
BACKGROUND:

The property has been owned by BASF and related corporations since the 1950s and has been used for fiber processing. All manufacturing activity on the property ceased in 1994. Since then, the property has been undergoing remediation for contamination, primarily due to zinc. BASF has been marketing the property for sale since the mid-1990s; however, the applicant has conveyed that most manufacturing contacts have not panned out.

Similar Land Use Designation Change applications for Mixed Use were submitted by BASF during the 2003 comprehensive plan update. At that time, staff, the Planning Commission and the Board of Supervisors recommended denial of the application due to there being no significant changes to the area that would have decreased opportunities for economic development, a desire to retain scarce large industrially-designated sites, County investment in encouraging industrial development in this area (including improvements to the Grove/I-64 interchange and including the property in an Enterprise Zone) and a desire to protect adjacent industrial users from encroachment of potentially conflicting residential and tourism uses. The Mixed Use vision for the property presented by the applicant is similar to the proposal considered in 2003.

A new consideration during this review is the proposed Surry-Skiffes Creek-Wheaton power line currently proposed to Dominion. The preferred alternative at this time includes an overwater crossing of the James River. The power line would reach land at the southern portion of the BASF property. The proposed route is still under review by the Army Corps of Engineers and a final determination about the route has not been made. The final route location would have a substantial impact on the BASF property.

AGENCY COMMENTS:

This application was reviewed by Engineering and Resource Protection, JCSA, VDOT, the Office of Economic Development and Parks and Recreation. No significant comments or objections to the proposal were received by staff. Park and Recreation requested that should the Land Use designation change be approved, that the applicant considers providing a public water access point or boat launch as part of the development. JCSA noted that there is currently a private lift station that serves the property that was originally intended to be owned by the JCSA. The current status of and future intentions for this lift station have not been discussed.

TRANSPORTATION IMPACTS:

The property fronts on Pocahontas Trail and is currently served by an existing entrance that had been the entrance for BASF. Based on the Regional Transportation Study, as of 2010, Pocahontas Trail in this area operates at a level of service (LOS) of A-C.

In conjunction with Kimley-Horn and Associates, staff projected three possible scenarios for trip generation based on three variant development patterns: general heavy industrial (the property's current designation), resort hotel and shopping center (the applicant's proposed vision) and a split between industrial park and business park (similar to the adjacent Mixed Use area in James River Commerce Center). Projected trip generation tables are included in Attachment 3. The scenario that produced the highest trip generation, which in this case is the resort hotel and shopping center, was then modeled in the 2034 Hampton Roads travel demand model to project road conditions in 2040 with or without a change in land use designation. For this application, both the 2040 baseline and 2040 with a change in land use designation project a LOS of F for Pocahontas Trail. An important note in considering the model results; however, are that due to the large traffic impacts and potential for congestion on Pocahontas Trail with the land use designation change, the model actually diverts traffic on to I-64 in order to preserve an acceptable LOS on Pocahontas Trail. Several potential road improvements would be recommended to accommodate the higher traffic associated with a resort/hotel. These improvements, in addition to the recommendation to consider a second entrance to the property, are also in Attachment 3.

Finally, while BASF was engaged in manufacturing, there was a railroad spur that connected to the property across Pocahontas Trail and parallel to the property entrance. The tracks have since been removed; however, it appears that through conversations with VDOT, that CSX still controls the right-of-way and if desired could re-build the tracks across Pocahontas Trail.

STAFF RECOMMENDATION: Denial

RATIONALE:

