



STAFF REPORT

To: Summit County Council
From: Amir Caus, County Planner
Date of Meeting: May 4, 2022
Type of Item: Development Code Amendment, Public Hearing and Possible Action
Process: Legislative

RECOMMENDATION: Staff recommends that the Summit County Council review the proposal to amend Section 11-3-16, Section 11-6-7, and Definitions of the Eastern Summit County Development Code (as outlined in Exhibit A of this Staff Report). Staff recommends further that the Summit County Council conduct a public hearing and vote to approve the proposed Eastern Summit County Development Code Amendments based on the Findings of Fact and Conclusions of Law found in this Staff Report.

Background

In 2018, the Eastern Summit County Planning Commission reviewed a telecommunication facility permit which included a 100-ft tall monopine that the applicant argued was considered stealth. That application was eventually denied by the Eastern Summit County Planning Commission.

During one of the input sessions, the Planning Commission instructed Staff to return with language that would further limit the height of telecommunication facilities.

Currently the Eastern Summit County Development Code Use Table identifies two types of telecommunication facilities. These are; *Telecommunications facilities – collocation* and *Telecommunications facilities – stealth*. Both are Conditional Uses in the R-2.5, AG-5, AG-10, and AG 20 zones. They are both Allowed Uses in the AG-40, AG-80, CA, C, LI, and I zones.

Height for Telecommunication Facilities is not defined.

On November 18, 2021, the Eastern Summit County Planning Commission held a work session regarding possible amendments to the Eastern Summit County Development Code to identify height restrictions, remove language left over from previous codes, and clean up existing language regarding Telecommunication Facilities in Eastern Summit County. After reviewing the draft language and recommending changes, the Planning Commission directed Staff to return at a future date for a public hearing and possible action.

On January 6, 2022, the Eastern Summit Planning Commission forwarded a positive recommendation to the County Council on the new telecommunication facilities code language as found in Exhibit A of this Staff Report.

Analysis

Section 11-5-3 of the Eastern Summit County Development Code establishes a process for amendments to the text of the Code, it states that whenever an amendment to the Code is initiated, it must be reviewed by the Planning Commission who will deliver a recommendation to the County Council. The County Council, after holding a public hearing, can approve, approve with modifications, or deny the amendment. There is no criterion.

The Eastern Summit County General Plan has specific goals related to future amendments.

Goal 2.1(g) States:

“Enact ordinances, resolutions, codes and other forms of land use controls to reduce nuisances and land use incompatibilities.”

Goal 2.1(i) States:

“Create appropriate and predictable development procedures in the Development Code to ensure that all land use and development is adequately reviewed and determined to be consistent with the goals of this Plan before any approvals are granted.”

Analysis: The proposed telecommunication facilities regulations are designed specifically for the preservation of scenic landscape and areas, as well as to reduce nuisances and land use incompatibilities.

NOTE: Both the Eastern Summit County Planning Commission and the Snyderville Basin Planning Commission requested telecommunication language changes which are scheduled before the County Council the same night. While the newly proposed language in both codes is largely the same, however the Snyderville Basin Planning Commission requested additional changes which included further limiting height of *Telecommunication facilities, stealth*, addressing facilities in the right-of-way being subject to County Engineer approval, height measurement, and expanding the definition of *Telecommunications, stealth*. All these changes have been noted in Exhibit A of the Snyderville Basin Code Amendments Staff Report should the County Council wish to match the two development code languages.

Recommendation

Staff recommends that the Summit County Council review the proposal to amend Section 11-3-16, Section 11-6-7, and Definitions of the Eastern Summit County Development Code (as outlined in Exhibit A of this Staff Report). Staff recommends further that the Summit County

Council conduct a public hearing and vote to approve the proposed Eastern Summit County Development Code Amendments based on the following Findings of Fact and Conclusions of Law:

