

Location:	222 19th Street (APN: 008-0634-003-00)
Proposal:	Demolition of the Schilling Gardens and construction a 42-story residential tower that would provide 370 units, a 993 sq. ft. ground floor café and five levels of below grade parking.
Applicant:	Ian Birchall / (415) 512-9660
Owner:	David and Kari O’Keefe
Planning Permits Required:	Major Interim Conditional Use Permit (CUP) for a project that exceeds the density allowed by the zoning but is consistent with the General Plan; Major CUP for Large-Scale Developments (100,000 square feet of new floor area, or a new building more than one hundred twenty 120’ in height); Minor CUP for General Food Sales; Minor Variances for outside General Food Sales (17.32.090); percentage of compact parking spaces, tandem spaces, total number of parking spaces for residential and food sales, parking space dimensions when next to a column or other obstruction, omission of loading berths, Design Review and High Density Design Review criteria; Tree permit
General Plan:	Central Business District
Zoning:	R-90 Downtown Apartment Residential Zone S-4 Design Review Combining Zone S-17 Downtown Residential Open Space Combining Zone
Environmental Determination:	Staff has determined that an Environmental Impact Report (EIR) must be prepared for this project. A Notice of Preparation (NOP) to prepare the EIR was published on November 9, 2007. The comment period for the NOP ended on December 10, 2007.
Historic Status:	The proposed project would be constructed on the site of the Schilling Gardens, located behind the 244 Lakeside Apartment Building (Bechtel Building) and adjacent to Snow Park. This garden is a Designated Historic Property (DHP) and rated an A1+, of the “highest importance” by the Oakland Cultural Heritage Survey (OCHS). The garden is also an anchor and primary contributor to the 244 Lakeside Drive Building Group, an Area of Primary Importance (API). Besides the garden, this building group also includes the boathouse, Bechtel Building, and the Regillus Apartments. All of these properties are located on the Preservation Study List. Furthermore, the property is also a primary contributor to the Lake Merritt Historic District.
Service Delivery District:	Downtown Metro
City Council District:	3
For further information:	Contact case planner Heather Klein at 510 238-3659 or by e-mail at hklein@oaklandnet.com

(Contains map showing the project site and general vicinity)

SUMMARY

The purpose of this report is to provide preliminary design review comments for a project proposing the demolition of an existing private garden associated with the historic August Schilling Estate and construction of a 42-story residential high-rise (457' tall) with 370 units and five levels of underground parking. The site is located between Snow Park and the Regillus apartment building and behind the 244 Lakeside apartment building (also known as the Bechtel Building).

In the late 1800's, August Schilling of the spice firm A. Schilling & Co., purchased several large parcels in order to develop a grand estate. In addition to the main house, the estate also included a separate servant's residence, playhouse, garage, several out-buildings, boathouse, boat landing (since the property directly bordered Lake Merritt), as well as an extensive garden. The City of Oakland's Cultural Heritage Survey (OCHS) has identified the garden as a Designated Historic Property (DHP) with a rating of A1+, the "highest importance". The garden is an anchor and primary contributor to the 244 Lakeside Drive Building Group, an Area of Primary Importance (API). Besides the garden, this group also includes the boathouse, 244 Lakeside Apartments, and the Regillus Apartments. All of these properties are located on the Preservation Study List.

The project requires a Major Interim Conditional Use Permit (CUP) for a project that exceeds the density allowed by the zoning but is consistent with the General Plan; Major CUP for Large-Scale Developments (100,000 square feet of new floor area, or a new building more than one hundred twenty 120' in height); Minor CUP for General Food Sales; Minor Variance for outside General Food Sales (17.32.090); the percentage of compact parking spaces, tandem spaces, total number of parking spaces for residential and food sales, parking space dimensions when next to a column or other obstruction, and the omission of loading berths. Design review and a Tree Removal Permit also required for the project.

Staff has determined that an Environmental Impact Report (EIR) must be prepared for this project. A Notice of Preparation (NOP) to prepare the EIR was published on November 9, 2007 and the comment period ended on December 10, 2007. At public hearings before the Landmarks Preservation Advisory Committee (LPAB) and Planning Commission, staff received comments and direction on what types of information and analysis should be considered in the EIR. Staff is currently preparing the EIR and is anticipating publication later this year.

