

Docket Item # 25-A
MASTER PLAN AMENDMENT #99-0002
REZONING #99-0002
COCA-COLA

Planning Commission Meeting
October 5, 1999

ISSUE: Consideration of a request for amendment to the Alexandria West Small Area Plan Chapter of the 1992 Master Plan to change the land use designation and for an amendment to the zoning of the subject property to I/Industrial, with proffer limiting use to parking as shown on DSP#99-0035; currently zoned R-20/Residential.

APPLICANT: Coca-Cola Enterprises Inc.
by Sarah E. Hall, attorney

LOCATION: 5401 Seminary Road

CITY COUNCIL ACTION, NOVEMBER 23, 1999: This is not a public hearing item. City Council closed the public hearing at its October 16, 1999 Public Hearing Meeting.

City Council approved the items as modified with the attachment 1 (Euille-Pepper compromise) received this evening for docket item nos. 16, 17, and 18, which includes the discussion regarding the fence.

Vice Mayor Euille spoke to the Euille-Pepper proposal.

Mayor Donley raised the issue with respect to a fence around the property. He indicated at this point there is not going to be a fence around the property as proposed in the compromised. Is this correct?

Planning and Zoning Director Lynn stated that this is not his understanding. He indicated that the Euille-Pepper proposal calls for the plan which is attachment 1 and shows a fence in front of the plantings in front of the parking lot.

Vice Mayor Euille stated that it was concluded that the fence is not necessarily needed, thus, it is recommended that the fence be deleted and that appropriate plantings of shrubbery or some minor landscaping occur in the place of the fence.

Mayor Donley stated that the representatives from Coca-Cola are agreeable not to construct a fence. Is that correct ?

Coca-Cola representatives responded in the affirmative.

Mayor Donley noted that Coca-Cola did express some concern to him regarding security of the lot with potential vandalism to property or stolen cars. He stated that they would like to reserve the right to come in and potentially request a fence should conditions warrant the placement of the fence and that would be relative to the security of vehicles that are parked on the lot. Any request for such a fence would be accompanied by some evidence that security is needed.

Coca-Cola representatives indicated that they were agreeable to this.

Vice Mayor Euille stated that he is hearing that for the first time and indicated that it is not an unfair or unreasonable request on the part of Coke; however, if that were indeed a substantiated case in fact, that the fence would then go in the alignment that was previously worked out under their compromise plan.

Councilwoman Pepper stated with a gate, perhaps.

Mayor Donley stated that we need to be specific about this and noted should the need for a fence at some point in the future be evidence because of property damage or security needs, the fence then would go along the alignment of the surface parking lot as opposed to up against Seminary Road.

The Coca-Cola representative stated they do not know when in the future that would be or if it would be, and would be hopeful that it could be worked out what would make best sense at the time for the use of the surface parking area rather than stating it is going to be in a specific place.

William McCulla stated if that is the way it would be handled that he would like it to be at a public hearing so that the neighborhood would have a chance to talk to what they would want to do.

Mayor Donley stated that there will be no fence. If a fence is needed for security on the lot that Coke agrees to make application for that fence and Coke also agrees to discuss the location of the fence with the affected civic groups.

The Coca-Cola representative responded absolutely.

City Attorney Sunderland stated that this would not come in as an amendment to the special use permit, but you should agree simply to have an amendment to the site plan. It will process as a site plan. It will come to staff, it will go to the Planning Commission, have a public hearing, and go to the civic groups. If someone wants to appeal it to Council, it can be appealed to Council.

The parties agreed to this.

William McCulla asked where is the rezoning line.

Councilwoman Pepper stated that the understanding was always that the whole parcel of property was being rezoned industrial.

Planning and Zoning Director Lynn emphasized that we are rezoning with a proffer which means the terms of the proffer are what govern.

CITY COUNCIL ACTION, OCTOBER 16, 1999: City Council closed the public hearing, deferred this item and requested that the parties get back together, both Coke and the Dowden Terrace Civic Association, with assistance from city staff, Vice Mayor Euille, and Councilwoman Pepper, so that we can come to some process ironing out potential resolutions and have this matter come back to Council for further consideration as soon as possible.

It was suggested that they could look at the parking and how it is used in the back lot to see if you can get more parking there, and the possibility of some additional parking on the street for ten or twelve.

Councilwoman Pepper questioned whether a bigger buffer of land could be allowed on the front from Seminary to where the new additional parking would be.

PLANNING COMMISSION ACTION, OCTOBER 5, 1999: On a motion by Mr. Leibach, seconded by Mr. Komoroske, the Planning Commission voted to recommend approval of the request subject to all applicable codes and ordinances and staff recommendations and with revised language proposed for incorporation into the Master Plan. The motion carried on a vote of 5 to 0. Mr. Dunn and Mr. Wagner were absent.

