



# **Alachua County – Growth Management Staff Report**

## **Application Z25-000011**

### **Application Details**

#### **Staff Contact**

Mehdi J. Benkhatar, Planner III

#### **Staff Phone Number**

352-374-5261

#### **Planning Commission Hearing Date**

June 18, 2025

#### **Board of County Commissioners Hearing Date**

August 12, 2025

#### **Requested Action**

A request for a special use permit for a 199' Tier 3 Personal Wireless Service Facility (PWSF) on a parcel with Agricultural (A) zoning and with a future land use designation of Rural Cluster.

#### **Property Owner**

James Ira Wilkinson

#### **Property Description**

Address: 12102 SE 8<sup>th</sup> Ave.

Parcel Number: 17818-003-001 (portion)

Section/Township/Range: 03/10/21

Land Use: Rural Cluster

Zoning: A (Agriculture)

Acreage: +/- 0.15ac (tower site), overall parcel is approx. 14 acres

### **Previous Requests**

None.

### **Zoning Violation History**

None.

### **Applicant/Agent**

T-Mobile South, LLC/NexTower, Development Group II, LLC and Holtzman  
Vogal Baran Torchinsky & Josefiak PLLC

### **Project Timeline**

- Submitted: April 28, 2025
- Staff Report Distributed: June 13, 2025
- Planning Commission Hearing: June 18, 2025

### **Staff Recommendation**

Staff recommends that the Board of County Commissioners **approve Z25-000011** with staff's proposed conditions and bases.

### **Planning Commission Recommendation**

At its meeting on 6/18/25 the Planning Commission recommended (5-1) to **approve Z25-000011** with staff's proposed conditions and bases.

*The Planning Commission also made a recommendation for staff to review the possibility of implementing a "structure removal bond" or similar instrument in the Unified Land Development Code to ensure that funds are available to remove abandoned PWSF.*

### **Background**

This application is a request for a special use permit to allow a Tier 3 personal wireless service facility (PWSF) on a 80ft. x 80 ft. portion (0.15 acres) of parcel 17818-003-001 (approx. 14 acres) located in the Windsor Rural Cluster. The applicant is requesting a 199' monopole PWSF (194' tower plus 5' for lightning rod/FAA lighting).

The tower has been proposed to reduce the cell service coverage gap in this part of the county.

The site is the Windsor Rural Cluster, located in the eastern part of Alachua County. The nearest residences are about  $\frac{1}{4}$  of a mile from the site to the east.



