

MIAMI BEACH

PLANNING DEPARTMENT

Staff Report & Recommendation

Design Review Board

TO: DRB Chairperson and Members

DATE: December 13, 2019

FROM: Thomas R. Mooney, AICP
Planning Director



SUBJECT: DRB19-0387, DRB19-0431, DRB19-0432, DRB19-0439, and DRB19-0442
Citywide Distributed Antenna System (DAS) Nodes

Citywide Distributed Antenna System (DAS) Nodes. An application has been filed requesting Design Review Approval for the installation of a Stealth Distributed Antenna System (DAS) node within the public right-of-way at the following approximate location outside of historic districts: 99 Alton Road, 3792 Royal Palm Avenue, 4110 Royal Palm Avenue, 1055 19th Street, and 4182 Chase Avenue.

RECOMMENDATION:

Approval with conditions: DRB19-0387

Continue to a future meeting date: DRB19-0431, DRB19-0432, DRB19-0439 and DRB19-0442

HISTORY:

DRB19-0387 was continued at the July 02, 2019 Design Review Board meeting to the September 16, 2019 meeting, at the request of the applicant. On September 16, 2019, the item was continued to the December 13, 2019 meeting.

DRB19-0431, DRB19-0432, DRB19-0439 and DRB19-0442 were presented twice to the DRB on October 02, 2019 and on November 05, 2019. The items were continued to December 13, 2019, in order to allow the applicant an opportunity to find an alternative location or revised design solution.

SITE DATA:

DRB19-0387– 99 Alton Road **(CPS-4)**

Legal Description: Latitude – North 25°46' 11.0", Longitude – West 80°08' 14.8"
X = 940028.1800 Y = 522923.5770

DRB19-0431, 3792 Royal Palm Avenue **(RS-4)**

Legal Description: Latitude – North 25°48' 46.1", Longitude – West 80°08' 46.1"
X = 942547.739 Y = 538604.402

DRB19-0432, 4110 Royal Palm Avenue **(CD-3)**

Legal Description: Latitude – North 25°48' 50.8", Longitude – West 80°07' 45.4"
X = 942610.6865 Y = 539081.9237

DRB19-0439, 1055 19th Street **(CD-1)**

Legal Description: Latitude – North 25°47'41.8", Longitude – West 80°08' 25.0"
X = 939038.4166 Y = 532081.9021

DRB19-0442, 4182 Chase Avenue **(RS-4)**

Legal Description: Latitude – North 25°48'54.6", Longitude – West 80°07' 53.4"
X = 941877.4237 Y = 539456.3079

THE PROJECT:

The applicant has submitted plans entitled "City of Miami Beach Planning Department, Crown Castle Small Wireless Facilities SFL 10242, 99 Alton Road, Miami Beach, FL 33139", "Crown Castle Small Wireless Facilities FL6432, 3792 Royal Palm Ave, Miami Beach, FL 33140", "Crown Castle Small Wireless Facilities FL6434 4110 Royal Palm Ave, Miami Beach, FL 33140", "Crown Castle Small Wireless Facilities FL 6490, 1055 19th Street, Miami Beach, FL 33139", and "Crown Castle Small Wireless Facilities FL6568, 4182 Chase Avenue, Miami Beach, FL 33140", as prepared by Crown Castle, dated August 05, 2019.

The applicant is proposing to install a Stealth Distributed Antenna System (DAS) node within the public right-of-way at the following approximate locations: 99 Alton Road, 3792 Royal Palm Avenue, 4110 Royal Palm Avenue, 1055 19th Street, and 4182 Chase Avenue.

COMPLIANCE WITH DESIGN REVIEW CRITERIA:

Design Review encompasses the examination of architectural drawings for consistency with the criteria stated below with regard to the aesthetics, appearances, safety, and function of the structure or proposed structures in relation to the site, adjacent structures and surrounding community. Staff recommends that the following criteria are found to be satisfied, not satisfied or not applicable, as hereto indicated:

