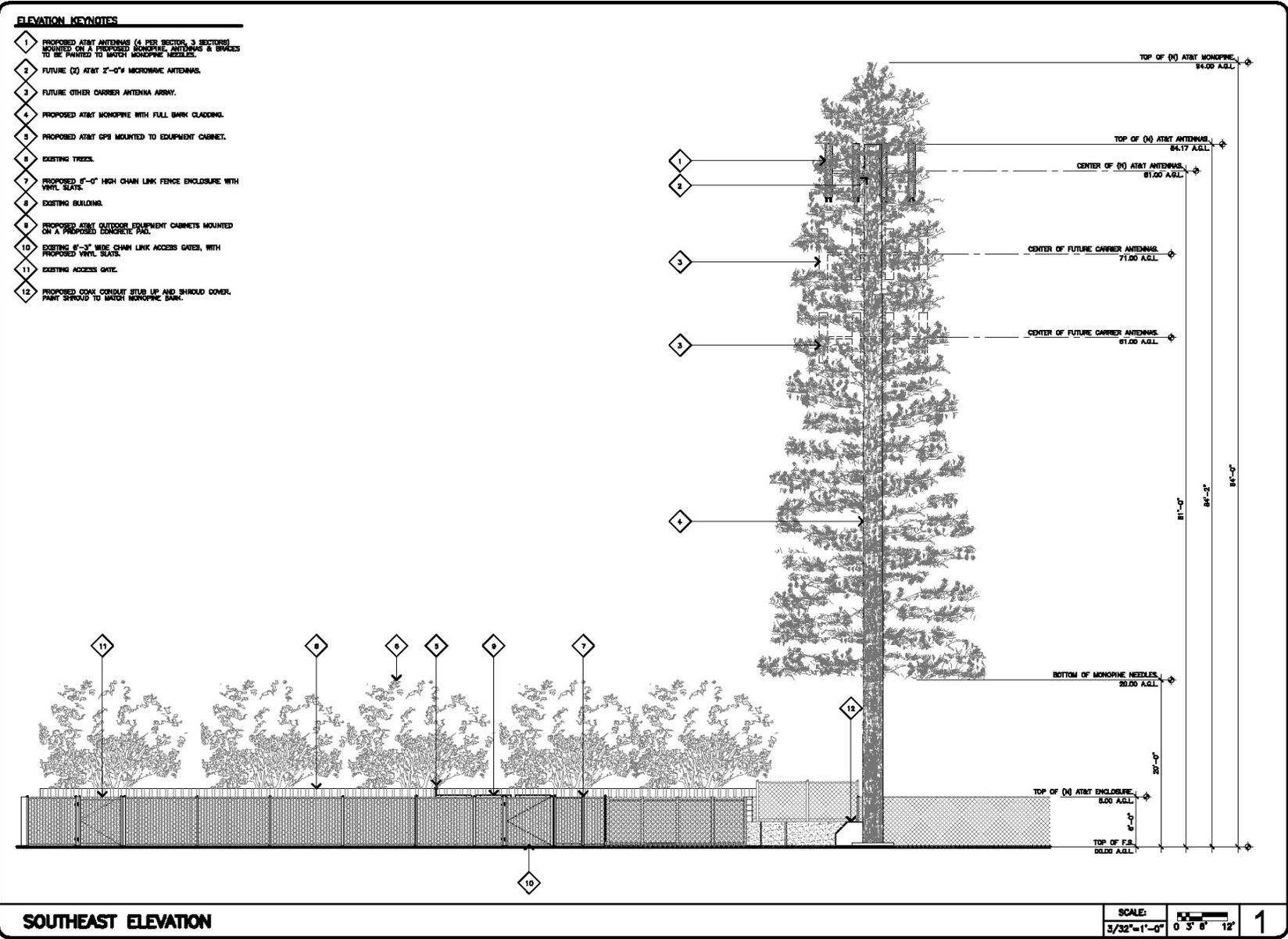


Exhibit 1E – Northwest Elevation

