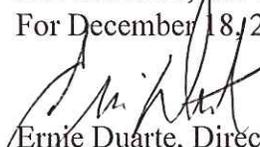




MEMORANDUM

TO: Linus Kafka
Zoning Examiner

DATE: November 21, 2014
For December 18, 2014 Hearing

FROM: 
Ernie Duarte, Director
Planning & Development
Services Director

SUBJECT: SPECIAL EXCEPTION LAND USE
PLANNING & AND DEVELOPMENT SERVICES REPORT
SE-14-75 Verizon – Speedway Boulevard, C-1 (Ward 2)

Issue – This is a request by Adam Brixius of Pinnacle Consulting Inc., on behalf of the property owner, PSAC Development Partners LP, for approval of a wireless communication facility. The special exception site is located approximately 125 feet north of Speedway Boulevard and 390 feet west of Pantano Road (see Case Location Map). The preliminary development plan (PDP) proposes a wireless communication tower with twelve antenna panels concealed within an artificial palm tree (monopalm), 55 feet in height. The facility will be placed within an approximately 18 by 21 foot lease area in the southeast area of an existing 3.31 acre self-storage facility. Three self-storage units will be demolished to make room for the installation of the proposed ground equipment, which will be housed within an 8 foot 4 inch tall masonry enclosure designed to match the existing self- storage unit buildings.

A communications use of this type in the C-1 zone is subject to Sections 4.9.13.O and 4.9.4.I.2, .3, and .7 of the *Unified Development Code (UDC)* and requires approval through a Mayor & Council Special Exception Procedure, Sec. 3.4.4, because the tower height exceeds 50 feet. Documentation provided by the applicant indicates that no practical alternative exists, and measures are being taken to conceal or disguise the tower and antenna from view.

The Mayor & Council Special Exception Procedure requires a public hearing before the Zoning Examiner after which the Zoning Examiner forwards a recommendation to the Mayor and Council for a decision to grant the request with, or without, conditions or to deny the request. The Mayor and Council may also forward the request to the Design Review Board (DRB) for design review and recommendation.

Planning & Development Services Department Recommendation – The Planning & Development Services Department recommends approval of the special exception request, subject to the attached preliminary conditions.

Background Information

Existing Land Use: Self-storage facility

Surrounding Zones and Land Uses:

North: Zoned RX-1; Single-family residential

South: Zoned C-1; Commercial retail

East: Zoned C-1 and C-2; Commercial retail

West: Zoned RX-1; Single-family residential

Previous Cases on the Property:

SE-03-26 T-Mobile – Speedway Boulevard C-1 Zone – This was a request for a wireless communication tower and antennas with a monopole of 45 feet in height. On January 15, 2004, the Zoning Examiner denied the request.

Related Cases:

SE-12-61 Verizon – Broadway Boulevard, C-2 Zone – This was a request for approval of a wireless communication facility concealed within an artificial palm tree 72 feet in height, and associated ground equipment, located approximately 500 feet south of Broadway Boulevard and 600 feet east of Kolb Road. On July 17, 2012, the Zoning Examiner approved the request

SE-10-105 AT&T – Speedway Boulevard, C-2 Zone – This was a request for approval of a wireless communication facility concealed within an artificial palm tree, 65 feet in height, and associated ground equipment, located approximately 120 feet south of Speedway Boulevard 900 feet west of Craycroft Road. On October 7, 2010, the Zoning Examiner approved the request.

SE-08-30 AT&T – Pantano Road, C-2 Zone – This was a request for approval of a wireless communication facility concealed within an artificial palm tree 69 feet in height, and associated ground equipment, located at the southeast of Pantano and Golf Links Roads. On October 16, 2008, the Zoning Examiner approved the request.

Applicant's Request – The applicant requests special exception approval for the placement of a 55-foot high cellular communications monopole disguised as a palm tree with associated equipment in the southeast area of a parcel currently developed with self-storage units.

Planning Considerations

Land use policy direction for this area is provided by the *Pantano East Area Plan (PEAP)* and *Plan Tucson*. Commercial Policy 1 of *PEAP* supports commercial developments in appropriate locations in the area along arterial streets when adjacent uses are adequately buffered.

Commercial Policy 2 of *PEAP* supports the integration of adjoining commercial uses and should be designed to be in harmony with adjacent residential uses.