1. The existing and proposed conditions of the lot, including but not necessarily limited to topography, vegetation, trees, drainage, and waterways.
Satisfied
2. The location of all existing and proposed buildings, drives, parking spaces, walkways, means of ingress and egress, drainage facilities, utility services, landscaping structures, signs, and lighting and screening devices.
Not Satisfied, staff recommends the relocation of several of the DAS nodes in order to limit the introduction of additional street furniture and integrate a one-to-one utility pole replacement.
3. The dimensions of all buildings, structures, setbacks, parking spaces, floor area ratio, height, lot coverage and any other information that may be reasonably necessary to determine compliance with the requirements of the underlying zoning district, and any applicable overlays, for a particular application or project.
Satisfied
4. The color, design, selection of landscape materials and architectural elements of Exterior Building surfaces and primary public interior areas for Developments requiring a Building Permit in areas of the City identified in section 118-252.
Satisfied
5. The proposed site plan, and the location, appearance and design of new and existing Buildings and Structures are in conformity with the standards of this Ordinance and other applicable ordinances, architectural and design guidelines as adopted and amended

periodically by the Design Review Board and Historic Preservation Boards, and all pertinent master plans.

Not Satisfied, staff recommends the relocation of several of the DAS nodes in order to limit the introduction of additional street furniture and integrate a one-to-one utility pole replacement.

6. The proposed Structure, and/or additions or modifications to an existing structure, indicates a sensitivity to and is compatible with the environment and adjacent Structures, and enhances the appearance of the surrounding properties.

Satisfied

7. The design and layout of the proposed site plan, as well as all new and existing buildings shall be reviewed so as to provide an efficient arrangement of land uses. Particular attention shall be given to safety, crime prevention and fire protection, relationship to the surrounding neighborhood, impact on contiguous and adjacent Buildings and lands, pedestrian sight lines and view corridors.

Not Applicable

8. Pedestrian and vehicular traffic movement within and adjacent to the site shall be reviewed to ensure that clearly defined, segregated pedestrian access to the site and all buildings is provided for and that all parking spaces are usable and are safely and conveniently arranged; pedestrian furniture and bike racks shall be considered. Access to the Site from adjacent roads shall be designed so as to interfere as little as possible with traffic flow on these roads and to permit vehicles a rapid and safe ingress and egress to the Site.

Satisfied

9. Lighting shall be reviewed to ensure safe movement of persons and vehicles and reflection on public property for security purposes and to minimize glare and reflection on adjacent properties. Lighting shall be reviewed to assure that it enhances the appearance of structures at night.

Not Applicable

10. Landscape and paving materials shall be reviewed to ensure an adequate relationship with and enhancement of the overall Site Plan design.

Not Applicable

11. Buffering materials shall be reviewed to ensure that headlights of vehicles, noise, and light from structures are adequately shielded from public view, adjacent properties and pedestrian areas.

Not Applicable

12. The proposed structure has an orientation and massing which is sensitive to and compatible with the building site and surrounding area and which creates or maintains important view corridor(s).

Not Satisfied, staff recommends the relocation of several of the DAS nodes in order to limit the introduction of additional street furniture and integrate a one-to-one utility pole replacement.

13. The building has, where feasible, space in that part of the ground floor fronting a street or streets which is to be occupied for residential or commercial uses; likewise, the upper floors of the pedestal portion of the proposed building fronting a street, or streets shall have residential or commercial spaces, shall have the appearance of being a residential or commercial space or shall have an architectural treatment which shall buffer the appearance of the parking structure from the surrounding area and is integrated with the overall appearance of the project.
Not Applicable
14. The building shall have an appropriate and fully integrated rooftop architectural treatment which substantially screens all mechanical equipment, stairs and elevator towers.
Not Applicable
15. An addition on a building site shall be designed, sited and massed in a manner which is sensitive to and compatible with the existing improvement(s).
Satisfied
16. All portions of a project fronting a street or sidewalk shall incorporate an architecturally appropriate amount of transparency at the first level in order to achieve pedestrian compatibility and adequate visual interest.
Satisfied
17. The location, design, screening and buffering of all required service bays, delivery bays, trash and refuse receptacles, as well as trash rooms shall be arranged so as to have a minimal impact on adjacent properties.
Not Applicable
18. In addition to the foregoing criteria, subsection [118-]104(6)(t) of the City Code shall apply to the design review board's review of any proposal to place, construct, modify or maintain a wireless communications facility or other over the air radio transmission or radio reception facility in the public rights-of-way.
Satisfied
19. The structure and site complies with the sea level rise and resiliency review criteria in Chapter 133, Article II, as applicable.
Not Applicable