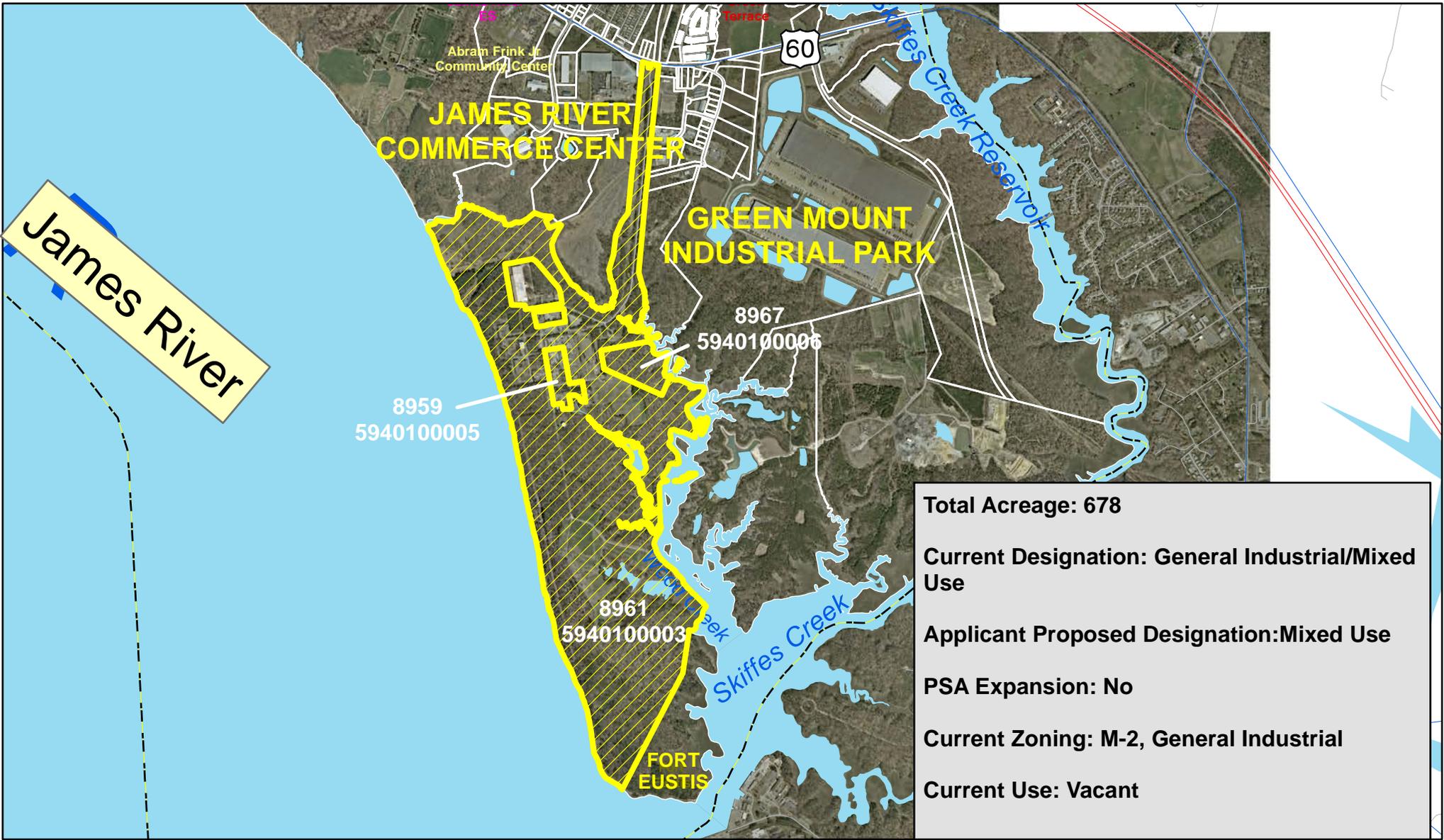
1. The BASF property owner requested redesignation to Mixed Use in 2003. Staff and the Planning Commission recommended denial for this case, and the Board of Supervisors concurred. No significant changes have occurred since that time to decrease the opportunities for economic development in this area. In fact, potential road improvements to relocate Route 60 and provide the Skiffes Creek connector to Route 143 (making the interstate more accessible) would improve the potential for economic development. There is also limited existing or possible future residential or light commercial development in this area, making it possible to attract industrial users with noisier operations to this site and the property is already located within the County's Enterprise Zone. The encroachment of residential and/or commercial uses into the area reserved for industrial uses could have negative impacts on the economic development of adjacent properties.
2. The Land Use section of the Comprehensive Plan notes that there is approximately 2,467 acres of land zoned and designated for commercial and industrial use. The BASF parcel, at almost 700 acres, is a large portion and is one of the few areas with ready access to water and sewer that is owned by a single entity.
3. The property is located adjacent to Joint Base Langley-Eustis (JBLE). Based on a letter from the Director of the Civil Engineer Division of JBLE, "a resort development adjacent to or very near to our installation would potentially raise environmental, cultural, aviation and security disturbances" and JBLE does not support the proposed redesignation. JBLE uses Wood Creek, Skiffes Creek and the James River (and the portion of JBLE property that is located in the County) at night and during the day extensively for amphibious landing drills, general training, helicopter landings and firing ordnance. JBLE already registers noise complaints from residences in the Lee Hall area and would certainly anticipate an increase in complaints/disturbance if a resort is constructed on the BASF site and as a result, JBLE may be required to modify current operations at an expense to the Federal government. There are also concerns with increasing the number of recreational boaters or marine activities in that area as it could impact the rate of siltation in Skiffes Creek, which JBLE already has to dredge about every 5 years, and increase conflicts with training missions. An industrial development on the BASF property would cause fewer potential conflicts with existing JBLE operations and mission.
4. There are several outstanding questions about the property and staff does not believe that the land use designation should be changed prior to seeing the results of the following items.
 - a. The BASF property is currently undergoing remediation for zinc and chlorinated solvents in several areas and as a result, portions of the property have been deemed off-limits to disturbance. BASF is currently conducting a Human Health Impacts Assessment for the entire property, which will help determine limitations to further development. The Virginia Department of Environmental Quality is responsible for monitoring compliance and remediation efforts on the property and anticipates receiving the Human Health Impacts Analysis in the next six months.
 - b. The final routing for the Surry-Skiffes Creek-Wheaton Dominion transmission line has not been finalized. The transmission line may still bi-sect the lower developable portion of the BASF property, which, based on conversations with the applicant, would impact the site's potential use as a resort and limit potential users to industrial operations.
5. Resort and/or commercial development in this area could have negative impacts on environmentally sensitive areas in Skiffes Creek and public facilities and services such as transportation and emergency services. For example, Pocahontas Trail is projected to operate at a LOS F in 2040. A resort hotel is estimated to produce approximately 26,081 daily vehicle trips than would be produced by a general industrial project.

