
Sec. 27-1007

C. *Wireless communication facilities.*

1. *Purpose.* The purpose of this section is to establish regulations for the siting of antenna support structures and antennas on public and private property. The goals of this section are to:
 - (a) Provide for the managed development and installation, maintenance modification, and removal of wireless communications infrastructure with the fewest number of wireless communications facilities (WCFs) to complete a network without unreasonably discriminating against wireless communications providers of functionally equivalent services, including all of those who install, maintain, operate, and remove WCFs;
 - (b) Promote and protect the public health, safety, and welfare by reducing the visibility of WCFs to the fullest extent possible through techniques including but not limited to camouflage design techniques and undergrounding of the equipment associated with WCFs;
 - (c) Encourage the deployment of smaller, less intrusive WCFs to supplement existing larger WCFs;
 - (d) Encourage the use of wall-mounted panel antennas;
 - (e) Encourage roof-mounted antennas only when wall-mounted antennas will not provide adequate service or are not otherwise feasible;

-
- (f) Encourage the location of antennas and towers in non-residential areas and minimize the total number of antenna support structures throughout the community;
 - (g) Strongly encourage the co-location of WCFs on new and existing antenna support structures;
 - (h) Require wireless communication facilities to be located, to the extent possible, in areas where the adverse impact on the community is minimal;
 - (i) Require wireless communication facilities to be configured in a way that minimizes the adverse visual impact of the towers and antennas; and
 - (j) Enhance the ability of the providers of wireless communication services to provide such services to the community, as quickly, effectively, and efficiently as possible.
2. *Applicability.* All wireless communication facilities located on private land within the city zoning jurisdiction shall be subject to this section. This section shall apply to wireless communication facilities upon state and federal lands to the extent of the city's jurisdiction by way of law, pursuant to any memoranda of understanding or otherwise. Only the following facilities shall be exempted from the application of this section:
- (a) Amateur radio stations and antenna support structures that are owned and operated by a federally licensed amateur radio station operator or are exclusively receive-only antennas, provided that the requirements that the height be no more than the distance from the base of the antenna to the property lines is met.
 - (b) Antennas and antenna support structures for land mobile radio and radio and television, regulated in subsection 27-1007.A.
 - (c) Pre-existing WCFs.
 - (1) Any WCF for which a permit has been properly issued prior to the adoption of this zoning code (February 25, 2021) and for which no changes will be made shall not be required to meet the requirements of this section.
 - (2) Changes and additions to pre-existing WCFs (including trading out of antennas for an equal number of antennas) shall meet applicable requirements of subsection 27-1007.C.5, General requirements.
3. *Criteria for major and minor modifications and substantial change.*
- (a) *Major WCF modification.*
 - (1) An alteration of an existing WCF for any purpose that meets the criteria for substantial change.
 - (2) The calculation for modifications shall be cumulative over time following the initial approval of the WCF. No such modification shall be permitted if the support structure will exceed fifty (50) feet or the zoning district height, whichever is applicable.
 - (b) *Minor WCF modification.*
 - (1) An alteration of an existing exterior telecommunications facility or co-location of additional facilities with an existing exterior telecommunications facility in any zone that does not meet or exceeds the thresholds for a major modification, the calculation for which shall be cumulative over time, following the initial approval of the telecommunications facility.
 - (2) No such modification shall be permitted if the modification to the structure will cause the structure to exceed the height limit for the zoning district by more than ten (10) percent.