*Figure 1: Aerial image of site*

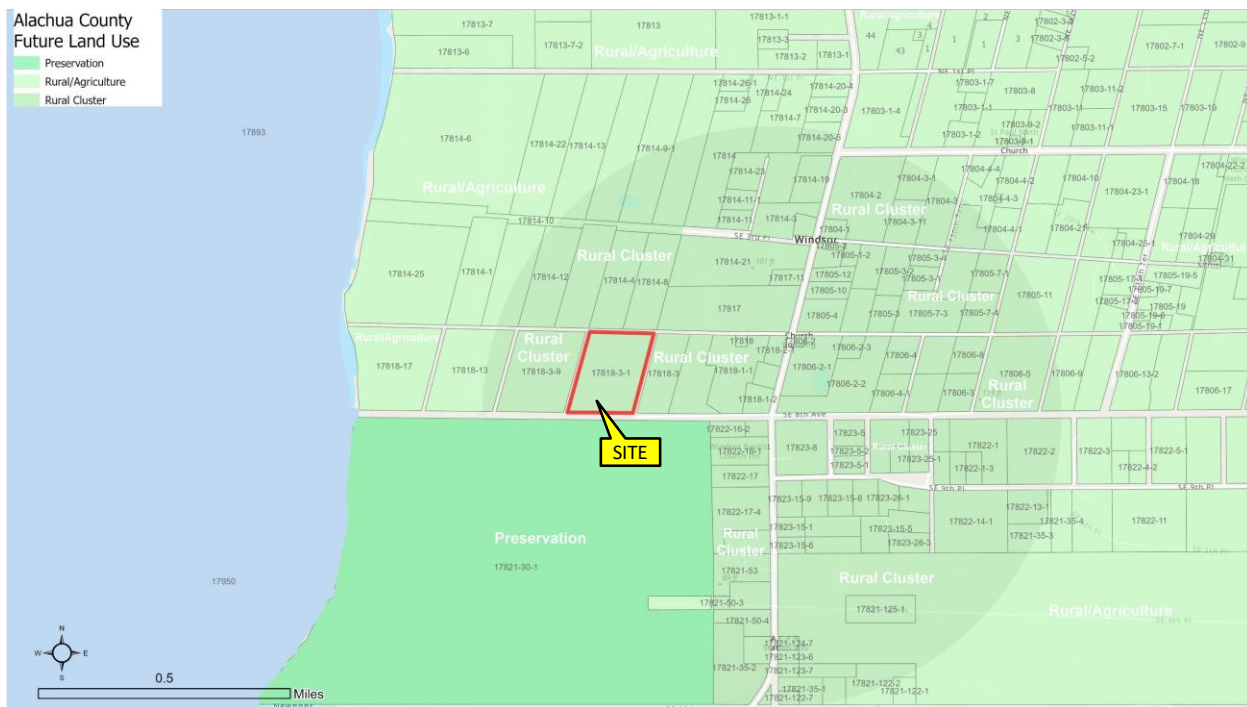


Figure 2: Land use map

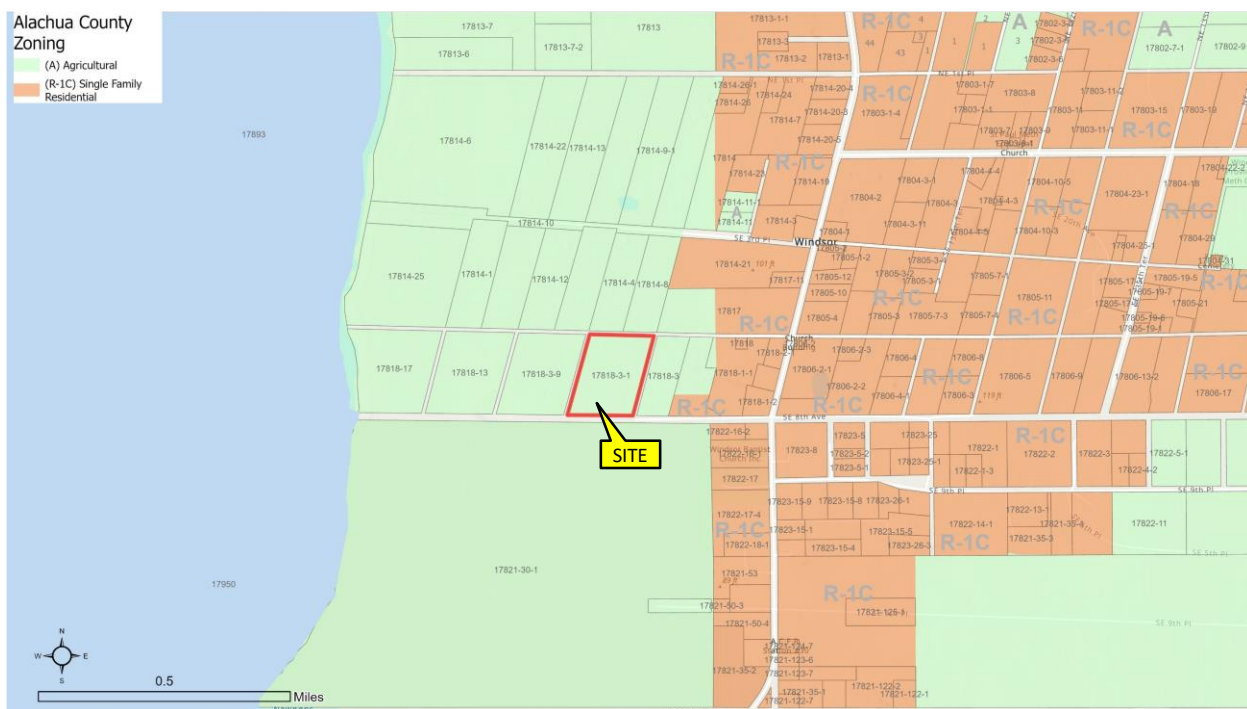


Figure 3: Zoning Map

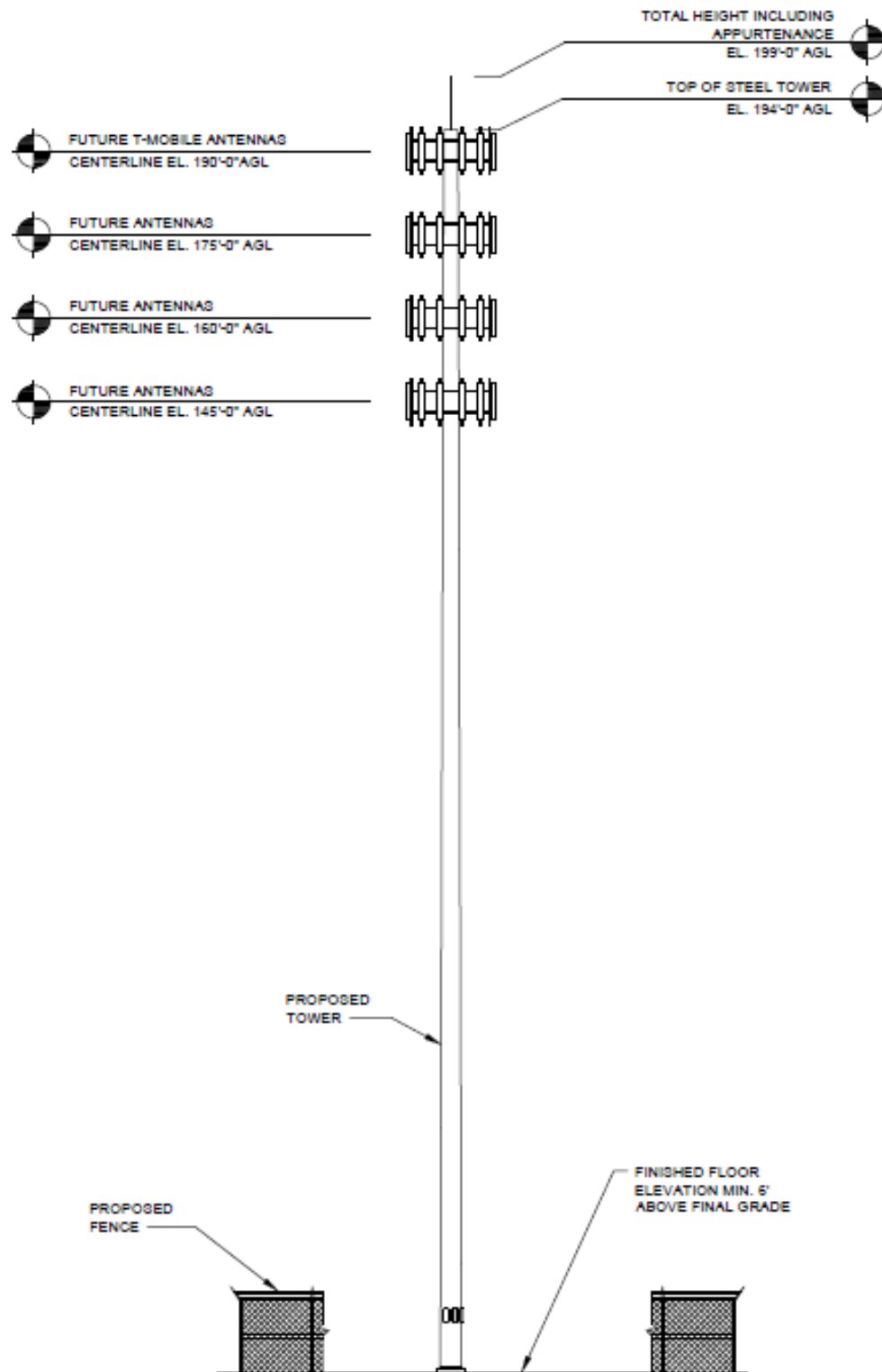


Figure 4: Proposed Elevation of 199' Monopole PWSF



## Site description

The 80' x 80' site is located on an undeveloped parcel within the Windsor Rural Cluster. The Windsor Rural Cluster is comprised of smaller sized rural lots (under 3 acres) that have a higher density than would normally be found within the rural part of the county.

The site is along the southwestern portion of the parcel, with proposed ingress/egress from SE 8<sup>th</sup> Ave., a county-maintained road. However, county maintenance of SE 8<sup>th</sup> Ave. ends at the southeast corner of the parcel, short of the proposed access easement for the PWSF. County right-of-way continues from this point westward up to Newnans Lake.

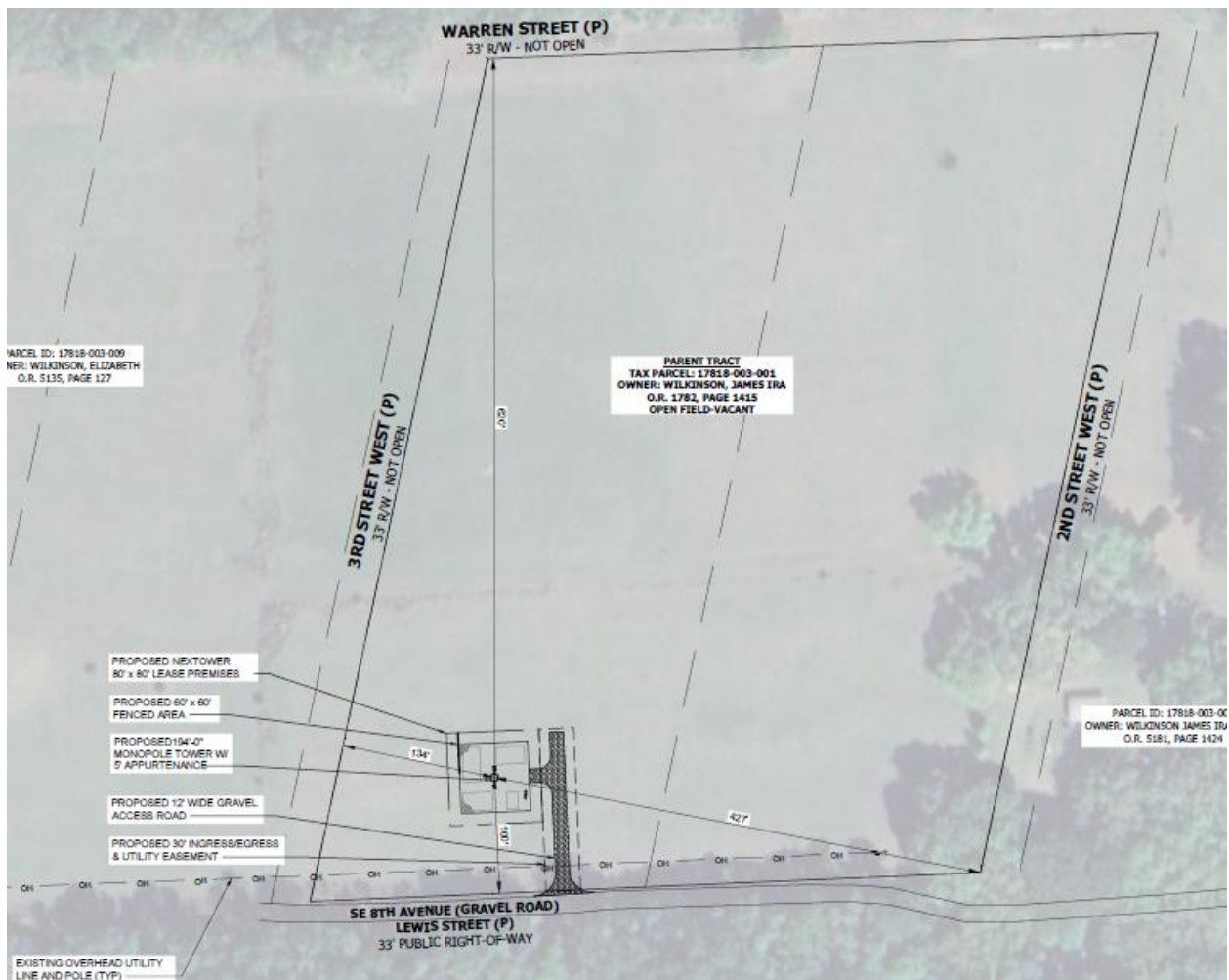


Figure 5: Location of tower site on parcel

To the north and east of the site are residential parcels within the Windsor Rural Cluster with Agriculture zoning along the north and R-1c residential zoning along the east. To the southeast is the historic Windsor Baptist Church. To the south is a large (404 acre) parcel with Preservation land use and Agriculture zoning, owned by the St. Johns River Water Management District. To the west of the site is a 10-acre parcel, still within the rural cluster, with a mobile home residence. Further west are large (10+ acre parcels) outside of the rural cluster, with Agriculture zoning and Rural/Agriculture (1 dwelling unit/5 acres) future land use. Beyond these parcels lies Newnans Lake.

