



FAIRFAX COUNTY

SE APPLICATION FILED: April 12, 2005
PLANNING COMMISSION: September 14, 2005
BOARD OF SUPERVISORS: Not yet Scheduled

V I R G I N I A

August 31, 2005

STAFF REPORT

**APPLICATIONS SE 2005-SP-015
and 2232-S05-5**

SPRINGFIELD DISTRICT

APPLICANT: Washington, D.C. SMSA Limited Partnership d/b/a
Verizon Wireless

ZONING: RC & WS

LOCATION: 11116 Henderson Road

PARCEL(S): 96-1 ((1)) 17

ACREAGE: 3.93 acres

FAR: 0.036

OPEN SPACE: 99.6%

PLAN MAP: Residential, .1-.2 du/ac

SE CATEGORY: Category 1, Use 8: Mobile and Land Based
Telecommunication Facilities

PROPOSAL:

STAFF RECOMMENDATIONS:

Staff recommends that the Planning Commission find that the construction of the telecommunications facility proposed under 2232-S05-5 satisfies the criteria of location, character, and extent as specified in Section 15.2-2232 of the *Code of Virginia*, and therefore is substantially in accord with provisions of the Comprehensive Plan.

Staff recommends approval of SE 2005-SP-015, subject to the proposed development conditions contained in Appendix 1.

Staff recommends approval of a modification of the Transitional Screening 3 requirement along all site boundaries, as shown on the SE plat.

It should be noted that it is not the intent of the staff to recommend that the Board, in adopting any conditions, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendation of staff; it does not reflect the position of the Board of Supervisors.

For information, contact the Zoning Evaluation Division, Department of Planning and Zoning, 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035-5505, (703) 324-1290 or TTY 711 (Virginia Relay Center).



Americans with Disabilities Act (ADA): Reasonable accommodation is available upon 7 days advance notice. For additional information on ADA call (703) 324-1334 or TTY 711 (Virginia Relay Center).

**A GLOSSARY OF TERMS FREQUENTLY
USED IN STAFF REPORTS MAY BE
FOUND AT THE BACK OF THIS REPORT**

DESCRIPTION OF THE APPLICATION

2232-S05-5 Proposal:

The Applicant, Washington DC SMSA Limited Partnership d/b/a Verizon Wireless, has filed an application for review by the Planning Commission to determine whether the construction of a 140-foot tall monopole with 12 antennae and a related equipment cabinet (to replace an existing lattice tower at 11116 Henderson Road) satisfies the criteria of location, character and extent pursuant to Section 15.2-2232 of the Code of Virginia; and, therefore, may be determined to be substantially in accordance with the Comprehensive Plan. The 111-foot lattice tower (proposed to be replaced) supports an existing 123-foot Fort Worth mount containing six AT&T Wireless Services antennae, which the applicant intends to transfer to the new monopole, bringing the total number of antennae on the new pole to 18.

SE 2005-SP-015 Proposal:

The Applicant seeks a Category 1 Special Exception to permit the construction of a telecommunications facility consisting of a 140-foot tall monopole with 18 antenna and a related 360 square-foot equipment cabinet.

Waivers and Modifications:

Modification of the Transitional Screening 3 requirement along all site boundaries in favor of existing vegetation to be supplemented by a 10-foot wide buffer of Northern Bayberry shrubs along the north, south and west sides of the proposed equipment cabinet structure.

LOCATION AND CHARACTER

Site Description:

The 3.93-acre subject property, zoned R-C, is located at 11116 Henderson Road (Route 643). The property is within the WS (Water Supply Protection) overlay district, and its western and northwestern borders are partially within the RPA (Resource Protection Area). An existing septic field is contained within the RPA. A 230-foot wide VEPCO power line easement with multiple towers and poles traverses the southern portion of the site. Within this easement are two 72 square-foot AT&T Wireless Services equipment cabinets. Traversing the northern portion of the property are a 50-foot wide Columbia gas line easement and a 20-foot wide Plantation Pipeline easement. Within the gas line easement is a 240 square-foot T-Mobile equipment cabinet. The northernmost portion of the parcel is improved with a single-family detached dwelling. The site is

accessed via Henderson Road, which runs adjacent to the property's easternmost edge.