COMPLIANCE WITH SEA LEVEL RISE AND RESILIENCY REVIEW CRITERIA

Section 133-50(a) of the Land Development establishes review criteria for sea level rise and resiliency that must be considered as part of the review process for board orders. The following is an analysis of the request based upon these criteria:

- (1) A recycling or salvage plan for partial or total demolition shall be provided.
Not Applicable
- (2) Windows that are proposed to be replaced shall be hurricane proof impact windows.
Not Applicable

- (3) Where feasible and appropriate, passive cooling systems, such as operable windows, shall be provided.
Not Applicable
- (4) Whether resilient landscaping (salt tolerant, highly water-absorbent, native or Florida friendly plants) will be provided.
Not Applicable
- (5) Whether adopted sea level rise projections in the Southeast Florida Regional Climate Action Plan, as may be revised from time-to-time by the Southeast Florida Regional Climate Change Compact, including a study of land elevation and elevation of surrounding properties were considered.
Not Applicable
- (6) The ground floor, driveways, and garage ramping for new construction shall be adaptable to the raising of public rights-of-ways and adjacent land.
Not Applicable
- (7) Where feasible and appropriate, all critical mechanical and electrical systems shall be located above base flood elevation.
Not Applicable
- (8) Existing buildings shall be, where reasonably feasible and appropriate, elevated to the base flood elevation.
Not Applicable
- (9) When habitable space is located below the base flood elevation plus City of Miami Beach Freeboard, wet or dry flood proofing systems will be provided in accordance with Chapter of 54 of the City Code.
Not Applicable
- (10) Where feasible and appropriate, water retention systems shall be provided.
Not Applicable

STAFF ANALYSIS

The applicant is proposing to install five (5) telecommunication utility poles within the City's rights-of-way. Having worked closely with staff, the applicant has produced two options for right-of-way infrastructure that conceals DAS nodes; a utility stealth designed pole with an integrated street light and a singular, stand-alone utility stealth designed pole. At the last DRB meeting, the Board was introduced to another typology, an attachment to an existing utility (FPL lightpole) pole. In one of the five instances, the applicant is proposing to install a free-standing DAS pole with no integrated lighting at 99 Alton Road. In the remaining four other instances (4182 Chase Avenue, 1055 19th Street, 4110 Royal Palm Avenue and 3792 Royal Palm Avenue), the applicant proposes to install the wireless mechanism directly onto an existing FPL utility pole, since there is no viable existing city light pole to place the wireless facility. Further, FPL will not allow the electrical meter to be placed directly on the pole and therefore an additional electric meter pedestal will be installed proximate of the existing FPL pole in each of these instances.

As opposed to cellular companies locating antennas on large monopoles or lattice tower structures in and around the city, a DAS network creates a grid of smaller scale antennas distributed more evenly throughout the city, usually installed to satisfy a deficiency of coverage and/or capacity in a dense urban setting. The DAS system is intended to supplement existing wireless communications networks in the City by strengthening the signal between existing antenna towers providing cellular and digital communications signals to the modern digital network of smartphones, tablets and computers.

Staff has met with the design team and has performed site inspections for each of the proposed locations. Staff would note that due to conditions that vary in our City, such as historic properties, sidewalk width and existing street furniture, each site requires careful review and analysis so as to not negatively impact the quality of the architectural character or pedestrian experience. A joint effort between the applicant and staff is required to ensure that the best location, in terms of aesthetic appropriateness and visibility, is achieved while still meeting the radiofrequency objectives by covering the areas that need to be covered.

99 Alton Road (CONTD from 07/02/19, 09/16/19) (FREE STANDING)

At this location the applicant is proposing to install a stand-alone DAS utility stealth within a landscape planter in the public right-of-way towards the northeast corner of Alton Road and 1st Street. Staff would note that the street lighting in this area generally consists of 'acorn' style light poles and there are no existing 'cobra head' style street lights located along this block. Staff does not believe that the introduction of an 'acorn' style light fixture on the proposed DAS utility pole would be appropriate. The plans submitted, Tab 9, indicate a cobra-head light fixture to be attached to the pole which is not accurate. The proposed location has been modified from its' original location, to within the slight green landscape area in order to maximize the sidewalk widths and ensure maximum obstacle-free pedestrian mobility. As such, staff is supportive of the proposed location of the stand-alone pole within a landscaped area of the public right-of-way.