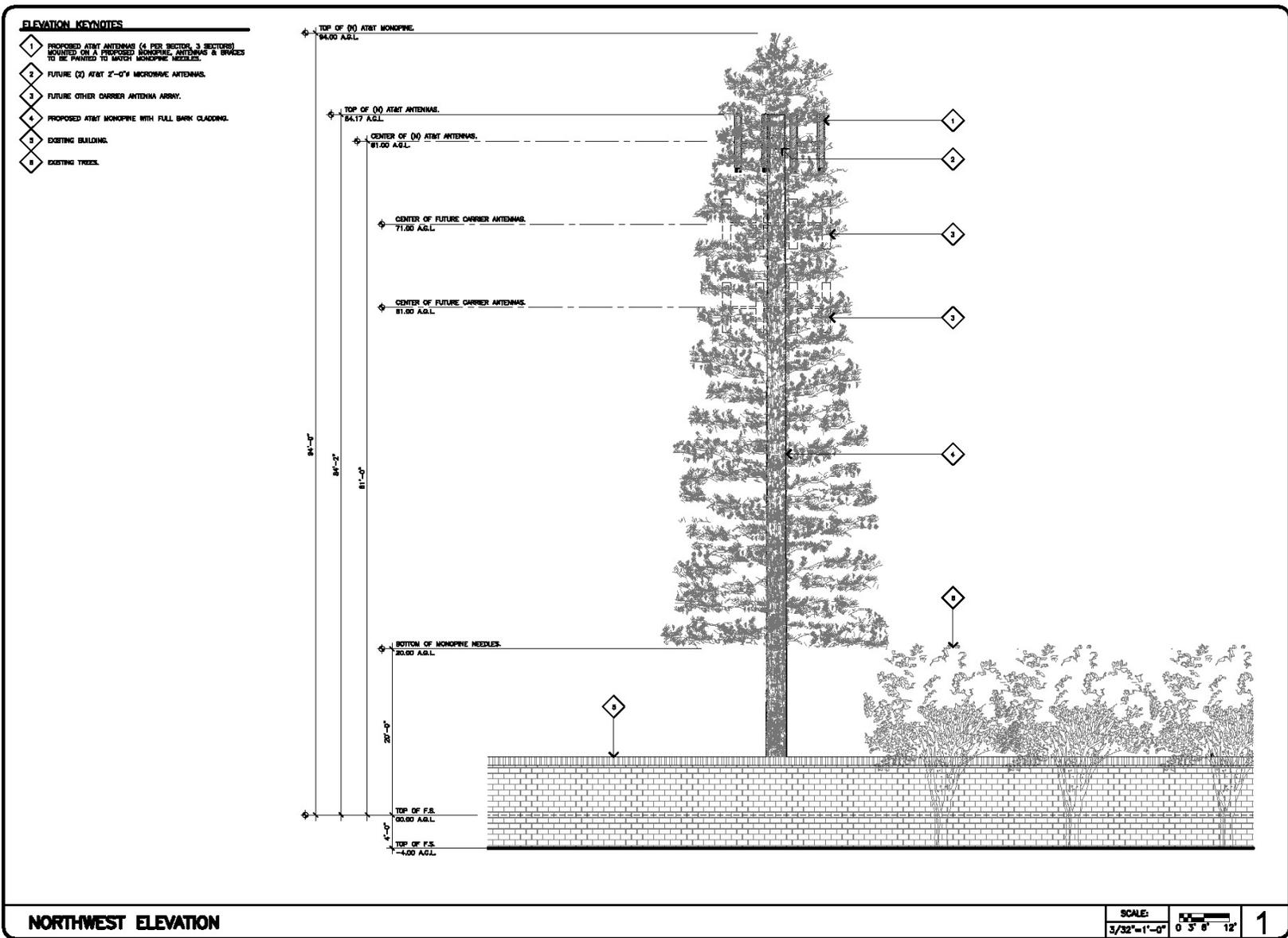


Exhibit 1F – Southwest