Given the extensive number of public comments, staff is interested in obtaining preliminary design comments on the project. The applicant then has the opportunity to alter or revise their project with these comments in mind before the preparation of the DEIR. The key issues pertaining to the project include the number of requested entitlements, height, and compatibility with the historic districts. These are outlined in more detail in the body of the report. Staff will return to the DRC after the publication of the DEIR. In this way the Committee can provide final comments with the benefit of the environmental analysis.

PROJECT SITE AND SURROUNDING AREA

Existing Conditions

The approximately 32,209 sq. ft. site currently contains a private landscaped garden, several mature redwood trees and garden elements associated with the historic August Schilling Estate. The northern and central portions of the site contain a manicured lawn surrounded by a semi-circular walkway that forms the boundary between the lawn and formal garden areas to the east, south and west. The garden areas slope upwards away from the lawn. The garden areas include mature trees, shrubs and flowers as well as foot paths, benches, and fountains. The upper planting area includes mature redwood trees, a concrete arbor with wysteria and climbing roses (also known as the "hanging gardens"). There are two small green houses (totaling approximately 1,000 sq. ft.) on the southwestern portion of the site. A chain-link fence with a

wrought-iron medallion containing the initials A. S. and a paved entrance provide restricted access from 19th Street. Also a chain link fence surrounds the site and is intermittently covered with vines and bushes. The southern and eastern edges of the project site contain a rock embankment, covered in ivy, rising to a maximum of nine feet above the adjacent property. The eastern embankment drops down to the driveway at the Regillus building and the southern embankment drops down to 19th Street.

Surrounding Area

The proposed project site is located within Downtown Oakland on the northern edge of the Gold Coast District and adjacent to the Kaiser Center and Lake Merritt District. The project site is surrounded by civic and residential uses. Directly adjacent to the project are the 12-story 244 Lakeside apartment building and the 2-story garage to the north. To the east are the 8-story Regillus apartment building and open space and recreational areas associated with Lake Merritt. To the west is the City owned Snow Park with commercial and retail high rise buildings further to the west of the site. Across 19th Street to the south, there are mid-rise office and residential buildings.

ARCHITECTURE/HISTORY

In the late 1800's, August Schilling, cofounder of the well-known coffee, tea, and spice firm A. Schilling & Co., purchased several large parcels in order to develop a grand estate. In addition to the main house, the estate also included a separate servant's residence, playhouse, and garage, several out-buildings, boathouse, and boat landing (since the property directly bordered Lake Merritt), as well as an extensive garden. The Schilling House and Garden remained until 1921 when it was sold to Percival Palmer who developed the Regillus Apartments at 200 Lakeside Drive. The western portion was developed with the 244 Lakeside Apartments in 1924-1925. The original carriage house remained and is still used today.

The City of Oakland's Cultural Heritage Survey (OCHS) has identified the garden as a Designated Historic Property (DHP) with a rating of A1+, the "highest importance". The garden is an anchor and primary contributor to the 244 Lakeside Drive Building Group, an Area of Primary Importance (API). Besides the garden, this group also includes the boathouse, 244 Lakeside Apartments, and the Regillus Apartments. All of these properties are located on the Preservation Study List. The garden and the buildings with the group are also contributors to the Lake Merritt Historic District.

PROJECT DESCRIPTION

The design is intent for the project from the architect follows. "The design proposed for Emerald Views draws its inspiration and architectural responses from a number of contextual sources and stimuli. The strong symmetry of the slim mass, reinforced by the vertical fins at both ends of the main axis, reflects the Beaux Arts composition of the two neighboring historic buildings, the Regillus and the Bechtel building. Through a studied manipulation of materials and formal elements in the lower floors of the tower, the traditional "base, middle and top" composition of the two neighboring structures has been recognized architecturally, without adopting literal and false historicist treatments. The main tower form has been carefully sculpted through gently angled walls and calculated arrays of balconies to minimize the mass and as a response to the neighboring context. The tower culminates in a distinctive split pyramidal glass roof-form that will also serve as a basic structure for an array of solar panels and wind-driven generators."