DRB19-0431, 3792 Royal Palm Avenue (CONTD from 10/02/19, 11/05/19) (FPL FACILITY)

At this location the applicant is proposing to install the wireless mechanism directly onto an existing FPL utility pole within the west side of Royal Palm Avenue directly south of West 40th Street, since there was no viable existing city light pole to place the wireless facility. Further, FPL will not allow the electrical meter to be placed directly on the pole and therefore an additional 5'-6' high electric meter pedestal will be installed proximate of the existing FPL pole in each of these instances. While the telecommunications ordinance permits such utilities within the rights-of-way, it does allow for design review for acceptable locations. Co-locating equipment onto single facilities whenever possible (ie FPL poles) is permitted, with the minimizing (or "stealth") of equipment as much as possible. Staff maintains that the applicant has not fully explored the best location for the wireless facility. The location is proximate to a heavily pedestrian and vehicular traveled right-of-way. The proposed location would lead to visual clutter in the area and the introduction of an additional piece of street furniture in the form of the electric meter. Staff recommends relocating the wireless facility to around the corner on 40th Street and introduce a DAS pole as a one-for-one replacement with new cobra head lighting to match the existing cobra head pole. As such, staff is not supportive of the proposed location of the wireless facility attached to a FPL utility pole.

DRB19-0432, 4110 Royal Palm Avenue (CONTD from 10/02/19, 11/05/19)) (FPL FACILITY)

At this location the applicant is proposing to install the wireless mechanism directly onto an existing FPL utility pole within the west side of Royal Palm Avenue directly north of West 41st Street, since there was no viable existing city light pole to place the wireless facility. Further, FPL will not allow the electrical meter to be placed directly on the pole and therefore an additional 5'-6' high electric meter pedestal will be installed proximate of the existing FPL pole in each of these instances. While the telecommunications ordinance permits such utilities within the rights-of-way, it does allow for design review for acceptable locations. Co-locating equipment onto single facilities whenever possible (ie FPL poles) is permitted, with the minimizing (or "stealth") of equipment as much as possible. Staff maintains that the applicant has not fully explored the best location for the wireless facility location as it is proximate to a heavily pedestrian and vehicular traveled right-of-way. The proposed location would lead to visual clutter in the area and the introduction of an additional piece of street furniture in the form of the electric meter. Staff recommends relocating the wireless facility to a DAS node on 41st Street as a one-for-one replacement with new cobra head lighting to match an existing cobra head pole. As such, staff is not supportive of the proposed location of the wireless facility attached to a FPL utility pole. Staff also recommends that the co-location pole maintain a sidewalk clearance of 7'-9".

DRB19-0439, 1055 19th Street (CONTD from 10/02/19, 11/05/19) (FPL FACILITY)

At this location the applicant is proposing to install the wireless mechanism directly onto an existing FPL utility pole within the north side of 19th Street, across from the Publix supermarket on Dade Boulevard. In this instance, the wooden FPL Pole doubles as the existing city light poles in the vicinity. As previously noted, FPL will not allow the electrical meter to be placed directly on the pole and therefore an additional 5'-6' high electric meter pedestal will be installed proximate of the existing FPL pole in each of these instances. While the telecommunications ordinance permits such utilities within the rights-of-way, it does allow for design review for acceptable locations. Co-locating equipment onto single facilities (ie FPL poles) is permitted, with the minimizing (or "stealth") of equipment as much as possible. Staff maintains that the applicant has not fully explored the best location for the wireless facility. The proposed location would lead to clutter in the area and an additional piece of street furniture in the form of an electric meter. As such, staff is not supportive of the proposed location of the wireless facility attached to a FPL utility pole. Staff also recommends that the co-location pole maintain a sidewalk clearance of 4'-10".