Elevation

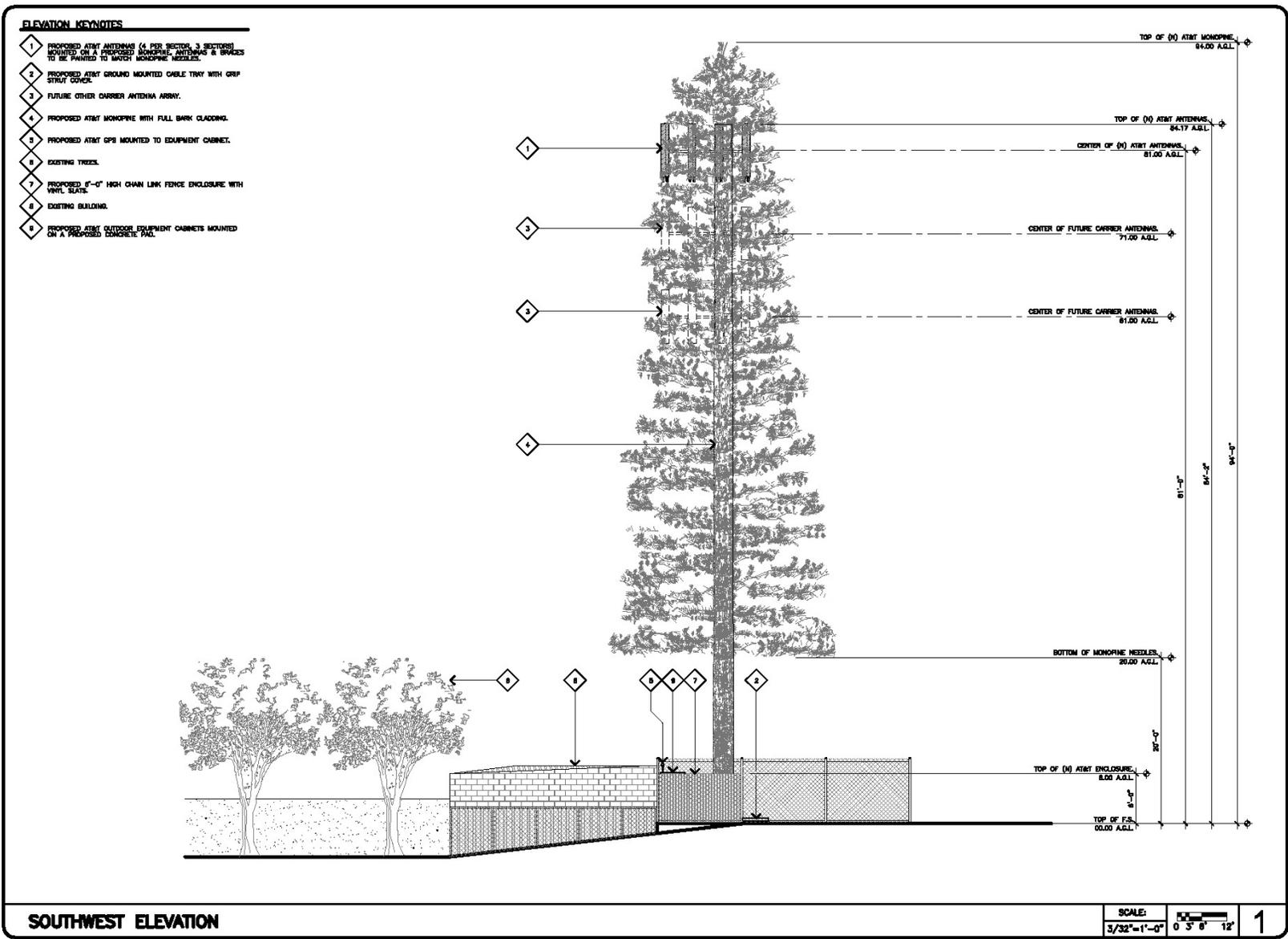