ATTACHMENTS:

1. Location Map
2. Existing Land Use Map
3. Applicant Proposed Land Use Map

4. Public Comment Summary
5. Transportation Impacts Evaluation

LU-0009-2014, 8961 Pocahontas Trail



Total Acreage: 678

Current Designation: General Industrial/Mixed Use

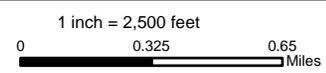
Applicant Proposed Designation: Mixed Use

PSA Expansion: No

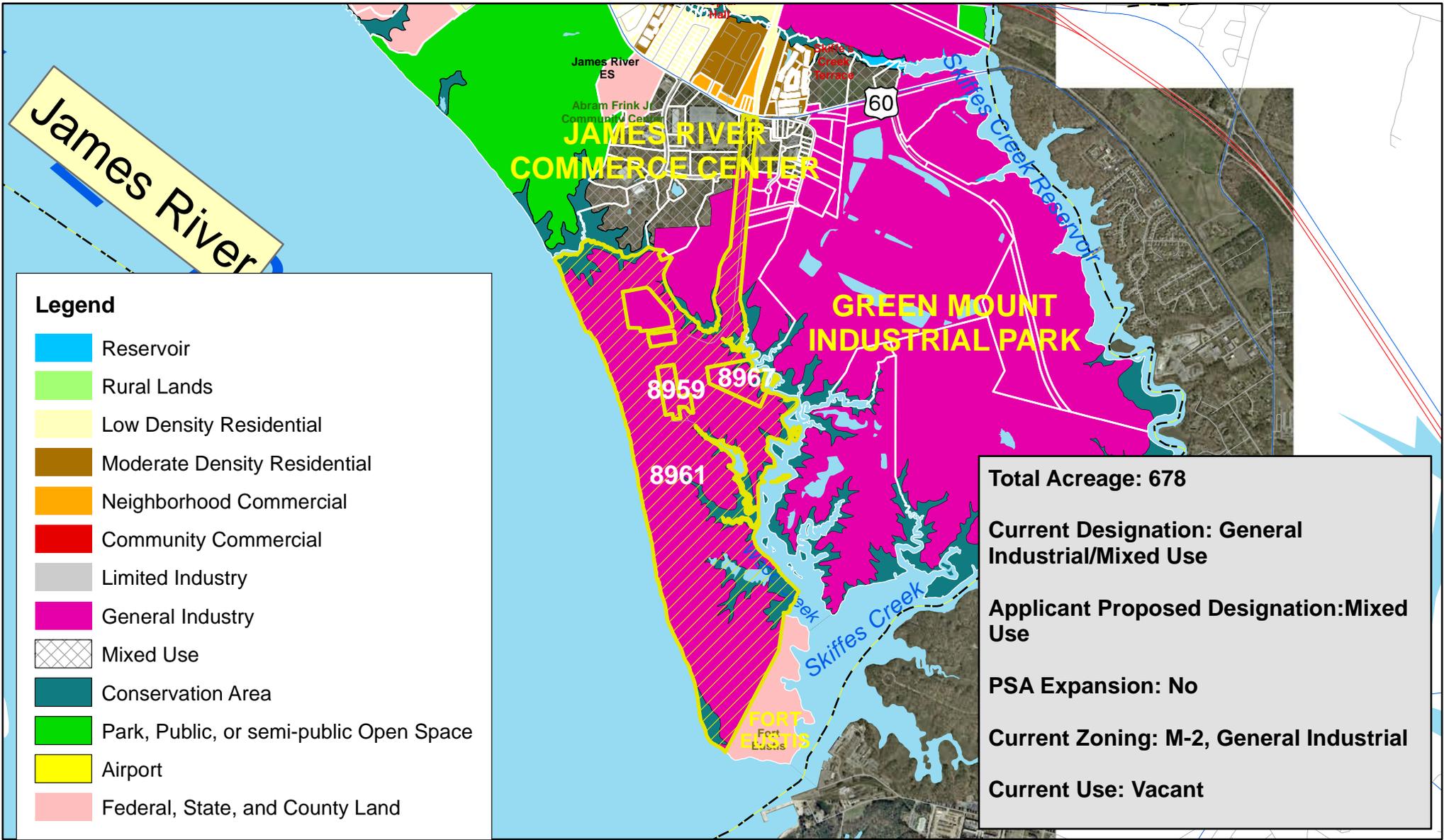
Current Zoning: M-2, General Industrial

Current Use: Vacant

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Existing Land Use Map LU-0009-2014, 8961 Pocahontas Trail



