



ITEM NO.	4b(2)
MEETING DATE	8-25-09
APPROVED BY	
STAFF AUTHOR	
PLANNING MANAGER	

CITY OF REDDING

REPORT TO THE PLANNING COMMISSION

DATE: August 19, 2009

CODE: L-010-390

APPLICANT: AT&T

APPLICATION: Use Permit Application UP-1-09

LOCATION: 5632 Westside Road, All-Preferred Mini Storage

REPRESENTATIVE: Alex Orner, Cortell, LLC

Hearing notices mailed August 14, 2009. Site inspection by Associate Planner Linda Burke.

RECOMMENDATION

It is the recommendation of staff that at the conclusion of the public hearing, the Planning Commission: (1) find the project categorically exempt under the California Environmental Quality Act and (2) approve Use Permit Application UP-1-09 upon a determination that the necessary findings for approval are in evidence.

PROJECT DESCRIPTION

AT&T is requesting approval of Use Permit Application UP-1-09 to install a wireless-communications facility on property located at 5632 Westside Road, the location of an existing ministorage facility. The project consists of antennas mounted to a 105-foot-high multicarrier cell tower camouflaged as a pine tree (monopine) and placement of related equipment within an existing storage unit.

PARCEL SIZE Approximately 4 acres

TERRAIN/VEGETATION The entire 4-acre site is completely developed with the ministorage facility

EXISTING LAND USE All-Preferred Mini Storage facility

GENERAL PLAN DESIGNATION "Heavy Commercial"

ZONING DESIGNATION "HC" Heavy Commercial District

SURROUNDING LAND USES

- ▶ North: Industrial and commercial uses
- ▶ East: Westside Road, State Route 273
- ▶ South: Various office and retail uses and vacant land
- ▶ West: Heavy commercial/industrial complex along Cedars Road

The nearest residential areas are 600 feet or more away from the tower site.

BACKGROUND

AT&T is requesting permission to construct a wireless-communications facility within an existing ministorage facility located along Westside Road, approximately 0.3 mile north of South Bonneyview Road. Construction would include a 105-foot-high cell tower with antenna arrays for AT&T mounted to the pole initially; however, the pole is designed to accommodate antenna arrays for up to three additional carriers, which is consistent with Zoning Code provisions that encourage opportunities for collocation. Necessary ground equipment to support the tower is proposed to be located within the existing ministorage facility.

The purpose of the request is to improve AT&T wireless service for customers in the southwest area of Redding and to eliminate coverage gaps along State Highway (SR) 273 and Interstate 5, between existing facilities. AT&T originally entered into negotiations with Charter Communications (Charter) for collocation on Charter's facility at 5797 Eastside Road; however, Charter ultimately determined that it was not desirable to enter into a lease with its direct competitor and negotiations were terminated.

The original application was made for a standard galvanized steel tower. The application was later revised to a monopine design (tree) to address Section 18.40.010(K) of the Zoning Ordinance, which states that, "All telecommunication wireless communication facilities equipment shall be screened or camouflaged so as to reduce visual impacts."

Attached to this report is an exhibit identifying existing AT&T cell towers in the Redding area and existing coverage levels (Attachment F).

ISSUE

The major issue is the visibility of the proposed towers from SR 273 and surrounding properties.

Federal and Local Regulations The regulation of wireless-telecommunications facilities, including towers and antennae, is to some extent governed by the federal Telecommunications Act of 1996 (TCA). The TCA allows local zoning control, but with limitations so as not to prohibit, or have the effect of prohibiting, provisions for personal wireless services. Section 18.40.010 of the Zoning Code (Code) provides the City's criteria for telecommunications and wireless facilities. The basic intent of the Code is to minimize visual and land use compatibility impacts, while allowing growth of the technology, which the public desires and depends on. Standards are provided that promote:

- ▶ Minimizing tower height.
- ▶ Providing appropriate tower setbacks and/or screening from adjacent residential districts.
- ▶ Collocating new facilities on existing towers or developing new towers that allow collocation.
- ▶ Providing visual compatibility by screening and camouflaging towers and equipment, as feasible.
- ▶ Minimizing potential for interference with public-safety radio systems.

Staff has worked with the applicant's representatives, who responded well to meeting these objectives. For instance, when the use permit was originally submitted, the cell tower was proposed

at a height of 120 feet. Given staff's concern with that height, the applicant conducted additional studies and determined that a tower of 105 feet would provide the coverage desired, including elimination of the targeted coverage gaps (see Attachment H). Reducing the height of the tower further would not provide the necessary coverage. At staff's request, the applicant also explored the use of a second tower, in conjunction with the proposed tower, as a potential means to allow a reduction of the tower height. The second tower would be located farther south along SR 273. Two 85-foot-high towers would be necessary to achieve the coverage of the single 105-foot-high tower. In staff's opinion, the visual benefit gained by reducing the tower height by 20 feet is minimal and offset by the effect of having two towers, as opposed to a single tower.

Project Context The project is located in a heavy commercial/industrial corridor along SR 273, over 600 feet from a residential district, and while this may be an appropriate location for the tower, it is also highly visible from SR 273 and may be in stark contrast to the heights of surrounding features. Camouflaging opportunities in this area are limited; however, the applicant has proposed



105-foot-tall monopine at
2277 College View Drive

constructing the tower disguised as a tree. Photo simulations showing the proposed 105-foot-high pole as a monopine and as a standard tower from various locations along SR 273 and Cedars Road are attached (Attachment H).



Hartnell Avenue cell towers

The Commission may recall in 2005, Use Permit UP-1-05 was approved allowing a monopine of the same height for Nextel Communications at the PG&E electric-substation property on College View Drive, just west of Old Oregon Trail. In 2008, an additional monopine was installed at this facility (UP-8-06). The monopines in this location work well due to the topography and the surrounding natural vegetation.