Findings of Fact

1. The goal of Chapter 2 of the Eastern Summit County General Plan is to develop land use codes which balance the diversity of desires of Eastern Summit County residents, including private property rights.
2. In furtherance of this goal, Section 11-1-1 of the Eastern Summit County Code provides that *“The eastern Summit County general plan was developed to ensure that the rural,*
3. *agricultural and small town character of the eastern portion of the county shall remain, even in the presence of growth and change. The intention of the county is to assure the managed, proper and sensitive development of land to protect and enhance these desired qualities and the lifestyle that exists.”*
4. Uncontrolled telecommunication facilities can negatively affect the scenic landscape and areas of Eastern Summit County.
5. Uncontrolled telecommunication facilities can create nuisances and land use incompatibilities.
6. The proposed telecommunication facilities regulations are designed specifically for the preservation of scenic landscape and areas, as well as to reduce nuisances and land use incompatibilities.
7. On November 18, 2021, the Eastern Summit County Planning Commission held a work session regarding possible amendments to the Eastern Summit County Development Code to identify height restrictions, remove language left over from previous codes, and clean up existing language regarding Telecommunication Facilities in Eastern Summit County.
8. After reviewing the draft language and recommending changes, the Planning Commission directed Staff to return at a future date for a public hearing and possible action.
9. On January 6, 2022, the Eastern Summit Planning Commission forwarded a positive recommendation to the County Council on the new telecommunication facilities code language as found in Exhibit A of this Staff Report.

Conclusions of Law:

1. The amendment is consistent with the goals, objectives, and policies of the General Plan.
2. The amendment is consistent with the requirements established in Section 11-5-3 of the Eastern Summit County Development Code.
3. The proposed amendment is not detrimental to public health, safety and welfare.

Attachments:

Exhibit A – Proposed Amendments

EXHIBIT A.1

11-3-16 USE TABLE

Permitted Uses	R-2.5	AG-5	AG-10	AG-20	AG-40	AG-80	CA	C	LI	I	Additional Reference
<u>Telecommunications facilities - nonstealth</u>											<u>Section 11-6-7 of this title</u>
<u>Telecommunications facilities over 50 feet in height</u>											<u>Section 11-6-7 of this title</u>
Telecommunications facilities -- stealth <u>(up to 50 feet in height)</u>	€	€	€ <u>L</u>	€ <u>L</u>	<u>AL</u>	<u>AL</u>	<u>AL</u>	<u>AL</u>	<u>AL</u>	<u>AL</u>	Section <u>11-6-7</u> of this title
<u>Telecommunications facilities—collocation</u>	€	€	€	€	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>Section 11-6-7 of this title</u>

11-6-7: WIRELESS COMMUNICATIONS:

A. Purposes: The purpose of this section is:

1. To ensure that all telecommunications facilities comply with federal, state and county regulations.
2. To regulate telecommunications services, antennas and support structures, and related electronic equipment and equipment enclosures.
3. To provide for the orderly establishment of telecommunications facilities in the county.
4. To minimize the number of antenna support structures by encouraging the collocation of multiple antennas on a single structure, and by encouraging the location of antennas on preexisting support structures.
5. To establish siting, appearance and safety standards that will help mitigate potential impacts related to the construction, use and maintenance of telecommunications facilities.
6. To comply with the telecommunications act of 1996 by establishing regulations that:
 - a. Do not unreasonably discriminate among providers of functionally equivalent services.
 - b. Do not prohibit or have the effect of prohibiting the provision of telecommunications services.
 - c. Are not based on any claimed environmental effects of radio frequency emissions to the extent that such facilities comply with the federal communication commission's regulations concerning such emissions.
 - d. Ensure that all utility facilities/structures are located, installed, buffered/screened and maintained in a manner that will minimize the impact of such facilities/structures on nearby landowners and will not adversely affect the rural, agricultural, small town character and scenic beauty of Eastern Summit County.

EXHIBIT A.2

B. General Provisions:

1. Independent Review: The county may, if it deems necessary, cause the applicant to submit an impact study from a qualified, third party radio frequency engineer, to ensure that the proposed telecommunications facility will not interfere with existing radio, television, and emergency signals. The purpose of this review shall be to determine if other sites are available which can achieve an equivalent signal distribution without significantly affecting the existing telecommunications operations within the County. Such review may be required when an applicant indicates that no other acceptable site exists. The cost for such review shall be borne by the applicant.
2. Permitted: Telecommunications facilities applications shall be permitted in accordance with section [11-3-16](#) of this title.

C. Construction Standards:

1. Building Codes And Safety Standards: To ensure the structural integrity of telecommunications facilities, the owner of a telecommunications facility shall ensure that it is maintained in compliance with the standards contained in applicable Building Codes and application standards for such telecommunications facility, as amended.
2. Letter Of Intent: All applicants who apply to build a tower shall provide one letter of intent from a telecommunications company that will locate on the tower.