Legend

- Reservoir
- Rural Lands
- Low Density Residential
- Moderate Density Residential
- Neighborhood Commercial
- Community Commercial
- Limited Industry
- General Industry
- Mixed Use
- Conservation Area
- Park, Public, or semi-public Open Space
- Airport
- Federal, State, and County Land

Total Acreage: 678

Current Designation: General Industrial/Mixed Use

Applicant Proposed Designation: Mixed Use

PSA Expansion: No

Current Zoning: M-2, General Industrial

Current Use: Vacant

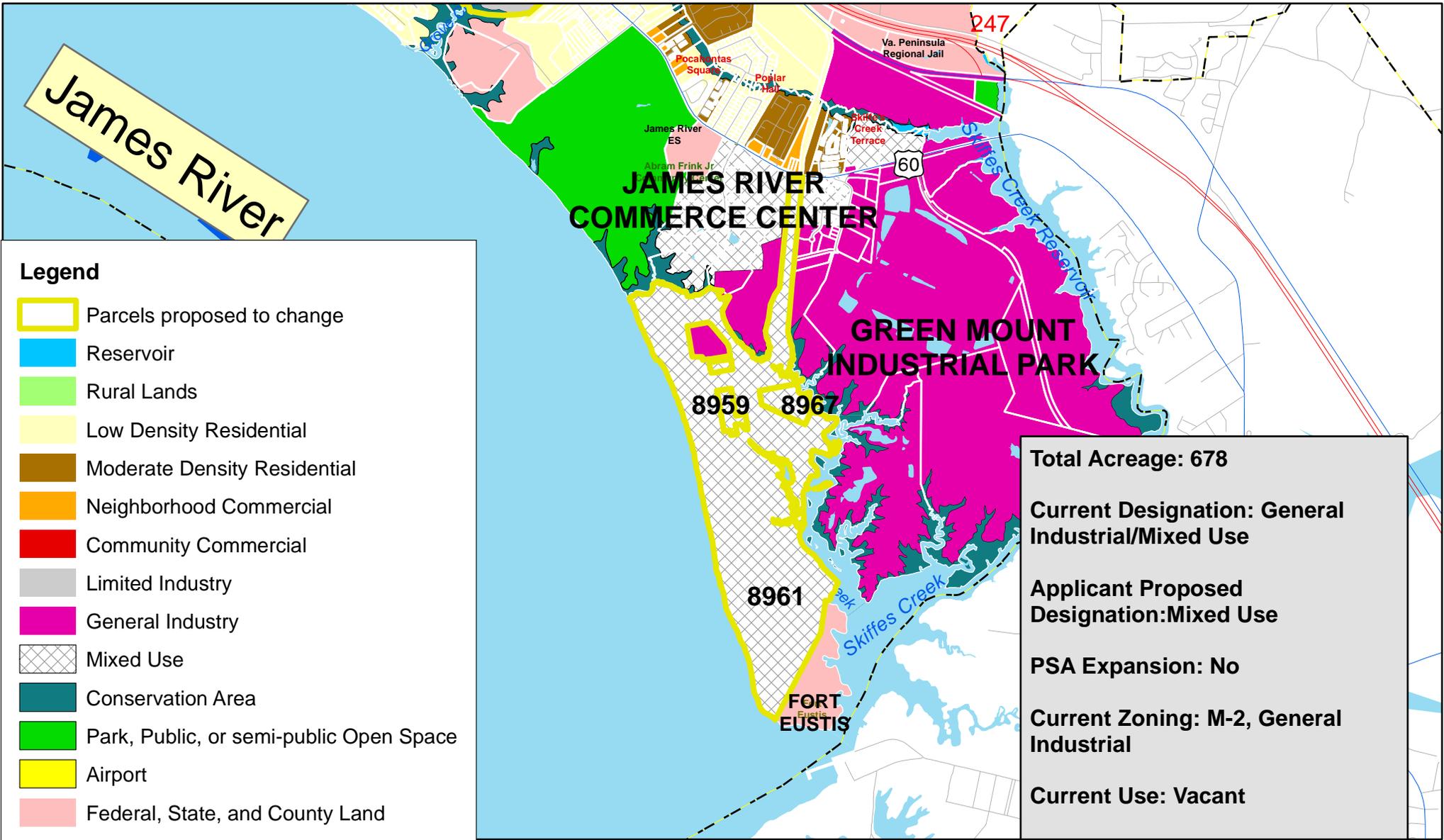
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1 inch = 2,853 feet

0 0.35 0.7 Miles



Proposed Land Use Map LU-0009-2014, 8961, 8959 and 8967 Pocahontas Trail



- Legend**
- Parcels proposed to change
 - Reservoir
 - Rural Lands
 - Low Density Residential
 - Moderate Density Residential
 - Neighborhood Commercial
 - Community Commercial
 - Limited Industry
 - General Industry
 - Mixed Use
 - Conservation Area
 - Park, Public, or semi-public Open Space
 - Airport
 - Federal, State, and County Land

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Public Comment Summary
LU-0009-2014
8961 Pocahontas Trail

This attachment provides verbatim public comments for the specified land use designation change application collected through Community Workshops, postcards, emails, the Comprehensive Plan hotline and online input surveys.