Reason: The Planning Commission agreed with the staff analysis, noting that the master plan specifically allowed for the Coca-Cola use and that the proposed changes should have positive impacts on the surrounding community.

Speakers:

Lynn Bostain, Seminary West Civic Association, spoke against.
Bill McCulla, Dowden Terrace, spoke against.
Ed Schwab spoke against.
Steve Dujack, Dowden Terrace, spoke against.
Jamie Hill spoke against.
Mike Wendt, Fillmore Avenue, spoke against.
Sarah Hall, representing Coca-Cola.

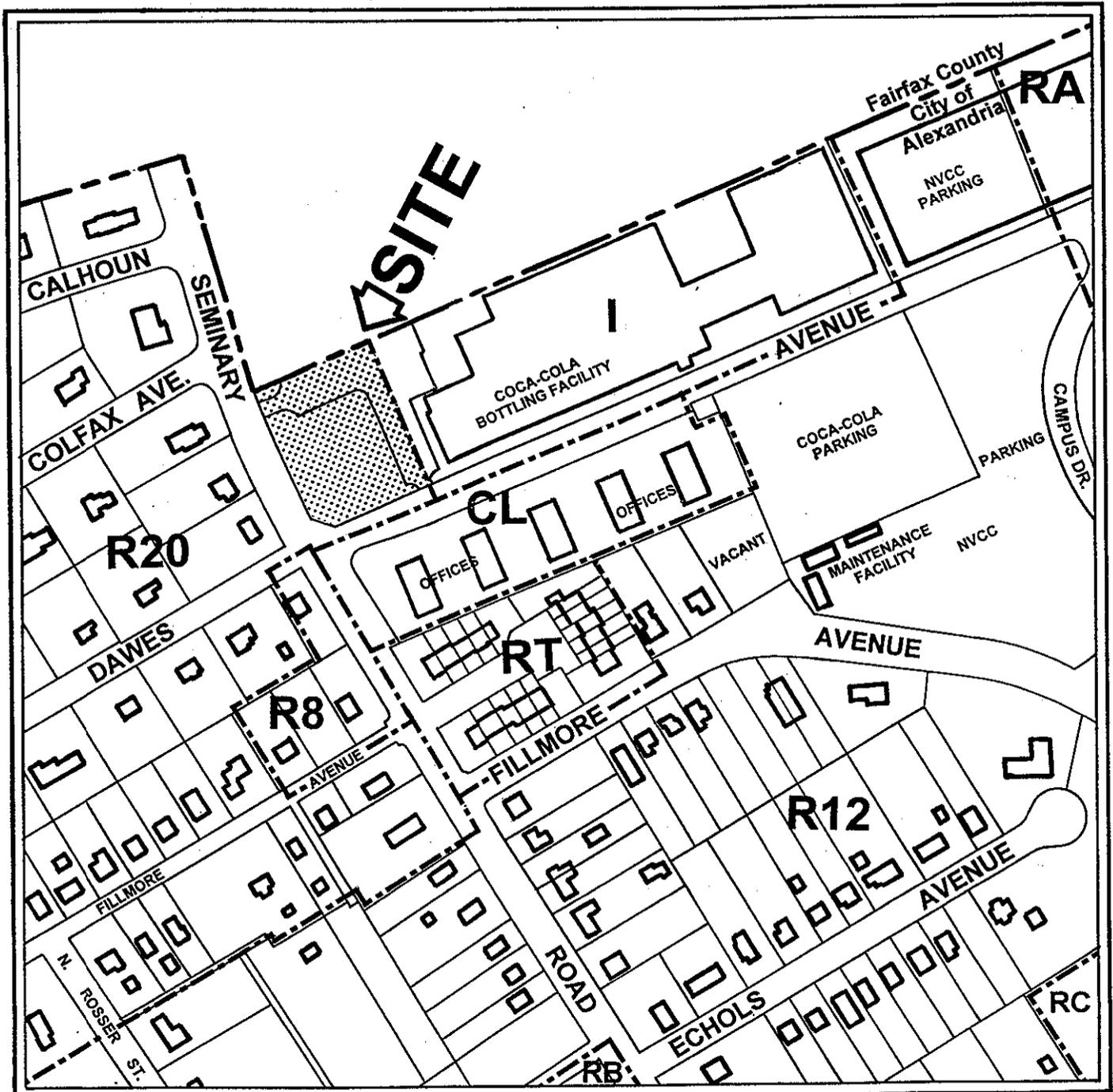
PLANNING COMMISSION ACTION, JUNE 1, 1999: On a motion by Mr. Dunn, seconded by Ms. Fossum, the Planning Commission voted to defer the proposal. The motion carried on a vote of 6 to 0. Mr. Leibach was absent.