D. General Requirements:

1. Setbacks: A telecommunications facility shall be set back one hundred fifteen percent (115%) of the tower's height from the property line, or such facility shall meet the zone required setback, whichever is greater. The telecommunications facility shall be at least one hundred feet (100') from any public trail, park or outdoor recreation area. Guywire anchors shall be set back at least twenty feet (20') from any property line. The CDD or designated planning staff member can approve varied setbacks if the telecommunications facility can be screened more appropriately by topography, vegetation or existing structures; however, the adjacent landowner(s) must sign a written agreement authorizing the decreased setback(s) from their property line(s). If telecommunications facilities are located in commercial or industrial zones or on County owned property, they shall only be allowed in the rear yard.
2. Signage: Signs shall be limited to nonilluminated warning and equipment identification signs, unless additional signs are warranted by the FAA, FCC, or any other agency of the State or Federal government with the authority to regulate telecommunications facilities.
3. Access Roads: Access roads shall be limited to ten feet (10') in width, unless otherwise approved by the fire district or Summit County Engineering Office because of safety considerations. Access roads shall contain gravel or other nonpaved surface. Existing roads shall, whenever possible, be upgraded the minimum amount necessary.
4. Collocation: ~~An applicant proposing to erect a new telecommunications facility shall provide documentary evidence that a legitimate attempt has been made to locate the new telecommunications facility on existing buildings or structures or as a collocation on an existing antenna support structure. Such evidence shall include a radio frequency engineering analysis of the potential suitability of existing buildings or structures or collocation sites in the radio frequency coverage area for the proposed~~

EXHIBIT A.3

~~telecommunications facility. Efforts to secure such locations may be documented through correspondence between the applicant and the property owner(s) of the existing buildings, structures or collocation sites. Colocation shall be allowed on all existing and new towers. Colocation shall not result in height increases beyond the 50-foot height limit outlined in the use table.~~

5. Equipment Enclosures: Every effort shall be made so that equipment enclosures or other structures are designed whereby the incorporation of stealth design technology or other visual screening (topography or vegetation) is utilized that readily conceals the appearance of the structure.
6. Master Plan Requirements: A master plan shall be completed by each company submitting an application for a development review. The master plan shall include:
 - a. Where the applicant's proposed, existing and future telecommunications facilities are within the County. The master plan may be amended as needed by the carrier for future site applications.
 - b. The number of possible collocations that can be obtained on the proposed tower.
 - c. A copy of the applicant's current FCC license.
 - d. A signed agreement, stating that the applicant will:
 - (1) Allow collocation with other users, provided all safety, structural and technological requirements are met. This agreement shall also state that any future owners or operators will allow collocation on the tower;
 - (2) Restore site to its former condition. (See nonmaintained or abandoned facilities.)
 - e. A security program or system that addresses unauthorized access and vandalism.
7. Nonmaintained Or Abandoned Facilities: The director or designated planning staff member may require each nonmaintained or abandoned telecommunications facility to be removed when such a telecommunications facility has not been repaired or put into use by the owner, person having control, or person receiving benefit of such structure within six (6) months after written notice of nonmaintenance or abandonment is given to the owner, person having control, or person receiving the benefit of such structure. (Ord. 708, 12-10-2008)

DEFINITIONS:

~~CELL ON WHEELS (COW): A mobile temporary telecommunications facility which is located on a trailer. COWs are subject to temporary use permits (see use chart).~~ >>>> LEFT OVER FROM PREVIOUS CODES

TELECOMMUNICATIONS FACILITY, COLOCATION: A telecommunications facility includes a single antenna support structure, but more than one (1) telecommunications provider's antennas and telecommunication equipment.

TELECOMMUNICATIONS EQUIPMENT: Equipment used in a telecommunications facility other than the antenna, antenna support structure or equipment enclosures. Telecommunications equipment may include, but is not limited to, electronic equipment necessary for processing

EXHIBIT A.4

wireless communication signals, air conditioning, backup power supplies and emergency generators.

TELECOMMUNICATIONS EQUIPMENT ENCLOSURE: A structure, shelter, cabinet or vault used to house and protect telecommunications equipment.

