

ISSUE: Certificate of Appropriateness for alterations (small cell antenna)

APPLICANT: Celco Partnership dba Verizon Wireless

LOCATION: Old and Historic Alexandria District
Dominion Energy utility pole in right-of-way near 500 A South Union Street

ZONE: WPR/Waterfront Park & Recreation Zone

STAFF RECOMMENDATION

Staff recommends approval of the Certificate of Appropriateness, as submitted.

GENERAL NOTES TO THE APPLICANT

1. **ISSUANCE OF CERTIFICATES OF APPROPRIATENESS AND PERMITS TO DEMOLISH:** Applicants must obtain a copy of the Certificate of Appropriateness or Permit to Demolish PRIOR to applying for a building permit. Contact BAR Staff, Room 2100, City Hall, 703-746-3833, or preservation@alexandriava.gov for further information.
2. **APPEAL OF DECISION:** In accordance with the Zoning Ordinance, if the Board of Architectural Review denies or approves an application in whole or in part, the applicant or opponent may appeal the Board's decision to City Council on or before 14 days after the decision of the Board.
3. **COMPLIANCE WITH BAR POLICIES:** All materials must comply with the BAR's adopted policies unless otherwise specifically approved.
4. **BUILDING PERMITS:** Most projects approved by the Board of Architectural Review require the issuance of one or more construction permits by Department of Code Administration (including signs). The applicant is responsible for obtaining all necessary construction permits after receiving Board of Architectural Review approval. Contact Code Administration, Room 4200, City Hall, 703-746-4200 for further information.
5. **EXPIRATION OF APPROVALS NOTE:** In accordance with Sections 10-106(B) and 10-206(B) of the Zoning Ordinance, any official Board of Architectural Review approval will expire 12 months from the date of issuance if the work is not commenced and diligently and substantially pursued by the end of that 12-month period.
6. **HISTORIC PROPERTY TAX CREDITS:** Applicants performing extensive, certified rehabilitations of historic properties may separately be eligible for state and/or federal tax credits. Consult with the Virginia Department of Historic Resources (VDHR) prior to initiating any work to determine whether the proposed project may qualify for such credits.



I. APPLICANT'S PROPOSAL

The applicant is requesting a Certificate of Appropriateness to replace the existing wood pole in the right-of-way in front of the parcel at 500A South Union Street with a new wood pole.

- The existing 33'6" high pole will be replaced with a new 35'9" high pole located within 2' of the existing pole.
- 5G small cell facility measuring approximately 3'8" high will be mounted on top of the pole.
- 4G canister antenna will be mounted above the 5G antenna. The top of the 4G antenna will be 43'4" above grade.
- Verizon wireless equipment cabinet, meter box and center panel will be mounted on the pole, starting at 3'-8" from grade.
- Cubic volume of the two antennas is 5.48.
- Cubic volume of associated equipment is 12.90.
- All features of the wireless facility will be colored matched to the pole.
- All existing utilities, light fixture and signage on the pole will be relocated to the new pole.

Site context

The parcel addressed 500 South Union Street is part of the City park also known as Windmill Hill Park. There are existing wood utility poles on both the east and west side of South Union Street in front of the park.

II. HISTORY

Windmill Hill derives its name from a wind-powered mill constructed on the steep banks overlooking the Potomac River in this location in the 1840s. The area comprising Windmill Hill Park was an important Civil War logistics and railroad center, linking with the existing Wilkes Street Tunnel and the Hooff's Run bridge. The land where the dog park and present Ford's Landing townhouse development now sit was used in the 19th century as a shipbuilding site known as Keith's Wharf and later as a Ford automobile dealer make-ready facility. There were also fuel oil tank farms near on the west side of South Union Street in the mid-20th century. The area east of Union Street had small sheds used for storage and boats in the early 20th century and the bay was a private marina known as the Old Town Yacht Basin until the 1980s. The coal fired Old Dominion power plant was demolished to construct the Harborside townhouses about that same time. Today, the park occupies land on both the east and west sides of South Union Street and features a basketball court, volleyball courts, a playground, a dog park and open lawn. The nearest historic buildings that remain today are on the west side of South Lee Street. The buildings to the north and south are all late 20th-century residential developments.