1. See attached letter from the Joint Base Langley-Eustis Civil Engineer Division.



DEPARTMENT OF THE AIR FORCE
HEADQUARTERS, 733D MISSION SUPPORT GROUP
CIVIL ENGINEER DIVISION
JOINT BASE LANGLEY-EUSTIS
FORT EUSTIS, VIRGINIA

Ms. Leanne Pollock
James City County
Planning Division
101-A Mounts Bay Road
Williamsburg, VA 23187-8784

RE: Land Use Application For Former BASF Property located In James City County

Dear Ms. Pollock,

Pursuant to your meeting with my Civil Engineer Division staff at Joint Base Langley-Eustis (Fort Eustis), I am forwarding the impacts Fort Eustis could endure if the referenced land use application is approved. Resort development adjacent or very near to our installation would potentially raise environmental, cultural, aviation, and security disturbances. Taking into consideration the concerns summarized in the attached meeting minutes, Fort Eustis would not support the approval of the referenced land use change.


MARK J. SCIACCHITANO
Director, Civil Engineer Division

Enclosure
01 July 14 Meeting Minutes, rvsd 7.29.14

James City County Planning Division
Meeting Minutes
01 July 2014 (Revised 7/29/14)

Attendees: See attached Sign-In Sheet

Next Meeting: To Be Determined

OPENING REMARKS: Ms. Heidi Smith, Real Property Officer, opened the meeting with a brief explanation of why James City County Planning Division (JCCPD) has contacted Fort Eustis. The submittal of a Land Use package for the former BASF Corporation site, located at 8961 Pocahontas Trail, Williamsburg, VA, James City County, across Skiffes Creek from Fort Eustis installation. Their request is to change the zoning on the property to allow for potential resort development (see attached maps). The meeting was turned over to Ms. Leanne Pollock, Senior Planner, James City County.

FORT EUSTIS CONCERNS:

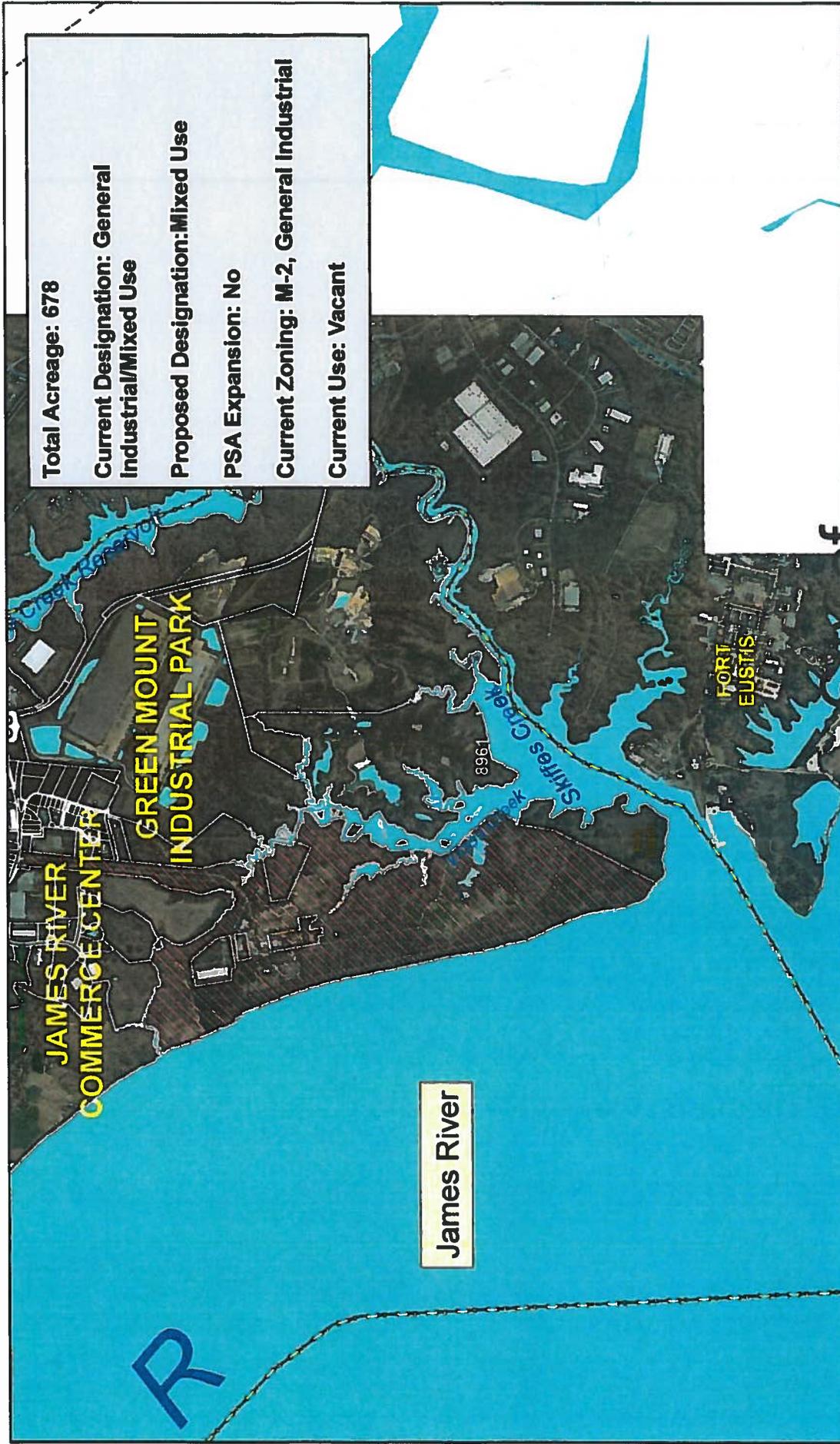
- Night Training conflicts due to potential noise restrictions.
- BASF never dredged Skiffes Creek when in business and serious silt developed. Fort Eustis is dredging to meet mission requirements. Additional recreational water craft may develop additional silt issues.
- ATFP discourages recreational traffic in and around military vessels. USACE is working to create a restrictive waterway. Due to 9-1-1, the installation was required to increase security and therefore reduced access to Skiffes Creek.
- Cultural concerns with past architectural thefts on installation. A recreational area in or near the installation may raise issues.
- Development of the BASF site may cause encroachment on military mission requirements. Consider purchasing/acquiring property to prevent development. ACUB (Army compatible use buffer) program, or the Air Force equivalent (REPI – Readiness and Environmental Protection Integration Buffer Program).