DRB19-0442, 4182 Chase Avenue (CONTD from 10/02/19, 11/05/19) (FPL FACILITY)

At this location the applicant is proposing to install the wireless mechanism directly onto an existing FPL utility pole within the west side of Chase Avenue directly north of Beth Shalom and not far from West 41st Street, since there was no viable existing city light pole to place the wireless facility. Further, FPL will not allow the electrical meter to be placed directly on the pole and therefore an additional 5'-6' high electric meter pedestal will be installed proximate of the existing FPL pole in each of these instances. While the telecommunications ordinance permits such utilities within the rights-of-way, it does allow for design review for acceptable locations. Co-locating equipment onto single facilities whenever possible (ie FPL poles) is permitted, with the minimizing (or "stealth") of equipment as much as possible. Staff maintains that the applicant has not fully explored the best location for the wireless facility. The location is proximate to a heavily pedestrian and vehicular traveled right-of-way and the proposed location would lead to clutter visual clutter in the area and the introduction of an additional piece of street furniture in the form of the electric meter. Staff recommends relocating the wireless facility to a DAS node on 41st Street or a one-for-one replacement with new cobra head lighting to match an

existing cobra head pole. As such, staff is not supportive of the proposed location of the wireless facility attached to a FPL utility pole. Staff also recommends that the co-location pole maintain a sidewalk clearance of 4'-0".

Pursuant to Federal Law, the City does not have the ability to render a decision against a telecommunication facility based on perceived health impacts, provided the proposed equipment is in conformance with RF emissions limits established by the FCC. The primary area for City review is that of aesthetics of the DAS network. Staff has relatively few concerns about the aesthetic impact of the proposed node at this location and finds no concerns over the aesthetics or visual cluttering of this node due to interference with sight lines from specific historic structures as this location is immediate west of a City surface parking lot.

It is important to add that on February 11, 2015 the City Commission adopted modifications to the City's Land Use Development Regulations pertaining to telecommunications regulations. This Ordinance, among other things, regulates the acceptable locations for siting telecommunications equipment, including distance separations from existing and future antenna systems, distances from residential uses, encouragement of co-locating equipment onto single facilities whenever possible, and minimizing (or "stealth") equipment as much as possible.

RECOMMENDATION:

In view of the foregoing analysis, staff recommends that the application for 99 Alton Road (DRB19-0387) be **approved** with conditions, subject to the conditions enumerated in the attached Draft Order, which address the inconsistencies with the aforementioned Design Review criteria and Sea Level Rise criteria, and the other five applications (DRB19-0431, DRB19-0432, DRB19-0439 and DRB19-0442) be continued to a future meeting date.

DESIGN REVIEW BOARD
City of Miami Beach, Florida

MEETING DATE: December 13, 2019

FILE NO: **DRB19-0387**

PROPERTY: Citywide Distributed Antenna System (DAS) Nodes: **99 Alton Road**

APPLICANT: Crown Castle NG East LLC

LEGAL: Latitude – North 25°46' 11.0", Longitude – West 80°08' 14.8"
X = 940028.1800 Y = 522923.5770

IN RE: The Application for Design Review Approval for the installation of a Stealth Distributed Antenna System (DAS) node within the public right-of-way at the following approximate location outside of historic districts: **99 Alton Road.**

ORDER

The City of Miami Beach Design Review Board makes the following FINDINGS OF FACT, based upon the evidence, information, testimony and materials presented at the public hearing and which are part of the record for this matter:

I. Design Review

- A. The Board has jurisdiction pursuant to Section 118-252(a) of the Miami Beach Code. The property is not located within a designated local historic district and is not an individually designated historic site.
- B. Based on the plans and documents submitted with the application, testimony and information provided by the applicant, and the reasons set forth in the Planning Department Staff Report, the project as submitted is consistent with the Design Review Criteria in Section 118-251 of the Miami Beach Code.
- C. Based on the plans and documents submitted with the application, testimony and information provided by the applicant, and the reasons set forth in the Planning Department Staff Report, the project as submitted is consistent with Sea Level Rise Criteria in Section 133-50(a) of the Miami Beach Code.
- D. The project would remain consistent with the criteria and requirements of section 118-251 if the following conditions are met:
 1. Revised elevation, site plan and floor plan drawings shall be submitted to and approved by staff; at a minimum, such drawings shall incorporate the following:
 - a. The new stand-alone DAS utility pole shall be approved as proposed.