Plan Tucson identifies the Special Exception site as in an area designated on the Future Growth Scenario Map as “Existing Neighborhoods.” *Plan Tucson* land use policies protect established residential neighborhoods by supporting compatible development, including non-residential uses, where the scale and intensity of use is compatible with adjacent uses. Policy LT28.1.2 requires that, if possible, wireless communication facilities be located, installed and maintained to minimize visual impacts and preserve views. The applicant states that the proposed wireless communication facility will help improve telecommunication services in the surrounding neighborhoods.

To the west of the site is the El Camino Baptist Church in the RX-1 Suburban Low-density Residential zone; to the north across Udall Park Wash is a low density residential neighborhood with single-family single story homes in the RX-1 Suburban Low-density Residential zone; to the east are commercial retail and auto service land uses in the C-1 Neighborhood Commercial zone and C-2 Community Commercial zones; to the south across Speedway Boulevard are retail and office land uses in the C-1 commercial zone. The nearest single-family residential property is located directly to the north approximately 375 feet from the proposed WCF site, while the nearest residential unit is approximately 450 feet away.

The Pima Association of Governments - Transportation Planning Division (PAG-TPD) did not provide a traffic volume estimate. Staff anticipates that post construction traffic volumes will remain similar to current volumes. The only anticipated traffic is for periodic maintenance. There are no billboards on the property.

Design Considerations

Land Use Compatibility – The proposed monopalm will include four antennas per sector with three sectors for a total of twelve antennas. The applicant has submitted a photo-simulation of the monopalm showing that the antennas concealed by the artificial fronds of the monopalm’s crown. The monopalm will be set back from Speedway Boulevard by approximately 130 feet.

The monopalm will be visible from the surrounding commercially developed parcels, as well as from the El Camino Baptist Church to the west. The proposed monopalm stealth design reduces the visible impacts to the neighborhood, and according to the photo-simulation submitted by the applicant, the monopalm will be minimally visible from the single-family residential neighborhood to the north due to screening from the Udall Park Wash and the other storage buildings. The nearest residence is north of the parcel across the Udall Park Wash in RX-1 (single-family residential) zoning approximately 375 feet from the proposed location of the monopalm. There are some desert trees and palm trees in the general area, including seven tall palm trees located in the El Camino Baptist Church parking lot to the west of the site. These trees allow the monopalm to blend in when viewed from the west. Staff recommends that any existing

on-site palm tree, native tree or landscape planting disturbed during the monopalm or ground equipment installation be replaced in accordance with the UDC and heat island mitigation.

The applicant proposes to place the monopalm and ground equipment in an 18 feet by 20 feet, 8 inches lease area in the southeastern area of the parcel, which is currently developed with self-storage units. Three self-storage units will be demolished to make way for the installation and proposed ground equipment. Ground equipment will be housed inside a 3-bay equipment cabinet to be located on a concrete slab, and a diesel generator, also to be located on a concrete slab. The ground equipment housed within an 8 feet by 4 inches tall masonry wall designed to match existing self-storage unit buildings. Staff recommends that this wall include blocks with a minimum width of 6 inches and be painted in neutral desert colors or to match the surrounding storage facilities. The required setback of two times the height of the structure from the boundary of adjacent RX-1 zoned property to the west is met. The monopalm trunk centerline is proposed to be located approximately 170 feet from the west property line where the adjacent property is zoned RX-1.

In terms of wireless communication facilities, a stealth application is one that disguises the appearance of the pole and antennas to look like an element of the built or natural landscape, which could typically occur at the chosen location. A stealth application should be as close as possible in scale and appearance to the object it is disguised as, with no obvious unnatural elements. The success of a stealth application is dependent on the ability of the design and construction of the cellular site to fit into its surroundings to such a degree that it is not noticeable. Scale and proportion, site design, color, and materials, are particularly important in stealth applications insofar as they contribute, or do not contribute, to the ability of the facility to be as unobtrusive as possible. To ensure a successful stealth monopalm at this location, the following standards are recommended:

- The monopalm shall not exceed 55 feet in height at top of fronds;
- The monopalm shall include crown and pineapple;
- The pole shall be covered with cladding (bark) from the pineapple to bottom of pole, and painted to resemble a live palm;
- There shall be a minimum of 65 fronds ranging in length from seven (7) feet to ten (10) feet and placed to extend above, below and between antenna panels;
- Replacement of lost/damaged fronts to be completed within ten working days of observation and fronds shall be colored to match live fronds as closely as possible;
- All cables shall be run inside the pole, with no foot pegs other visible appurtenances;
- All wire ports shall be concealed behind the antennas and all equipment shall be mounted behind the antenna panels;
- Antenna panels shall be painted with a light/shade pattern to better camouflage them;
- Ground equipment to be screened by existing masonry wall (provide elevation of street views).
- Maximum antenna size is ninety-nine (99) inches in length, eighteen (18) inches in width, and eight (8) inches in depth,

- Antenna standoff from the pole shall not exceed thirty (30) inches.

Road Improvements/Vehicular Access/Circulation – Vehicular access to the wireless communications facility is through the main entrance to the self-storage facility on Speedway Boulevard. The *Major Streets and Routes Plan* designates Speedway Boulevard as an arterial street with a right-of-way width of 100 feet.

Use-Specific Standards – The applicant’s proposal requires approval as a Mayor and Council Special Exception and must meet the Use-Specific Standards of *UDC* Sections 4.9.13.O and 4.9.4.I.2, .3, and .7. The Mayor and Council may forward the request to the Design Review Board for design review and recommendation. Below is the applicant’s analysis of the performance criteria.

4.9.4.I.

.7 The following requires approval as a special exception in accordance with Section 3.4.4, *Mayor and Council Special Exception Procedure*. The Mayor and Council may forward the Design Review Board (DRB) for design review and recommendation.

a. Wireless communication antennas, provided:

(1) The tower or antennas are not permitted by other provision of this Section.

The 55-foot top of fronds monopalm in the C-1 zone does not conform to any other section of the code because it is not 50 feet or less in height

(2) New towers require a minimum separation of one mile from any existing tower, regardless of ownership, unless documentation establishes that no practical alternative exists.

The nearest existing wireless communications facility (WCF) is approximately 2,000 feet northwest of the proposed site. This tower was not suitable to fit within the existing sites on Verizon’s network. The search ring to resolve the coverage gap has a radius of approximately 0.25 miles.

(3) All appropriate measures shall be taken to conceal or disguise the tower and antenna from external view.

The tower has been designed as a monopalm and will disguise the tower and antennas within the artificial palm fronds.

(4) All appropriate measures shall be taken to reduce the negative proliferation of visible towers and antennae by the collocation of new antennae on existing towers

or with the facilities of other providers which are located or planned for development within the proposed service area.

The nearest existing WCF is approximately 2,000 feet to the northwest of the proposed site. The search ring to resolve the coverage gap has a radius of approximately 0.25 miles. This tower was not suitable to fit within the existing sites on Verizon's network.

- (5) Notice shall be provided to all agents designated at least 15 days prior to the date of the public hearing before the Zoning Examiner.

All policies of the Mayor and Council Special Exception Process shall be followed accordingly.

Staff finds the proposal to be in compliance with the *UDC* Use-Specific Standards.

Conclusion – The proposed stealth tower is in compliance with the performance criteria for a wireless communication facility. The Special Exception request is consistent with the policies and intent of the *Pantano East Area Plan* and *Plan Tucson*. Considering the relatively long site lines provided by the location of the proposed wireless communication facility in the interior of an existing 3.31 acre self-storage facility, the use of a stealth design, in this case a monopalm, will limit the visual impact of the facility. Approval of the request is appropriate subject to the attached preliminary conditions.

PROCEDURAL

1. A site plan in substantial compliance with the preliminary development plan dated October 31, 2014, is to be submitted and approved in accordance with *Administrative Manual*, Section 2-06.
2. The property owner shall execute a waiver of potential claims under A.R.S. Sec. 12-1134 for this zoning amendment as permitted by A.R.S. Sec. 12-1134 (l) in the form approved by the City Attorney and titled "Agreement to Waive Any Claims Against the City for Special Exception Land Use".
3. Historic or prehistoric features or artifacts discovered during future ground disturbing activities should be reported to the City of Tucson Archaeologist. Pursuant to A.R.S. 41-865 the discovery of human remains and associated objects found on private lands in Arizona must be reported to the Director of Arizona State Museum.
4. Any relocation, modification, etc., of existing utilities and/or public improvements necessitated by the proposed development shall be at no expense to the public.
5. Five years are allowed from the date of initial authorization to implement and effectuate all Code requirements and conditions of the special exception land use.
6. A copy of the Special Exception decision letter shall be included with the site plan at the time of permit application submittal.