- BASF Site currently has Zinc, and other, remediation's ongoing. In addition there is a Human Health assessment in underway.
- New Chesapeake Bay Act regulations will be released soon. The Installation will be required to do additional outfall sampling for various nutrients including phosphorous and nitrogen going into the river via storm water runoff. With the potential for a resort sort of complex, there will probably be additional landscaping which brings with it the potential for additional phosphorous and nitrogen going into the river. Can't help but wonder how this will affect permitting requirements in the form of runoff? This question should be addressed in the Environmental Planning phase (i.e. EA) with JBLE-Fort Eustis property attached to the BASF site.
- IAW JBLE-FE Aviation Division, Resort development of this area, while in itself not impacting airfield operations, WILL impact airfield operations when users/owners who encroach upon the facility, then start to register noise complaints against the facilities operations. Not only is this a historical response of such communities, but they generally go on further to submit claims of stress-related ailments, and fears of low flying aircraft crashing into their homes, neighborhoods and facilities. Often, such fears are unfounded and irrational, but result in gross expenditures of money and manhours, defending against this predictable mission inhibitor. The location in question is overflowed by aircraft arriving and departing Felker Army airfield on departures to the North, and arrivals from the North, into Felker runway and helipad traffic. These operations are ongoing, M-F, from 0700-2300. Some aircraft (CH-53s and CH-47s) have such powerful rotor systems, that the resonant vibrations are felt in structures on the ground, and shake windows and household accoutrements.

The Aviation Division would fully reject such a construction and land use proposal in such proximity to a military airfield with the high OPTEMPO of Felker. For comparison, Langley AFB reports an annual traffic movement count of approx 35K movements, and Navy Chambers around 73K. Combined, these two airfield's account for a total of approx 110K (+/-) annual movements. Contrast that to Felker, where in 2012 there were a record 160K movements, and last year, despite furloughs, sequestration and budget slashes, Felker had over 120K movements.