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Reason: The Planning Commission felt that this item should be considered in the fall in conjunction with a second application pending for Coca Cola also related to parking on site.

PLANNING COMMISSION ACTION, APRIL 6, 1999: The Planning Commission noted the applicant's request for deferral.

The subject and surrounding land uses are shown on the sketch below.



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10/5/99



(Not to Scale)

STAFF RECOMMENDATION:

Staff recommends **approval** of the master plan amendment changing the land use designation from RL/Residential Low to I/Industrial, with the incorporation of the following language into the Alexandria West Small Area Plan:

The change in land use designation from Residential Low to Industrial, accompanied by a rezoning to I/Industrial, with a proffer limiting use to parking, is being made for the sole purpose of allowing the existing (1999) Coca Cola Enterprises, Inc., facility to remain at its present location with reduced impacts on the surrounding neighborhoods. If another industrial use were to replace the Coca Cola facility, it would also be allowed to use this site for accessory parking, subject to the proffer. It is, however, the intent of this change in land use designation that no industrial use other than accessory parking shall be permitted on the site. (Planning Commission)

Staff also recommends **approval** of the zoning amendment changing the zoning designation of the subject site from R-20/Residential to I/Industrial, with the following proffer:

Proffer Provided by the Applicant

1. The Subject Property shall be used only for the surface parking lot shown on the Site Plan prepared by Walter L. Phillips, Inc. dated July 30, 1999 as amended by Exhibit submitted August 27, 1999 ("Site Plan"). Not more than 81 standard parking spaces (including the required handicap parking spaces) and 23 compact parking spaces shall be located on the subject property.
2. The Applicant shall landscape the Subject Property as shown on the Site Plan and shall maintain that landscaping appropriately, including without limitation replacing any landscaping material which may die or become diseased.
3. No tractor trailer trucks, commercial vans, or side loading delivery trucks shall be parked in the parking lot the Subject Property. The parking lot shall be used exclusively for automobiles and noncommercial vehicles.
4. The existing entrance into the Subject Property from Seminary Road shall be removed and replaced with curb, gutter, and sidewalk.

5. Lighting on the Subject Property shall be directed in a manner that will not allow spillover beyond the boundaries of the Subject Property.

6. After the Subject Property has been developed as the surface parking lot shown on the Site Plan, at such time as the Subject Property shall cease for twelve (12) consecutive months to be used as a surface parking lot for accessory parking for an industrial use on the remainder of the parcel of which the Subject Property is a part (TM 002.00-01-28), no use shall be permitted on the Subject Property absent the approval of an appropriate proffer amendment by City Council.

DISCUSSION:

The applicant, Coca-Cola Enterprises, Inc., proposes to amend the Alexandria West Small Area Plan Chapter of the Master Plan to change the land use designation for the western portion of the property located at 5401 Seminary Road from RL/Residential Low to I/Industrial and to change the zoning designation from R-20 to I/Industrial with proffers. The change is requested in order to allow Coca-Cola to expand parking facilities on the site, providing a total of 135 parking spaces for employees and patrons of the Coca-Cola bottling facility within the lot along Seminary Road. In conjunction with this request, applications are also being filed for a development site plan (DSP#99-0035), a special use permit for a parking reduction (SUP#99-0088), and a master plan amendment/rezoning (REZ/MPA#99-0009) for the adjacent site at 5188 Dawes Avenue.

The 274,000 square foot (6.3 acres) Coca-Cola parcel at 5401 Seminary Road has split zoning. The western 43,750 square feet (1.004 Acres) of the property is zoned R-20; the remaining 230,250 square feet is zoned I/Industrial and houses the Coca-Cola Bottling Facility. Currently, the majority of the residentially zoned portion of the site is vacant, with approximately 43 parking spaces against the northern property line. The use of the R-20 portion of the lot has remained unchanged since construction of the original Coca-Cola plant in 1960.

In 1992, the City examined the zoning of the Coca-Cola site in the context of the adoption of the Alexandria West Small Area Plan. That Plan stated that "[w]hile it is possible that the Coca-Cola plant on Dawes Avenue will relocate in the future, that site is shown as industrial to provide for the continuation of the existing industrial use." The plan goes on to say that, if Coca-Cola ever relocates, the land should be redeveloped with moderate density and height commercial and/or residential uses. The 1992 Plan does not explicitly mention the R-20 portion of the site, but the Plan did retain the R-20 zoning. The R-20 zoning was maintained in order to ensure a buffer between the industrial Coca-Cola plant and the residences to the west across Seminary Road.