Surrounding Area Description:

Direction	Use	Zoning	Plan
North	SFD	R-C & WS	Residential, .1-.2 du/a
South	SFD	R-C & WS	Residential, .1-.2 du/a
East	SFD	R-C & WS	Residential, .1-.2 du/a
West	SFD	R-C & WS	Residential, .1-.2 du/a

BACKGROUND

On February 7, 2001, the Planning Commission approved application FS-S00-121 to permit AT&T Wireless Services (ATTWS) to establish a telecommunications facility on the subject property. The facility consists of nine panel antennae mounted at the top of a 123-foot tall Fort Worth pole, erected in the center of an existing 111-foot tall electric transmission lattice tower. In addition to this facility, two 72 square-foot AT&T Wireless Services equipment cabinets were also constructed on the ground, approximately 110 feet northwest of the tower. Except for the Fort Worth pole and lattice tower, all of this equipment is proposed to remain on the site.

COMPREHENSIVE PLAN PROVISIONS

Plan Area: Pohick Planning District, Area III

Planning Sector: P5 Dominion

Plan Map: Residential, .1-.2 du/a

Plan Text: Fairfax County Comprehensive Plan, Area III, Pohick Planning District, p. 57, #2:

"Non-residential uses requiring special exception or special permit approval should be rigorously reviewed. In general, these uses should be located at the boundary of Low Density Residential Areas and Suburban Neighborhoods or where their impact on existing residences will be minimal. These uses should be granted only if the following conditions are met:

- Access for the use is oriented to an arterial;

- The use is a size and scale that will not adversely impact the character of the area in which is located; and
- The use is designed to mitigate impacts on the water quality of the Occoquan Reservoir.

ANALYSIS

Special Exception (SE) Plat (copy provided at front of staff report)

Title of SE Plat: Farris Corner Transmission Tower Special Exception, 11116 Henderson Road, Fairfax Station, VA 22039, Fairfax County

Prepared by: Clark-Nexsen

Date: December 13, 2000 with revisions through August 1, 2005

Plat Description

The SE Plat consists of two sheets. Sheet 1 contains general notes, a vicinity map, setbacks, an enlarged site plan of the proposed facility, construction notes and a soils legend. Sheet 2 depicts details and angle of bulk plane (ABP) diagrams of the antennae, equipment cabinet and fence.

The proposed telecommunications facility, located within a 230-foot wide Dominion Virginia Power easement, would replace the existing lattice structure with a new 140-foot tall monopole containing 12 Verizon antennae and six relocated AT&T Wireless Services antennae, placed at a lower height of 131-feet; and a 12' x 30' x 10' fenced equipment cabinet. The proposed 140-foot pole will be located approximately 109 feet from the eastern property boundary, approximately 334.7 feet from the western property boundary, approximately 285.9 feet from the northern property boundary, and 84.3 feet from the southern property boundary. The equipment cabinet would be located approximately 45-feet west/northwest of the new pole. The equipment cabinet would have a concrete stoop and would be enclosed by a 7-foot chain link fence topped with barbed wire. The northern and western sides of the cabinet would be landscaped with 34 Northern Bayberry shrubs to create a 10-foot wide buffer in order to screen its view from the single-family residence nearby. (The applicant has requested a modification of Type 3 Transitional Screening, which is discussed in greater detail in the "Waivers and Modifications" section below.) The total disturbed area of the site would be 2,060 square feet.

The facility will be accessed by a driveway extending from the northeastern portion of the property. Additionally, a 20-foot access and utility easement is proposed from the driveway to Henderson Road. The facility is expected to be accessed only once monthly for routine maintenance.

Land Use/2232 Review Analysis (Appendix 3)

Va. Code Sec. 15.2-2232, as amended, requires the Planning Commission to determine whether the general location, character, and extent of the proposed facility, as amended, are substantially in accord with the adopted Comprehensive Plan.