The proposed project, in contrast, is located in an area with very little natural vegetation and very few trees with similar height. Two cellular towers located in close proximity to each other along

Hartnell Avenue, east of Churn Creek Road, provide a comparison in terms of height, bulk, surrounding building heights, and street setback. The tower closest to the street was approved in 1997, with a height of 120 feet, while the second tower, located within the ministorage facility

behind the businesses fronting on Hartnell Avenue, was approved in 1999 at a height of 100 feet. The proposed tower is approximately the same linear distance from Westside Road as the 100-foot-high tower, and the diameter of the pole would be relatively similar.

ENVIRONMENTAL DETERMINATION

The project is found to be categorically exempt under Section 15303, *New Construction or Conversion of Small Structures*, of the California Environmental Quality Act. Class 3(d) provides an exemption for utility facilities.

PUBLIC COMMENT

As of this writing, staff has not received any telephone or written comments regarding the request.

PROJECT CONDITIONS

The conditions for this project are referenced in Attachment "A."

REQUIRED FINDINGS

Certain findings must be found to be in evidence to support approval of the project. The findings are provided as Attachment "B" for this report.

PLANNING COMMISSION AUTHORITY

Section 18.14.030 of the Zoning Code grants the Planning Commission the authority to approve, conditionally approve, or disapprove applications for use permits.

CONCLUSIONS AND RECOMMENDATION

It is the opinion of staff that the use permit findings can be made for approval of the proposed wireless communications facility as either a monopine or standard tower. The tower height has been minimized to the extent feasible and supports collocation of additional wireless providers. The monopine-tower design would be utilized to provide a more aesthetic visual appearance; however, given the nature of surrounding development and lack of other trees, the monopine may appear out of context. Staff would not be opposed to a standard pole configuration at this location, should the Commission desire to remove the requirement.

In staff's opinion, at this location both the monopine tower and a standard tower would comply with special zoning criteria established for telecommunications and wireless facilities as specified in Section 18.40.010 of the Zoning Code. The consensus of staff is a preference for the monopine tower. While this design does not completely camouflage the fact that the structure is a telecommunications tower, the "tree" designs have improved greatly in recent years and do provide more visual appeal and interest at locations with higher public exposure.

Staff is satisfied that the applicant has adequately demonstrated the wireless facility is needed to fill a significant existing gap in the network, and the proposed height is the minimum necessary to

achieve the desired coverage. Although the height could be lowered to 85 feet by construction of two towers at separate locations, staff believes one 105-foot tower is less intrusive than two 85-foot towers.

ALTERNATIVES The following alternatives are offered for consideration:

1. Determine that the project is environmentally exempt from CEQA and approve Use Permit Application UP-1-09 subject to the conditions of approval. **(Staff Recommendation)**
2. Deny the use permit application. Staff has not identified any justification for denying the permit.
3. Determine that the monopine disguise is unnecessary at this location. In addition to making the environmental determination outlined in Alternative 1, Condition 1 would need to be modified and Conditions 4 and 5 would need to be eliminated with a motion to approve the project.

ATTACHMENTS

- A. Project conditions
- B. Findings
- C. Section 18.40.010(K), *Antennas and Microwave Equipment; Telecommunications and Wireless Facilities, Visual Compatibility*
- D. Zoning/location map
- E. Land use map
- F. Existing AT&T coverage exhibit
- G. Proposed AT&T coverage exhibit with proposed tower
- H. Photo simulations of monopine and standard towers (2)
- I. Site plans and elevation drawings

LB:el

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c: Alex Orner, Cortel, LLC

**Use Permit Application UP-1-09
Draft Conditions of Approval**

General Requirements

1. Approval is granted to install a wireless-communication facility on property located at 5632 Westside Road, consisting of antennas mounted to a 105-foot-tall multi-carrier cell tower, disguised to appear as a pine tree, and placement of related equipment to be located within an existing storage unit. The use shall be in substantial conformance with the site plan approved by the Planning Commission on August 25, 2009. Minor modifications may be approved by the Development Services Department; any substantial revisions will require either an amendment to this permit or a new use permit.
2. In accordance with Chapter 18.11.100 of the Zoning Ordinance, the entitlement authorized by approval of this permit shall automatically expire 3 years from the date of approval, without further notice or action by the City, unless any one of the following occurs:
 - a. A building permit has been issued and substantial construction has occurred upon reliance of the entitlement as determined by the Development Services Director.
 - b. The use of the property specifically authorized by the entitlement has been established or commenced as determined by the Development Services Director.
 - c. Approval of the entitlement has been extended for 1 year by the Development Services Director.
3. The requirements of the California Building Code and the California Fire Code are to be met. The project proponent is responsible for contacting the offices of the Building Division and Fire Department to verify compliance or the need to obtain permits.
4. The final design of the tower shall be subject to design-review approval by the Development Services Director. The tree design shall incorporate the following:
 - a. The appearance of a healthy tree, with branches and trunk having natural colors.
 - b. The support pole designed to appear like a natural tree trunk.
 - c. Enough branches with sufficient foliage to fully cover all antenna arrays. The antenna arrays shall not be a dominant visual feature.
 - d. Branches with varied angles and lengths as needed to resemble the appearance of a natural tree.
5. The appearance of the tree shall be maintained in a green and healthy-looking condition.

ITEM 4b(2)
ATTACHMENT A

6. All requirements of the Federal Communication Commission and Federal Aviation Administration shall be met. Any tower lighting shall be limited to that required by those 2 agencies and shall utilize equipment which minimizes visibility from the ground.
7. All ground-mounted equipment shall be located within the existing storage unit.
8. In accordance with Chapter 18.40.010, *Antennas and Microwave Equipment and Telecommunications and Wireless Facilities*, of the Zoning Code, the following requirements apply to the permitted wireless facility:
 - a. **Technological Progress.** When telecommunications technology becomes available and economically viable to allow the height of cell towers to be reduced by 50 percent or more or to allow sites to be eliminated altogether, such facilities shall be upgraded or eliminated within 24 months of a request by the City.
 - b. **Discontinuance of Use.** The City shall be notified by the service provider of any intent to discontinue operation no less than 30 days prior to discontinuance. Upon discontinuance of use, all related equipment shall be removed and the property restored to the preconstruction condition within 90 days.