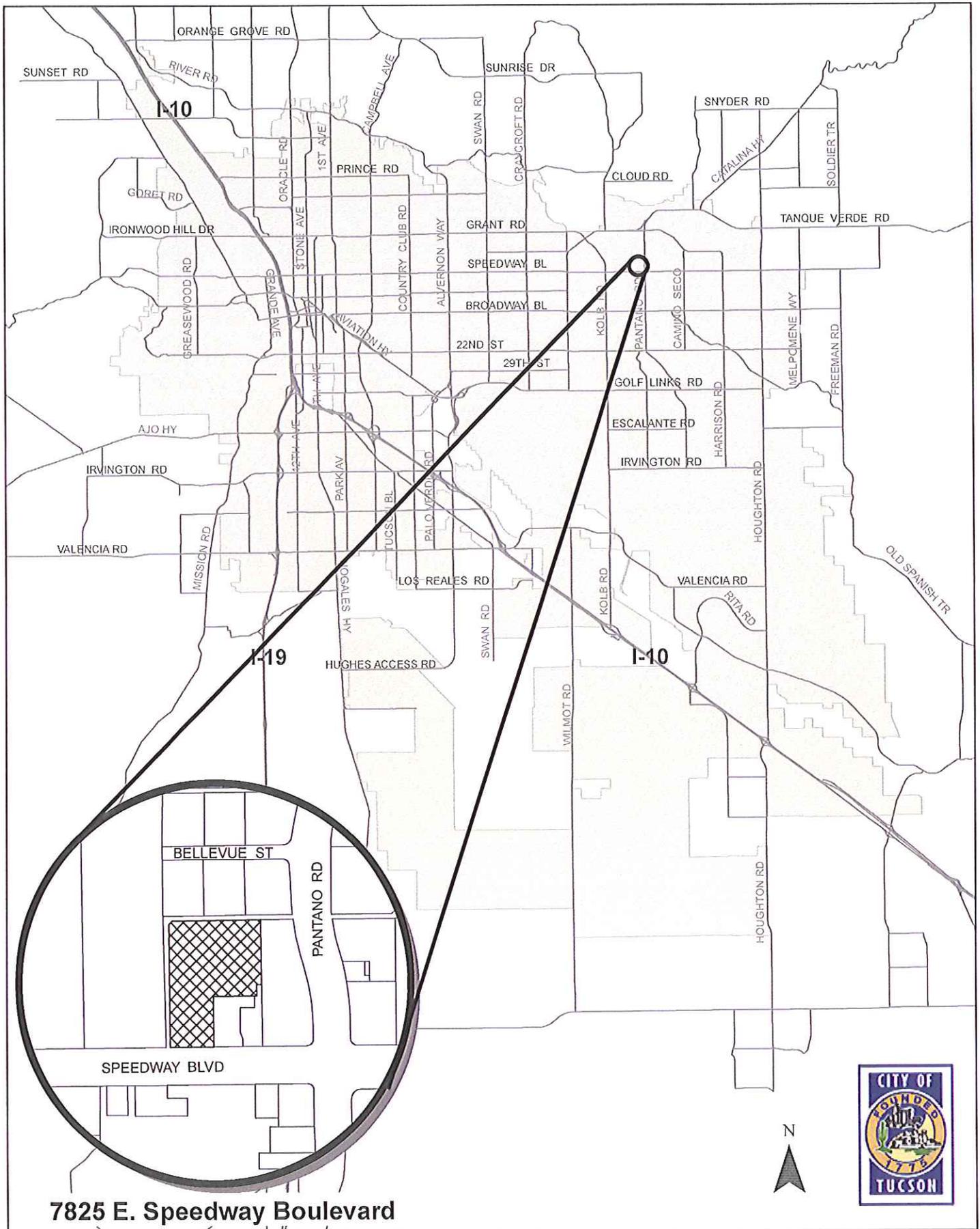
LAND USE COMPATABILITY

7. The wireless communication monopalm, including attachments such as antenna panels and palm fronds, shall not exceed fifty-five (55) feet in height from grade elevation.
8. A maximum of twelve (12) antenna panels shall be installed and painted with a light/shade pattern to blend and minimize visual impacts.
9. The monopalm shall include crown and pineapple.
10. The pole shall be covered with cladding (bark) from the pineapple to bottom of pole, and painted to resemble a live palm.
11. There shall be a minimum of 65 fronds ranging in length from seven (7) feet to ten (10) feet and placed to extend above, below and between antenna panels.
12. Replacement of lost/damaged fronds to be completed within ten working days of observation and fronds shall be colored to match live fronds as closely as possible.