The applicant is proposing the demolition of the existing garden and the construction of 370 units in a 42-story high-rise tower with five levels of below grade parking. The tower would be approximately 457' tall (measured from grade to the top of roof forms). The project also includes a 933 sq. ft. of café space on the ground floor. The project sponsor is no longer including the relocation of several trees, the fountain, and

benches from the existing garden as part of the project. Only if relocation of the arbor is feasible will it be located, otherwise a new arbor will be created.

Building Program and Floor Plans

The residential tower would have a footprint of approximately 12,200 sq. ft. The east and west sides of the tower would curve slightly outwards, the north and south sides of the tower angle slightly inward. The residential tower would have an overall contemporary appearance. The lower floors (floors 1 through 3) would be clad in pre-cast simulated stone panels with aluminum spandrel panels forming a transition to the all glass skin of the upper floors. Floors 4 through 42 would be sheathed in light-green glass. The tower would include a vertical design element on both narrow facades (northern and southern facades) of the building, which would consist of a notched aluminum composite panel structure. Up-lighting would be placed at the base of the notch to emphasize the verticality at night. The tower would terminate in a split pyramidal roof-form, with louvered sloped planes and twin spires. The night-time illumination shown on the plans is internal to the pyramids and is intended to allow light to be seen from below, but maintaining a "dark sky" from above the building.

The ground floor would include a lobby, a cafe, a lounge, management offices, mail boxes, back-of-house mechanical spaces and recycling and trash areas. The lounge and cafe would have access to a patio adjacent to Snow Park. The 2nd and 3rd floors of the residential tower would include an interior swimming pool, whirlpool, gym and locker rooms, in addition to a private party room, screening rooms, and a meeting room. The residential units start on the 4th floor and continue up to the 41st floor; floors 40 and 41 contain penthouse units. The 42nd floor would be dedicated to the mechanical equipment. The condominiums are a combination of one-bedroom (689-741 sq. ft.), two-bedroom (1,190-1,254 sq. ft.), and penthouse units (1,189-1,960 sq. ft.).

Five stories of below-grade parking would be constructed to provide approximately 357 off-street parking spaces. Ingress and egress to the garage within the site would be from 19th Street via a sloped driveway on the southern portion of the site. A curb cut/drop-off area would be provided along 19th Street. The applicant has prepared a traffic management plan that explains in detail how parking, loading, and circulation, will be addressed on the project site.

Open space is provided through a 20,322 sq. ft. of group space and 14,618 sq. ft. of private space. The group open space includes:

- An entry plaza with colored concrete, stone paving, a water feature, and landscaping along 19th Street.
- A stone patio, a water feature, and an arbor would be adjacent to Snow Park. A portion of this area will be used as outdoor seating for the café.
- A fountain and several benches relocated from the existing garden, trees and plants, a decorative concrete sidewalk, and potting shed are located along the northern edge of the site, adjacent to 244 Lakeside.
- Trees and plants, and a trellis with vines is shown located adjacent to the Regillus.
- Two open to the air viewing terraces at the 40th floor.
- Roof deck space on the 42nd floor with planter boxes and seating.

Private open space is provided through terraces and balconies.

Green Building

The proposed office tower would incorporate a number of green building features and would seek a Build It Green rating certification. The applicant has submitted the checklist which shows a preliminary score of 153 points. The proposed green building features that the project applicant is committed to include:

- Photovoltaic panels.

- Solar collectors (pre-heated domestic hot water).
- Rain water collection for irrigating plants on the roof terrace and the garden at ground floor level.
- Sprinkler reservoir for geo-thermal exchange HVAC for common areas.
- Materials with a high recycled content and/or from sustainable sources and promoting recycling.
- Promote indoor environmental quality by using low-VOC materials and promoting daylighting and views.

The proposed green building features that the project applicant is still reviewing include:

- Vertical axis wind turbines as an alternative source of energy.
- Treating and recycling rain water to use it for flushing toilets.

GENERAL PLAN ANALYSIS

The project site is located in the Central Business District (CBD) General Plan designation. The maximum residential density provided in the CBD category is 300 dwelling units per gross acre or 500 dwelling units per net acre. The 32,209 sq. ft. project site could support a maximum of 370 units. The 370-unit project is at the maximum allowable density.