The BAR approved park improvements and shoreline restoration at Windmill Hill Park in July 2016 (BAR Case #2016-00114).

III. ANALYSIS

To address the growing demand for wireless services across the United States, telecommunication providers are increasing the capacity of their networks by deploying small cell wireless facilities within the public right-of-way to reduce the data traffic load on roof-mounted equipment and larger cell towers. Small cell facilities are low-powered antennas that provide wireless service coverage to a limited geographic area (often with ranges of a few hundred feet) and are used to supplement and expand the coverage provided by the traditional, larger-scale network. The next generation of small cell wireless facilities, known as 5G, is currently being installed across the city. The new 5G networks will not just serve cellphones, but also be used as general internet service providers for laptops, desktop computers, smart home digital devices, urban infrastructure monitoring, smart traffic control, remote health monitoring, emergency monitoring and notification systems, connected and autonomous vehicles, and many more applications.

In the past several years, Federal and State legislation has been enacted to further streamline the local approval process for cellular facilities, shortening the approval time and limiting jurisdictions' authority. In 2017, and again in March 2020, City Council approved amendments to the zoning ordinance to ensure compliance with these laws.

In June 2019, the BAR approved the first small cell facilities in the historic district and shortly after adopted a BAR administrative policy for approval of certain small cell facilities (4G) in the historic districts. City Council has recently approved license agreements for some of the wireless carriers and the City has seen a sharp increase in the number of applications for small cell facilities. Because the design of the antennas has evolved since the BAR administrative policy was adopted in June 2019, BAR staff proposed amendments to the policy to allow for more administrative approvals at the Board's April 22, 2020 electronic hearing (conducted electronically due to the Covid-19 emergency) at which time the Board tabled proposed amendments and rescinded the administrative policy. As a result, at this time all small cell facilities must now be approved by the BAR at public hearing.

A Certificate of Appropriateness is required in the historic districts under Section 10-103 (A) and 203(A) of the zoning ordinance, which state that "No building or structure shall be erected, reconstructed, altered or restored within the Old and Historic Alexandria District unless and until an application for a certificate of appropriateness shall have been approved..." BAR staff has no objection to the modestly taller pole or the installation of the small cell facility equipment in this location and finds that color matching the equipment and antennas the same color as the pole will help to camouflage them. The existence of utility poles and overhead wires, street signs, and light poles in the rights of way are part of the urban streetscape, and staff does not believe that the installation of the modestly taller pole with the small cell equipment and an overall height of 43'4" will adversely impact the integrity of the historic district. Further, the applicant must apply for a Right-of-Way permit through T&ES at which time staff will inspect the location and develop specific conditions. They will consider such things as ADA accessibility, sidewalk widths, tree conflicts and location of equipment boxes.

Staff recommends approval of the application, as submitted.

STAFF

Stephanie Sample, Historic Preservation Planner, Planning & Zoning
Tony LaColla, AICP, Land Use Services Division Chief, Planning & Zoning

IV. CITY DEPARTMENT COMMENTS

Legend: C- code requirement R- recommendation S- suggestion F- finding

Zoning

- F-1 Height of the pole shall not exceed 50.00 feet without a Special Use Permit. **Pole height is 35' 9" feet and overall height is 43' 4"**
- F-2 Pole must be in the same general location as existing pole. **In Compliance**
- F-3 The replacement pole is not located in a manner that requires the removal of an existing tree or impacts of root zone. **Pole will not require a tree to be remove**
- F-4 Replacement people shall be located that meets ADA requirements that do not impede or hinder pedestrian or vehicular travel. **In Compliance**
- F-5 Wireless facility shall be painted to match similar infrastructure on the block or earth tone color. **Plans indicate facility to be wood pole with equipment painted brown**

Code Administration

- F-1 No Code comment.