-
- (c) *Substantially change.* A modification that changes the physical dimensions of an eligible support structure so that after the modification the structure meets any of the following criteria:
- (1) *For towers.*
 - (i) Other than alternative tower structures, the modification increases the height of the tower by more than ten (10) percent; for other eligible support structures, it increases the height of the structure by more than ten (10) percent or more than ten (10) feet, whichever is greater;
 - (ii) The modification involves adding an appurtenance to the body of the tower that would protrude from the tower more than twenty (20) feet, or more than the width of the tower structure at the level of the appurtenance to the body of the structure that would protrude from the side of the structure by more than six (6) feet;
 - (2) *For any eligible support structure.*
 - (i) The modification involves installation of more than the standard number of new equipment cabinets for the technology involved, but not to exceed four (4) cabinets;
 - (ii) The modification entails any excavation or deployment outside the current site;
 - (iii) The modification would defeat the concealment elements of the eligible support structure. A change that would undermine the concealment elements of this structure will be considered to defeat the concealment elements of the structure;
 - (iv) The modification does not comply with conditions associated with the siting approval of the construction or modification of the eligible support structure equipment, unless the non-compliance is due to an increase in height, increase in width, addition of cabinets, or new excavation that would not exceed the thresholds identified in paragraphs (i), (ii), and (iii) of this definition.
 - (3) For base stations that are not surrounded by a screening wall, the modification involves installation of any new equipment cabinets on the ground if there are no pre-existing ground cabinets associated with the structure, or else involves installation of ground cabinets that are more than ten (10) percent larger in height or overall volume than any other existing, individual ground cabinet associated with the structure;
 - (4) For purposes of determining whether a substantial change exists, changes in height are measured from the original support structure in cases where deployments are or will be separated horizontally, such as on buildings' rooftops; in other circumstances, changes in height are measured from the dimensions of the tower or base station, inclusive of originally approved appurtenances and any modifications that were approved prior to February 22, 2012.
4. *General requirements.* The requirements set forth in this section shall govern the location and construction of all wireless communications facilities governed by this section.
- (a) *Building codes and safety standards.* To ensure the structural integrity of wireless communication facilities, the owner of a facility shall ensure that it is maintained in compliance with standards contained in applicable local building codes and the applicable standards for such wireless communication facilities, as amended from time to time. If upon inspection, the city concludes that a WCF fails to comply with such codes and constitutes a danger to persons or property, then, upon written notice being provided to the owner of the WCF, the owner shall have thirty (30)

days from the date of notice to bring such WCF into compliance. Upon good cause shown by the owner, the zoning coordinator may extend such compliance period not to exceed ninety (90) days from the date of said notice. If the owner fails to bring such WCF into compliance within said time period, the city may remove such WCF at the owner's expense.

- (b) *Regulatory compliance.* All wireless communication facilities must meet or exceed current standards and regulations of the FAA, the FCC, and other local, state or federal agencies with the authority to regulate facilities governed by this section. All wireless communication facilities must comply with all revised standards and regulations within the date established by the agency promulgating the standards or regulations. Failure to meet such revised standards and regulations shall constitute grounds for the removal of the WCF at the WCF owner's expense.
- (c) *Setbacks.*
 - (1) Antenna support structures adjacent to residential uses or zoning. Antenna support structures must be set back, from all property lines, a distance equal to one-half (½) the height of the structure from any off-site residential structure or residentially zoned lot. Accessory structures must maintain a minimum of a 15-foot setback from any lot line adjacent to a residential structure or residentially zoned lot, or the required setback of the zoning district where the antenna support structure is located, whichever is greater.
 - (2) Mixed use, commercial, EBURD and industrial zoning setbacks antenna support structures and accessory facilities must meet the minimum yard setback requirements, including arterial setbacks, for the zoning district in which they are located.
- (d) *Lot coverage and height.* Antenna support structures and accessory structures shall not exceed lot coverage requirements for the zoning district in which they are located. Accessory structures shall not exceed the height restrictions for the zoning district in which they are located.
- (e) *Fencing and buffering.*
 - (1) *Fencing.* A chain link or solid wood fence, or masonry wall at least six (6) feet in height (eight (8) feet if razor or barbed wire is to be used) shall be constructed and maintained around the perimeter of the antenna support structure site. Climb-proof shields can be substituted for a fence or wall around the structure. Solid fences, at least six (6) feet in height are required adjacent to residential uses and residentially zoned property.
 - (2) *Landscaping.* For all facilities the following will be required: A continuous evergreen hedge at least four (4) feet in height when planted, shall be planted and maintained around the perimeter of the antenna support structure outside of the required fencing and spaced close together to provide a continuous visual screen. Shrubs shall also be planted and maintained around the guy anchors for visual screening purposes. This requirement may be waived through section 27-1614, Administrative relief, where the site does not have access to water.

A performance bond or letter of credit for two hundred fifty (150) percent of the landscaping and fencing materials and labor costs shall be posted with the planning division, prior to building permit approval, to ensure the placement of required landscaping and fencing in accordance with article 27-1200.
 - (3) *Commercial landscaping.* Landscaping requirements shall not apply to antenna support structures located in the heavy industrial (HI) zoning district.
 - (4) *Exceptions for city airport airfield area.* If federal safety and security standards within the city airport's airfield area prevent an antenna support structure from being fenced or landscaped, subsections 4.(e)(1) and 4.(e)(2) will not apply. Documentation of these standards must be submitted with the building permit or special review applications.