Location

The Comprehensive Plan recommends that requests for non-residential uses in the Dominion Community Planning Sector requiring special exception approval should be granted only if access is oriented to an arterial roadway. The proposed facility will be unmanned, and the only need for access to the site will be for once or twice-monthly routine maintenance by technicians. Due to the nature of the proposed use and the expected low frequency of visits to the facility, staff believes that the Plan recommendation for arterial orientation is not applicable to this proposal. Staff believes that the proposal to replace an existing transmission structure located in a major utility corridor is consistent with the Plan recommendation to reduce the need for another structure when such replacements are appropriate to the site and surrounding area. By relocating the current ATTWS antennas from the existing tower to the new pole, the proposal is also consistent with Plan guidelines to locate different service providers on single structures whenever appropriate. Staff believes that the subject application is consistent with Plan guidelines to locate new telecommunications structures on properties that provide an opportunity to conceal them and minimize the visual impact on surrounding areas.

Character

From Henderson Road, the existing tower proposed for replacement is one of many similar towers visible in both directions in the utility corridor. Although Verizon proposes a single-pole structure, the new pole and its cross-arms will be similar in its overall configuration, in staff's opinion, to the existing lattice towers in the corridor. After installation, the replacement pole will visually take its place in the line of transmission towers where staff believes it will blend with the existing pattern of tall structures in the corridor, consistent with Plan recommendations to minimize the visual impacts of telecommunications facilities. Staff believes that the replacement pole should have no significant adverse visual impact on the character of residential properties in the area. The new pole will be further from the existing residence on the property than the existing tower it will replace, and distances from the proposed facility to nearby residences should provide suitable buffers. In addition, staff believes

that the new pole's visual impact on the surrounding residential properties will be minimized by the substantial and dense vegetative buffer on either side of the utility corridor, in support of Plan guidelines to mitigate the proposed facility's visual presence and prominence. Staff believes Verizon's proposal is appropriate to this site because the 140-foot replacement pole should be compatible with the configuration, character, and height of the 111-foot existing structures in the corridor. Based on its observations of the existing tower and a review of the applicant's photographic simulations, staff concludes that the proposed facility will have no significant adverse visual impact on the character of the surrounding area, consistent with Plan guidelines that the proposal demonstrate that the location proposed for the facility has the least visual impact on residential areas and the public way.

Extent

Verizon states that its proposal to increase the height of the existing 123-foot tall structure to 140 feet is only to the extent necessary to obtain the desired coverage, which staff believes is consistent with the Plan recommendation that the structure's height be no greater than required to achieve the service area requirements and potential colocation. Under the proposal, a single monopole will be added to the transmission structures already located in the utility corridor. Finally, DIT staff concludes that the proposed facility will meet or exceed federal standards for emission levels at the site. Therefore, in staff's opinion, the extent of the proposed facility conforms to the Comprehensive Plan.

Staff concludes that the subject proposal by Verizon Wireless, as amended, to construct a telecommunications facility in a Dominion Virginia Power easement, located at 11116 Henderson Road, Fairfax Station, satisfies the criteria of location, character, and extent as specified in Va. Code Sec. 15.2-2232. Staff therefore recommends that the Planning Commission find Application 2232-S05-5, as amended, substantially in accord with provisions of the adopted Comprehensive Plan.

Environmental Analysis (Appendix 4)

Issue: Water Quality

None of the proposed construction will take place immediately adjacent to the RPA, and no impacts are anticipated as a result of the proposed replacement pole. A complete environmental analysis is located in Appendix 4.

Transportation Analysis (Appendix 5)

No transportation issues have been identified with this request.

Department of Information Technology Analysis (Appendix 6)

The memorandum from the Emergency Communications Branch of the Department of Information Technology states that the proposed monopole meets or exceeds Federal Communications Commission standards for emission exposure levels at ground level within 2000 feet of the monopole. Therefore, the facility poses no harm to the County or its citizens.

ZONING ORDINANCE PROVISIONS**Waivers and Modifications**

As dense vegetation exists on either side of the utility easements and the monopole itself is to be located within a VEPCO easement, thereby restricting plantings, the applicant has requested a modification of the 50 foot-wide Type 3 Transitional Screening in favor of existing vegetation; and landscaping three sides of the equipment cabinet with a 10-foot wide buffer of Northern Bayberry shrubs.