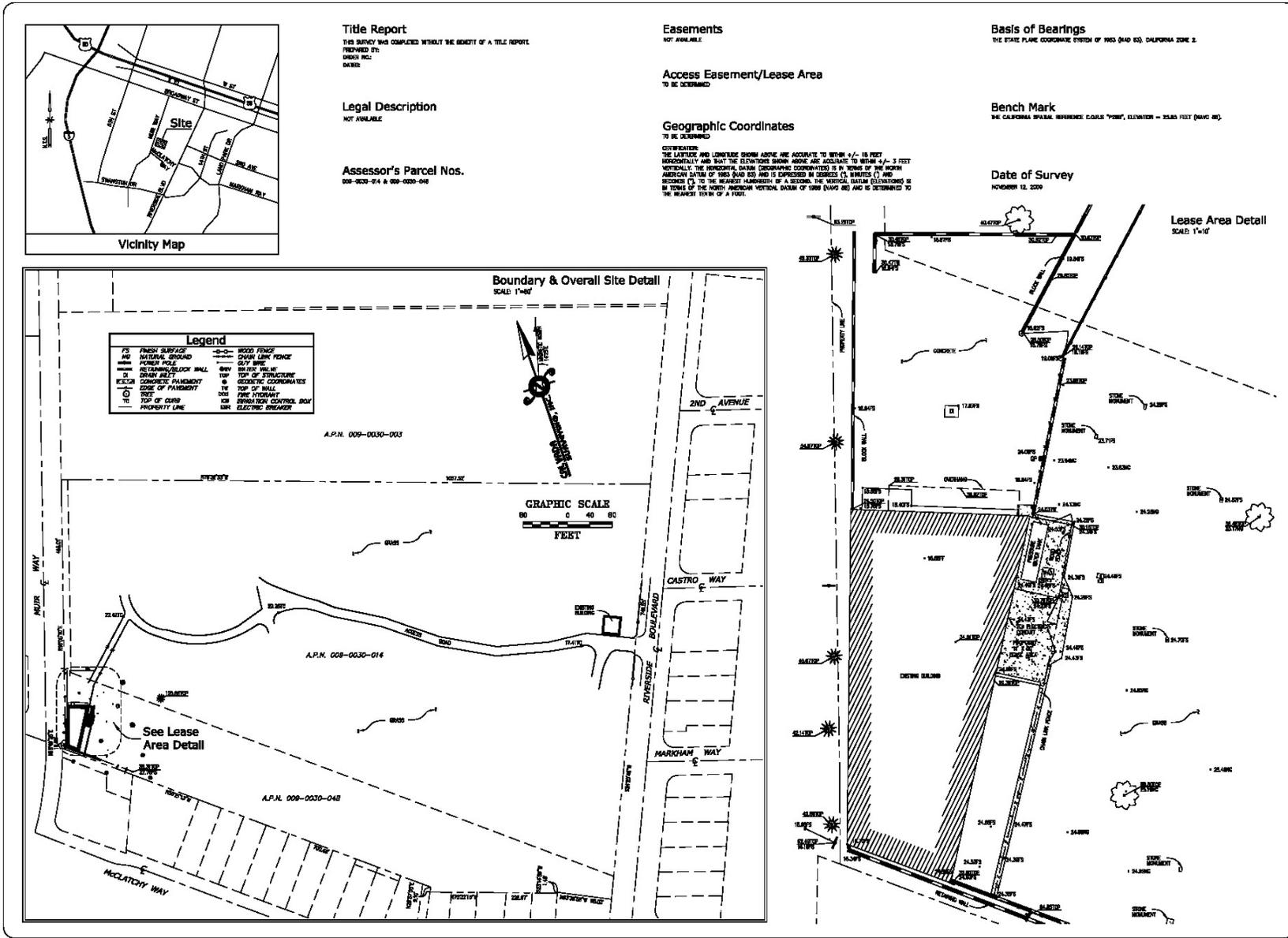
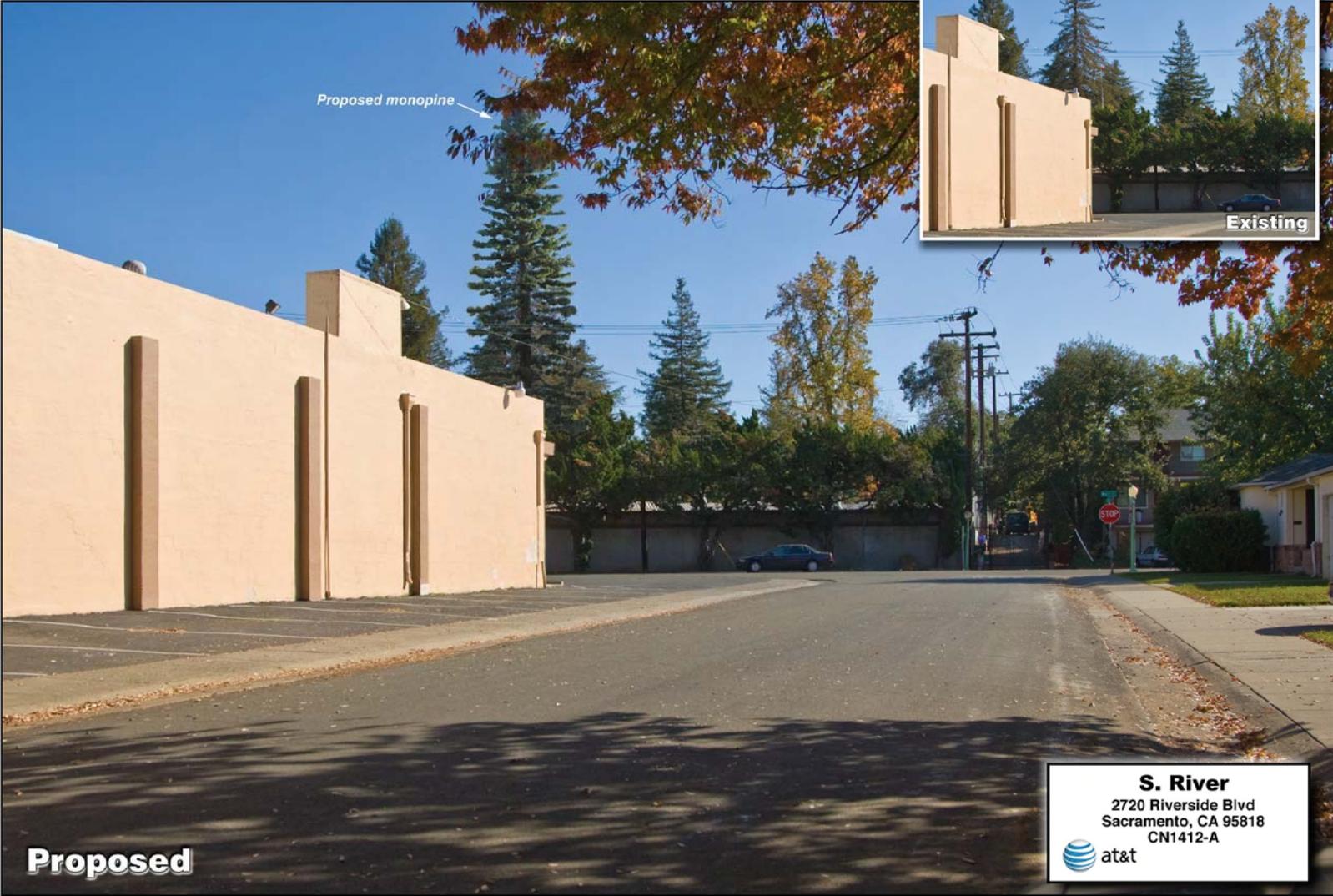