## **Consistency with Comprehensive Plan**

### **Levels of Service**

The Alachua County Comprehensive Plan Capital Improvement Element requires that the public facilities and services needed to support development be available concurrent with the impacts of development and that issuance of a Certificate of Level of Service Compliance (CLSC) be a condition of all final development orders. 'Concurrent' shall mean that all adopted levels of service (LOS) standards shall be maintained or achieved within a specified timeframe. Per **Policy 1.2.4 of the Capital Improvements Element** of the Alachua County Comprehensive Plan, LOS standards have been adopted for various types of public facilities.

### **Traffic**

This special use permit will not result in any additional impacts to the transportation network. The facility will be unmanned and only have periodic maintenance visits.

### **Water and Sewer**

**Policy 1.2.4 (e) of the Capital Improvements Element** describes the minimum Level of Service standards for potable water and sewer. These are summarized in the following table:

	<b>Peak Residential &amp; Non Residential</b>	<b>Pressure</b>	<b>Storage Capacity</b>
<b>Potable Water</b>	200 gallons/day/du	40 p.s.i.	½ peak day volume
<b>Sanitary Sewer</b>	106 gallons/day/du	N/A	N/A

The site is located outside of the Urban Cluster and will not require the installation of a well or septic tank. There will be no impact to water and sewer levels of service resulting from this request.

### ***Drainage***

**Policy 1.2.4 of the Capital Improvements Element** states that the minimum drainage LOS standard for non-residential development requires a floor elevation of one (1) foot above the 100-year/critical duration storm elevation or flood resistant construction. This proposed development will not cause the adopted LOS standards to be exceeded.

### ***Emergency Services***

**Policy 1.2.5 (a) of the Capital Improvements Element** guidelines states that the LOS standard for fire services in the area outside the urban cluster is as follows:

- Initial unit response within 12 minutes for 80% of all responses within 12 months.
- Fire protection service level of ISO (Insurance Service Office) Class Protection 10 or better.
- Development shall provide adequate water supply for fire suppression and protection and fire service compliant fire connections.

All development will be required to meet these standards.



### ***Solid Waste***

**Policy 1.2.4 (c) of the Capital Improvements Element** states that the minimum level of service standard for solid waste disposal used for determining the availability of disposal capacity to accommodate demand generated by existing and new development, at a minimum, shall be 0.8 tons per person per year. LOS standards for solid waste will not be exceeded by this request.

### ***Schools***

The proposed special use permit does not authorize additional residential units and will not have an impact on the school system.

### ***Recreation***

The proposed special use permit does not authorize additional residential units and will not have an impact on the recreation system.

## **Institutional Policies related to the Request**

**Objective 5.1, Section 5.0 Institutional Policies**, states that in order to promote accessibility to certain institutional uses and provide opportunities for complementary activities that could be achieved through location of such uses in close proximity to other uses, certain institutional uses are allowed in other land use categories designated on the future land use map. This shall be implemented through land development regulations.

**Policy 5.1.1** *Potential locations for major future institutional uses are identified on the Future Land Use Map. **Institutional uses may be allowed in other land use categories** designated on the Future Land Use Map, and implemented in accordance with the guidance and policies within this Section 5.0, and within the Comprehensive Plan as a whole.*

The proposed tower is located on a parcel with the Rural Cluster land use designation. This is consistent with Policy 5.1.1 which states that institutional uses may be allowed in other land use categories.

**Policy 5.2.1** lists the following criteria to consider when determining the appropriateness of potential institutional locations:

- a. Optimum service area.*
- b. Optimum operating size.*
- c. Access to clientele.*
- d. Compatibility of the scale and intensity of the use in relationship to surrounding uses, taking into account impacts such as, noise, lighting, visual effect, traffic generation, odors.*
- e. Nature of service provision.*
- f. Needs of the clientele.*
- g. Availability and adequacy of public infrastructure to serve the particular use.*
- h. Preservation and strengthening of community and neighborhood character through design.*
- i. Consistency with the goals, objectives, and policies of the Conservation and OpenSpace Element.*

As an institutional use, the seven factors noted above must be evaluated when determining the appropriateness of the proposed PWSF. These same factors also correspond with requirements detailed in the Land Development Regulations for PWSFs.

**a. Optimum Service Area.**

As indicated in the background materials from the applicant (see image below) and corroborated by an independent RF consultant retained by staff (see attached RF consultant report) there are no PWSF within a 2 mile radius from this site in the Windsor rural cluster.

The applicant's intent and expectation is to improve cell coverage for this area of Alachua County. The RF consultant retained by staff has

concluded that the proposed tower height and location is necessary to serve the intended service area.

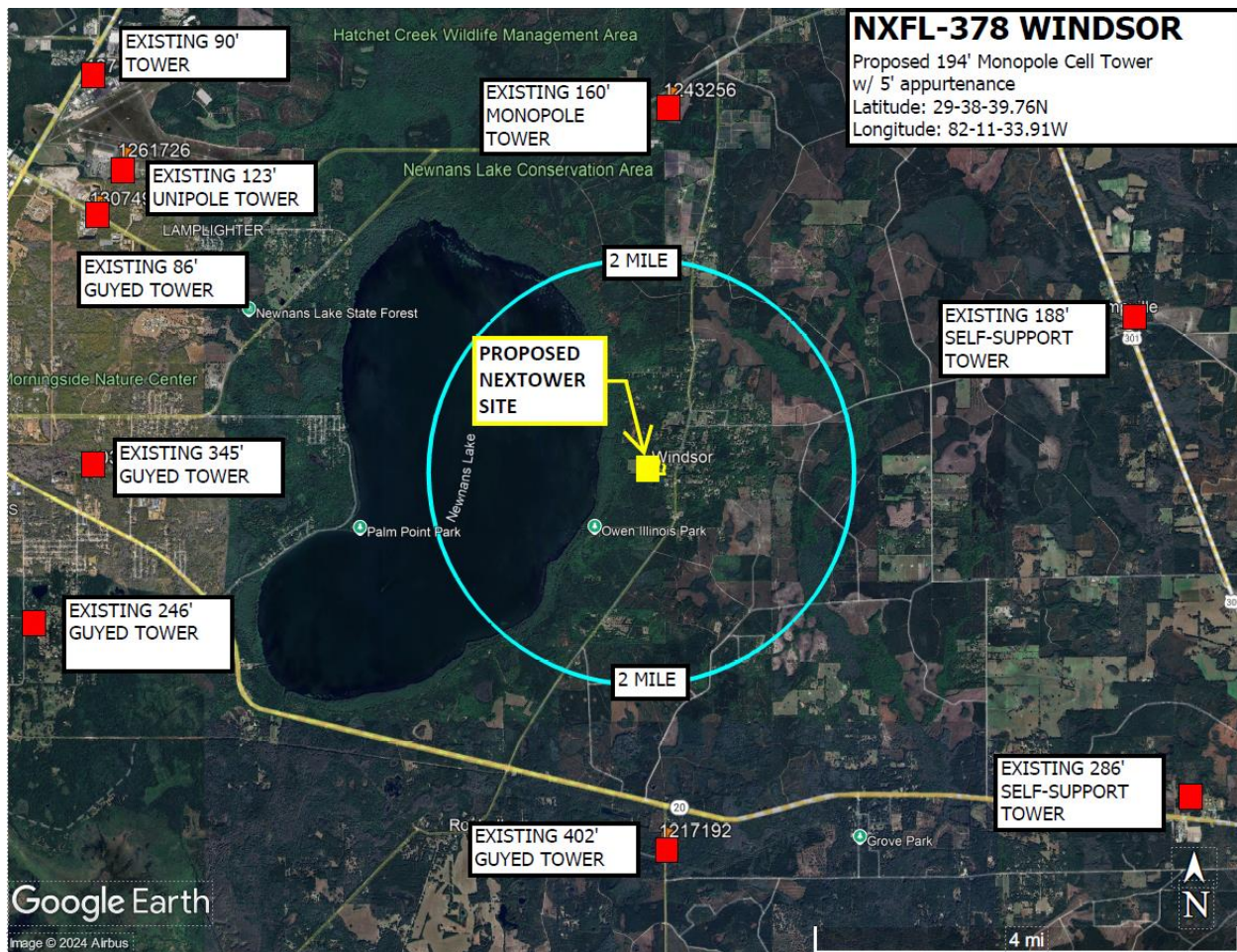
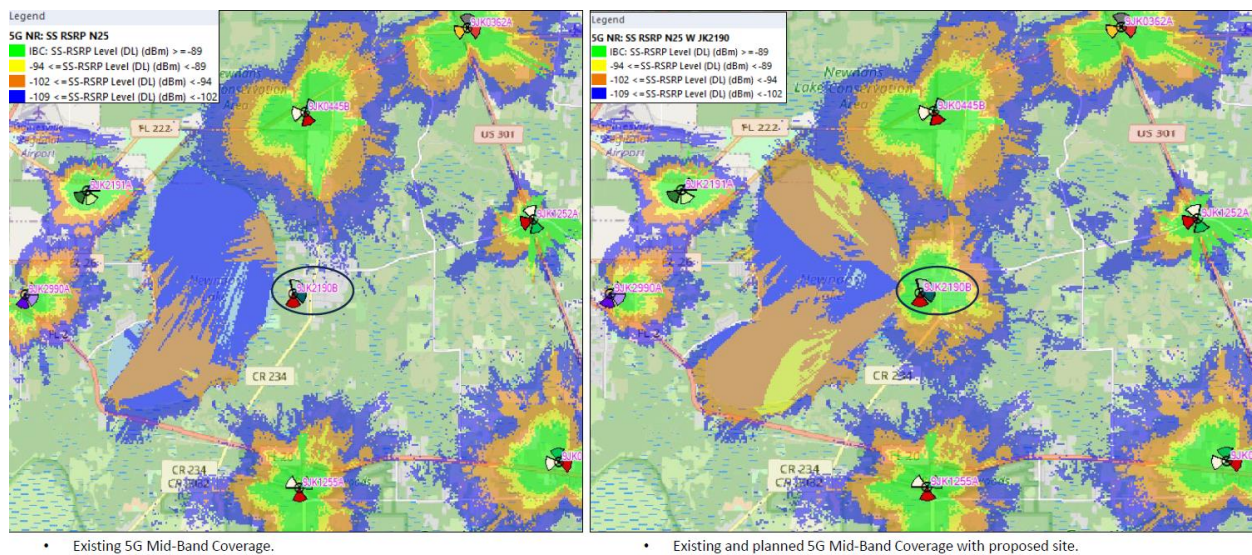