Transportation and Environmental Services
CONDITIONS

- R-1 The building permit must be approved and issued prior to the issuance of any permit for demolition, if a separate demolition permit is required. (T&ES)
- R-2 Applicant shall be responsible for repairs to the adjacent city right-of-way if damaged during construction activity. (T&ES)
- R-3 No permanent structure may be constructed over any existing private and/or public utility easements. It is the responsibility of the applicant to identify any and all existing easements on the plan. (T&ES)
- R-4 SWM and Floodplain have no comments. (T&ES)

FINDINGS:

- F-1 After review of the information provided, an approved grading plan is not required at this time. Please note that if any changes are made to the plan it is suggested that T&ES be included in the review. (T&ES)

- F-2 If the alley located at the rear of the parcel is to be used at any point of the construction process the following will be required:
For a Public Alley - The applicant shall contact T&ES, Construction Permitting & Inspections at (703) 746-4035 to discuss any permits and accommodation requirements that will be required.
For a Private Alley - The applicant must provide proof, in the form of an affidavit at a minimum, from owner of the alley granting permission of use. (T&ES)

CODE REQUIREMENTS

- C-1 The applicant shall comply with the City of Alexandria's Solid Waste Control, Title 5, Chapter 1, which sets forth the requirements for the recycling of materials (Sec. 5-1-99). (T&ES)
- C-2 The applicant shall comply with the City of Alexandria's Noise Control Code, Title 11, Chapter 5, which sets the maximum permissible noise level as measured at the property line. (T&ES)
- C-3 All secondary utilities serving this site shall be placed underground. (Sec. 5-3-3) (T&ES)
- C-4 Any work within the right-of-way requires a separate permit from T&ES. (Sec. 5-2) (T&ES)
- C-5 All improvements to the city right-of-way such as curbing, sidewalk, driveway aprons, etc. must be city standard design. (Sec. 5-2-1) (T&ES)

Alexandria Archaeology

- F-1 No archaeological oversight required.

V. ATTACHMENTS

1 – Supplemental Materials

2 – Application for BAR2020-00266: near 500 A South Union Street

ADDRESS OF PROJECT: 500A S Union StDISTRICT: ☒ Old & Historic Alexandria ☐ Parker – Gray ☐ 100 Year Old BuildingTAX MAP AND PARCEL: 081.01-03-07 ZONING: WPRAPPLICATION FOR: *(Please check all that apply)*☒ CERTIFICATE OF APPROPRIATENESS☐ PERMIT TO MOVE, REMOVE, ENCAPSULATE OR DEMOLISH
(Required if more than 25 square feet of a structure is to be demolished/impacted)☐ WAIVER OF VISION CLEARANCE REQUIREMENT and/or YARD REQUIREMENTS IN A VISION
CLEARANCE AREA (Section 7-802, Alexandria 1992 Zoning Ordinance)☐ WAIVER OF ROOFTOP HVAC SCREENING REQUIREMENT
(Section 6-403(B)(3), Alexandria 1992 Zoning Ordinance)Applicant: ☐ Property Owner ☒ Business *(Please provide business name & contact person)*Name: Cellco Partnership dba Verizon WirelessAddress: 9115 Guilford Rd, Suite 400City: Columbia State: MD Zip: 21046Phone: 703-969-9309 E-mail: joshua.schakola@mastec.comAuthorized Agent *(if applicable)*: ☐ Attorney ☐ Architect ☒ AgentName: Joshua SchakolaPhone: 703-969-9309E-mail: joshua.schakola@mastec.com

Legal Property Owner:

Name: Dominion Virginia EnergyAddress: 3072 Centreville RdCity: Herndon State: VA Zip: 20171Phone: 571-203-5332 E-mail: jarred.t.lampe@dominionenergy.com

- ☐ Yes ☒ No Is there an historic preservation easement on this property?
- ☐ Yes ☐ No If yes, has the easement holder agreed to the proposed alterations?
- ☐ Yes ☐ No Is there a homeowner's association for this property?
- ☐ Yes ☐ No If yes, has the homeowner's association approved the proposed alterations?