13. All cables shall be run inside the pole, with no foot pegs other visible appurtenances.
14. All wire ports shall be concealed behind the antennas and all equipment shall be mounted behind the antenna panels.
15. Antenna standoff from the pole shall not exceed thirty (30) inches.
16. Ground equipment to be located within lease area as depicted on the preliminary development plan dated October 28, 2014.
17. Ground equipment to be screened by existing masonry wall (provide elevation of street views)
18. Panel antenna dimensions shall not exceed ninety-nine (99) inches in length, eighteen (18) inches in width, and eight (8) inches in depth.
19. All walls visible from a public right-of-way and/or adjacent to existing residential development, are to be graffiti-resistant and incorporate one (1) or more visually appealing design treatments, such as the use of two (2) or more decorative materials like stucco, tile, stone, or brick; a visually interesting design on the wall surface; varied wall alignments, (jog, curve, notch, setback, etc.); and/or trees and shrubs in voids created by the wall variations.
20. Six-(6) inch wide fence block or greater shall be used for perimeter walls. Graffiti shall be removed from walls within seven (7) working days of discovery or notification.
21. The screen wall and any paintable distribution system equipment shall be painted with neutral desert colors or to match the surrounding storage units. The paint on the equipment, above the height of the screen wall, should be flat, non-reflective paint. All of the equipment may be painted with the flat paint.
22. There shall be no exterior wiring, visible footpegs, portals, cabling or cable shrouds, or other unnatural appearing features on the monopole.
23. Installation of a backup generator requires evidence of compliance with the Tucson City Code, Section 16-31 Excessive Noise. The generator may be tested for up to 45 minutes per week, between the hours of 8:00 AM and 6:00 PM. Finish color and texture of all painted surfaces shall match existing surfaces of adjacent equipment enclosure. The generator shall include a fuel catchment feature designed to contain at least 210 gallons of fuel in the event of a leak.
24. Proposed masonry wall shall include blocks with a minimum width of 8 inches and shall be painted to match the surrounding storage units.