Figure 6: Proposed PWSF in relation to existing towers



*Figure 7: Current and Future Cell Coverage (5G Mid-Band) for T-Mobile based on proposed tower height*

**b. Optimum Operating Size.**

The applicant has submitted data as required by the PWSF ordinance which analyzes the necessary height (which is related to the optimum service area) of the proposed antenna. The data has been analyzed by an RF consultant retained by Alachua County and has been demonstrated to show that the proposed height is justified in order to provide the service coverage desired (letter from Mr. Christopher J. Monzingo, P.E., PMP, consultant engineer, attached).

- c. **Access to clientele.** Providing service through the proposed structure will give the clientele improved access to their cellular phones in this area.
- d. **Compatibility With Surrounding Uses.** The site is located in a rural part of the county (Windsor rural cluster) with large (5+ acre) parcels interspersed with single-family residential uses/vacant to the north and west and smaller parcels to the east, nearer the center of the rural cluster, along County Road 234. The nearest off-site residence is over ¼ mile distant from the proposed location of the PWSF.



Photo simulations indicate that the proposed PWSF will have minimal visual impact from different vantage points in the Windsor rural cluster (see Figures 8 through 10 below).



**Existing view of Tower from 3269'  
looking SW. Proposed tower not visible.**

*Figure 8: Photosim from view point "B" (near Bluefield Estate Winery)*



*Figure 9: Photosim from view point "C" (near Windsor Baptist Church)*





*Figure 10: Photosim from view point "D" (near Windsor Fire Dept.)*



*Figure 11: Photosim from view point "G" (on same parcel as the site)*

- e. **Nature of Service Provision.** The applicant has submitted information indicating their need and desire to locate at this site. The applicant intends to provide service to this area of the County (Windsor rural

cluster) that has an extensive cell reception coverage gap by constructing the 199 foot structure.

- f. **Needs of the Clientele.** The proposed facility should serve a demonstrated need of the clientele. The application states that the new site would provide coverage where none currently exists and thus facilitate better quality service to present and future customers. The RF consultant retained by staff provided statements that corroborated this need.
- g. **Availability and adequacy of infrastructure to serve the particular use.** The requested use has very little impact on existing infrastructure. The infrastructure to support the proposed use is adequate and in place as demonstrated by the Level of Service analysis.
- h. **Preservation and strengthening of community and neighborhood character through design.**

The proposed tower is the minimum height necessary to provide the applicant carrier's service to eliminate the cell coverage gap in this area of the county. An independent radio frequency (RF) consultant retained by Alachua County has corroborated this in their analysis. The proposed design is a monopole tower that does not require the use of guy wires, nor to be lit. It is located in an area that has minimal adverse visual impact to surrounding properties. The nearest off-site residence is over ¼ mile away. The location and design serve to preserve the rural community character.

- i. **Consistency with the goals, objectives, and policies of the Conservation and Open Space Element.**

The tower, as conditioned, will be consistent with the goals, objectives, and policies of the Conservation and Open Space Elements. The proposed PWSF will not be located in environmentally sensitive or passive recreation areas of the County.

## **5.5 PUBLIC UTILITY, COMMUNICATION, OR INFRASTRUCTURE SERVICES**

*Infrastructure and utility structures, such as communication towers, personal wireless service facilities, radio and television antennas, water and sewer, and energy generation and distribution facilities shall be designed and located to eliminate or minimize adverse visual impacts on the landscape.*

**Consistency:** This policy requires designing and locating personal wireless service facilities, among other institutional uses, to eliminate or minimize adverse visual impacts. This tower is proposed to be constructed as a monopole without the use of lights or guy wires, reducing its silhouette and visual impact. It is located over ¼ mile from the nearest off-site residence and existing vegetation aids to obscure the site. As demonstrated with the photo simulations, the tower is not likely to be seen from most vantages along County Road 234 or surrounding residential areas.

## **5.8 PERSONAL WIRELESS SERVICE FACILITIES**

**Policy 5.8.1** *The County shall facilitate the deployment of personal wireless services and facilities (PWSFs) in a manner that balances needs for economic development, environmental protection, and minimization of adverse visual impacts in Alachua County. PWSFs should:*

*a. use existing structures not originally built as antenna mounts, including, but not limited to rooftops, utility poles, and church steeples.*

**Consistency:** The applicant states that no existing structures in the area would work for their service needs; therefore the applicant is building a new structure. Existing towers in this part of Alachua County are greater than 2 miles away from the Windsor rural cluster. Review from the RF consultant has verified that the height is needed to close the existing coverage gap.

*b. use the least obtrusive mount for deploying service, including minimizing the height and silhouette to have the minimum visual impact possible;*

**Consistency:** The proposed design is intended to be as short as possible for the coverage desired. The RF review concludes that the requested tower height of 199 ft. feet meets the technical requirements of the Code. The applicant has proposed a monopole design to minimize visual impact.

*c. be located, sited, and designed in a way that minimizes the adverse visual impact on the community.*

**Consistency:** Staff's proposed conditions minimize the adverse visual impact.

*d. be located in such a way as to avoid impacting view corridors, vistas, and viewsheds.*

**Consistency:** The tower will not be impacting view corridors, vistas, or viewsheds.

*e. if ground-mounted, not be located in environmentally sensitive areas or passive recreation areas within Alachua County parks.*

**Consistency:** The proposed PWSF will not be located in environmentally sensitive or passive recreation areas of the County.

*f. not be placed or constructed on a historic structure, landmark or site that is eligible for listing in the National Register of Historic Places or is deemed of historic value by the State of Florida or Alachua County.*

**Consistency:** The tower will not be placed on a historic structure, landmark or site that is eligible for listing in the National Register of Historic Places or deemed of historic value by the State of Florida or Alachua County.

*g. not be located in conservation areas.*

**Consistency:** The proposed PWSF will not be located in a conservation area.

*h. not be located where the potential for bird kills is shown to exist.*

**Consistency:** The proposed PWSF will not be located in an area where the potential for bird kills is shown to exist.

## **Policy 7.1.2 of the Future Land Use Element**

**Policy 7.1.2 of the Future Land Use Element** states that:

*Proposed changes in the zoning map shall consider:*

- a. consistency with the goals, objectives, policies and adopted maps of the Comprehensive Plan*

**The proposed special use permit is consistent with the goals, objectives, policies and adopted maps of the Comprehensive Plan. The site has a future land use designation of Rural Cluster and is in the Agriculture zoning district. Institutional uses may be allowed in other land use categories, pursuant to Policy 5.1.1. of the Future Land Use Element.**

- b. the availability and capacity of public facilities required to serve the development. When considering a rezoning, this includes availability and capacity of existing public facilities and timing of future facilities based on capital plans. Specific determinations for any exceptions to the requirement to connect to a centralized potable water and sanitary sewer system will be made at the stage of development plan review, as detailed in Policy 2.1 of the Potable Water and Sanitary Sewer Element.*

**The site is located outside of the Urban Cluster and is not required to be served by a centralized potable water and sanitary sewer system.**



**This special use permit is not expected to result in any additional impacts to the transportation network.**

- c. the relationship of the proposed development to existing development in the vicinity and considerations relating to environmental justice and redevelopment opportunities.*