Exhibit 1G – Topographic Survey



December 30, 2009

Photosimulation of view looking east from McClatchy Way.



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May 27, 2010

Exhibit 1H - Photosimulations

Photosimulation of view looking west from the main cemetery gate on Riverside Blvd.



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Custom Computer Graphics, LLC

Subject: Odd Fellows Cemetery Monopine (P10-001)

May 27, 2010

December 30, 2009

Photosimulation of view looking south along Muir Way.



S. River
 2720 Riverside Blvd
 Sacramento, CA 95818
 CN1412-A



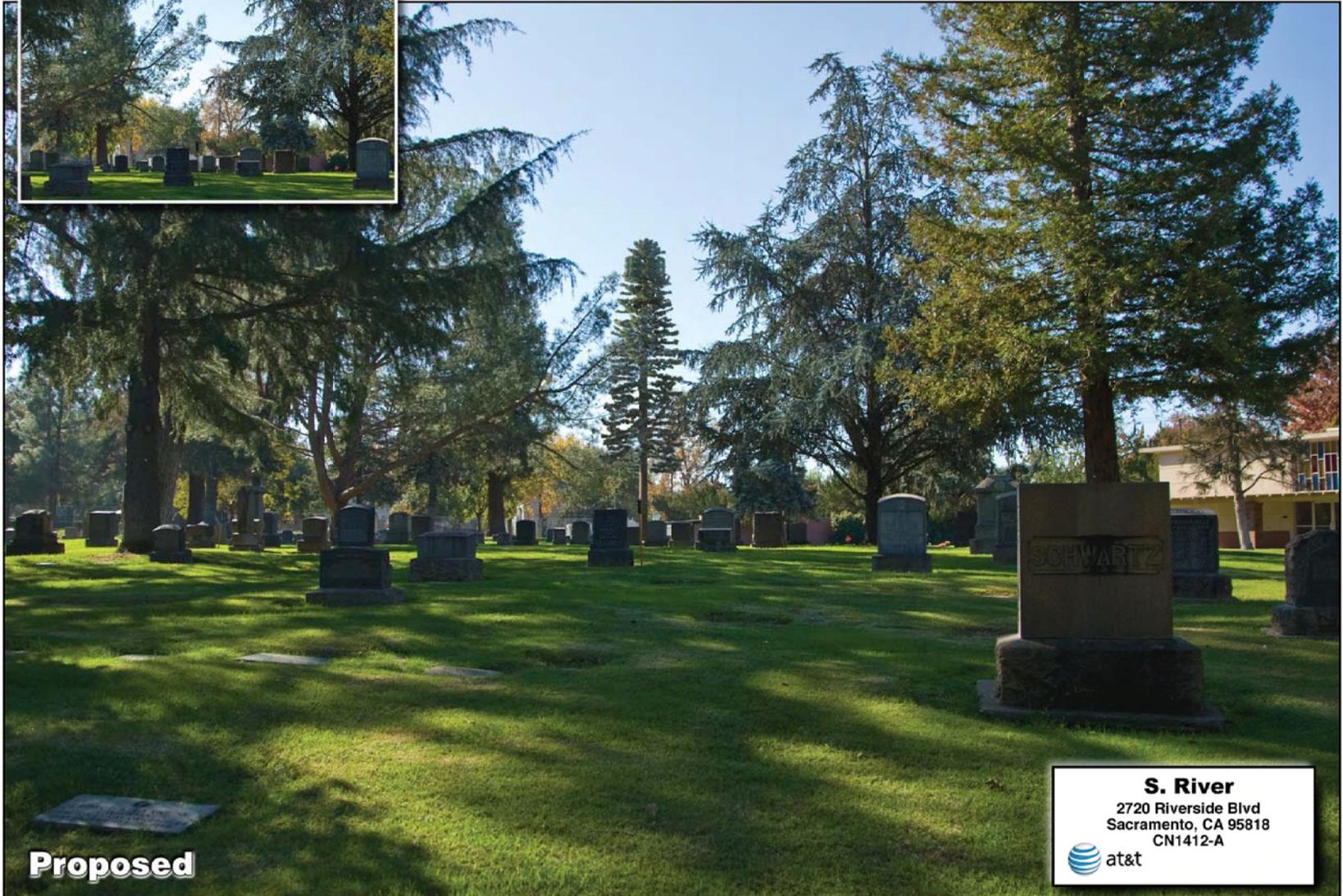
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Subject: Odd Fellows Cemetery Monopine (P10-001)

May 27, 2010

Photosimulation of view looking south from the cemetery.