If you answered yes to any of the above, please attach a copy of the letter approving the project.

NATURE OF PROPOSED WORK: *Please check all that apply*

- ☐ NEW CONSTRUCTION
☐ EXTERIOR ALTERATION: *Please check all that apply.*

☐ awning
☐ doors
☐ lighting
☐ other _____

☐ fence, gate or garden wall
☐ windows
☐ pergola/trellis

☐ HVAC equipment
☐ siding
☐ painting unpainted masonry

☐ shutters
☐ shed

☐ ADDITION
☐ DEMOLITION/ENCAPSULATION
☐ SIGNAGE

DESCRIPTION OF PROPOSED WORK: *Please describe the proposed work in detail (Additional pages may be attached).*

SUBMITTAL REQUIREMENTS:

Items listed below comprise the **minimum supporting materials** for BAR applications. Staff may request additional information during application review. Please refer to the relevant section of the *Design Guidelines* for further information on appropriate treatments.

Applicants must use the checklist below to ensure the application is complete. Include all information and material that are necessary to thoroughly describe the project. Incomplete applications will delay the docketing of the application for review. Pre-application meetings are required for all proposed additions. All applicants are encouraged to meet with staff prior to submission of a completed application.

Demolition/Encapsulation : *All applicants requesting 25 square feet or more of demolition/encapsulation must complete this section. Check N/A if an item in this section does not apply to your project.*

- N/A
- ☐ ☐ Survey plat showing the extent of the proposed demolition/encapsulation.
☐ ☐ Existing elevation drawings clearly showing all elements proposed for demolition/encapsulation.
☐ ☐ Clear and labeled photographs of all elevations of the building if the entire structure is proposed to be demolished.

☐ ☐ Description of the reason for demolition/encapsulation.
☐ ☐ Description of the alternatives to demolition/encapsulation and why such alternatives are not considered feasible.

Additions & New Construction: *Drawings must be to scale and should not exceed 11" x 17" unless approved by staff. Check N/A if an item in this section does not apply to your project.*

- ☐ ^{N/A} ☐ Scaled survey plat showing dimensions of lot and location of existing building and other structures on the lot, location of proposed structure or addition, dimensions of existing structure(s), proposed addition or new construction, and all exterior, ground and roof mounted equipment.
- ☐ ☐ FAR & Open Space calculation form.
- ☐ ☐ Clear and labeled photographs of the site, surrounding properties and existing structures, if applicable.
- ☐ ☐ Existing elevations must be scaled and include dimensions.
- ☐ ☐ Proposed elevations must be scaled and include dimensions. Include the relationship to adjacent structures in plan and elevations.
- ☐ ☐ Materials and colors to be used must be specified and delineated on the drawings. Actual samples may be provided or required.
- ☐ ☐ Manufacturer's specifications for materials to include, but not limited to: roofing, siding, windows, doors, lighting, fencing, HVAC equipment and walls.
- ☐ ☐ For development site plan projects, a model showing mass relationships to adjacent properties and structures.

Signs & Awnings: *One sign per building under one square foot does not require BAR approval unless illuminated. All other signs including window signs require BAR approval. Check N/A if an item in this section does not apply to your project.*

- ☐ ^{N/A} ☐ Linear feet of building: Front: _____ Secondary front (if corner lot): _____.
- ☐ ☐ Square feet of existing signs to remain: _____.
- ☐ ☐ Photograph of building showing existing conditions.
- ☐ ☐ Dimensioned drawings of proposed sign identifying materials, color, lettering style and text.
- ☐ ☐ Location of sign (show exact location on building including the height above sidewalk).
- ☐ ☐ Means of attachment (drawing or manufacturer's cut sheet of bracket if applicable).
- ☐ ☐ Description of lighting (if applicable). Include manufacturer's cut sheet for any new lighting fixtures and information detailing how it will be attached to the building's facade.