Special Exception Requirements (Appendix 8)General Special Exception Standards (Sect. 9-006)

General Standards 1 and 2 require that the proposed use be in harmony with the adopted Comprehensive Plan and with the general purpose and intent of the applicable zoning district regulations. As previously stated, the proposed use meets both of these criteria.

General Standards 3 and 4 require that the proposed use be harmonious with and will not adversely affect the use or development of neighboring properties in accordance with the applicable zoning district regulations and the adopted Comprehensive Plan; and that pedestrian and vehicular traffic associated with such use will not be hazardous or conflict with the existing and anticipated traffic in the neighborhood. As previously stated, the proposed use is harmonious with neighboring properties and will not create any traffic impacts.

General Standard 5 requires that landscaping and screening be in accordance with the provisions of Article 13. The applicant has asked for a waiver of Type 3 Transitional Screening requirements, as noted above, which staff supports.

General Standards 6, 7 and 8 require that open space, adequate utility, drainage, signage, parking and loading spaces to be regulated in accordance

with the Zoning Ordinance; however, the Board of Supervisors may impose stricter requirements for a given use than those set forth in this Ordinance. Due to the nature of this use, no such impacts are expected.

Category 1 Standards (Sect. 9-104)

Standard 1 states that Category 1 special exception uses shall not have to comply with the lot size requirements or the bulk regulations set forth for the zoning district in which located. Since the proposed special exception is a Category 1, it does not have to comply with lot size requirements or the bulk regulations of the R-C zoning district.

Standard 2 states that no land or building in any district other than the I-5 and I-6 District shall be used for the storage of materials or equipment, or for the repair or servicing of vehicles or equipment, or the parking of vehicles except those needed by employees connected with the operation of the immediate facility. The subject property is zoned R-C; no storage or maintenance facilities are proposed. Therefore, this standard has been satisfied.

Standard 3 requires that if the proposed location of a Category 1 use is in an R district, there shall be a finding that there is no alternative site available for such use in a C or I district within 500 feet of the proposed location; except that in the case of electric transformer stations and telecommunication central offices, there shall be a finding that there is no alternative site available in a C or I district within a distance of one (1) mile, unless there is a substantial showing that it is impossible for satisfactory service to be rendered from an available location in such C or I district. The applicant has stated that attempts were made to find alternative sites for this use but that they were ultimately unable due to the fact that the other sites: did not provide unobstructed cellular coverage; were not well located according to the Comprehensive Plan; or required a new structure to be built. These findings are summarized in the Applicant's Statement of Justification and in the Land Use/2232 Analysis Memorandum and staff concurs with the applicant's findings.

Standard 4 states that all uses, before establishment, including modifications or alterations to existing uses, shall be subject to the provisions of Article 17, Site Plans.

Additional Standards for Mobile and Land Based Telecommunication Facilities (Sect. 9-105)

Standard 1 requires that, except for antennae completely enclosed within a structure, all antennae and their supporting mounts shall be of a material or color that closely matches and blends with the structure on which it is mounted. The applicant has stated that 18 standard antennae will be located on the proposed telecommunications tower (12 new antennae at 140-feet; and six

relocated antennae at 131-feet), and will be compatible with the structure that they are located on. Therefore, this standard has been satisfied.

Standard 2 requires that, except for a flag mounted on a flagpole as permitted under the provisions of Par. 2 of Sect. 12-203, no commercial advertising or signs shall be allowed on any monopole, tower, antenna, antenna support structure, or related equipment cabinet or structure. The applicant has not proposed any advertising or signs on the telecommunications tower or equipment shelter. Therefore, this standard has been satisfied.