LU-0009-2014, 8961 Pocahontas Trail



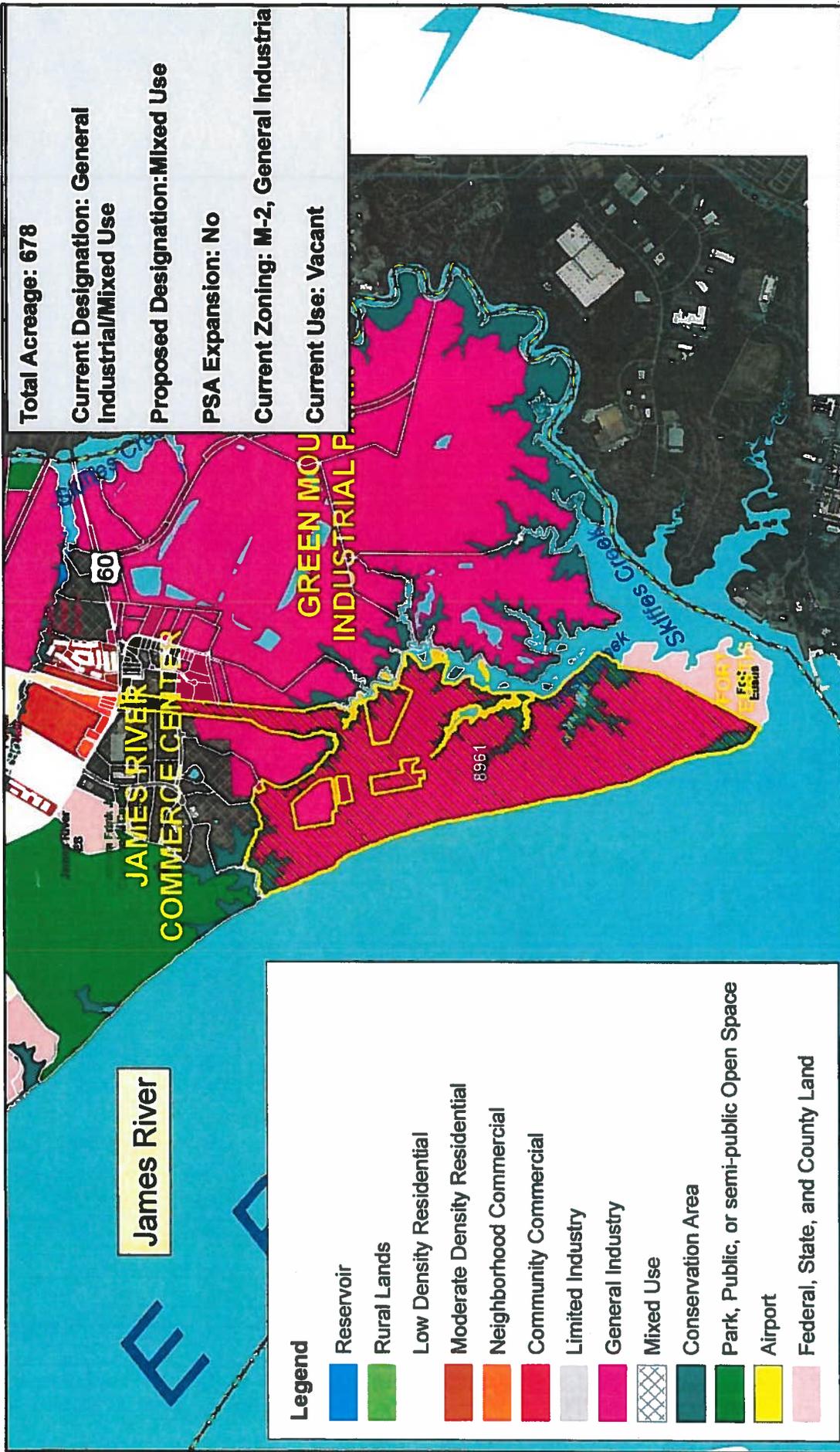
Total Acreage: 678
Current Designation: General Industrial/Mixed Use
Proposed Designation: Mixed Use
PSA Expansion: No
Current Zoning: M-2, General Industrial
Current Use: Vacant

James River



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Transportation Impacts Evaluation LU-0009-2014

The following transportation impacts summary was developed in conjunction with Kimley-Horn and Associates for a selected number of proposed land use designation applications that could generate more than 5,000 new daily trips. The summary is designed to help show current and projected roadway conditions, potential impacts to the transportation system with the change in land use designation, and improvements that may be needed to support future traffic volumes and sustain acceptable level of service (LOS) conditions if the property in question is developed.

I. Basic Description of Existing Transportation Conditions:

The subject parcel fronts Pocahontas Trail which transitions from a four-lane divided roadway to a two-lane undivided roadway immediately east of the I-64 and Busch Gardens Boulevard interchange. Exclusive left and right-turn lanes are provided along Pocahontas Trail at unsignalized intersections and major developments. Access to the parcel is currently provided by BASF Drive which is two-lane undivided roadway that intersects Pocahontas Trail approximately 3 miles south of the I-64 interchange. The intersection of BASF Drive and Pocahontas Trail is a full movement unsignalized intersections with an exclusive eastbound right-turn lane, an exclusive westbound left-turn lane, and exclusive northbound left and right-turn lanes coming from BASF Drive.