The General Plan states the *intent* of the CBD designation is to “encourage, support, and enhance the downtown area as a high density mixed use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in northern California.” The General Plan states that the *desired character* of future development in the area should include “a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.” The General Plan also states that “in some areas identified by the Policy Framework, such areas as the Broadway spine, the highest FAR may be encouraged while in other areas such as Lake Merritt and Old Oakland, lower FARs may be appropriate.”

The current zoning potentially conflicts with the CBD land use designation, in that, R-90 zone does not permit a maximum density equal to the General Plan. In these situations, pursuant to the *Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations* (as amended Dec. 2001), the General Plan governs, and the higher density is permitted with approval of an Interim Major Conditional Use Permit. (Section 17.01.100.B)

ZONING COMPLIANCE

Density

The project is located in the R-90 Downtown Apartment Residential Zone. The R-90 zone is intended to create, preserve, and enhance areas for high-rise apartment living at very high densities in desirable settings, and is typically appropriate to areas within, or in close proximity to, the Oakland central district.

The maximum residential density permitted in the R-90 zone is 1 unit per 150 sq. ft. of lot area. The approximately 32,209 sq. ft. site would permit a maximum density of 215 units. As stated above in the GENERAL PLAN ANALYSIS, the 370 units are permitted with approval of an Interim Major Conditional Use Permit.

Overlay Zones

The S-4 Design Review Combining Zone and the S-17 Downtown Residential Open Space Combining Zone are additional zoning designations overlaid on the site. The S-4 zone is intended to create, preserve, and enhance the visual harmony and attractiveness of areas which require special treatment and the consideration of relationships between facilities, and is typically appropriate to areas of special

community, historical, or visual significance. The S-17 zone is intended to provide open space standards for residential development that are appropriate to the unique density, urban character and historic character of the central business district. The S-17 zone allows for a reduced open space requirement per unit.

The following table depicts the project’s comparison to the R-90 Zone development standards:

Zoning Regulation Comparison Table

Criteria	Requirement R-90	Proposed	Comment
Yard – Front	10’	9’-19’*	Meets the R-90 requirements.

Yard – Interior Lot Line	0' not required to exceed 12% of lot width or 17-22'	17'-40'	Meets the R-90 requirements.
Yard- Rear	10'	30-31'	Meets R-90 requirements.
Height	No maximum	530'-1" to the top of the roof spires.	Meets R-90 requirements.
Usable Group Open Space	75 sq. ft. / unit = 27,750 sq. ft.	15,064 private 20,848 group= 35,912 sq. ft.	Meets R-90 requirements.
Parking- Residential	1 space / unit = 370 spaces	357 spaces	Does not meet the R-90 requirements. Variance required.
Parking – General Food Service	1 space / 200 sq. ft. = 993 sf of cafe = 5 spaces	0 spaces	Does not meet the R-90 requirements. Variance required.
Loading	150,000-- 299,999 sq. ft. = 2 berths Each additional 300,000 square feet or fraction of one-half or more thereof. = 1 berth 3 berths required	0 berths	Does not meet the R-90 requirements. Loading off-site on street with new curb cut. Variance required.
Density	1/ unit per 150 sq. ft. of floor area= 215 units lot area 32,209 sq. ft.	370	Does not meet zoning. Allowed with a Major Interim CUP to achieve density allowed by the General Plan.

Table Notes:

* awnings can extend 4' into front setback.

ENVIRONMENTAL DETERMINATION

Staff determined that an EIR was required and the NOP was published on November 9, 2007. Staff expects the Draft EIR (DEIR) will be available summer of 2008. Once the DEIR is published, staff will continue to work with the project sponsor to refine their project, respond to the information and analysis contained in the DEIR and move ahead toward the final consideration of the project once the Final EIR is completed.

As with previous projects, and as permitted by CEQA (Section 15004), the EIR process and project review, to the maximum extent feasible, should be coordinated and run concurrently.

KEY ISSUES

The community, neighbors, and staff have participated in two community meetings regarding height requirements along/adjacent to Lake Merritt. Public comments included ecology, sunlight, view, shadow, and recreation impacts to Lake Merritt, compatibility with existing character of the neighborhood, historic districts, impacts to the Lake, traffic, and architecture. There have been extensive comments on this project at those meetings. Currently, Strategic Planning staff is examining the issue as part of the Zoning Ordinance / General Plan conformity update.