The applicant now proposes to rezone the R-20 portion of the site to I/Industrial with proffers in order to expand the existing 75 space parking lot now located in front of the building to 135 spaces. The development site plan for the proposed parking lot has been filed concurrently and details on the parking lot are provided in the site

plan report. The applicant has proffered the plan for the expanded parking lot with the proposed rezoning to I/Industrial. The applicant has also proffered landscaping, a limitation on the number of spaces, types of vehicles, and restrictions on lighting.

While the Alexandria West Small Area Plan notes that the Coca-Cola plant may some day relocate, the plant site is shown as industrial in the plan, recognizing that the plant may remain for many years.

The residential zoning on the western end of the site was likely intended to serve as a buffer between the industrial plant and the residential neighborhood. Staff continues to believe that a buffer is needed at this location, because residential uses are located across the street from Coca-Cola. However, staff believes that the subject area can be developed as a parking lot for Coca-Cola, while still providing a buffer between the plant and the residential uses. In fact, staff believes the improvements proposed in conjunction with the parking lot--including extensive landscaping along Seminary Road--are likely to actually provide more of a visual buffer than the current largely unlandscaped area does. A 15' wide planting strip will be maintained between the edge of the parking lot and Seminary Road, and at least six trees will be planted along the frontage of Seminary, with additional trees and bushes on Dawes and within the lot. Staff believes that, although more of the lot will be paved, it will actually appear more attractive and "greener" because of the amount of proposed planting. In addition, staff believes providing the parking lot has the added community benefit of reducing on-street parking in the area by Coca-Cola visitors and employees. Additional information on the proposed parking lot is provided in the staff report o DSP#99-35.

The site plan, if approved, and the proffers will limit use of the property to passenger vehicle parking and landscaping. Staff therefore believes that the proposed change is consistent with at least the intermediate development of that area. Staff is also recommending that language be added to the Alexandria West Small Area Plan section of the Master Plan which makes it clear, within the plan, that the subject property is to be utilized only for parking and that no rezoning which allows industrial activity beyond parking is envisioned by the plan.

With the proffers and the additional language in the Master Plan, staff recommends approval of the master plan amendment and rezoning.

STAFF: Sheldon Lynn, Director, Department of Planning and Zoning;

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Kimberley Johnson, Chief, Development;
Andrea Martin, Urban Planner.

RESOLUTION NO. MPA-99-0002

WHEREAS, under the Provisions of Section 9.05 of the City Charter, the Planning Commission may adopt amendments to the Master Plan of the City of Alexandria and submit to the City Council such revisions in said plans as changing conditions may make necessary; and

WHEREAS, an application for amendment to the Alexandria West Small Area Plan section of the 1992 Master Plan was filed with the Department of Planning and Zoning on January 20, 1999 for changes in the land use designations to the parcels at 5401 Seminary Road; and

WHEREAS, the Department of Planning and Zoning has analyzed the proposed revision and presented its recommendations to the Planning Commission; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on October 5, 1999 with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the Alexandria West Small Area Plan section of the City; and
2. The proposed amendment is generally consistent with the overall goals and objectives of the 1992 Master Plan and with the specific goals and objectives set forth in the Alexandria West Small Area Plan section of the 1992 Master Plan; and
3. The proposed amendment shows the Planning Commission's long-range recommendations for the general development of the Alexandria West Small Area Plan; and
4. Based on the foregoing findings and all other facts and circumstances of which the Planning Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the amendment to the Alexandria West Small Area Plan section of the 1992 Master Plan will, in accordance with present

and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the residents of the City;

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NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Alexandria that:

1. The following amendment is hereby adopted in its entirety as an amendment to the Alexandria West Small Area Plan section of the 1992 Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia:

A) Change the designation of parcels at 5401 Seminary Road from RL/Residential Low to I/Industrial.

B) Add the following language at an appropriate location with the plan:

The change in land use designation from Residential Low to Industrial, accompanied by a rezoning to I/Industrial, with a proffer limiting use to parking, is being made for the sole purpose of allowing the existing (1999) Coca Cola Enterprises, Inc., facility to remain at its present location with reduced impacts on the surrounding neighborhoods. If another industrial use were to replace the Coca Cola facility, it would also be allowed to use this site for accessory parking, subject to the proffer. It is, however, the intent of this change in land use designation that no industrial use other than accessory parking shall be permitted on the site.

2. This resolution shall be signed by the Chairman of the Planning Commission and attested by its secretary, and a true copy of this resolution forwarded and certified to the City Council.

ADOPTED the 5TH day of October, 1999.

W. B. Hurd, Chairman

ATTEST:

Sheldon Lynn, Secretary