Alterations: *Check N/A if an item in this section does not apply to your project.*

- ☐ ^{N/A} ☐ Clear and labeled photographs of the site, especially the area being impacted by the alterations, all sides of the building and any pertinent details.
- ☐ ☐ Manufacturer's specifications for materials to include, but not limited to: roofing, siding, windows, doors, lighting, fencing, HVAC equipment and walls.
- ☐ ☐ Drawings accurately representing the changes to the proposed structure, including materials and overall dimensions. Drawings must be to scale.
- ☐ ☐ An official survey plat showing the proposed locations of HVAC units, fences, and sheds.
- ☐ ☐ Historic elevations or photographs should accompany any request to return a structure to an earlier appearance.

ALL APPLICATIONS: *Please read and check that you have read and understand the following items:*

- ☐ I have submitted a filing fee with this application. (Checks should be made payable to the City of Alexandria. Please contact staff for assistance in determining the appropriate fee.)
- ☐ I understand the notice requirements and will return a copy of the three respective notice forms to BAR staff at least five days prior to the hearing. If I am unsure to whom I should send notice I will contact Planning and Zoning staff for assistance in identifying adjacent parcels.
- ☐ I, the applicant, or an authorized representative will be present at the public hearing.
- ☐ I understand that any revisions to this initial application submission (including applications deferred for restudy) must be accompanied by the BAR Supplemental form and revised materials.

The undersigned hereby attests that all of the information herein provided including the site plan, building elevations, prospective drawings of the project, and written descriptive information are true, correct and accurate. The undersigned further understands that, should such information be found incorrect, any action taken by the Board based on such information may be invalidated. The undersigned also hereby grants the City of Alexandria permission to post placard notice as required by Article XI, Division A, Section 11-301(B) of the 1992 Alexandria City Zoning Ordinance, on the property which is the subject of this application. The undersigned also hereby authorizes the City staff and members of the BAR to inspect this site as necessary in the course of research and evaluating the application. The applicant, if other than the property owner, also attests that he/she has obtained permission from the property owner to make this application.

APPLICANT OR AUTHORIZED AGENT:

Signature: Joshua Schakola

Printed Name: _____

Date: _____

OWNERSHIP AND DISCLOSURE STATEMENT

Use additional sheets if necessary

1. Applicant. State the name, address and percent of ownership of any person or entity owning an interest in the applicant, unless the entity is a corporation or partnership, in which case identify each owner of more than three percent. The term ownership interest shall include any legal or equitable interest held at the time of the application in the real property which is the subject of the application.

Name	Address	Percent of Ownership
1.		
2.		
3.		

2. Property. State the name, address and percent of ownership of any person or entity owning an interest in the property located at _____ (address), unless the entity is a corporation or partnership, in which case identify each owner of more than three percent. The term ownership interest shall include any legal or equitable interest held at the time of the application in the real property which is the subject of the application.

Name	Address	Percent of Ownership
1.		
2.		
3.		

3. Business or Financial Relationships. Each person or entity listed above (1 and 2), with an ownership interest in the applicant or in the subject property is required to disclose **any** business or financial relationship, as defined by Section 11-350 of the Zoning Ordinance, existing at the time of this application, or within the 12-month period prior to the submission of this application with any member of the Alexandria City Council, Planning Commission, Board of Zoning Appeals or either Boards of Architectural Review.

Name of person or entity	Relationship as defined by Section 11-350 of the Zoning Ordinance	Member of the Approving Body (i.e. City Council, Planning Commission, etc.)
1.		
2.		
3.		

NOTE: Business or financial relationships of the type described in Sec. 11-350 that arise after the filing of this application and before each public hearing must be disclosed prior to the public hearings.

As the applicant or the applicant's authorized agent, I hereby attest to the best of my ability that the information provided above is true and correct.