ATTACHMENT "B"
FINDINGS OF APPROVAL
USE PERMIT APPLICATION UP-1-09

In accordance with Chapter 18.14.070 of the Zoning Code, the following findings are required to support approval of Use Permit Application UP-1-09.

- A. *The proposed use will not be detrimental to the health, safety, and general welfare of persons residing or working in the neighborhood of such proposed use.* The proposed wireless facility is designed in a manner that is least intrusive to surrounding properties. The height is the minimum necessary to achieve adequate service coverage. The project location is approximately 600 feet away from the nearest residential neighborhood.
- B. *The proposed use will not be injurious or detrimental to the general welfare of the city.* The proposed wireless facility would be beneficial to the general welfare of the City by enhancing the opportunity for wireless communications, while having suitable visual and land use compatibility with surrounding properties. There are no elements of the project that could be injurious or detrimental to the general welfare of the City.
- C. *The proposed use is consistent with the goals and policies established by the General Plan and the Zoning Code.* The proposed wireless facility complies with special zoning criteria established for telecommunication and wireless facilities as specified in Section 18.40.010 of the Zoning Code, which is supported by General Plan policy, since: (1) the proposed monopole is a "monopine" design, which will be utilized to minimize potential visual impacts; (2) the facility would be located in a heavy commercial/industrial area and over 500 feet from a residential district; (3) the monopole supports collocation of additional wireless providers.
- D. *The proposed use and project design are consistent with the Design Guidelines established by resolution of the City Council in accordance with Section 18.40.050, Design Criteria.* Although the proposed wireless facility technically is not subject to the City's Design Guidelines, the project does meet the intent of the Design Guidelines by compliance with the standards established for wireless facilities specified in Chapter 18.40.010 of the Zoning Code.

ITEM 46(2)
ATTACHMENT B

ATTACHMENT "C"
REDDING MUNICIPAL CODE, CHAPTER 18.40.010(K)
USE PERMIT APPLICATION UP-1-09

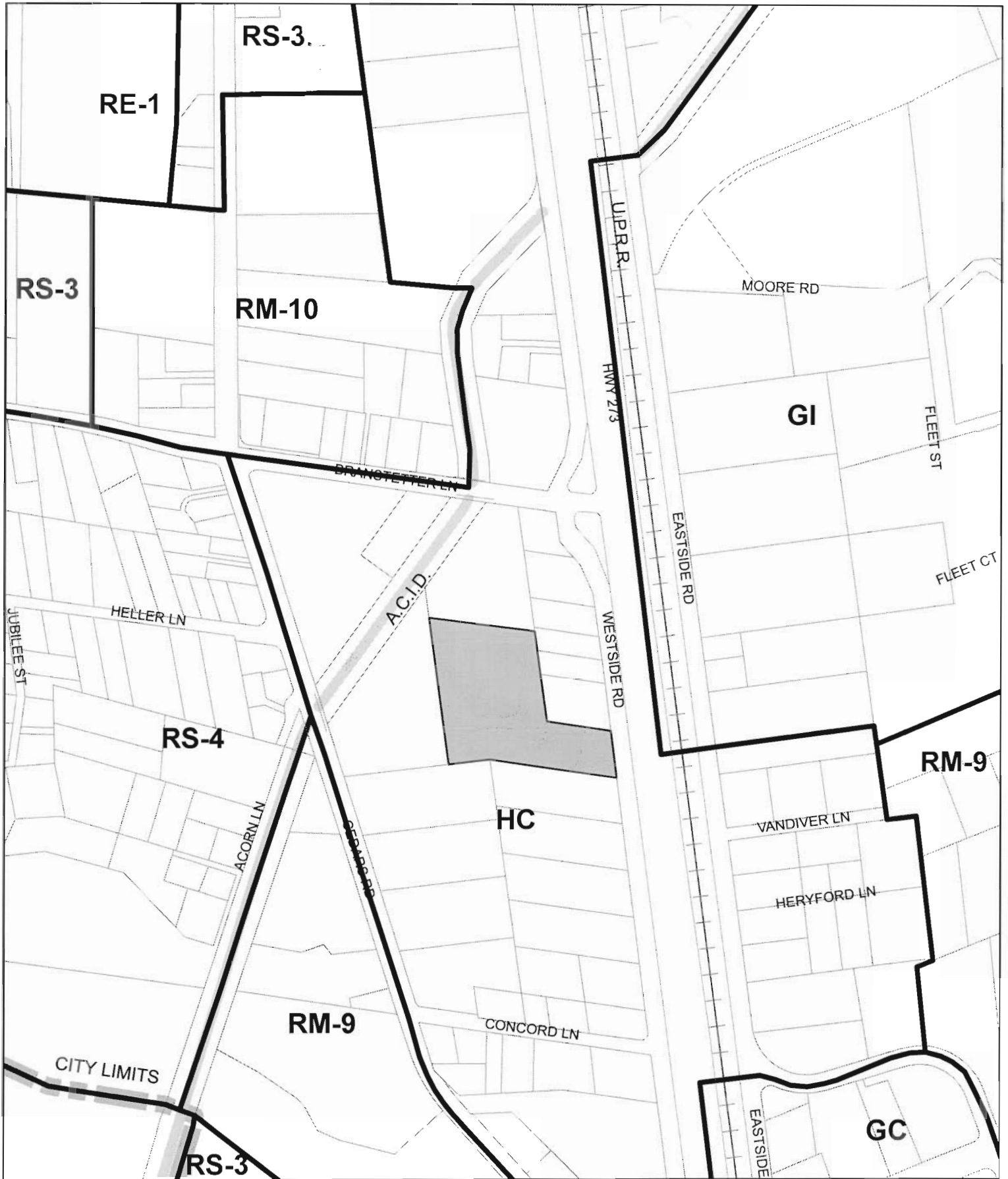
18.40.010 Antennas and Microwave Equipment; Telecommunications and Wireless Facilities

K. Visual Compatibility. The following standards of visual compatibility and screening shall apply:

1. All telecommunication wireless communication facilities equipment shall be screened or camouflaged so as to reduce visual impacts. Existing site features shall be used to screen or camouflage the facility where possible.
2. All facilities must be visually compatible with surrounding buildings, structures, and/or uses in the area to the maximum extent feasible.
3. All antennas, towers, or related equipment shall be coated with a nonreflective finish or paint consistent with the background area where the facility is to be placed.
4. Screening for ground-mounted equipment shall include existing and/or new vegetation pursuant to Chapter 18.40.
5. Building-mounted equipment shall be located, painted, and/or architecturally designed so as to be compatible with surrounding buildings and/or uses.