Proposed

S. River
2720 Riverside Blvd
Sacramento, CA 95818
CN1412-A
 at&t

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Exhibit 1I – Radio Analysis



Radio Frequency Analysis

AT&T Mobility

Site# CN1412

2720 Riverside Blvd,

Sacramento, CA 95818

By: Evan Wappel

Date 1/4/2010



Report Summary

Based upon information provided by AT&T Mobility and the design engineer, and using the calculated method for determining RF field strength, it is the engineer's opinion that the proposed AT&T Mobility site to be located at 2720 Riverside Blvd, Sacramento, CA 95818 will comply with the FCC's current prevailing standard for limiting human exposure to RF energy.

Due to the mounting method utilized, the general public would not normally be able to approach the antennas. Therefore, no significant impact on the general population is expected. The calculated electromagnetic field strength level in publicly accessible areas is less than the existing standard allows for exposure of unlimited duration. Additionally, due to the mounting method used, no significant impact on the environment is expected.

For personnel who work within 11' of the face of an antenna, a training program in exposure to RF fields is recommended. Maintenance personnel should be instructed to contact the appropriate Carrier prior to working in front of an antenna.

Recommended Signage

A standard blue AT&T Mobility RF "Notice" sign should be posted at the base of the tower.

Background

Evan Wappel is the Market RF Safety Coordinator for AT&T Mobility and is responsible for conducting a Radio Frequency (RF) electromagnetic analysis for the AT&T Mobility site to be located at 2720 Riverside Blvd, Sacramento, CA 95818. This analysis consists of a review of the proposed site conditions, calculation of the estimated RF field strength of the antennas, and the provision of a comparison of the estimated field strength with the Federal Communication Commission (FCC) recommended guidelines for human exposure to RF electromagnetic fields.



Site Description

Based upon the information provided by AT&T Mobility, 12 AT&T Mobility panel antennas will be mounted on a proposed monopine tower. The antennas will be mounted approximately 79' (to bottom of antennas) above ground level. The antennas will be oriented such that the main lobes are oriented toward the horizon. Normal public access to the front of the antennas is not expected due to the mounting location and method utilized. Occupational access to the front of the antennas is not normally expected.

RF Field Strength Calculation Methodology

A generally accepted method is used to calculate the expected RF field strength. The method uses the FCC's recommended equation which predicts field strength on a worst case basis by

$$S = \frac{(2)^2 PG}{4\pi R^2} = \frac{PG}{\pi R^2} = \frac{EIRP}{\pi R^2}$$

doubling the predicted field strength. The following equation is used to predict maximum RF field strength:

Where:

S = power density

P = power input to the antenna

G = power gain of the antenna in the direction of interest relative to an isotropic radiator

R = distance to the center of radiation of the antenna



EME Levels

The ground level effect of the AT&T Mobility emissions was calculated using a maximum downtilt of 2° and a maximum ERP of 4,577 watts. Results were calculated for a height of 6' above ground level. Using these factors, the maximum calculated AT&T Mobility fields at ground level are 0.3% of the existing standard for general population uncontrolled exposure.

See Table 1 for the FCC's guidelines on Maximum Permissible Exposure (MPE). Note that the RF ranges referenced for this analysis are the ranges of 300 – 1500 Mhz, and 1500 – 100,000 Mhz shown in Table 1, which is included in Appendix A.

Exposure Environments

The FCC guidelines incorporate two separate tiers of exposure limits that are dependent on the situation in which the exposure takes place and/or the status of the individuals who are subject to exposure. The decision as to which tier applies in a given situation should be based on the application of the following definitions.

Occupational/controlled exposure limits apply to situations in which persons are exposed as a consequence of their employment and in which those persons who are exposed have been made fully aware of the potential for exposure and can exercise control over their exposure.

Occupational/controlled exposure limits also apply where exposure is of a transient nature as a result of incidental passage through a location where exposure levels may be above general population/uncontrolled limits (see below), as long as the exposed person has been made fully aware of the potential for exposure and can exercise control over his or her exposure by leaving the area or by some other appropriate means.

General population/uncontrolled exposure limits apply to situations in which the general public may be exposed or in which persons who are exposed as a consequence of their employment may not be made fully aware of the potential for exposure or cannot exercise control over their exposure. Therefore, members of the general public always fall under this category when exposure is not employment-related.

For purposes of applying these definitions, awareness of the potential for RF exposure in a workplace or similar environment can be provided through specific training as part of a RF safety program. Warning signs and labels can also be used to establish such awareness as long as they provide information, in a prominent manner, on risk of potential exposure and instructions on methods to minimize such exposure risk. For example, a sign warning of RF exposure risk and indicating that individuals should not remain in the area for more than a certain period of time could be acceptable.