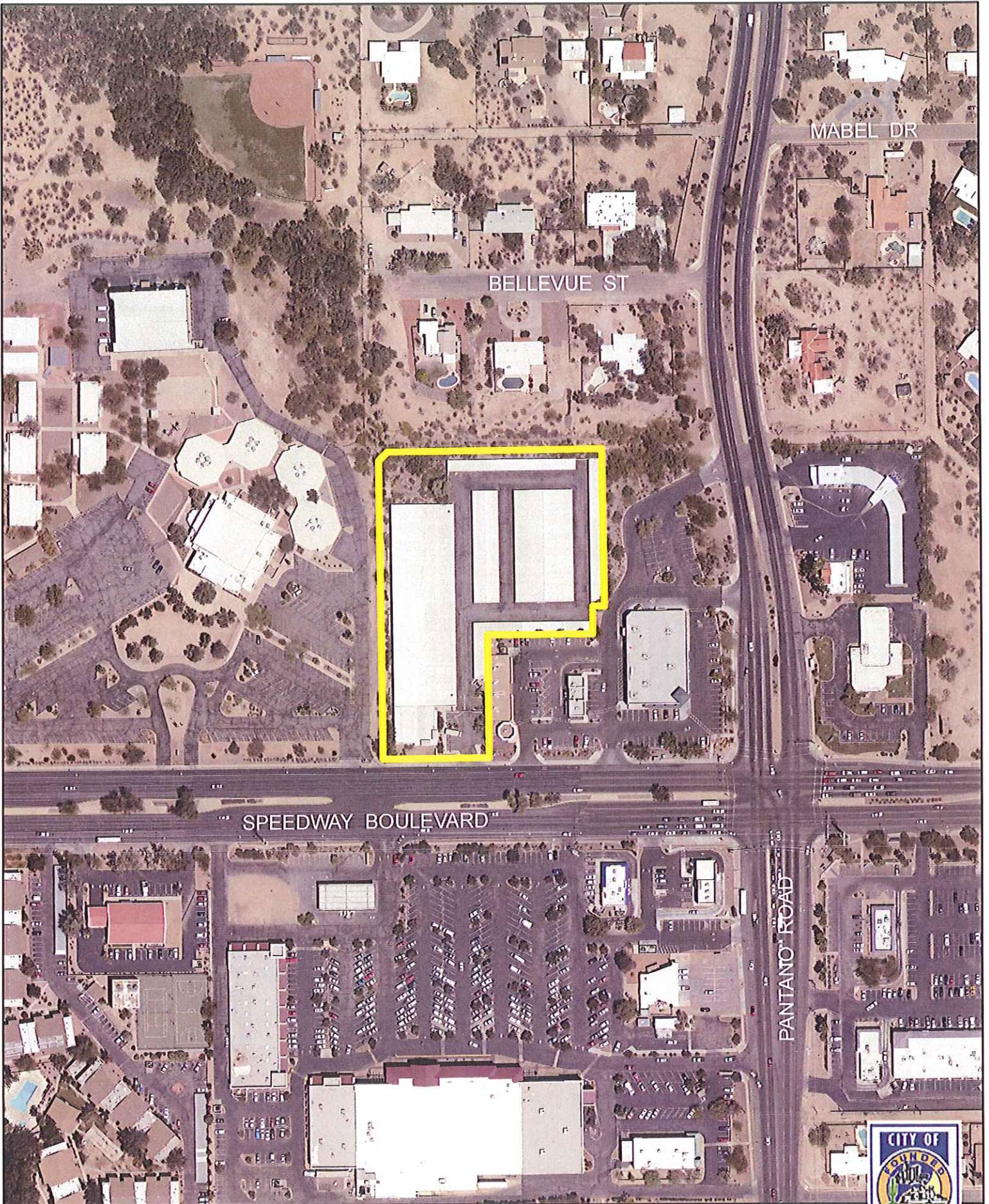
25. Plans for future carriers must be approved through the special exception process.