- b. The exterior of the steel pole shall be powder coated finished and the final exterior color selection shall be reviewed and approved by staff consistent with the Design Review Criteria and/or the directions from the Board.
- c. The applicant shall submit a restrictive covenant agreeing to design, construct and maintain in perpetuity, the DAS utility pole and integrated street light if proposed, including bearing all costs associated with its design, construction and maintenance, in a manner to be reviewed and approved by the Public Works Director and City Attorney. The covenant shall be recorded in the Public Records of Miami-Dade County, prior to the issuance of a Building Permit.
- d. In the event the City adopts a new lighting standard as part of a Neighborhood Streetscape Plan, the applicant shall replace the cobra head lighting fixture with the new City approved light fixture.
- e. If applicable, Applicant shall obtain any and all required approvals from the Florida Department of Transportation ("FDOT") prior to obtaining a City Right-of-Way or Building.
- f. Any signage currently located on an existing light pole that is proposed to be replaced by a new DAS pole, shall be reintroduced on the new DAS pole in a manner that does not obstruct the equipment panels or vents, subject to the review and approval by the applicable City Department. In the event the signage cannot be reinstalled on the DAS pole due to height or other technical restrictions, a new location for the signage shall be identified through coordination with the applicable City Department.
- g. A copy of all pages of the recorded Final Order shall be scanned into the plans submitted for building permit and shall be located immediately after the front cover page of the permit plans.
- h. Prior to the issuance of a Certificate of Occupancy, the project Architect shall verify, in writing, that the subject project has been constructed in accordance with the plans approved by the Planning Department for Building Permit.

In accordance with Section 118-262, the applicant, or the city manager on behalf of the City Administration, or an affected person, Miami Design Preservation League or Dade Heritage Trust may seek review of any order of the Design Review Board by the City Commission, except that orders granting or denying a request for rehearing shall not be reviewed by the Commission.

II. Variance(s)

- A. No variance(s) were filed as part of this application.

III. General Terms and Conditions applying to both 'I. Design Review Approval and II. Variances' noted above.

- A. The Design Review Board retains jurisdiction so that should any new development or construction adjacent to the approved DAS Node require the removal of this DAS Node, this approval is subject to modification or revocation pursuant to a noticed hearing before the Design Review Board.
- B. The Final Order shall be recorded in the Public Records of Miami-Dade County, prior to the issuance of a Building Permit.
- C. All equipment shall be serviced and maintained by Crown Castle.
- D. Satisfaction of all conditions is required for the Planning Department to give its approval on a Certificate of Occupancy; a Temporary Certificate of Occupancy or Partial Certificate of Occupancy may also be conditionally granted Planning Departmental approval.
- E. The Final Order is not severable, and if any provision or condition hereof is held void or unconstitutional in a final decision by a court of competent jurisdiction, the order shall be returned to the Board for reconsideration as to whether the order meets the criteria for approval absent the stricken provision or condition, and/or it is appropriate to modify the remaining conditions or impose new conditions.
- F. The conditions of approval herein are binding on the applicant, the property's owners, operators, and all successors in interest and assigns.
- G. Nothing in this order authorizes a violation of the City Code or other applicable law, nor allows a relaxation of any requirement or standard set forth in the City Code.

IT IS HEREBY ORDERED, based upon the foregoing findings of fact, the evidence, information, testimony and materials presented at the public hearing, which are part of the record for this matter, and the staff report and analysis, which are adopted herein, including the staff recommendations, which were amended and adopted by the Board, that the **application** is GRANTED for the above-referenced project subject to those certain conditions specified in Paragraph I,II,III of the Findings of Fact, to which the applicant has agreed.

PROVIDED, the applicant shall build substantially in accordance with the plans, entitled "City of Miami Beach Planning Department, Crown Castle Small Wireless Facilities SFL 10242, 99 Alton Road, Miami Beach, FL 33139", dated May 06, 2019, and as approved by the Design Review Board, as determined by staff.

When requesting a building permit, the plans submitted to the Building Department for permit shall be consistent with the plans approved by the Board, modified in accordance with the conditions set forth in this Order. No building permit may be issued unless and until all conditions of approval that must be satisfied prior to permit issuance, as set forth in this Order, have been met.

The issuance of the approval does not relieve the applicant from obtaining all other required Municipal, County and/or State reviews and permits, including final zoning approval. If adequate handicapped access is not provided on the Board-approved plans, this approval does not mean that such handicapped access is not required. When requesting a building permit, the plans submitted to the Building Department for permit shall be consistent with the plans approved by the Board, modified in accordance with the conditions set forth in this Order.