TELECOMMUNICATIONS FACILITY: An unmanned structure which consists of antennas, antenna support structures, telecommunications equipment and equipment enclosures, as defined herein, that transmit and/or receive voice and/or data communications through radio signals such as, but not limited to, cellular or "PCS" (personal communications system) communications and paging systems, whether commercially or privately operated.

TELECOMMUNICATIONS, NONSTEALTH DESIGN: Any antenna or equipment enclosures not camouflaged in a manner to blend with surrounding land uses, features or architecture. Non-stealth design does not conceal the intended use of the telecommunications facility. A monopole with equipment enclosures aboveground and unscreened are non-stealth.

TELECOMMUNICATIONS, STEALTH DESIGN: Antennas, antenna support structures and telecommunication equipment enclosures camouflaged or designed to blend with surrounding land uses, features and architecture, thus minimizing the aesthetic impact on adjacent uses, thereby concealing the intended use and appearance of the telecommunications facility, such as by heavy landscaping, or installing telecommunications equipment within existing buildings, behind vegetative screening, or placing equipment enclosures underground, thus preserving or striving to maintain the rural aesthetics within the Eastern Summit County Planning District. A flush wall mount antenna that is painted the same color as the background and located on a building where the telecommunications equipment is located inside the building is an example of stealth design. Other examples of potentially stealth compliant design include, but are not limited to, roof mount antennas, utility pole antennas, light or flag poles, artificial rocks or trees. Any antenna, antenna support structures, and/or telecommunication equipment enclosures must resemble and be collocated on or adjacent to preexisting vegetation and/or structures to qualify as "stealth."

**SUMMIT COUNTY, UTAH
ORDINANCE NO. 940**

**AN ORDINANCE AMENDING THE EASTERN SUMMIT COUNTY
DEVELOPMENT CODE SECTION 11-3-16, SECTION 11-6-7, AND DEFINITIONS REGARDING
TELECOMMUNICATION FACILITIES**

PREAMBLE

WHEREAS, Utah Code Annotated (“UCA”) §17-27a-102(1))b) provides that counties may enact all ordinances that the county considers necessary or appropriate for the use and development of land within unincorporated areas or planning districts of the county; and,

WHEREAS, a goal of Chapter 2 (“Goal”) of the Eastern Summit County General Plan (“Plan”) is to develop land use codes which balance the diversity of desires of Eastern Summit County residents, including private property rights; and,

WHEREAS, in furtherance of the Goal, §11-1-1, the Eastern Summit County Code provides that, *“The eastern Summit County general plan was developed to ensure that the rural, agricultural, and small town character of the eastern portion of the county shall remain, even in the presence of growth and change. The intention of the county is to assure the managed, proper and sensitive development of land to protect and enhance these desired qualities and the lifestyle that exists;”* and,

WHEREAS, Eastern Summit County General Plan Chapter 2 Land Use Goal 2.1(g) is to, *“Enact ordinances, resolutions, codes and other forms of land use controls to reduce nuisances and land use incompatibilities;”* and

WHEREAS, Eastern Summit County General Plan Chapter 2 Land Use Goal 2.1(i) is to, *“Create appropriate and predictable development procedures in the Development Code to ensure that all land use and development is adequately reviewed and determined to be consistent with the goals of this Plan before any approvals are granted;”* and,

WHEREAS, uncontrolled placement of telecommunication facilities may negatively affect the scenic landscape and areas of Eastern Summit County; and,

WHEREAS, uncontrolled placement of telecommunication facilities may create nuisances and land use incompatible land uses; and,

WHEREAS, the intent of the proposed amendments is to preserve scenic landscapes and areas, and to reduce nuisances and incompatible land uses; and,

WHEREAS, the proposed amendments add specific requirements to facilitate a more predictable approval process for applicants seeking to install telecommunication facilities; and,

WHEREAS, the addition of specific code provisions for telecommunication facilities furthers the goals and policies of the Plan; and

WHEREAS, the Eastern Summit County Planning Commission held a work session on November 18, 2021; and,

WHEREAS, the Eastern Summit County Planning Commission held a public hearing and recommended adoption of the amended sections of the Eastern Summit County Development Code on January 6, 2022; and,

WHEREAS, the Summit County Council held a public hearing on May 4, 2022; and,

NOW, THEREFORE, the County Council of the County of Summit, State of Utah, ordains as follows:

Section 1. **THE EASTERN SUMMIT COUNTY DEVELOPMENT CODE** is amended as depicted in Exhibit A.