**Existing development in the vicinity of the site consists mostly of single-family residences on large (5+ acre) lots. The nearest residence is approximately ¼ mile distant from the site. Staff has not identified any environmental justice or redevelopment issues that would result from the approval of this application.**

- d. those factors identified by law, including that as a general matter an applicant is not entitled to a particular density or intensity within the range of densities and intensities permitted by the Comprehensive Plan, given due consideration of legitimate public purposes relating to health, safety, and welfare.*

**This special use permit request for a Tier 3 PWSF will not alter the allowable density or intensity range of the site. Staff has not identified any adverse impacts to public health, safety or welfare that would result from the approval of this request.**

# Unified Land Development Code (ULDC) Consistency

## **Sec. 402.124. – Criteria for approval of special use permit applications.**

The Board of County Commissioners shall, as part of a decision to approve an application for a special use permit, make a finding that an application complies with both the general criteria and the review factors listed below:

(a)The proposed use is consistent with the comprehensive plan and ULDC;

**The proposed use of a personal wireless service facility (PWSF) is consistent with the Institutional (public utility, communication or infrastructure services) policies of the Comprehensive Plan and PWSF standards of the ULDC. The proposed tower has been located and designed to minimize adverse visual impacts on the landscape.**

(b)The proposed use is compatible with the existing land use pattern and future uses designated by the comprehensive plan;

**The existing land use pattern of the site and surrounding area is marked by large (5+ acre) parcels to the north, west and south of the site and relatively smaller parcels that make up the Windsor rural cluster to the east. A large parcel owned by the St. Johns Water Management District is to the south of the site and is designated as Preservation. Many of the surrounding parcels are vacant residential. Those parcels that do have single-family residences are heavily wooded, so the PWSF site is not visible.**

**Institutional uses such as PWSF are allowed in all land use categories through the special use permit process. As conditioned by staff, the proposed use is compatible with the existing land use pattern and future land uses of the Rural Cluster land use category.**

(c)The proposed use shall not adversely affect the health, safety, and welfare of the public; and

**Staff has not identified any adverse effects to the health, safety or welfare of the public that would result from the approval of this application.**

(d)Satisfactory provisions and arrangements have been made concerning the following matters, where applicable:

(1)Ingress and egress to the property and proposed structures thereon with particular reference to automotive, bicycle, and pedestrian safety and convenience, traffic flow and control and access in case of fire or catastrophe;

**The ingress and egress to the site is from a 30' wide easement road off of SE 8<sup>th</sup> Ave. The site will not generate any traffic as the tower does not have a permanent staff presence but only periodic maintenance checks.**

(2)Off-street parking and loading areas where required, with particular attention to item (1) above;

**The tower will be unmanned. No parking or loading areas will be required.**

(3)The noise, glare or odor effects of the special use permit on surrounding properties;

**The tower will not generate any noise, glare or odor effects.**

(4)Refuse and service areas, with particular reference to location, screening and items (1) and (2) above;

**No refuse or service areas will be associated with the PWSF.**

(5)Utilities, with reference to location and availability;

**The PWSF will connect to the existing electric utility line on SE 8<sup>th</sup> Ave.**

(6) Screening and buffering with reference to type, dimensions and character;

**Existing vegetation will serve as buffering to the greatest extent possible. The PWSF will be required to be consistent with the landscaping standards as found in Sec. 404.54(d)(5) of the ULDC.**

(7) Signs, if any, and proposed exterior lighting with reference to glare, traffic safety and compatibility with surrounding properties;

**No signs or exterior lighting are proposed.**

(8) Required yards and other open space;

**The proposed PWSF meets the required yard and open space requirements. The nearest the tower compound is to any property line is 100' (southern property line), with other setbacks much more distant.**

(9) General compatibility with surrounding properties; and

**The tower has been conditioned to have minimal impact to surrounding properties.**

(10) Any special requirements set forth in this ULDC for the particular use involved.

**The proposed tower meets the standards of Tier 3 PWSF as identified in Sec. 404.54 of the ULDC.**

#### **Sec. 404.54. – Criteria for approval of special use permit applications**

Tier three PWSF reviews are subject to the following review criteria:

(c) (1) *Location.*

a. The proposed PWSF shall be located in an area where the adverse visual impact on the community is minimized, as demonstrated by the visual impact analysis report described in [section 404.56\(c\)](#).

**As demonstrated in the applicant's visual impact analysis report the proposed tower is located in an area where adverse visual impact to the community is minimized. The proposed location of the tower is set back approximately 100 feet from the nearest property line of parcel 17818-003-001.**

b. The location of a proposed PWSF shall minimize environmental impacts. Ground-mounted PWSFs should not be located in preservation areas, conservation areas, or passive recreation areas of county parks as defined by this ULDC and the comprehensive plan.

**The proposed PWSF is not located in a preservation, conservation or passive recreation area of a county park.**

c. PWSFs greater than 200 feet in height should not be located in areas where the increased potential for bird kills is shown to exist.

**The proposed PWSF is less than 200 feet in height.**

d. Lighted towers using guy-wires are prohibited in conservation areas as defined by this ULDC and the Comprehensive Plan.

**The proposed PWSF will not be lit, will not use guy-wires and is not in a conservation area.**

e. Proposed PWSFS should not be visible from any designated scenic road or corridor or roads designated Old Florida Heritage Highway.

**The proposed PWSF is not visible from any designated scenic road or corridor or road designated as Old Florida Heritage Highway.**

(2) *Design.* All PWSFs should be designed in such a way to minimize the adverse visual impact on the community. This may include reducing the height and silhouette in order to create the least adverse visual impact. The minimum height necessary to provide the applicant carrier's designed service

to the area should be utilized, as verified by an independent radio frequency (RF) analysis. In general, a monopole tower or concealed tower is considered to have less visual impact than alternative tower designs.

**Alachua County has retained an independent radio frequency (RF) engineer as required by the ULDC for Tier 3 PWSF. The consulting engineer has stated that the proposed height is the minimum necessary to provide the applicant carrier's designed service area. The proposed PWSF will use a monopole design to minimize the silhouette and adverse visual impact.**

*(d)Development standards for tier two and tier three.* All applications for tier two or tier three review shall comply with the following standards:

*(1)Setbacks and separation.* All new towers and accessory structures shall comply with standard zoning district setbacks for a primary structure or other setbacks described in this Article, whichever is greater. All non-concealed PWSFs shall be located behind the principal building line. If the PWSF is mounted on a building, it shall not be visible from the front of the building at the pedestrian level.

**The proposed ground mounted PWSF is on an undeveloped parcel and complies with the setbacks of the Agriculture zoning district.**

*(2)Security barrier.* All ground mounted equipment for PWSF facilities shall be secured with locked gate and chain-link fence or masonry wall of at least six feet in height from finished grade. The security barrier shall be maintained by the operator of the PWSF or tower for the life of the installation.

**The proposed ground mounted PWSF be secured with a locked gate and chain-link fence at least six feet in height from finished grade.**

*(3)Airport impacts.* All PWSFs must comply with Alachua County Airport Impact Regulations found in article VII of [chapter 405](#).



**The proposed PWSF complies with the Alachua County Airport Impact Regulations.**

(4)*Signs.* Signs for site identification and contact information are required. In addition, for public safety purposes, each PWSF shall have a weather-proof plaque mounted at eye level at or near the PWSF or structure identifying the carriers and dates of permit approval for all antennas on the structure and the location of the county office where further information can be obtained. Such information for PWSFs mounted on buildings may be maintained by the building superintendent or similar agent provided such information is readily accessible on reasonable demand during normal business hours. Any signs required by the FCC or FAA are also allowed. No other signage shall be permitted on any PWSF.

**The proposed PWSF complies with these signage requirements.**

(5)*Landscape buffers.* Existing natural vegetation shall be undisturbed to the greatest extent practicable and may be counted toward the buffer requirement. Landscaping materials shall consist of xeric or drought-resistant native species and shall be maintained by the operator of the PWSF for the life of the installation.

a. Landscape buffers shall be required around any ground-mounted security barrier. Landscape buffers, located outside and within ten feet of the fence, shall include one non-deciduous tree for every 20 linear feet of fence and a continuous row of shrubs spaced not more than three feet apart. The trees shall be at least ten feet in height and the shrubs shall be at least two feet in height at time of planting.

b. Ground-mounted accessory equipment for PWSFs mounted on structures not originally intended as PWSF mounts shall be concealed from view within existing structures or shall be limited to 12 feet in height and shall be buffered by a continuous row of shrubs spaced not more than three feet apart.

c. The DRC may waive the landscaping requirement if the applicant can demonstrate that the site will not be visible from adjacent lots or rights-of-way.

d. For tier three applications, natural vegetative buffers on the perimeter of the property may be required to be retained to reduce the adverse visual impact of the facility on surrounding residences.