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UP109-ATTCellTwr-AttchmntC-LB-PC.wpd

ITEM 4b(2)
ATTACHMENT C



GIS DIVISION
 DEVELOPMENT SERVICES DEPARTMENT
 DATE PRODUCED:
 FEBRUARY 9, 2009

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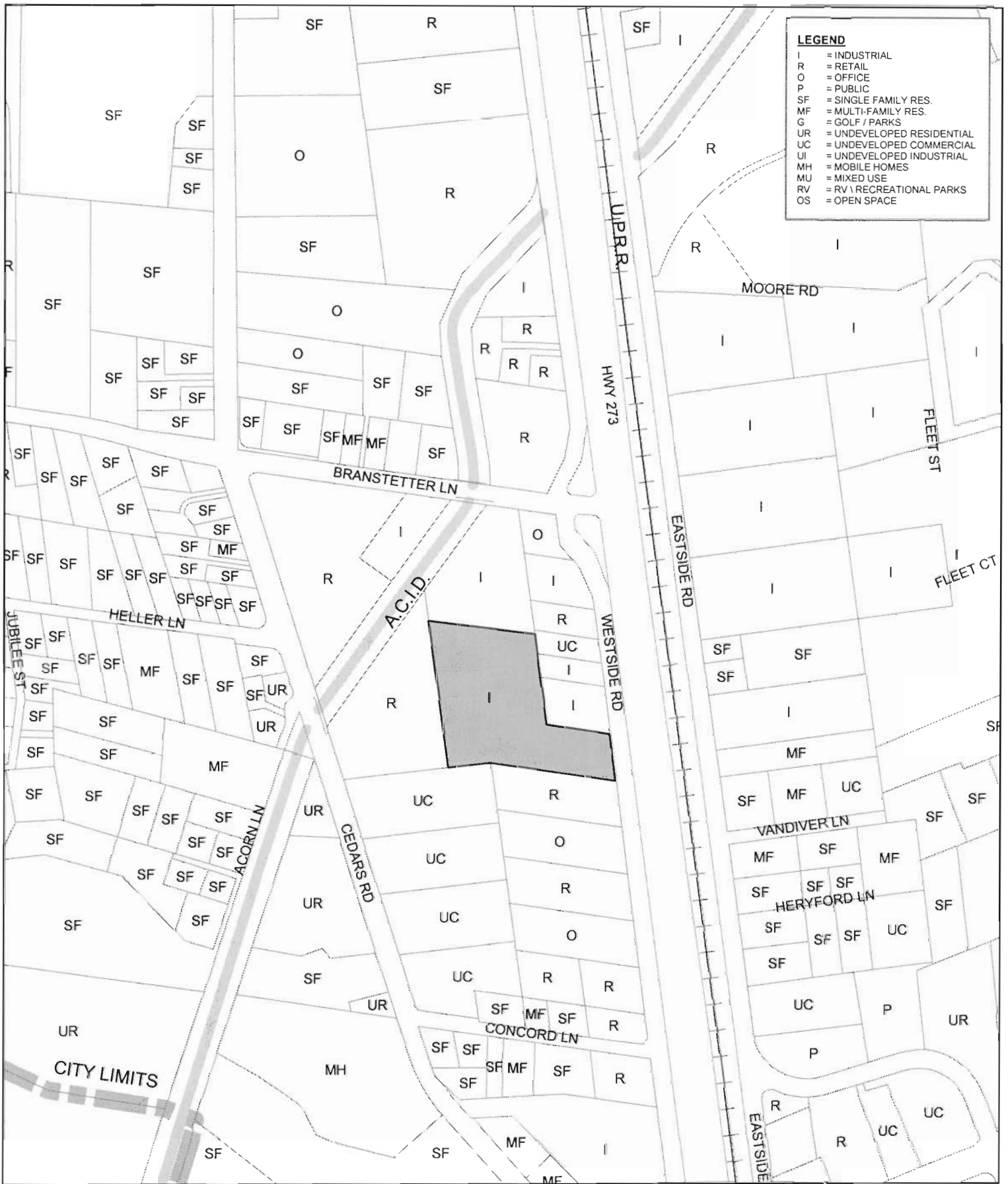
ZONING MAP

UP-01-09 \ AT&T
 5632 WESTSIDE ROAD
 AP# 049-130-029

MTG. DATE:
 8/25/09

ITEM:
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ATTACHMENT:
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GIS DIVISION
DEVELOPMENT SERVICES DEPARTMENT