-
- (f) *Lighting.* Antenna support structures shall not be artificially lighted unless required by the FAA or other local, state, or federal agency. If the FAA requires safety lighting, the use of red beacons is preferred to flashing strobe lights. Security lighting on site may be mounted up to twenty (20) feet high on the tower and shall be directed towards the ground to reduce light pollution, prevent off-site light spillage, and avoid illuminating the tower.

Cut-off security lighting must be used adjacent to residential uses or residentially zoned lots. When incorporated into the approved design of the facility, light fixtures used to illuminate sports fields, parking lots, or similar areas may be included in the facility.

- (g) *Signage.* Signage shall be limited to non-illuminated warning and equipment identification signs.

- (h) *Co-location.*

- (1) Antenna support structures should be designed in all respects to accommodate multiple antennas. If the antenna support structure is over one hundred (100) feet in height, it should be designed to include both the applicant's antenna(s) and at least two (2) additional comparable antennas. If the tower is between fifty (50) and one hundred (100) feet tall it should be designed for at least one additional comparable antenna.
- (2) All new antennas must co-locate on existing or approved antenna support structures or stealth communication facilities. Applicants may request a waiver from the co-location requirement through the special review process. Applicants must demonstrate that co-location is not feasible because there is no existing or approved antenna support structure within the required separation distance of the proposed site can accommodate the applicant's proposed antenna or a critical need exists for the proposed location and it is technically infeasible to locate or co-locate structures at or beyond the required separation distance.

- (i) *Maintenance.*

- (1) Equipment at a wireless communication facility shall be automated to the greatest extent possible to reduce traffic and congestion. Where the site abuts or has access to a collector or local street, access for maintenance vehicles shall be exclusively by means of the collector or local street.
- (2) All property used for the siting of an antenna support structure or antenna shall be maintained, without expense to the city, so as to be safe, orderly, attractive, and in conformity with city codes including those regarding the removal of weeds, trash and landscape maintenance.

- (j) *Visual impact/aesthetics.*

- (1) Wireless communication facilities shall either maintain a galvanized steel finish or, subject to any applicable standards of the FAA or other applicable local, state, or federal agency, be painted a neutral color or painted and/or textured to match the existing structure so as to reduce visual obtrusiveness.
- (2) If an antenna is installed on a structure other than a tower, the antenna and associated electrical and mechanical equipment must be of a neutral color that is identical to, or closely compatible with, the color of the supporting structure so as to make the antenna and related equipment as visually unobtrusive as possible. Antennas and antenna support structures may be mounted on existing buildings that are thirty (30) feet or more in height above the street grade.
- (3) Roof-mounted antennas and antenna support structures shall not add more than twenty (20) feet to the total height of the building on which they are mounted. Roof-mounted