Section 2. **Effective Date.** This Ordinance shall take effect immediately after publication.

Enacted this ___ day of _____, 2022.

ATTEST:

SUMMIT COUNTY COUNCIL

VOTING OF COUNTY COUNCIL:

Councilmember Stevens	_____
Councilmember Robinson	_____
Councilmember Wright	_____
Councilmember Armstrong	_____
Councilmember Clyde	_____

Evelyn Furst
Summit County Clerk
APPROVED AS TO FORM

_____,
Chris Robinson, Chair

David L. Thomas
Chief Civil Deputy

EXHIBIT A

PROPOSED AMENDMENTS

NOTES AND REDLINES TO BE REMOVED UPON APPROVAL

11-3-16 USE TABLE

Permitted Uses	R-2.5	AG-5	AG-10	AG-20	AG-40	AG-80	CA	C	LI	I	Additional Reference
Telecommunications facilities - nonstealth											Section 11-6-7 of this title
Telecommunications facilities over 50 feet in height											Section 11-6-7 of this title
Telecommunications facilities – stealth (up to 50 feet in height)			L	L	L	L	L	L	L	L	Section 11-6-7 of this title

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3. To provide for the orderly establishment of telecommunications facilities in the county.
4. To minimize the number of antenna support structures by encouraging the colocation of multiple antennas on a single structure, and by encouraging the location of antennas on preexisting support structures.
5. To establish siting, appearance and safety standards that will help mitigate potential impacts related to the construction, use and maintenance of telecommunications facilities.
6. To comply with the telecommunications act of 1996 by establishing regulations that:
 - a. Do not unreasonably discriminate among providers of functionally equivalent services.
 - b. Do not prohibit or have the effect of prohibiting the provision of telecommunications services.
 - c. Are not based on any claimed environmental effects of radio frequency emissions to the extent that such facilities comply with the federal communication commission's regulations concerning such emissions.
 - d. Ensure that all utility facilities/structures are located, installed, buffered/screened and maintained in a manner that will minimize the impact of such facilities/structures on nearby landowners and will not adversely affect the rural, agricultural, small town character and scenic beauty of Eastern Summit County.

B. General Provisions:

1. Independent Review: The county may, if it deems necessary, cause the applicant to submit an impact study from a qualified, third party radio frequency engineer, to ensure that the proposed telecommunications facility will not interfere with existing radio, television, and emergency signals. The purpose of this review shall be to determine if other sites are available which can achieve an equivalent signal distribution without significantly affecting the existing telecommunications operations within the County. Such review may be required when an applicant indicates that no other acceptable site exists. The cost for such review shall be borne by the applicant.
 2. Permitted: Telecommunications facilities applications shall be permitted in accordance with section [11-3-16](#) of this title.
- C. Construction Standards:
1. Building Codes And Safety Standards: To ensure the structural integrity of telecommunications facilities, the owner of a telecommunications facility shall ensure that it is maintained in compliance with the standards contained in applicable Building Codes and application standards for such telecommunications facility, as amended.
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- D. General Requirements:
1. Setbacks: A telecommunications facility shall be set back one hundred fifteen percent (115%) of the tower's height from the property line, or such facility shall meet the zone required setback, whichever is greater. The telecommunications facility shall be at least one hundred feet (100') from any public trail, park or outdoor recreation area. Guywire anchors shall be set back at least twenty feet (20') from any property line. The CDD or designated planning staff member can approve varied setbacks if the telecommunications facility can be screened more appropriately by topography, vegetation or existing structures; however, the adjacent landowner(s) must sign a written agreement authorizing the decreased setback(s) from their property line(s). If telecommunications facilities are located in commercial or industrial zones or on County owned property, they shall only be allowed in the rear yard.
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 - (2) Restore site to its former condition. (See nonmaintained or abandoned facilities.)
 - e. A security program or system that addresses unauthorized access and vandalism.
7. Nonmaintained Or Abandoned Facilities: The director or designated planning staff member may require each nonmaintained or abandoned telecommunications facility to be removed when such a telecommunications facility has not been repaired or put into use by the owner, person having control, or person receiving benefit of such structure within six (6) months after written notice of nonmaintenance or abandonment is given to the owner, person having control, or person receiving the benefit of such structure. (Ord. 708, 12-10-2008)

DEFINITIONS:

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