DATE PRODUCED:
FEBRUARY 9, 2009

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LAND USE MAP

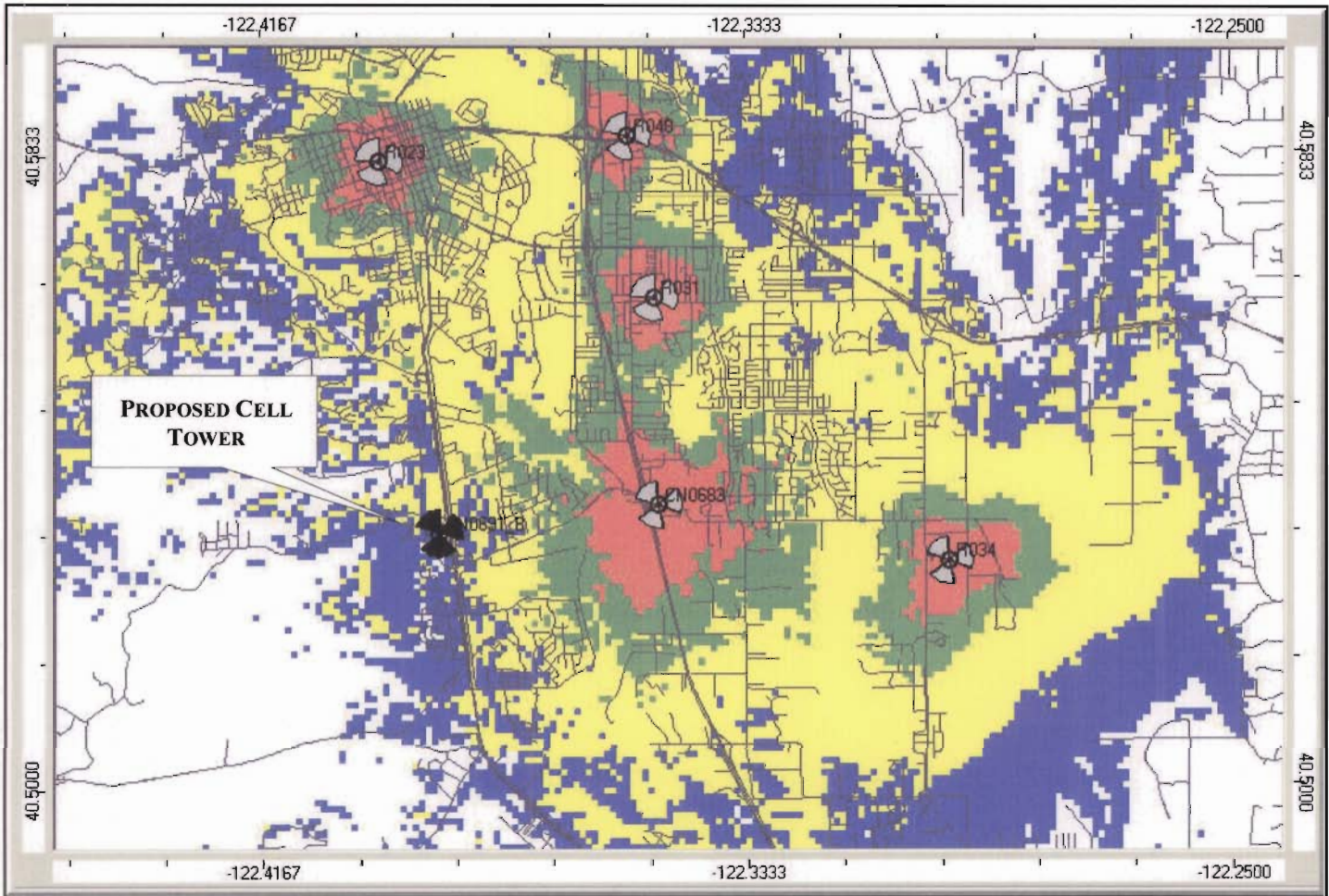
UP-01-09 \ AT&T
5632 WESTSIDE ROAD
AP# 049-130-029

MTG. DATE:
8-25-09

ITEM:
46(2)

ATTACHMENT:
E

EXISTING AT&T COVERAGE



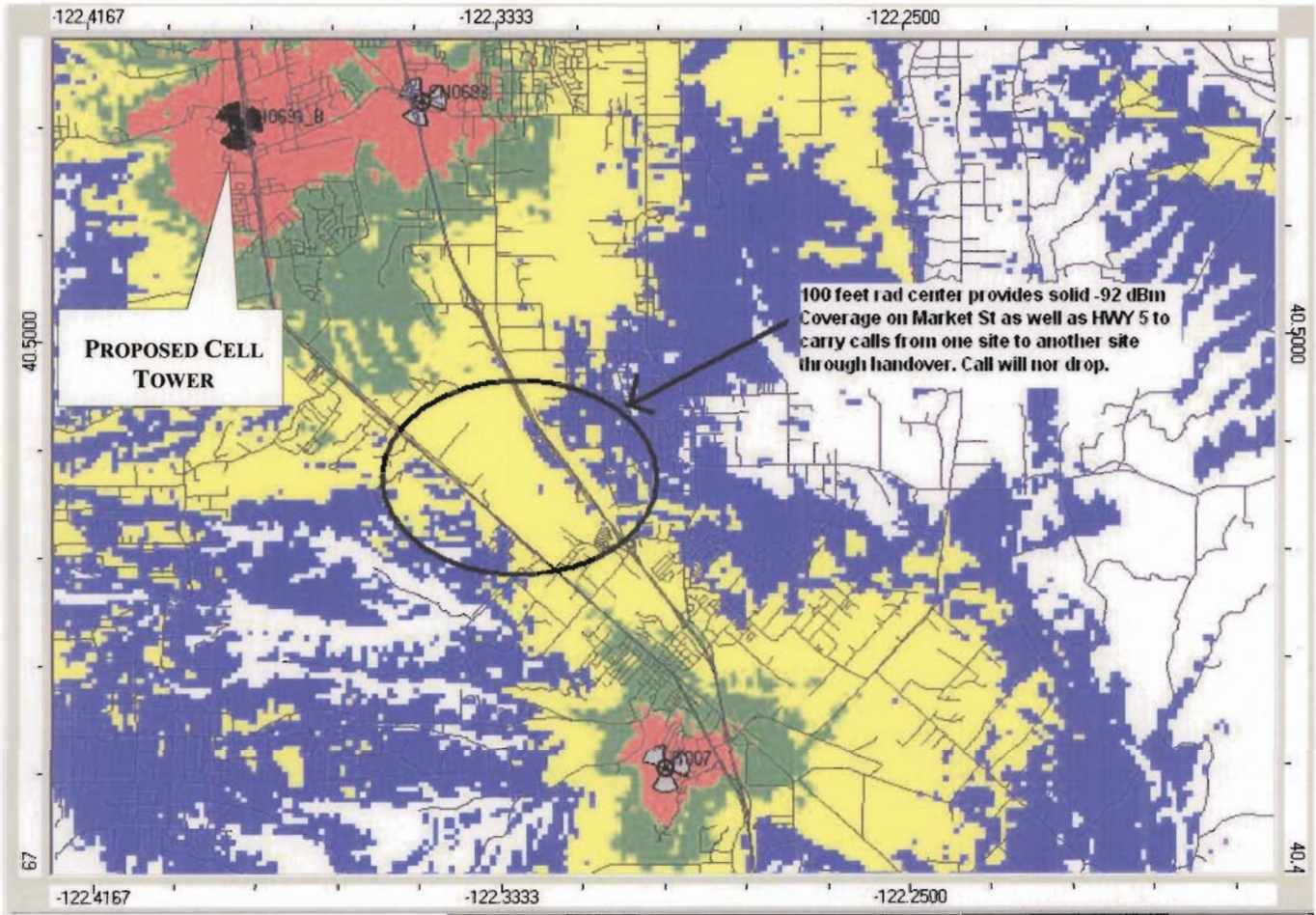
Legend Propagation (dBm)		
Urban	-74	0
Suburban	-82	-74
Rural	-92	-82
	-104	-92
	-120	-104