_____	_____	<i>Joshua Schakola</i>
Date	Printed Name	Signature



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Alexoldt 003 - D Overall Site Layout

07 May 2020





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Alexoldt 003 - D Existing View 1

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Alexoldt 003 - D Proposed View 1

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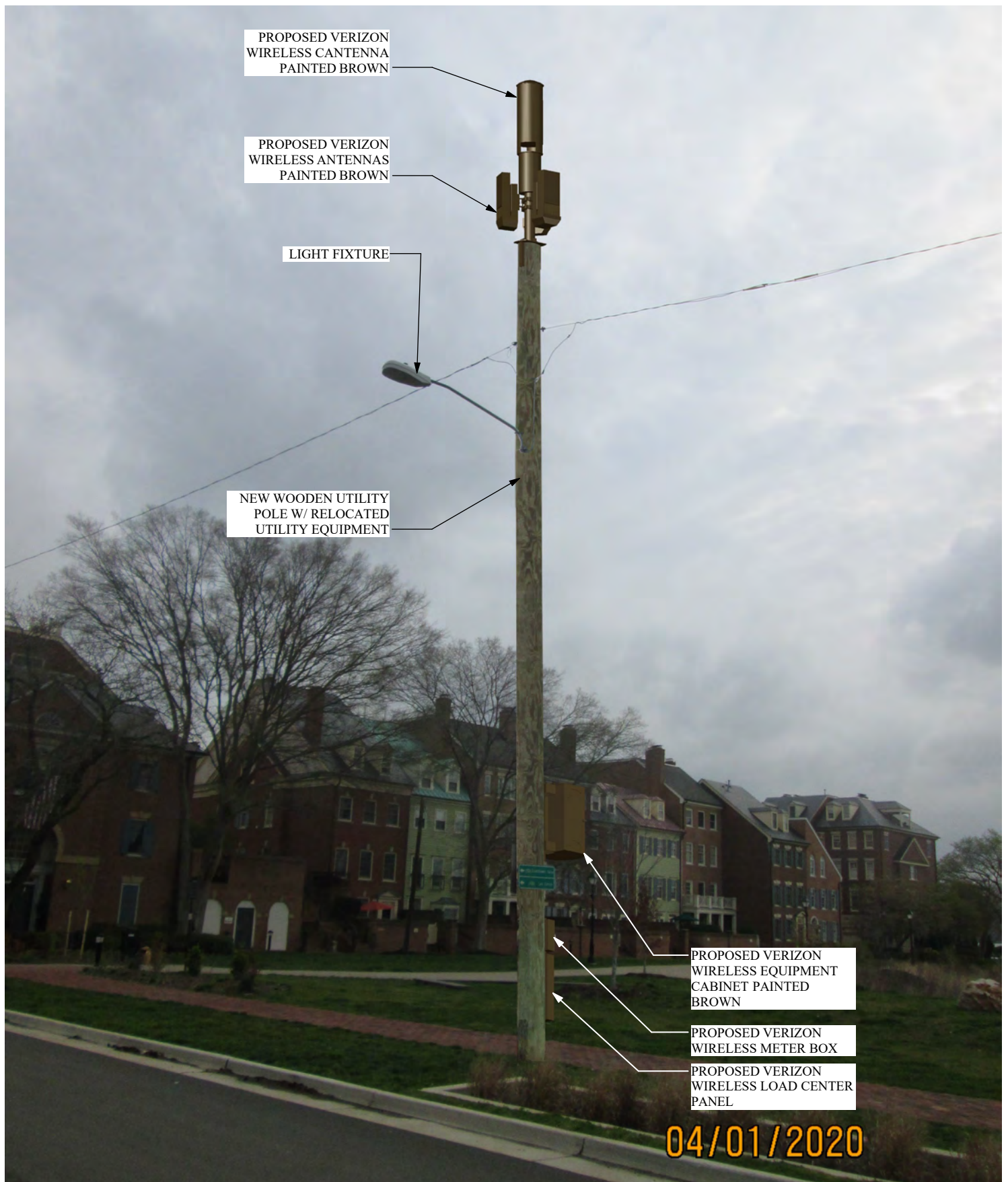