The applicant held several meetings with the residents of the Bechtel Building and the Regillus. In addition, the project sponsor held a community meeting on July 31, 2007. Over 100 people attended the meeting and again there were extensive public comments. Those persons in opposition to the project cited appropriateness of the site, design, height, historic compatibility, demolition of a historic resource, shade, shadow, recreation impacts to Lake Merritt, traffic, lack of affordable housing, and overall project feasibility as concerns. Those supporting the project cited smart growth principals, the need for housing, the creation of jobs, an increase in the tax base, and a 24-hour community presence that would increase safety. Public comment notes are in Attachment B.

Based on these public comments staff has identified a number of planning and design issues in the next section of this report. Staff requests that the DRC provide preliminary comments and recommendations on these issues as well as on any other layout or design elements that should be considered before the completion of the DEIR. Staff will return to the DRC after the publication of the DEIR so the Committee can provide their final comments with the benefit of the analysis contained within the environmental document.

1. Site Location and Demolition of a Historic Resource

As noted previously, in the staff report the existing garden located on the project site is a Designated Historic Property (DHP) and rated an A1+, of the "highest importance" by the Oakland Cultural Heritage Survey (OCHS). The garden is also an anchor and primary contributor to the 244 Lakeside Drive Building Group, an API. Besides the garden, this building group also includes the boathouse, 244 Lakeside Apartments, and the Regillus Apartments. All of these properties are located on the Preservation Study List. Furthermore, the property is also a primary contributor to the Lake Merritt Historic District.

Although the DEIR will analyze the impacts to the proposed project on the garden, staff has brought this up as a significant issue to the ongoing project due to the number of public comments on this topic. In general, the community is concerned that the project proposes the demolition of an A1+ resource and that there are many vacant or surface parking lots in Downtown that would be more appropriate for this type of development. Staff wishes the DRC to comment on the site location and demolition of an A1+ resource.

2. Compatibility with the Neighborhood

Typically compatibility of a project with the neighborhood is a concern for smaller neighborhoods and not Downtown locations. However, staff has identified this as a concern due to 1) the number of comment letters that we received; 2) the importance of this site and the adjacent neighboring buildings as contributors to several historic districts; and 3) entitlement findings that discuss compatibility. Staff would define compatibility as any identifiable strong, positive visual patterns presented by the neighboring buildings. The pattern could be created by height, materials, proportions, setbacks, building forms, etc.

Height/Scale

The Strategic Planning Division is reviewing the Central Business District zones in terms of density, mass, and height. These changes are preliminary and will go through a thorough review process with a final recommendation by the Zoning Update Committee, approval for forwarding by the Planning Commission, and with final approval by the City Council. Currently, staff has limited the height for projects in this immediate area to 115' based on the height of buildings in the immediate context. The proposed building would contain 42 stories reaching a height of approximately 457 feet. The proposed building would be one of the tallest buildings in Oakland and significantly taller (+300') than other existing buildings located in the 244 Lakeside historic district immediately adjacent to the project site.

Building Design / Proportions and Materials

The proposal essentially involves a thin metal and glass tower located on the site of the existing Schilling Garden and between three historic structures. The project's point tower design minimizes the mass and scale of the building while providing a distinct contrast to the surrounding structures. The architect has stated that the traditional "base, middle and top" composition of the two neighboring structures has been recognized architecturally in the project. The base of the building would be clad in pre-cast simulated stone panels with aluminum spandrel panels forming a transition to middle of the building. This portion would be mostly greenish glass. The top of the building then terminates in a split pyramidal roof form.

The Regillus also exhibits a tripartite vertical composition in a Beaux-Arts derivative. The base is clearly distinguished by a wrap around balcony above the 2nd story. The middle section has well proportioned window openings and is punctuated by smaller balconies. The top is defined by the capital, another wrap around balcony and a flat roof. The materials include stucco, concrete, cast iron ornament, and wrought iron. The architect of the 244 Lakeside Apartment Building used an unusual two-part vertical composition. The shaft rises directly from an understated 1st floor. The top is highly ornamental in a Baroque or Spanish Renaissance style with a center elevator tower. The materials include stucco, cast cement, and wrought iron.