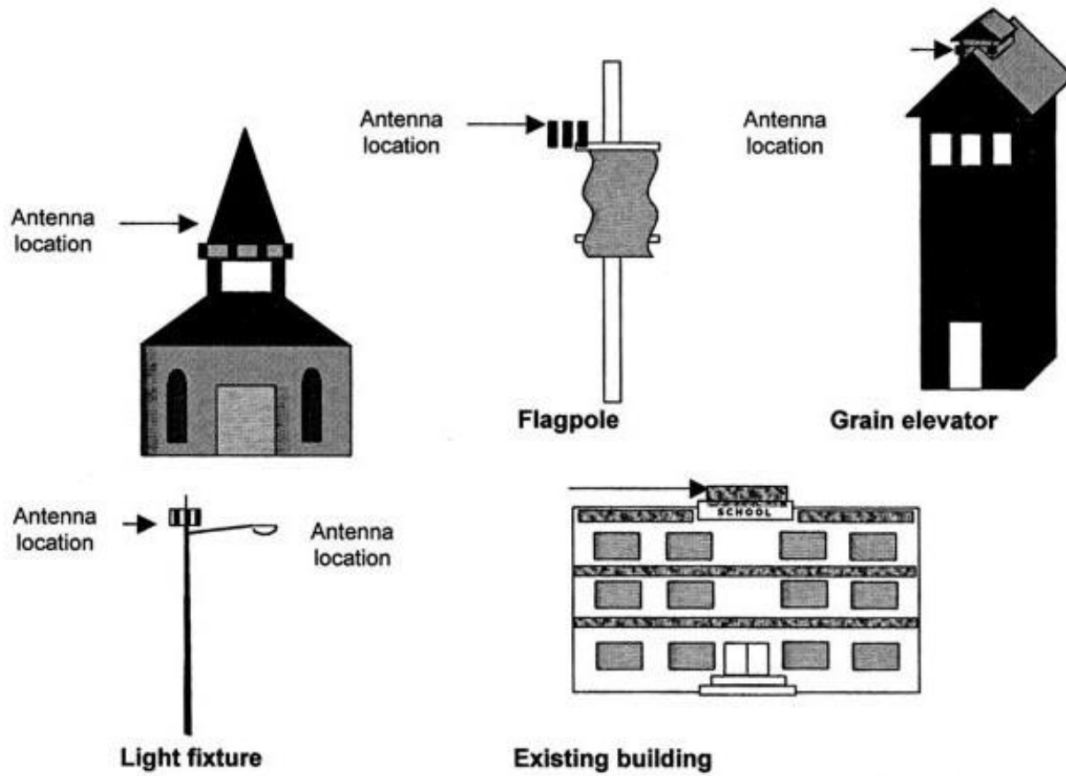
equipment shall be made visually unobtrusive to match existing air conditioning units, stair, elevator towers or other architectural elements. Only monopole antenna support structures with omni-directional (whip) or low profile single-directional (panel) shall be installed on building roofs. Examples of acceptable designs are shown in subsection (o) of this section. Crow's nest antenna arrays are prohibited on roof-top structures.

- (4) Wireless communication facilities attached to new or existing structures shall be designed to blend with the structure's architecture and should be placed directly above, below or incorporated with vertical design elements of a structure.
 - (5) Wireless communication facilities shall be located as to minimize their visibility and not be placed within historic or scenic view corridors as designated by the city council, or by any state or federal law or agency.
 - (k) *Antenna support structure separation.* All antenna support structures over fifty (50) feet in height, regardless of the zoning district in which the structure is located, shall be located at least one mile from any other antenna support structure that is over fifty (50) feet. Up to three (3) antenna support structures located within an approved wireless communication facility tower farm shall be located at least one mile from any other tower farm.
 - (l) *Abandonment and removal.* If a WCF has not been in use for a period of three (3) months, the owner of the WCF shall notify the city of the non-use and shall indicate whether re-use is expected within the ensuing three (3) months. Any WCF that is not operated for a continuous period of six (6) months shall be considered abandoned. The city, in its sole discretion, may require an abandoned WCF to be removed. The owner of the WCF shall remove the same within thirty (30) days of receipt of written notice from the city. If the WCF is not removed within thirty (30) days, the city may remove it at the owner's expense and any approved permits for the WCF shall be deemed to have expired. Additionally, the city, in its sole discretion, shall not approve any new WCF application until the applicant who is also the owner or operator of any such abandoned WCF has removed such WCF or payment for such removal has been made to the city.
 - (m) *Hazardous materials.* No hazardous materials shall be permitted in association with WCFs, except those necessary for the operation of the WCF and only in accordance with all applicable law governing such materials.
5. *Commercial antenna support structures and antennas located in residential zoning districts.*
- (a) *Minor modifications.* Antennas co-located on existing or approved stealth communication facilities or existing or approved antenna support structures which have previously received all required approvals and permits shall be permitted as an allowed use.
 - (b) *New support structures and major modifications.* Antenna support structures and antennas shall be permitted as an allowed use in all residential zoning districts provided they meet all of the following criteria:
 - (1) Stealth communication facilities conforming to all applicable provisions of this zoning code and roof-mounted antennas that do not add more than twenty (20) feet to the total height of the building on which they are mounted shall be permitted as an allowed use only when located on school, government-owned utility, and other government sites. Proposed antennas or antenna support structures that are contrary to this section must be requested as a land use contrary to zoning through the special review process or may be submitted to the board of adjustment for a hearing, whichever is the preference of the owner/agency.
6. *Commercial antenna support structures and antennas located in commercial zoning districts.*