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07 May 2020



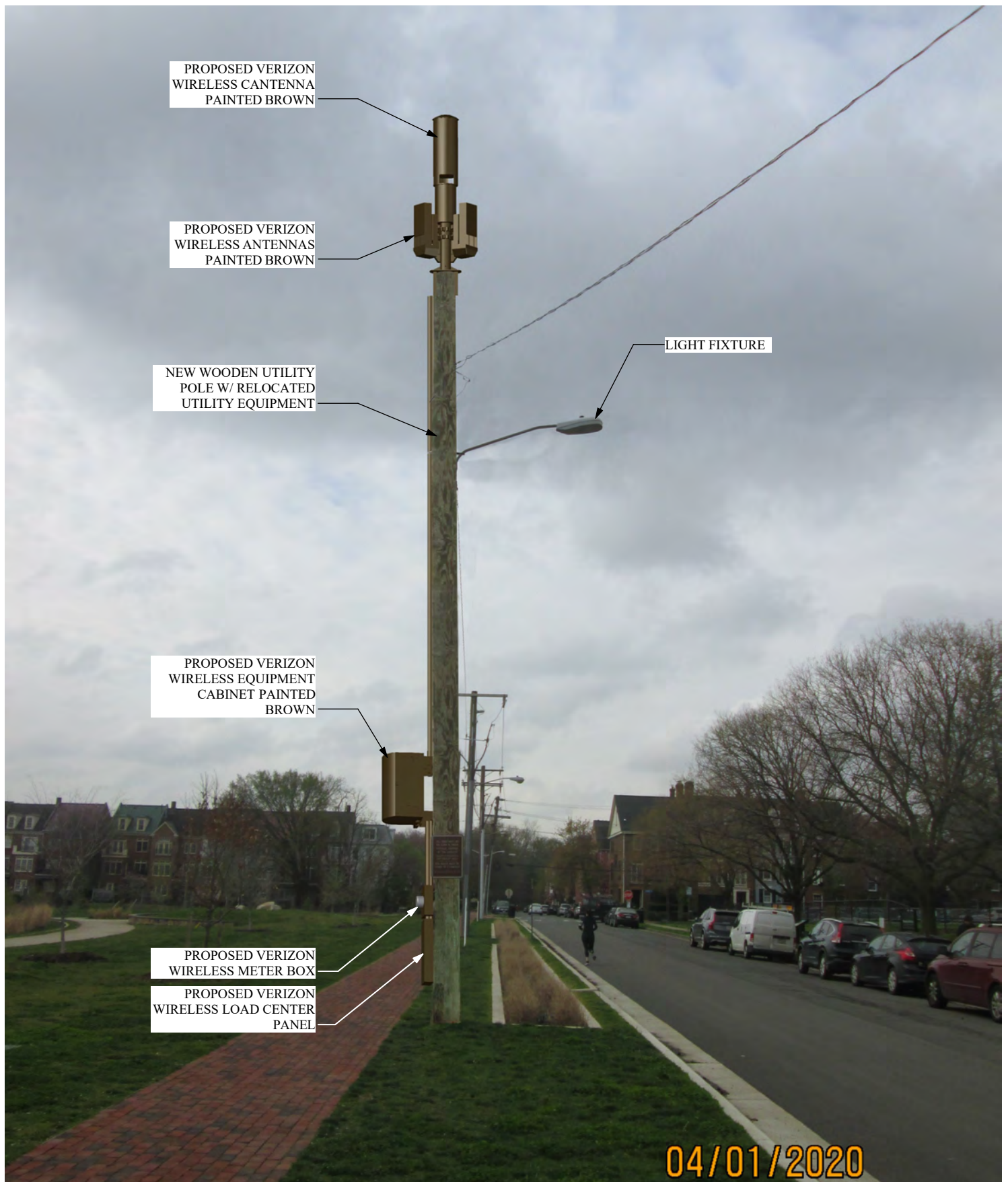


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07 May 2020