**The proposed PWSF will comply with these landscaping requirements.**

(6)*Access.* A 12-foot wide stabilized access driveway and turn-around area are acceptable unless staff determines, based on public safety concerns, that circumstances require paved access.

**The proposed PWSF has a 12-foot wide stabilized access driveway and turn-around area within a 30-foot access easement.**

(7)*Occupancy.* Communication towers and accessory structures shall be unoccupied.

**The proposed PWSF will be unoccupied.**

(8)*Modifications.* All modifications that, when viewed from ground level from surrounding properties, appear to be of a different size, type or appearance than what currently exists on or associated with the PWSF, as determined by the director, must comply with the design standards of this article. For the purposes of this subsection, a co-location shall not be considered a modification. All modifications must comply with any conditions or provisions of an existing permit, including special use permits, for the property or structure.

**No PWSF currently exists on site. Any future modifications will comply with this section.**

## **Staff Recommendation**

Staff recommends that the Board of County Commissioners **approve Z25-000011** with staff's proposed conditions and bases.

## **Conditions**

1. This Special Use Permit is issued to allow construction and operation of a personal wireless service facility (PWSF) up to 199 feet in height within a portion of parcel number 17818-003-001 (as described in the attached legal description) on approximately 0.15 acres at 12102 SE 8<sup>th</sup> Ave. The limit on 199 feet shall not preclude any height modifications that are not deemed to be a "substantial change" as interpreted by the Federal Communications Commission (FCC).
2. The PWSF shall have a monopole design.
3. Landscaping buffering of the site shall meet the requirements of Sec. 404.54(d)(5) of the ULDC.
4. The applicant shall restore SE 8th Avenue to pre-construction conditions.
5. The applicant shall comply with all federal, state, and local laws, rules, regulations, and ordinances, including Chapter 404, Article 12 of the Alachua County Unified Land Development Regulations, now and hereafter in force, which may be applicable to the use of the site. Any violation of the above conditions shall be grounds for suspension or revocation of this Special Use Permit by the Alachua County Board of County Commissioners.
6. The owner or operator of this tower shall provide for and conduct an inspection of the tower at least once every five (5) years. A statement shall be provided to the Alachua County Office of Code Administration verifying structural integrity and tenants on the tower.

7. In the event that this PWSF is not operated for a continuous period of eighteen (18) months it shall be considered abandoned, and the owner shall remove it within ninety (90) days of notice to the Alachua County Office of Code Administration that the PWSF is abandoned. If such PWSF is not removed within said ninety (90) days, the County may have the PWSF removed at the PWSF owner's expense.

## **Bases**

1. **Policy 5.2.1 of the Future Land Use Element** lists criteria that shall be used to determine the appropriateness of potential locations for institutional uses including compatibility of the scale and intensity of the use in relationship to surrounding uses, taking into account impacts such as, noise, lighting, visual effect, traffic generation, and odors. The Personal Wireless Service Facility (PWSF) ordinance implementing the Comprehensive Plan requires that the applicant submit information on proposed or built adjacent cell sites in order to analyze the necessary height of the proposed antenna. This information has been submitted and analyzed. The RF review shows that the proposed height of the PSWF is justified and will give the carrier (T-Mobile) the ability to greatly reduce the service coverage gap in this area of the county. The height of the PSWF at 199 total feet will not be required to be lit. There will be no noise, traffic or odors generated from this site.
2. **Objective 5.5 of the Future Land Use Element** requires designing and locating personal wireless service facilities, among other institutional uses, to eliminate or minimize adverse visual impacts. This tower is proposed to be located in a rural setting with existing vegetation obscuring the tower (as seen in the photo simulations provided with the application). The tower has been designed and located to minimize adverse visual impacts (monopole design; no requirement for lighting

or guy wires) and greatly reduce the service coverage gap that exists in this area of the county.

3. **Policy 5.8.1 of the Future Land Use Element** states that “the County shall facilitate the deployment of personal wireless services and facilities (PWSFs) in a manner that balances needs for economic development, environmental protection, and minimization of adverse visual impacts in Alachua County. PWSFs should: ...use the least obtrusive mount for deploying service, including minimizing the height and silhouette to have the minimum visual impact possible.” The proposed tower height of 199’ uses a monopole design which is recognized in the Unified Land Development Code as a preferred design. The deployment of this tower balances the needs for economic development, environmental protection and minimization of adverse visual impacts in Alachua County. The tower site is not located in any environmentally sensitive areas. The RF review concludes that the requested height of 199 feet is justified to give the applicant the stated need in coverage.
4. **Policy 7.1.2 of the Future Land Use Element** states that proposed changes to the zoning map shall consider consistency with the Comprehensive Plan, availability and capacity of public facilities, the relationship of the proposed development to existing development in the vicinity and environmental justice issues. There are adequate public facilities to serve the proposed PWSF. There are no environmental justice issues associated with this special use permit request. The Comprehensive Plan requires designing and locating personal wireless service facilities in the least visually intrusive manner and to minimize or eliminate adverse visual impact. The applicant has justified the proposed height of the tower with their RF information according to the County’s independent RF consultant’s review.
5. **Policies 1.2.4 and 1.2.5 of the Capital Improvements Element** require public facilities to be available concurrent with new development. There are adequate public facilities to serve the proposed

PWSF. The proposed tower is expected to have only a couple of trips a month for maintenance, which is considered to be a *de minimus* traffic impact (fewer than 10 average annual daily trips). The cell tower has no impact on schools, water and sewer, and will not cause the LOS for Emergency Services to be exceeded.

6. **Section 404.54 (c) of the Unified Land Development Code** states that “proposed PWSFs shall be located in an area where the adverse visual impact on the community is minimized, as demonstrated by the Visual Impact Analysis Report described in §404.57(c).” The applicant’s Visual Impact Analysis and photo simulations demonstrate that the tower will not be visible from most of the surrounding areas. The site is obscured by existing vegetation and set back from the nearest road by 100 feet. The nearest residential structure is located over ¼ mile distant from the proposed tower location. The tower and equipment compound will not be easily visible from County Rd. 234, the main road passing through the Windsor rural cluster. In addition, the applicant has submitted RF information that demonstrates that this height is necessary for service. This request is consistent with Section 404.54(c).

7. **Section 404.54(c) of the Unified Land Development Code (ULDC)** states that “all PWSFs should be designed in such a way to minimize the adverse visual impact on the community. This may include reducing the height and silhouette in order to create the least adverse visual impact. The minimum height necessary to provide the applicant carrier’s designed service to the area should be utilized, as verified by an independent radio frequency (RF) analysis. In general, a monopole tower or concealed tower is considered to have less visual impact than alternative tower designs.” The applicant has proposed monopole design that the ULDC recognizes as having less of a visual impact. The photo simulations demonstrate that the tower will not be visible from most views in the photo simulations. The RF review has confirmed that the requested tower height of 199 feet is justified.



**8. Section 402.124 of the ULDC** describes the criteria for review of special use permits. The Board of County Commissioners shall, as part of a decision to approve an application for a special use permit, make a finding that the proposed use is consistent with the Comprehensive Plan and Unified Land Development Code (ULDC) and is compatible with the existing and future land use pattern, and that the use will not adversely affect the health, safety, and welfare of the public. As shown in the above bases, the application is consistent with both the Comprehensive Plan and the ULDC. The tower, with staff's proposed conditions, is compatible with the surrounding land uses and the use will not adversely affect the health, safety, or welfare of the public.

## **Staff and Agency Comments**

### **Department of Environmental Protection:**

#### **Department of Public Works**

SE 8th Avenue is a County maintained facility. The County will monitor the condition of SE 8th Avenue and the connection of SE 8th Avenue to CR234 prior and after construction of tower facility. The applicant will need to restore SE 8th Avenue to pre-construction conditions.

#### **Transportation**

No comment.



May 9, 2025

**OMNICOM CONSULTING GROUP, INC.**

**TECHNICAL REVIEW REPORT**

**Personal Wireless Service Facility (PWSF)**

**Z25-000011**

for

**ALACHUA COUNTY**

for

**NexTower Development Group II,**

**LLC 199' MONOPOLE TOWER**

This report is in response to the Alachua County request to perform Consulting Services related to the NexTower Development Group II, LLC (NexTower) application to construct a 199' monopole tower located South East 8<sup>th</sup> Avenue, Gainesville Florida on a 13.9-acre parcel 17818-003-001. NexTower will build and own this tower while T-Mobile will be the anchor tenant. Omnicom Consulting Group, Inc. (OCG) has been contracted to review, analyze and evaluate the application for compliance with Alachua County's Land Development Code requirements, specifically the section that requires that:

*"All PWSFs should be designed in such a way to minimize the adverse visual impact on the community. This may include reducing the height and silhouette in order to create the least adverse visual impact. The minimum height necessary to provide the applicant carrier's designed service to the area should be utilized, as verified by an independent radio frequency (RF) analysis. In general, a monopole tower or concealed tower is considered to have less visual impact than alternative tower designs."*

**Upon review of the application OCG would recommend approval of the special use application.**

As part of OCG's due diligences a search for existing tower sites, public structures or other appropriate support structures in the immediate area of the proposed tower site was performed. OCG performed this search through the use of the FCC ASR database, Google Earth and other available tower databases. OCG was not able to locate any existing tower structures within 2 miles of the proposed location.