II. Existing (2010) Conditions for Surrounding Roadways:

Roadway Segment	Average Weekday Daily Traffic (AWDT) ⁽¹⁾	Level of Service (LOS) ⁽¹⁾
Pocahontas Trail (York County Line to BASF Drive)	9,243	A-C
Pocahontas Trail (BASF Drive to Newport News City Line)	11,499	A-C
Interstate 64 (SR 199 to Busch Gardens Interchange)	83,621	D
Interstate 64 (Busch Gardens Interchange to James City County Line)	87,885	D/E

III. Projected (2034) Conditions for Surrounding Roadways:

Roadway Segment	Average Weekday Daily Traffic (AWDT) ⁽¹⁾	Level of Service (LOS) ⁽¹⁾
Pocahontas Trail (York County Line to BASF Drive)	20,000	E
Pocahontas Trail (BASF Drive Newport News line)	25,000	F
Interstate 64 (SR 199 to Busch Gardens Interchange)	111,000	F
Interstate 64 (Busch Gardens Interchange to James City County Line)	116,000	F

IV. Future Improvements:

- To the east along Pocahontas Trail, there are projects in the Long Range Transportation Plan for the Skiffes Creek Connector (connects Pocahontas Trail to Rt. 143) and for the Pocahontas Trail Relocated project (not funded).

- Traffic projections show increased congestion in this area of Pocahontas Trail. The proposed draft 2035 Comprehensive Plan recommends pursuing existing congestion mitigation and alternate route projects, including Route 60 Multimodal, Skiffes Creek Connector and Route 60 East relocation to help relieve anticipated congestion and improve safety. Pocahontas Trail is not recommended for widening with additional travel lanes.

V. Projected Trip Generation Scenarios:

BASF Property - 8961 Pocahontas Trail <i>620 Gross Acres with 300 Estimated Developable Acres (FAR = 0.2)</i>									
Scenario	Description	ITE Code	Percentage	Acreage	Density	Unit	Trips		
							Daily	AM	PM
1	General Heavy Industrial	120	100%	300	2,613,600	SF	3,920	1,333	1,777
	Scenario 1 Total							3,920	1,333
2	Resort Hotel	330	70%	210	500	Rooms	4,102	159	210
	Shopping Center	820	30%	90	784,080	SF	25,899	548	2,381
	Scenario 2 Total							30,001	707
3	Industrial Park	130	50%	150	1,306,800	SF	7,200	720	1,050
	Business Park	770	50%	150	1,306,800	SF	14,594	1,720	1,492
	Scenario 3 Total							21,794	2,440

Scenario 1 approximates the existing designation, Scenario 2 approximates a change to a Mixed Use designation with a hotel/resort/retail focus, and Scenario 3 approximates a change to a Mixed Use designation with a light industrial focus similar to adjacent James River Commerce Center.

VI. Projected (2040) Conditions for Surrounding Roadways with Land Use Designation Change:

Roadway Segment			2040 Baseline		2040 Future - LU 9		2040 Future - All	
Name	From	To	ADT	LOS	ADT	LOS	ADT	LOS
Pocahontas Trail	York CL	BASF Drive	23,300	F	20,400	F	20,900	F
Pocahontas Trail	BASF Drive	Newport News CL	19,500	F	18,600	F	19,300	F
Interstate 64	SR 199	Busch Gardens	106,600	F	107,700	F	110,400	F
Interstate 64	Busch Gardens	JCC CL	107,500	F	109,900	F	113,200	F

- The 2034 Hampton Roads travel demand model was used to determine the effects of the changes to the land use developments on the transportation network.
- The 2040 Baseline scenario incorporated the 2040 socioeconomic data published by the HRTPO for the specific study area traffic analysis zone. The 2040 Future LU 9 scenario incorporates changes only to the study area traffic analysis zone’s socioeconomic data to reflect the presence of this land use designation change. Lastly, the 2040 Future – All scenario incorporates all of the proposed land use designation changes submitted during this Comprehensive Plan review.
- The Average Daily Traffic (ADT) volumes were obtained from the travel demand model after each land use scenario model run. The LOS was determined by the Kimley-Horn LOS Tool which uses the roadway classification, type of facility and ADT to determine LOS.

VII. Potential Improvement Information with Land Use Designation Change:

- Continue to investigate projects that will mitigate congestion and improve the safety of this corridor.
- Continue to pursue the relocation of Route 60 adjacent to Green Mount Industrial Park and the Skiffes Creek Connector between Route 60 and Route 143 as recommended in the proposed draft 2035 Comprehensive Plan.

VIII. Other Transportation Considerations:

- Perform a traffic signal warrant for the unsignalized intersection of Pocahontas Trail and BASF Drive to identify if a traffic signal is needed.
- Stripe BASF Drive to clearly delineate travel lanes.
- The volume of vehicle trips by a proposed hotel/resort/retail development would make sense to add a secondary access point to Pocahontas Trail. This could be constructed to Endeavor Drive, which parallels BASF Drive to the west, south of the Peerless Carpet Care and Restoration Service business, but it is not likely it could be signalized given its proximity to the existing signal at James River Elementary School.
- Construct dual right-turn or left-turn lanes on BASF Drive at intersection with Pocahontas Trail depending on future turning movement counts at this intersection.

IX. References:

1. James City County/Williamsburg/York County Comprehensive Transportation Study
2. VDOT Hampton Roads 2034 Travel Demand Model
3. Kimley-Horn and Associates LOS Tool