Another important point to remember concerning the FCC's exposure guidelines is that they constitute exposure limits (not emission limits), and they are relevant only to locations that are accessible to workers or members of the public. Such access can be restricted or controlled by appropriate means such as the use of fences, warning signs, etc., as noted above. For the case of occupational/controlled exposure, procedures can be instituted for working in the vicinity of RF sources that will prevent exposures in excess of the guidelines. An example of such procedures would be restricting the time an individual could be near an RF source or requiring that work on or near such sources be performed while the transmitter is turned off or while power is appropriately reduced.

Qualifications of Reporting Engineer

Mr. Wappel has been involved in the analysis of RF emissions since 1999. He has designed numerous RF systems including both site design and RF system design. He is an Electrical Engineer, and all contents of this report are true and correct to the best of his knowledge.

Signed: 

Date: 1/4/2010

Evan Wappel, BSc,EE.



APPENDIX A

Term & Definitions

Exposure: Exposure occurs whenever and wherever a person is subjected to electric, magnetic or electromagnetic fields other than those originating from physiological processes in the body and other natural phenomena.

Exposure, partial-body: Partial-body exposure results when RF fields are substantially non-uniform over the body. Fields that are non-uniform over volumes comparable to the human body may occur due to highly directional sources, standing-waves, re-radiating sources or in the near field.

General population/uncontrolled exposure: For FCC purposes, applies to human exposure to RF fields when the general public is exposed or in which persons who are exposed as a consequence of their employment may not be made fully aware of the potential for exposure or cannot exercise control over their exposure. Therefore, members of the general public always fall under this category when exposure is not employment-related.

Maximum permissible exposure (MPE): The RMS and peak electric and magnetic field strength, their squares, or the plane-wave equivalent power densities associated with these fields to which a person may be exposed without harmful effect and with an acceptable safety factor.

Occupational/controlled exposure: For FCC purposes, applies to human exposure to RF fields when persons are exposed as a consequence of their employment and in which those persons who are exposed have been made fully aware of the potential for exposure and can exercise control over their exposure. Occupational/controlled exposure limits also apply where exposure is of a transient nature as a result of incidental passage through a location where exposure levels may be above general population/uncontrolled limits (see definition above), as long as the exposed person has been made fully aware of the potential for exposure and can exercise control over his or her exposure by leaving the area or by some other appropriate means.



Table 1

LIMITS FOR MAXIMUM PERMISSIBLE EXPOSURE (MPE)

(A) Limits for Occupational/Controlled Exposure

Frequency Range (MHz)	Electric Field Strength (E) (V/m)	Magnetic Field Strength (H) (A/m)	Power Density (S) (mW/cm ²)	Averaging Time (minutes)
0.3-3.0	614	1.63	(100) ^a	6
3.0-30	1842/f	4.89/f	(900/f ²) ^a	6
30-300	61.4	0.163	1.0	6
300-1500	--	--	f/300	6
1500-100,000	--	--	5	6

(B) Limits for General Population/Uncontrolled Exposure

Frequency Range (MHz)	Electric Field Strength (E) (V/m)	Magnetic Field Strength (H) (A/m)	Power Density (S) (mW/cm ²)	Averaging Time (minutes)
0.3-1.34	614	1.63	(100) ^a	30
1.34-30	824/f	2.19/f	(180/f ²) ^a	30
30-300	27.5	0.073	0.2	30
300-1500	--	--	f/1500	30
1500-100,000	--	--	1.0	30

f = frequency in MHz.

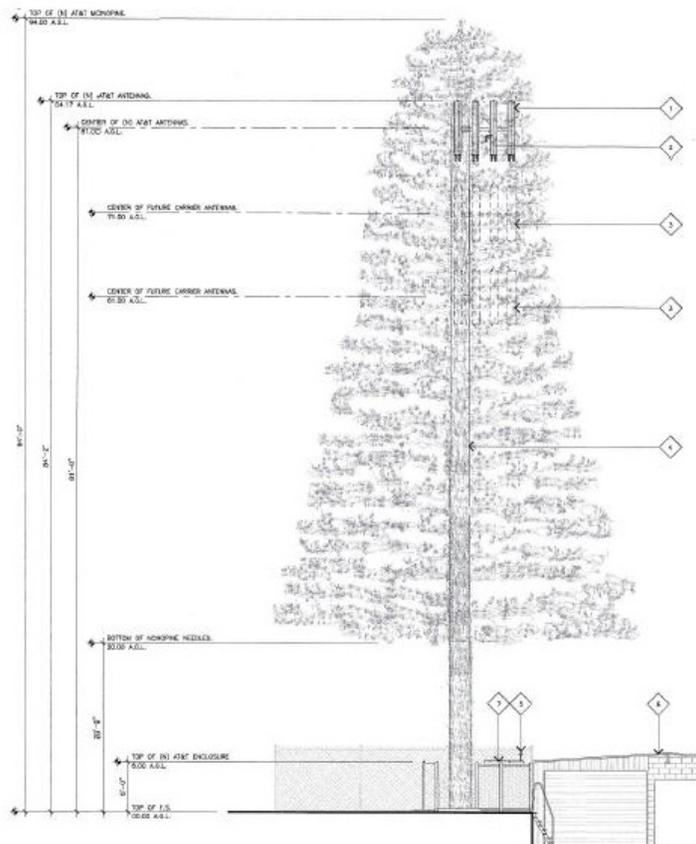
^aPlane-wave equivalent power density

NOTE 1: Occupational/controlled limits apply in situations in which persons are exposed as a consequence of their employment provided those persons are fully aware of the potential for exposure and can exercise control over their exposure. Limits for occupational/controlled exposure also apply in situations when an individual is transient through a location where occupational/controlled limits apply provided he or she is made aware of the potential for exposure.