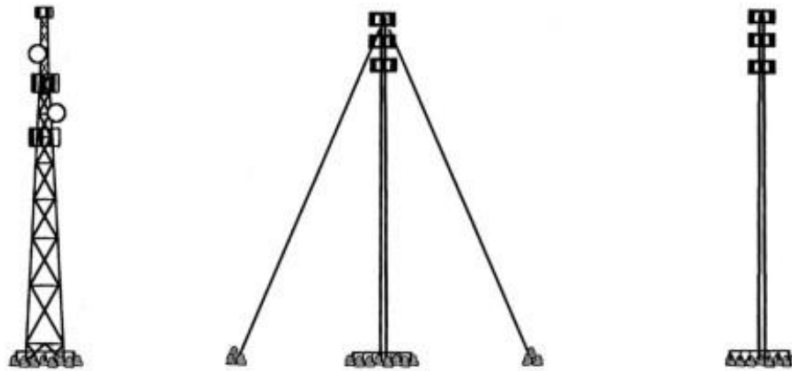
-
- (a) *Minor modifications.* Antennas co-located on existing stealth communication facilities or existing antenna support structures which have previously received all required approvals and permits shall be permitted as an allowed use in all commercial zones.
 - (b) New support structures and major modifications shall be considered as follows:
 - (1) Stealth communication facilities shall be permitted as an allowed use in all commercial zoning districts.
 - (2) Antenna support structures shall be permitted as an allowed use in all commercial and mixed-use zoning districts when located on school, government-owned utility, and other government sites. Proposed antennas or antenna support structures that are contrary to this section must be requested through the special review process.
 - (3) Antenna support structures and antennas located in NO, NC, and DX that do not meet the requirements of subsection 6(b)(1) or 6(b)(2) shall be required to obtain special review approval. Wireless communication facility tower farms are not allowed in these zoning districts.
 - (4) Antenna support structures and antennas located in CMU1, CMU2, CX, I1, EBURD, CBD, and P zoning districts shall be permitted as an allowed use provided that the towers meet the requirements subsection 6(b)(1) or 6(b)(2) or the following:
 - (i) Roof-mounted antenna that do not add more than twenty (20) feet to the total height of the building on which it is mounted shall be permitted as an allowed use. See additional requirements for roof-mounted antenna in subsection 4(j)(2).
 - (ii) Antenna support structures fifty (50) feet in height or less shall be permitted as an allowed use.
 - (iii) Antenna support structures that are greater than fifty (50) feet in height shall be required to obtain special review approval.
 - (iv) Wireless communication facility tower farms are permitted with special review approval, except in the CBD and P3 zoning districts.
 - (5) All antenna support structures located in I2 shall be permitted as an allowed use, including tower farms.
7. *Antenna support structures located in parks.* The presence of certain wireless communication facilities may conflict with the purpose of some city owned parks. Wireless communication facilities will be considered only following a recommendation by the city planning division; the city parks, recreation, and cemetery advisory board, and approved by the city council. Factors that will be considered include:
- (a) Public parks of a sufficient scale and character that are adjacent to an existing commercial or industrial use;
 - (b) Commercial recreation areas and major playfields; and,
 - (c) Park maintenance facilities.
8. *Small cell WCF.* The following standards apply in those zones where small cell telecommunications facilities are allowed as a permitted use:
- (a) An antenna may be installed on existing exterior support structures, but the installation of taller poles or new overhead wiring to accommodate the antennas will not be permitted without a special review approval.