Proposed site	
	On Air site

COVERAGE LEVELS	
Red	Best Coverage – coverage is good inside a building, inside a vehicle, and on the street.
Green	Good Coverage – coverage is good inside a vehicle and on the street.
Yellow	Moderate Coverage – coverage is good on the street.
Blue	Not Acceptable – more likely to drop a call.
White	No Coverage

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ATTACHMENT F

PROPOSED AT&T COVERAGE (WITH 105-FOOT-TALL CELL TOWER)



100 feet rad center provides solid -92 dBm Coverage on Market St as well as HWY 5 to carry calls from one site to another site through handover. Call will not drop.

PROPOSED CELL TOWER

Legend Propagation (dBm)		
Urban	-74	0
Suburban	-82	-74
Rural	-92	-82
	-104	-92
	-120	-104

	Proposed site
	On Air site

COVERAGE LEVELS	
Red	Best Coverage – coverage is good inside a building, inside a vehicle, and on the street.
Green	Good Coverage – coverage is good inside a vehicle and on the street.
Yellow	Moderate Coverage – coverage is good on the street.
Blue	Not Acceptable – more likely to drop a call.
White	No Coverage

ITEM 46(2)
ATTACHMENT 9

Proposed

proposed AT&T antennas mounted to new 105 ft. multi-carrier tree pole



Photomontage of the proposed telecommunication facility as seen looking northwest from Eastside Road

Prepared by: 05.28.2009
WW Design & Consulting, Inc.
1654 Candellero Court
Walnut Creek, CA 94598
info@photosims.com



at&t

CN0691

Bonneyview Road

5632 Westside Rd.
Redding, CA 96001

Proposed

proposed AT&T antennas mounted to new 105 ft. multi-carrier tree pole



Photomontage of the proposed telecommunication facility as seen looking southwest from Eastside Road

Prepared by: 05.28.2009
WW Design & Consulting, Inc.
1654 Candellero Court
Walnut Creek, CA 94598
info@photosims.com

ITEM 46(2)
ATTACHMENT H

Proposed

proposed AT&T antennas mounted to new multi-carrier monopole



Photomontage of the proposed telecommunication facility as seen looking southwest from Eastside Road



at&t

CN0691

Bonneyview Road

5632 Westside Rd.
Redding, CA 96001

Proposed

proposed AT&T antennas mounted to new multi-carrier monopole



Photomontage of the proposed telecommunication facility as seen looking northwest from Eastside Road

PROPRIETARY INFORMATION
 THE INFORMATION CONTAINED IN THIS SET OF DRAWINGS IS PROPRIETARY BY NATURE. ANY USE OR DISCLOSURE OTHER THAN THAT WHICH RELATES TO PECK SITE-COM IS STRICTLY PROHIBITED

CLIENT:



3851 NORTH FREEWAY BOULEVARD
 SACRAMENTO, CALIFORNIA 95834

PROJECT INFORMATION:

BONNEYVIEW RD
 CN0691

5632 WESTSIDE RD
 REDDING, CA 96001

REV. DATE DESCRIPTION BY:

REV.	DATE	DESCRIPTION	BY
1	1-13-09	90% ZONING DOCS	VRT
2	2-2-09	100% ZONING DOCS	VRT
3	5-20-09	REV. 100% ZONING DOCS	VRT

COORDINATING ENGINEER:

Peek Site-Com

853 Lincoln Way, Suite 106
 Auburn, California 95603
 Phone (530) 885-6160
 E-Mail info@peeksitecom.com

SEAL:



ITEM 46(2)
 ATTACHMENT II

SITE # CHK. DRAWN BY:

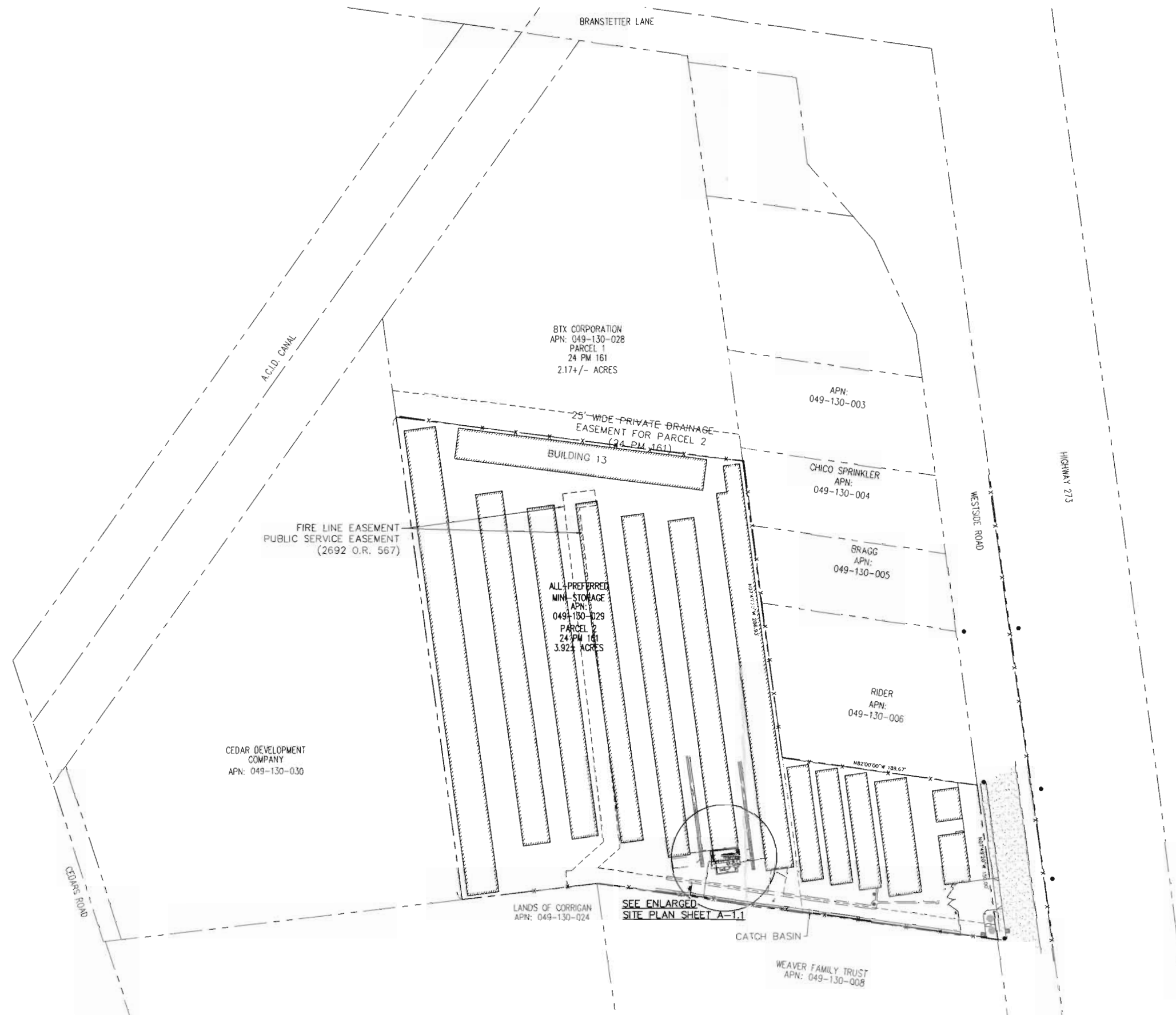
CN0691 VRT

SHEET TITLE:

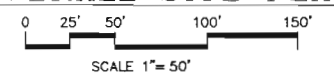
SITE PLAN

SHEET NUMBER: REVISION:

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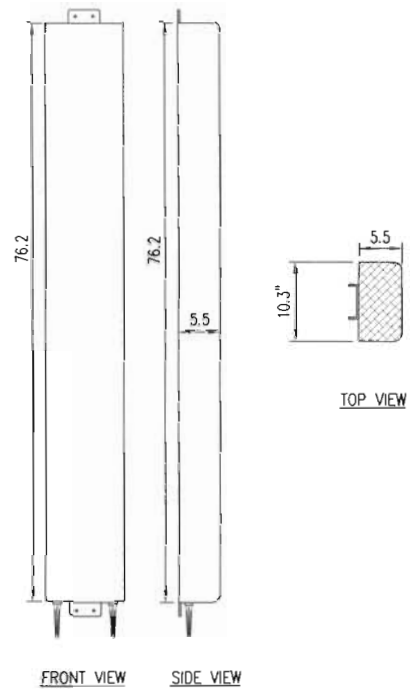