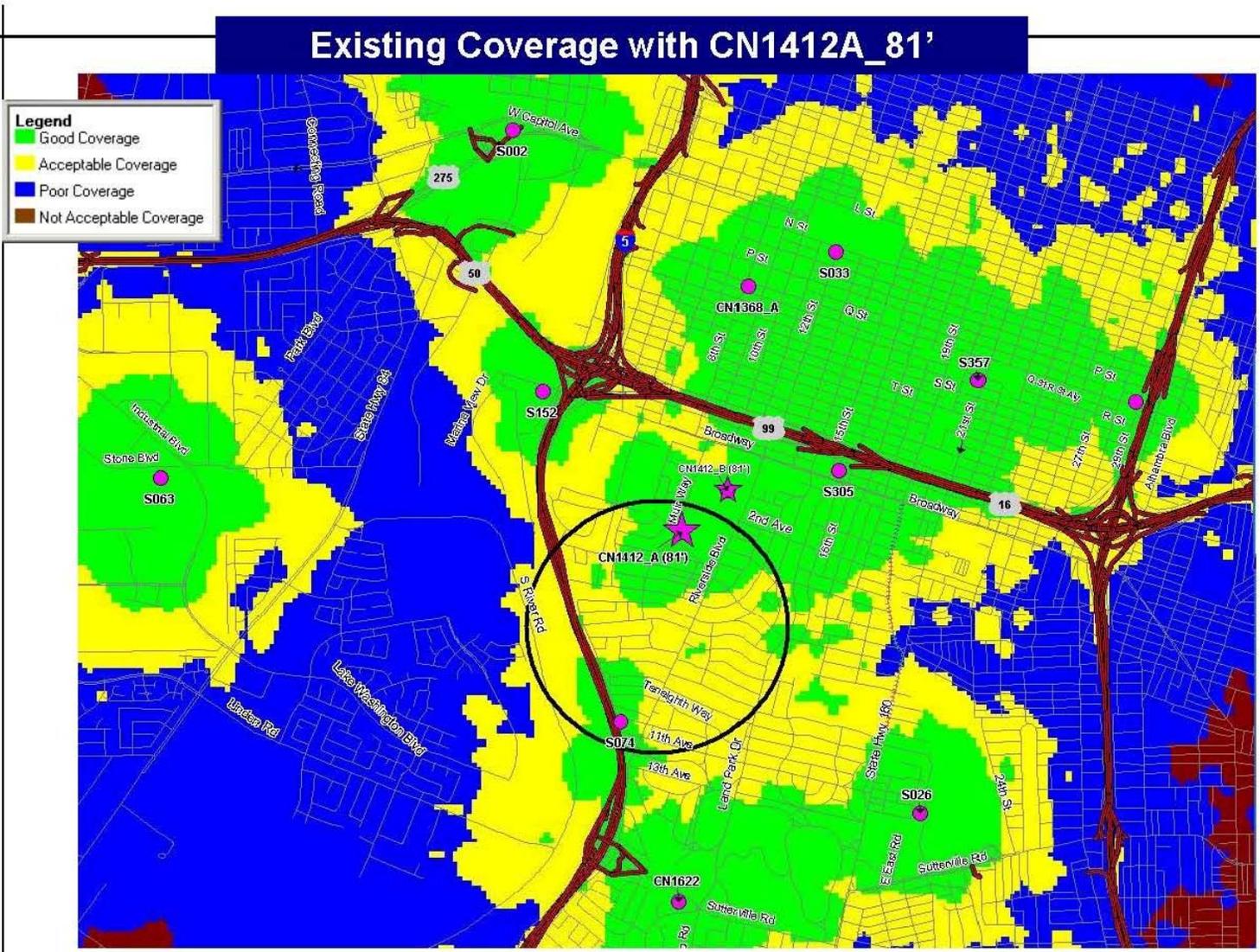
NOTE 2: General population/uncontrolled exposures apply in situations in which the general public may be exposed, or in which persons that are exposed as a consequence of their employment may not be fully aware of the potential for exposure or can not exercise control over their exposure.



Drawing of site layout:



Coverage with Odd Fellows Site



Attachment 2 – Land Use & Zoning Map