-
- (1) An antenna may be installed at least twenty (20) feet from the ground in a residential zone or on an existing residential support structure or support structure on privately owned land, or fifteen (15) feet from the ground in a commercial or mixed-use zone or on an existing commercial structure or support structure on privately owned land.
 - (2) An antenna may be mounted on the wall of a building facing the rear lot line at a height of at least twenty (20) feet in a residential zone or when mounted on a residential building, or fifteen (15) feet in a commercial or mixed-use zone or when mounted to a commercial building.
- (b) An antenna must not be installed on or within sixty (60) feet of a single-family or two-family dwelling unit and must not be installed on the front façade of any residence.
 - (c) Cable connecting the antennas to the equipment box shall be contained inside the pole or support structure or shall be flush mounted and covered with a metal, plastic or similar material cap matching the color of the pole or structure on which it is installed, properly secured and maintained by the applicant.
 - (d) Related unstaffed equipment cabinets may be located within a building, an equipment cabinet outside a building, an equipment cabinet on a rooftop, or an equipment room within a building.
 - (1) Such related equipment shall have a maximum square footage of ten (10) square feet with a maximum height of two (2) feet and must be so located and installed in accordance with the applicable setback and other requirements of the zone in which the property is classified.
 - (2) A related unstaffed equipment cabinet may be installed on a rooftop of a building on privately owned land which is at least fifteen (15) feet in height, provided it and all other roof structures do not occupy more than twenty-five (25) percent of the roof area.
 - (e) The applicant shall provide proof that it is a licensed provider and will comply with all applicable federal, state and city laws and regulations, including those regarding wireless communications services.
 - (f) An antenna and equipment box must be installed as a stealth telecommunications facilities on a property within a historic district or that has been designated by the city as a historic resource, and the historic district commission must review such an application.
 - (g) Public property. A private small cell telecommunications antenna may be located on the exterior of public property or attached to an existing support structure owned or operated by the city and shall be a permitted use in all zones.
 - (h) All such small cell telecommunications antennas shall be located and designed so as to minimize visual impact on surrounding properties and from public streets.
 - (i) No signs are permitted in connection with any small cell telecommunications antenna.
 - (j) No lights are permitted on any monopole or antenna unless required by the FCC, the FAA, or the city.
 - (k) No more than one building, pole or other support structure containing a small cell telecommunications facility or co-located facility is permitted on a lot or parcel of land, or for parcels larger than a half-acre, per half-acre of land.
9. *Nonconforming wireless communication facilities.* Antenna support structures and/or facilities in existence on the date of the adoption of these regulations, that do not comply with the requirements of these regulations, (nonconforming antenna support structures) are subject to the following provisions:

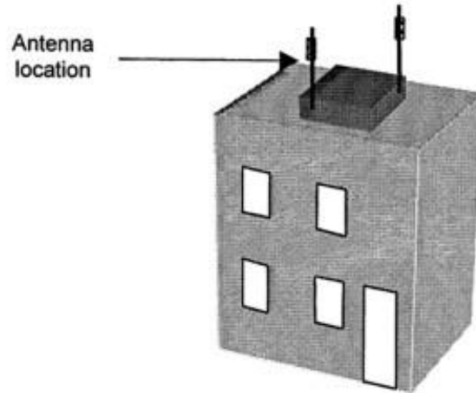
-
- (a) Nonconforming antenna support structures may continue their present use but may not be expanded or increased in height without complying with these regulations, except as further provided in this section.
 - (b) Nonconforming antenna support structures which are hereafter damaged and destroyed, by less than fifty (50) percent of its replacement value, due to any reason or cause may be repaired and restored to their former use, location, and physical dimensions subject to obtaining a building permit and other necessary approvals, but without otherwise complying with these regulations. If an antenna support structure is destroyed or damaged by more than fifty (50) percent of its replacement the antenna support structure must be brought into compliance with these regulations.
 - (c) The owner of any nonconforming antenna support structure may make minor modifications in order to improve the structural integrity of the facility, to allow the facility to accommodate co-located antennas or facilities, or to upgrade the facilities to current engineering, technological or communications standards, without having to conform to the provisions of these regulations.
10. *Abandonment.* Wireless communications facilities will be considered abandoned if they are unused by all providers at the facility for a period of six (6) months. Determination of abandonment shall be made by the planning division, which shall have the right to request documentation from the facility owner regarding support or antenna usage. Upon abandonment, the facility owner shall have ninety (90) days to:
- (a) Re-use the facility, or transfer the facility to another owner who will re-use it; or
 - (b) Dismantle the facility. If the facility is not removed within ninety (90) days of abandonment, the city may remove the facility at the facility and/or property owner's expense. If the facility is removed, city approval of the facility expires.
 - (c) If the facility owner is unable to remove the facility within the ninety (90) days due to unusual circumstances, the planning division may grant the facility owner an additional ninety (90) days in which to comply with the requirements of this section.
11. *Nuisances.* Wireless communication facilities, including, without limitation, power source, ventilation and cooling, shall be operated at all times within the city noise regulations, shall not be operated so as to cause the generation of heat that adversely affects a building occupant and shall not be maintained or operated in such a manner as to be a nuisance.
12. *Wireless communication facilities, illustrated examples.*
- (a) *Stealth communication facilities.*