OCG also has reviewed and analyzed the RF Package submitted by T-Mobile as part of the overall NexTower application. The T-Mobile package included information of the existing towers being utilized by the T-Mobile network in the immediate area of the proposed tower. T-Mobile provided coverage maps showing coverage in the area without and with the proposed tower. Based on these coverage maps there is significant area of coverage deficiency in the Windsor area.

OCG is in agreement with the provided T-Mobile coverage maps and that the proposed tower height is the minimum required to gain noticeable improved coverage in the area of need.

Based on OCG's review of the NexTower's application package we would recommend approval of the application.

Submitted by:

A handwritten signature in black ink, appearing to read "Chris Monzingo".

Christopher J. Monzingo, P.E.,  
PMP Vice President

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**omnicom consulting group, inc • 7788 McClure Drive •  
Tallahassee, FL 32312 • tel (850) 212-4475**

ASR Registration Search

## Registration Search Results

### Displayed Results

 = Pending Application(s)

### Specified Search

Latitude='29-38-39.8 N', Longitude='82-11-33.9 W', Radius=3.2 Kilometers

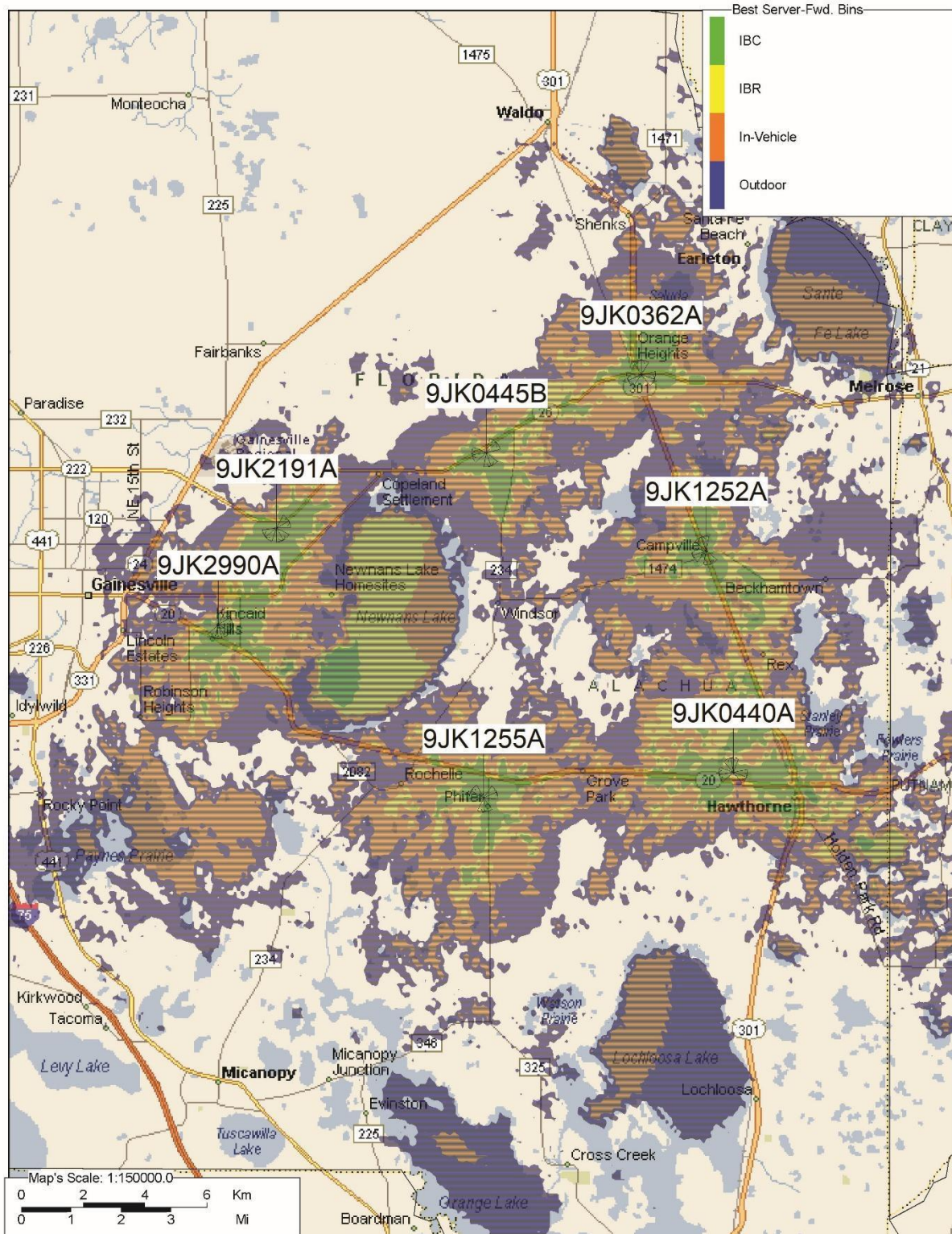
	Registration Number	Status	File Number	Owner Name	Latitude/ Longitude	Structure City/State	Overall Height Above Ground (AGL)
1	1322382	Cancelled	A1257164	Tarpon Towers II, LLC	29-39-30.0N 082-10-40.0W	Gainesville, FL	61.0