Standard 3 requires that if any additions, changes or modifications are to be made to monopoles or towers, the Director shall have the authority to require proof, through the submission of engineering and structural data, that the addition, change, or modifications conforms to structural wind load and all other requirements of the Virginia Uniform Statewide Building Code. A development condition has been included requiring this proof. Therefore, this standard has been satisfied

Standard 4 requires that no signals, lights or illumination shall be permitted on an antenna unless required by the Federal Communication Commission, the Federal Aviation Administration or the County, provided, however, that on all antenna structures which exceed 100 feet in height, a steady red marker light shall be installed and operated at all times, unless the Zoning Administrator waives the red marker light requirement upon a determination by the Police Department that such marker light is not necessary for flight safety requirements for police and emergency helicopter operations. All such lights shall be shielded to prevent the downward transmission of light. The proposed telecommunications facility includes a 140 foot tall pole. A development condition has been included requiring that a steady red marker light be installed unless waived by the Zoning Administrator. Therefore, this standard has been satisfied.

Standard 5 states that all antennae and related equipment cabinets or structures shall be removed within 120 days after such antennae or related equipment cabinets or structures are no longer in use. A development condition requiring conformance with this standard has been included; therefore this standard has been satisfied.

Overlay District Requirements

Water Supply Protection Overlay District (Section 7-800)

The provisions of 7-808, Use Limitations, apply additional standards for uses in the WSPOD. Any use requiring a site plan must provide water quality control measures designed to reduce by one-half the projected phosphorus runoff pollution for the proposed use. Such water quality control measures or Best Management Practices (BMPs) shall be reviewed, modified, waived and/or

approved by the Director in accordance with the Public Facilities Manual. The applicant has requested a waiver of this requirement until the time of the Site Plan review, due to the fact that the project will disturb only 2,060 square feet. This waiver will be subject to review by the Department of Public Works and Environmental Services at the time of Site Plan Review. If a waiver or modification is not approved, the applicant will meet the provisions of Section 7-800.

CONCLUSION AND RECOMMENDATIONS

Conclusions

Staff concludes that the subject proposal by Washington DC SMSA Limited Partnership d/b/a Verizon Wireless to construct a 140-foot tall transmission pole with 18 antennae and related equipment cabinet to replace an existing 123-foot lattice tower and its attached Fort Worth mount supporting six AT&T Wireless Services antennae at 11116 Henderson Road, satisfies the criteria of location, character and extent pursuant to Section 15.2-2232 of the Code of Virginia; and, therefore, is in substantial conformance with the Comprehensive Plan.

Staff further concludes that the subject proposal is in conformance with the applicable Zoning Ordinance provisions.

Recommendations

Staff recommends that the Planning Commission find that the facility proposed under 2232-S05-5 satisfies the criteria of location, character and extent as specified in Section 15.2-2232 of the Code of Virginia and, therefore, is substantially in compliance with the provisions of the Comprehensive Plan.

Staff recommends approval of SE 2005-SP-015 subject to development conditions in Appendix 1.

It should be noted that it is not the intent of Staff to recommend that the Board of Supervisors, in adopting any conditions proffered by the owner, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendations of Staff, and does not reflect the position of the Board of Supervisors.

APPENDICES

1. Proposed Development Conditions
2. Affidavit
3. Land Use/2232 Review Analysis, including applicant's Statement of Justification
4. Environmental Analysis
5. Transportation Analysis
6. Department of Information Technology Analysis
7. Department of Public Works and Environmental Services Analysis
8. Applicable Zoning Ordinance Provisions
9. Glossary of Terms

PROPOSED DEVELOPMENT CONDITIONS**SE 2005-SP-015****August 31, 2005**

If it is the intent of the Board of Supervisors to approve SE 2005-SP-015 located at 11116 Henderson Road (Tax Map 96-1 ((1)) 17) to permit a telecommunication facility pursuant to Sections 3-C04 and 9-105 of the Fairfax County Zoning Ordinance, staff recommends that the Board condition the approval by requiring conformance with the following development conditions.