(b) *Antenna support structures.*



(c) *Roof-mounted antenna support structures and antennas.*



13. *Minor modification procedures.*

- (a) Minor modifications to facilities permitted under these regulations shall be approved by the planning division so long as they comply with the original approved design.
- (b) *Timeframe for review.* Subject to the tolling provisions of subsection (c) below, within sixty (60) days of the date on which an applicant submits an application seeking approval under this section, the city shall approve the application unless it determines that the application is not covered by this subsection, or otherwise in non-conformance with applicable codes.
- (c) *Tolling of the timeframe for review.* The 60-day review period begins to run when the application is filed, and may be tolled only by mutual agreement of the city and the applicant, or in cases where the zoning coordinator determines that the application is incomplete:
 - (1) To toll the timeframe for incompleteness, the city must provide written notice to the applicant within thirty (30) days of receipt of the application, specifically delineating all missing documents or information required in the application;
 - (2) The timeframe for review begins running again when the applicant makes a supplemental written submission in response to the city's notice of incompleteness;
 - (3) Following a supplemental submission, the city will notify the applicant within ten (10) days that the supplemental submission did not provide the information identified in the original notice delineating missing information. The timeframe is tolled in the case of second or subsequent notices pursuant to the procedures identified in subsection 14.(c)(1). In the case of a second or subsequent notice of incompleteness, the city may not specify missing information or documents that were not delineated in the original notice of incompleteness;
 - (4) *Failure to act.* In the event the city fails to act on a request for minor modification, within the timeframe for review (accounting for any tolling), the request shall be deemed granted. The request becomes effective when the applicant notifies the city in writing after the review period has expired (accounting for any tolling) that the application has been deemed granted; and
 - (5) *Interaction with Telecommunications Act Section 332(c)(7).* If the city determines that the applicant's request is not a request for minor modification, the presumptively reasonable timeframe under section 332(c)(7), as prescribed by the FCC's Shot Clock order, will begin to run from the issuance of the city's decision that the application is not a request for minor modification. To the extent such information is necessary, the city may request additional information from the applicant to evaluate the application under section 332(c)(7) reviews.

-
- (d) In the event that after submittal of the application, or as a result of any subsequent submittals, applicant modifies the proposed facilities modification described in the initial application, the application as modified will be considered a new application subject to commencement of a new application review period; provided that, applicant and the approval authority may, in the alternative, enter into a mutually agreeable tolling agreement allowing the city to request additional submittals and additional time that may be reasonably necessary for review of the modified application.
- (e) *Decision.* The approval authority shall review a minor modification application to determine if the proposed facilities modification is subject to this section, and if so, if the proposed facilities modification will result in a substantial change to the physical dimensions of an eligible support structure.
- (1) Within sixty (60) days of the date on which the city receives a minor modification application, less any time period that may be excluded under the tolling provisions of this section or a tolling agreement between the applicant and the approval authority, the approval authority shall approve the application and contemporaneously issue a minor modification permit unless the approval authority determines that the application is not subject to this section, or the proposed facilities modification will substantially change the physical dimension of an eligible support structure.
- (2) *Denial.* A minor modification application shall be denied upon determination by the approval authority that the proposed facilities modification is not subject to this section or will substantially change the physical dimensions of an eligible support structure. A proposed facilities modification will substantially change the physical dimensions of an eligible support structure if it meets any of the substantial change criteria. A denial of a minor modification application shall set forth in writing the reasons for the denial and shall be provided to the applicant.
- (3) *Deemed approved application.* An application that has been deemed approved shall be and constitute the equivalent of a minor modification permit, except as may be otherwise determined by a court of competent jurisdiction, and shall be subject to generally applicable enforcement and compliance requirements in the same manner as a minor modification permit issued pursuant to this section.
- (f) *Term of minor modification permit.* A minor modification permit issued pursuant to this section, and any deemed approve application, shall be valid for a term of one hundred eighty (180) days from the date of issuance, or the date the application is deemed approved.
14. *New support structure and major modification procedures.* Applications for new support structures and major modifications to existing antenna support structures permitted under these regulations shall be approved through a special review. Major modifications are any modifications that exceed the definition of minor modifications and constitute a substantial change per subsection 27-1007.C.3.