## ASR Search Results



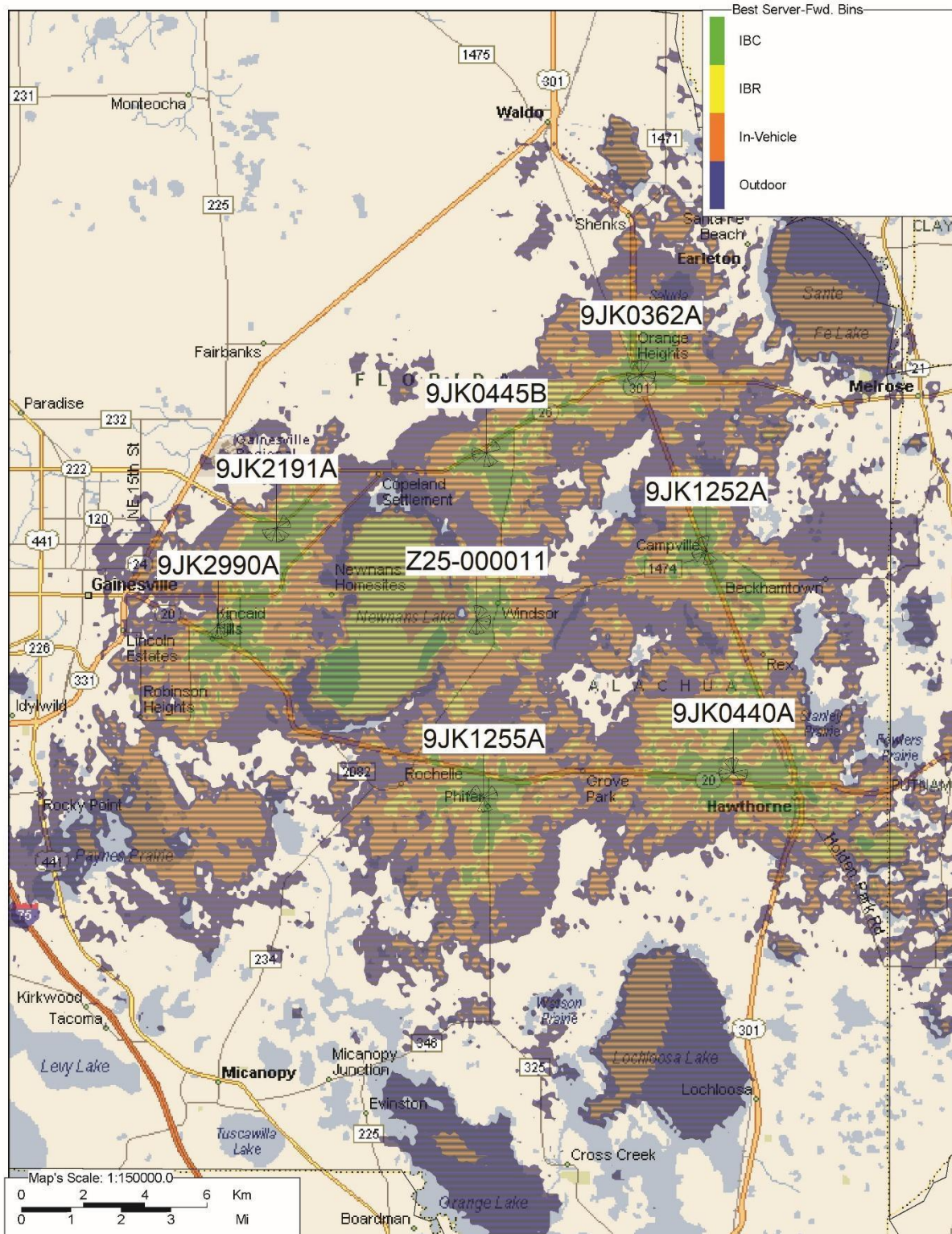
## Tower Search Area





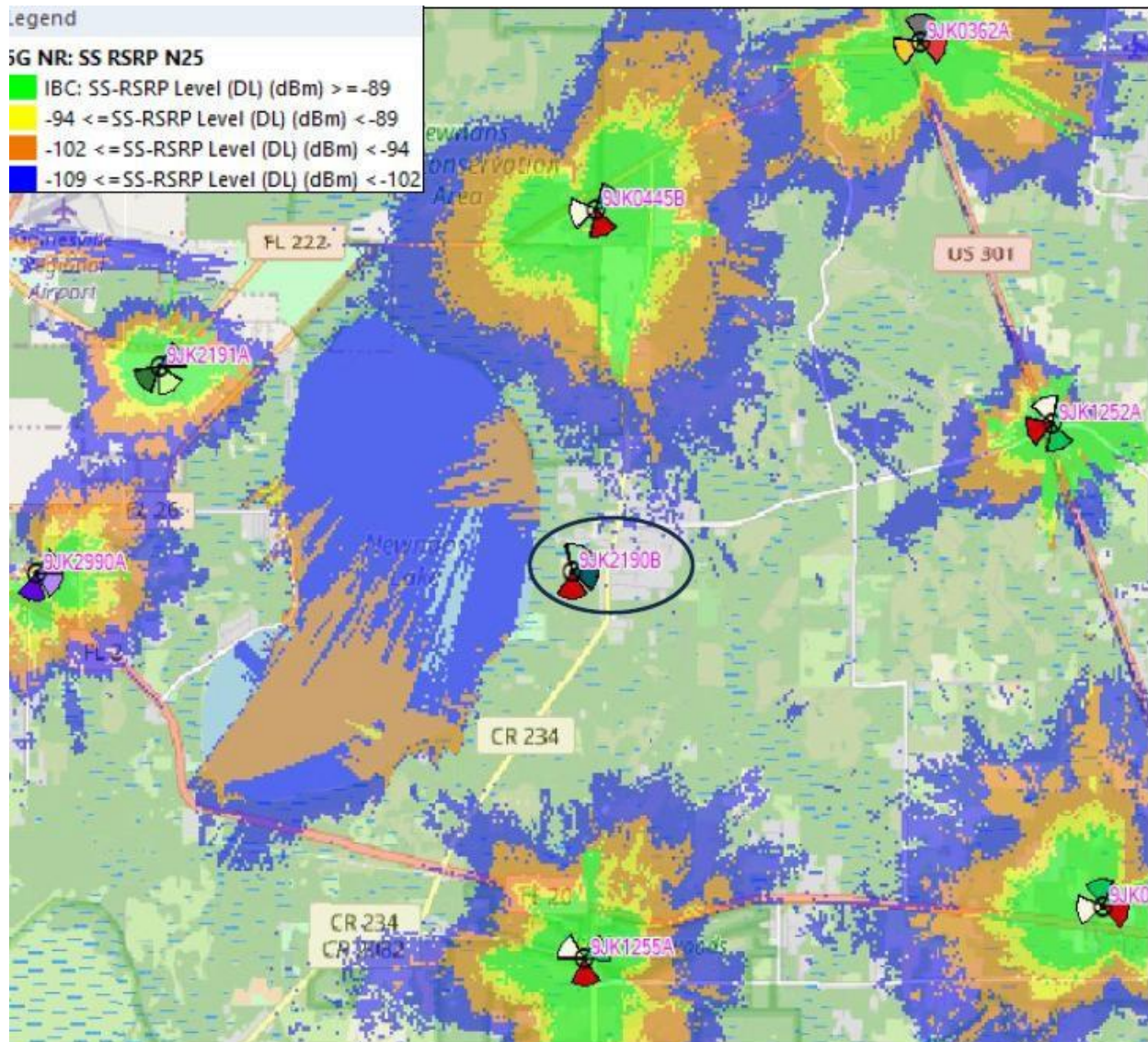
OCG coverage without the proposed tower (5G  
Mid-Band)





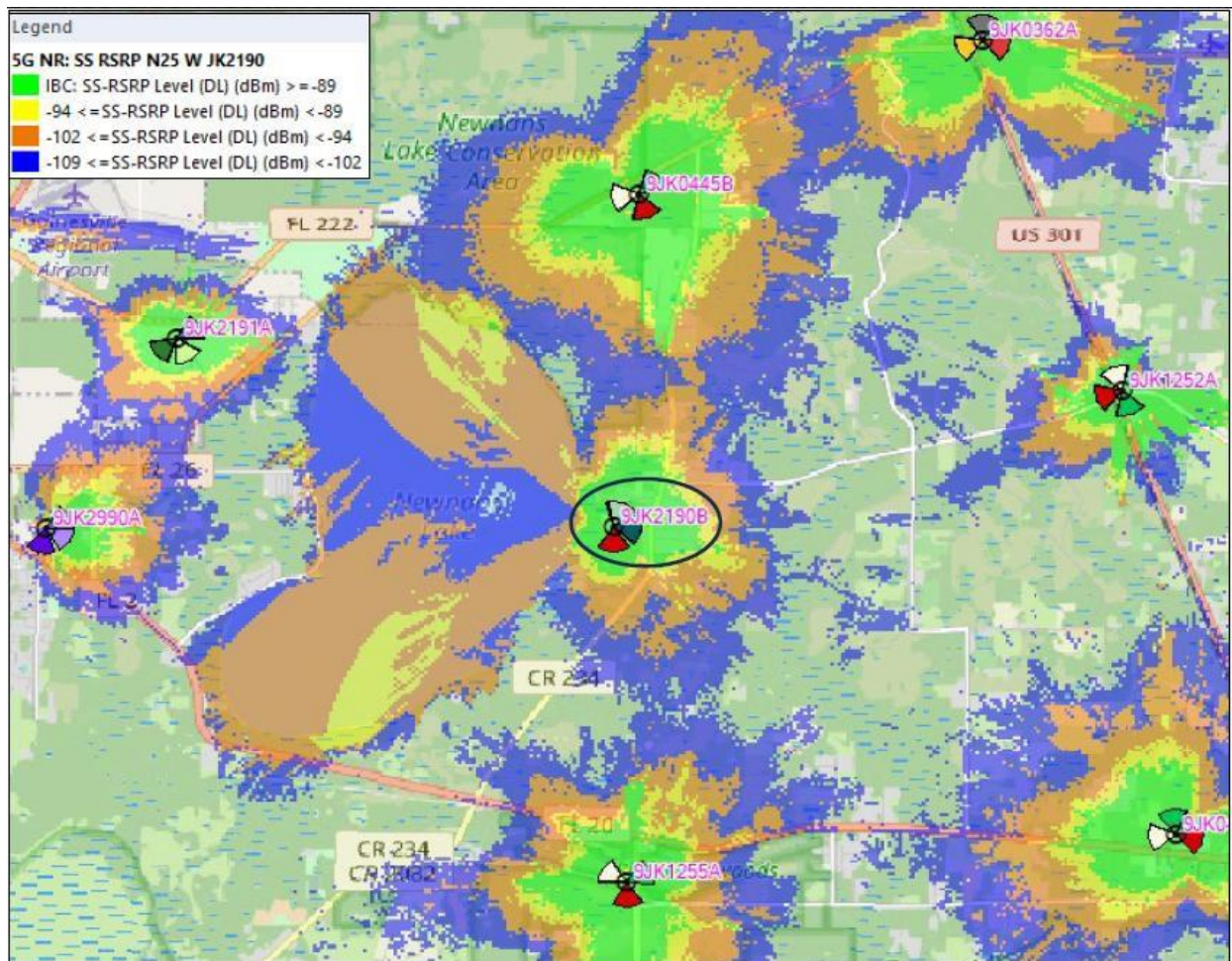
OCG coverage with the proposed tower (5G Mid-Band)





- Existing 5G Mid-Band Coverage.

T-Mobile coverage without the proposed tower (5G Mid-Band)



- Existing and planned 5G Mid-Band Coverage with proposed site.

T-Mobile coverage with the proposed tower (5G Mid-Band)