Although impacts to the historic districts and other cultural resources will be analyzed in the DEIR, it is appropriate that the DRC comment on neighborhood compatibility in terms of height/scale, building design and materials, and overall mass.

3. Findings

The project requires design review and high-density design review. Outlined below are required design review findings that staff will need to make. Staff wishes the DRC to comment on the whether they believe that the project can meet the appropriate design review findings.

Section 17.136.070A (Residential Facilities Design Review Findings)

1. That the proposed design will create a building or set of buildings that are well related to the surrounding area in their setting, scale, bulk, height, materials, and textures;
2. That the proposed design will protect, preserve, or enhance desirable neighborhood characteristics;
3. That the proposed design will be sensitive to the topography and landscape;

4. That, if situated on a hill, the design and massing of the proposed building relates to the grade of the hill;
5. That the proposed design conforms in all significant respects with the Oakland Comprehensive Plan and with any applicable district plan or development control map which has been adopted by City Council.

Additional Criterion for Higher Residential Density Projects:

That the proposal will provide for its residents sufficient sunlight, privacy, and quiet, and in general, a convenient, attractive, and functional living environment, with consideration given to site planning, building and room orientation, circulation, and similar relevant factors.

For Local Register Properties that are not Landmarks or located in the S-7 or S-20 zone:

1. That for demolition or removal,

- a. The affected structure or portion thereof is not considered irreplaceable in terms of its visual, cultural, or educational value to the area or community; or
- b. The structure or portion thereof is in such condition that it is not architecturally feasible to preserve or restore it, or
- c. Considering the economic feasibility of preserving or restoring the structure or portion thereof, and balancing the interest of the public in such preservation or restoration and the interest of the owner of the property in the utilization thereof, approval is required by considerations of equity.

4. Landmarks Preservation Board Design Review

The Landmarks Preservation Advisory Board reviewed the proposed project on April 14, 2008. Several Board members believed that a public hearing on design review was premature without the DEIR analysis. However, staff did receive preliminary design comments from the board and the public.

One Board member was concerned about the parking situation. He was concerned that the tandem spaces would not be used and that residents would park on the street. He was also concerned about the height of the building as it related to parking. He also thought elements of the previous garden design should be preserved and included in the proposed project.

One Board member was concerned about the height of the building adjacent to the Bechtel Building and that the proposed project seemed out of scale. She also believed that having a valet on the street as opposed to inside the building would increase activity along the street front. She was concerned about the viability of the proposed landscape plan with the increased shade from the proposed building. She was concerned with the building materials and the usability of an all glass façade for the residents. She was in favor of growth in the Downtown corridor.

Another Board member was concerned about the composition of the Downtown skyline and that a discussion should be initiated about what it should look like. He thought the project should relate more to the zoning. He was also concerned about the height and materials. He thought the design looked commercial and not residential. He thought a study should be submitted that analyzed the height of the building and its effect on the economic feasibility of the project.

Another Board member praised the applicant for the innovative parking program and the green building aspects of the project. She also thought the design was elegant. She was concerned about the utility of the garden of the fact that it is not visible or open to the public. She also believed that the contrast between tall and short buildings and historic and contemporary structures can work in the urban context. She did

believe the height was excessive. She also thought that the Regillus, the Bechtel Building, the garage annex and the garden functioned as a package. She was concerned about the introduction of this project into the mini-district. She also mentioned that historic preservation is not just about physical structures but also about the history and the history of August Shilling as a person is important. She thought that the greenish color was not a compatible material with the district and that she is having a difficult hard time meeting the findings.

These comments were to be forwarded to the Design Review Committee for consideration.

CONCLUSION

Staff recommends the DRC provide preliminary comments and direction on the design of the proposed project subject to the discussion above. Specifically, staff wishes the DRC comment on:

1. The demolition of an A1+ historic resource and possible precedent setting implications
2. The appropriateness of the site given the number of vacant lots
3. Compatibility with the neighborhood in terms of height/scale and building design/materials
4. Potential ability to make the required findings
5. Comments from the LPAB

Staff will return to the DRC after publication of the DEIR for final design review comments.

Respectfully submitted:

Gary Patton
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Deputy Director of Planning and Zoning

Dan Lindheim
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Community and Economic Development Agency

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Attachments:

- A: Plans, Elevations, Sections
- B: Public Comment Letters