OVERALL SITE PLAN

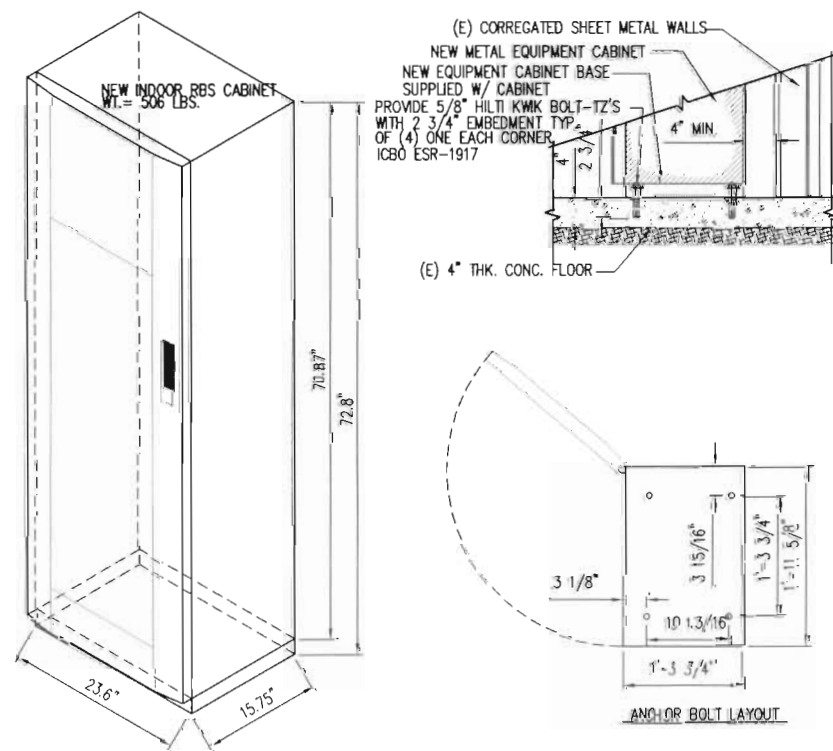


UP-1-09

August 25, 2009



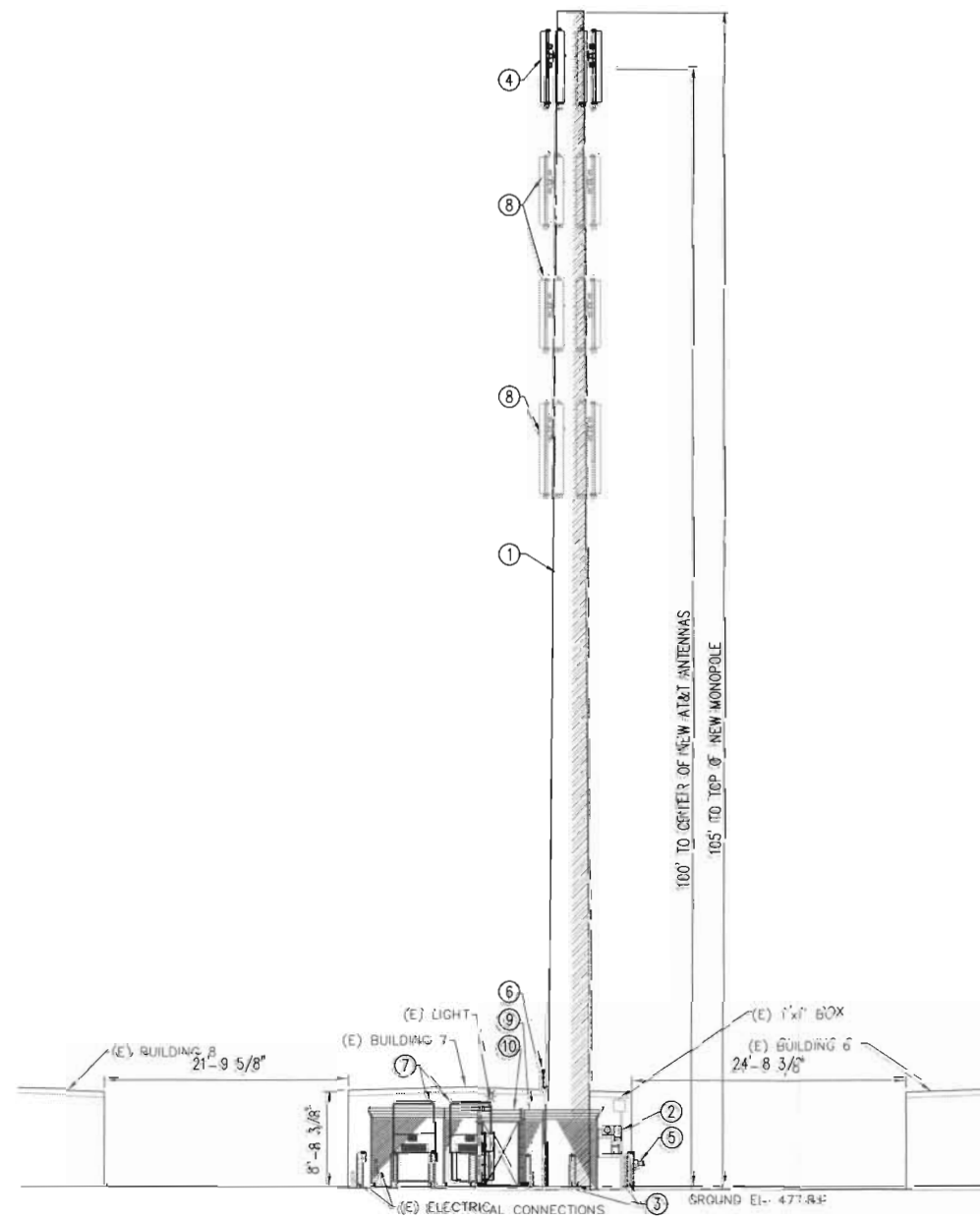
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SCALE: N.T.S.



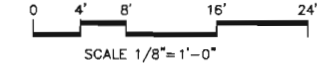
TYP. BTS CABINET DETAIL
SCALE: N.T.S.

KEY NOTES

- 1 NEW 125' STEEL MONOPOLE
- 2 NEW 200A METER MAIN SET ON OUTSIDE OF STORAGE UNIT BUILDING
- 3 NEW 4\"/>



SOUTH ELEVATION



UP-1-09

PROPRIETARY INFORMATION
THE INFORMATION CONTAINED IN THIS SET OF DRAWINGS IS PROPRIETARY BY NATURE. ANY USE OR DISCLOSURE OTHER THAN THAT WHICH RELATES TO PECK SITE-COM IS STRICTLY PROHIBITED

CLIENT:

3851 NORTH FREEWAY BOULEVARD
SACRAMENTO, CALIFORNIA 95834

PROJECT INFORMATION:

BONNEYVIEW RD
CN0691

5632 WESTSIDE RD
REDDING, CA 96001

REV.	DATE	DESCRIPTION	BY
1	1-13-09	90% ZONING DOCS	VRT
2	2-2-09	100% ZONING DOCS	VRT
3	5-20-09	REV. 100% ZONING DOCS	VRT

COORDINATING ENGINEER:

Peek Site-Com

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Phone (530) 885-6160
E-Mail info@peeksitecom.com

SEAL:

ITEM 46(2)
ATTACHMENT I

SITE # CN0691
CHK. VRT
DRAWN BY: VRT

SHEET TITLE: ELEVATIONS

SHEET NUMBER: A-2
REVISION: 0

August 25, 2009