SE-14-75 Verizon - Speedway Boulevard



7825 E. Speedway Boulevard



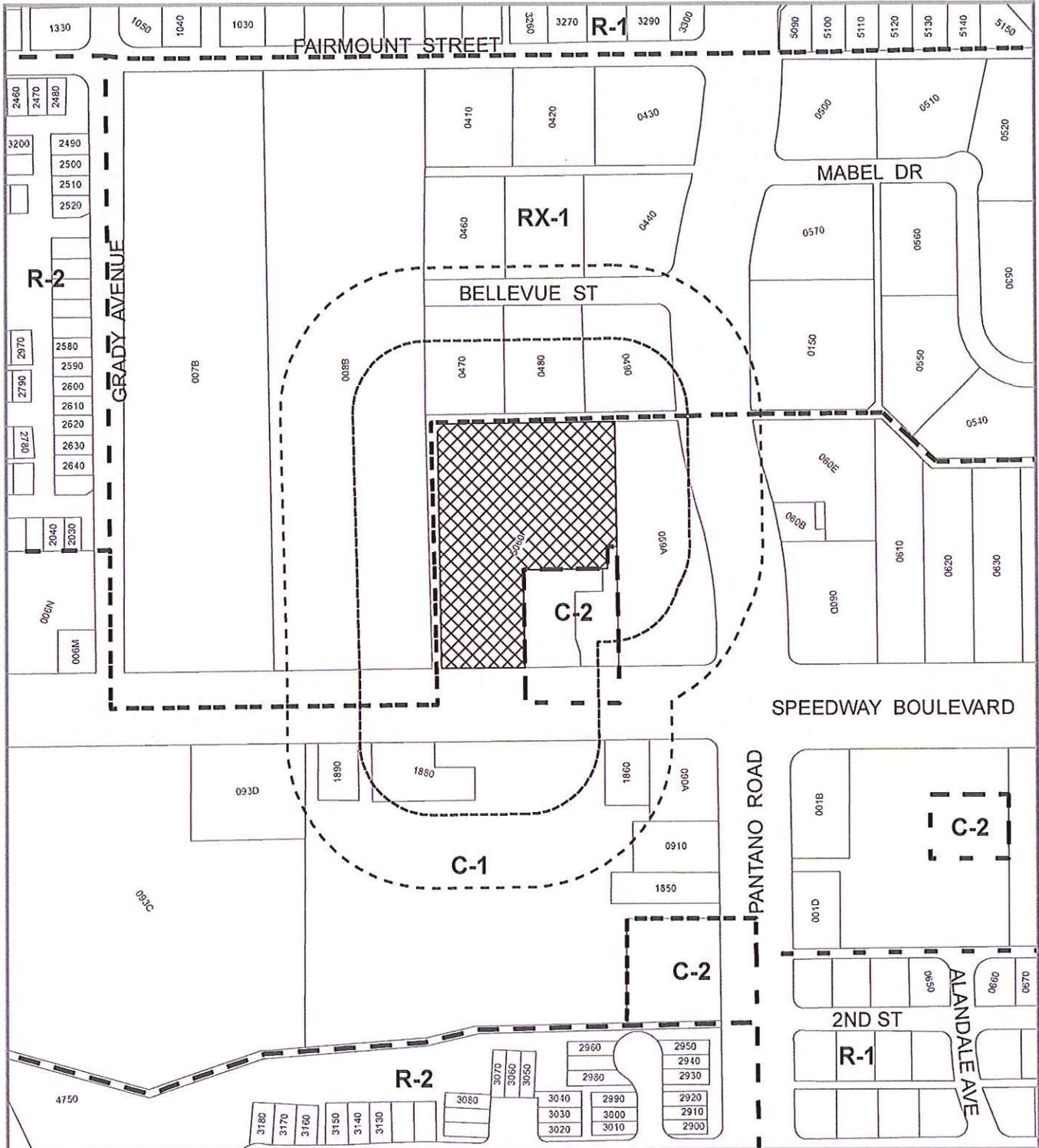


SE-14-75 Verizon - Speedway Boulevard
2014 Aerial

0 50 100 200 Feet
1 inch = 200 feet



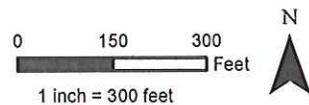
SE-14-75 Verizon - Speedway Boulevard M. & C. Special Exception



-  Area of Special Exception Request
-  150' Protest Area
-  300' Notification Area
-  Zone Boundaries
- C-1** Zoning of Requested Area



Address: 7825 E. Speedway Boulevard
 Base Maps: Sec.05 T.14 R.15
 Ward: 2



PUBLIC FACILITIES AND SERVICES REPORT FOR December 18, 2014
(as of November 26, 2014)

SE-14-75 Verizon – Speedway Boulevard, C-1 Zone

CITY AGENCIES

Planning & Development Services – Zoning Review: See attached comments dated 10/21/14.
Planning & Development Services – Engineering: See attached comments dated 10/31/14.
Planning & Development Services – Community Design: See attached comments dated 10/31/14.

No Objections Noted

Office of Conservation & Sustainable Development
Transportation – Engineering
Transportation – Traffic Engineering
Planning & Development Services – Sign Code
Tucson Fire Department
Community Services – Historic Preservation Officer
Environmental Services
Tucson Parks and Recreation
Tucson Police Department
Planning & Development Services – Landscape

NON-CITY AGENCIES

PAG-TPD: Estimated traffic generation of proposed development: One vehicle trip per month.

No Objections Noted

Tucson Unified School District
Pima County Wastewater
Arizona Department of Transportation
Pima County Transportation and Flood Control
Pima County Parks and Recreation
Davis-Monthan Air Force Base
Tucson Electric Power

Additional information about this project, including the staff report to the Zoning Examiner and the Preliminary Development Plan, will be posted on the web by 5:00 PM, December 3, 2014 at http://cms3.tucsonaz.gov/planning/prog_proj/projects/rezoning/index.html

Place
Stamp
Here

City of Tucson
Planning & Development Services Department
Rezoning Section
201 N. Stone
P.O. Box 27210
Tucson, Arizona 85726-7210

SE-14-75

Expose this flap - Affix stamp and return



City of Tucson ML
Planning & Development Services
Department -Rezoning Section
201 N. Stone Avenue
P.O. BOX 27210
Tucson, Arizona 85726-7210

SE-14-75
IMPORTANT SPECIAL EXCEPTION NOTICE ENCLOSED