1. This Special Exception is granted for and runs with the land indicated in this application and is not transferable to other land.
2. This Special Exception is granted only for the purpose(s), structure(s) and/or use(s) indicated on the Special Exception plat approved with the application, as qualified by these development conditions.
3. A copy of this Special Exception and the Non-Residential Use Permit (Non-RUP) SHALL BE POSTED in a conspicuous place on the property and be made available to all departments of the County of Fairfax during the hours of operation of the permitted use.
4. This Special Exception is subject to the provisions of Article 17, Site Plans, as may be determined by DPWES. Any plan submitted pursuant to this special exception shall be in conformance with the approved Special Exception plat entitled "Farr's Corner Transmission Tower Special Exception Application," prepared by Gary E. Dickenson of Clark-Nexsen, which is dated December 13, 2004 as revised and amended through, August 1, 2005, and these conditions. Minor modifications to the approved Special Exception may be permitted pursuant to Par. 4 of Sect. 9-004 of the Zoning Ordinance.
5. Unless waived by the Zoning Administrator, a steady red marker light shall be installed on the monopole and operated at all times. This light shall be shielded to prevent the downward transmission of light.
6. An 8-foot tall fence shall be installed on the perimeter of the telecommunications compound as shown on the SE Plat.
7. There shall be no outdoor storage of materials, equipment, or vehicles within the telecommunications facility compound.

8. Landscaping shall be provided in the form of 10-foot wide buffer of Northern Bayberry shrubs along the northern, southern and western sides of the equipment cabinet. A landscape plan shall be submitted concurrent with site plan review and shall be subject to review and approval of Urban Forest Management.
9. The applicant shall submit a tree preservation plan as part of the first and all subsequent site plan submissions. The preservation plan shall be prepared by professional with experience in the preparation of tree preservation plans, such as a certified arborist or landscape architect, and reviewed and approved by Urban Forest Management. Specific tree preservation activities that will maximize the survivability of trees identified to be preserved, such as crown pruning, root pruning, mulching, fertilization, and others as necessary shall be included in the plan.
10. All trees shown to be preserved on the tree preservation plan shall be protected by a tree protection fence. For the areas designated to be preserved, tree protection fencing -- consisting of 4-foot high, 14-gauge welded wire, attached to 6-foot steel posts driven 18 inches into the ground and placed no further than 10 ft. apart -- shall be erected at the limits of clearing and grading and shown on the demolition and phase I & II erosion and sediment control sheets.

All tree protection fencing shall be installed prior to any clearing and grading activities, including the demolition of any existing structures. The installation of all tree protection fences, except super silt fence, shall be performed under the supervision of a certified arborist. Three days prior to the commencement of any clearing, grading, or demolition activities, Urban Forest Management shall be notified and given the opportunity to inspect the site to assure that all tree protection devices have been correctly installed.

11. Stormwater Management (SWM) and Best Management Practices (BMP) shall be provided in accordance with the requirements of the Public Facilities Manual as determined by the Department of Public Works and Environmental Services, unless waived or modified.
12. No signs shall be permitted on the subject property for the advertisement of the users of the telecommunications facility.
13. Should the need arise to alter the telecommunications monopole, the applicant shall submit engineering and structural data affirming that said alterations conform to structural wind load and all other requirements of the Virginia Uniform Statewide Building Code.
14. Removal of the Ft. Worth mount and lattice tower must take place within 30 days of issuance of the non-RUP for the monopole. Any additional component(s) of the telecommunications facility shall be removed within 120 days after such component(s) are no longer in use.

15. The maximum number of antenna shall be 18.
16. The maximum height of the telecommunications tower shall not exceed 140 feet, as shown on the Special Exception Plat.

The above proposed conditions are staff recommendations and do not reflect the position of the Board of Supervisors unless and until adopted by that Board.

This approval, contingent on the above noted conditions, shall not relieve the applicant from compliance with the provisions of any applicable ordinances, regulations, or adopted standards. The applicant shall be himself responsible for obtaining the required Non-Residential Use Permit through established procedures, and this Special Exception shall not be valid until this has been accomplished.

Pursuant to Section 9-015 of the Zoning Ordinance, this special exception shall automatically expire, without notice, thirty (30) months after the date of approval unless, at a minimum, the use has been established as evidenced by the issuance of a new Non-RUP. The Board of Supervisors may grant additional time to establish the use or to commence construction if a written request for additional time is filed with the Zoning Administrator prior to the date of expiration of the special exception. The request must specify the amount of additional time requested, the basis for the amount of time requested and an explanation of why additional time is required.