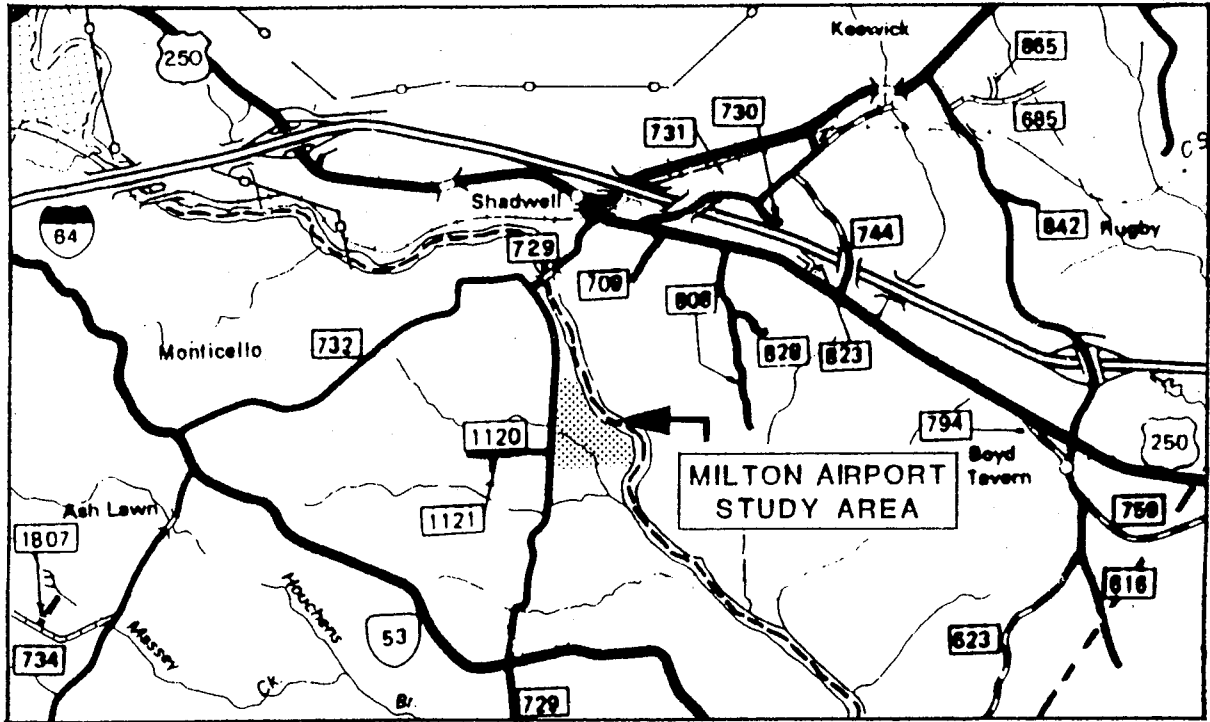


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~~Plan~~ Comp. Plan Adoption

MILTON AIRPORT AREA "B" STUDY



Prepared by the
 Albemarle County Department of Planning and Community Development
 for the
 Planning and Coordination Council of the City of Charlottesville, County of Albemarle, and University of Virginia
 as accepted by the
 Planning and Coordination Council on
 May 26, 1994

9059

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I. INTRODUCTION

A. Background

In an effort to promote cooperation in planning and community development, the City of Charlottesville, Albemarle County, and the University of Virginia (UVA) established the Planning and Coordination Council (PACC) in 1986. One task of the Council is to coordinate the development of neighborhood plans in "Area B" zones (see Map 1); lands adjacent to University owned property established by a joint memorandum of understanding adopted by the three jurisdictions (see Appendix A). The Milton Airport Study Area is one of eight (8) neighborhood studies to be undertaken as part of that cooperative agreement (see Map 2). This plan provides an agreed upon basis between the PACC, the Albemarle County Board of Supervisors, the Charlottesville City Council, and the UVA Board of Visitors in planning for the study area.

The Milton Airport is located in a rural area of Albemarle County along the Rivanna River. The area is characterized by very low density residential and agricultural/forestral uses. The Comprehensive Plan calls for the continuation of this type of land use in the area. The airport property contains 172.2 acres, most of which are vacant. Approximately 3/4 of the study area is located in the Rivanna River flood plain. Environmental and public facility demand concerns will be crucial in any intensification of the current use of the property.

The Milton Airport property was purchased by the UVA Rectors and Visitors in 1939. It was operated near the end of World War II (early 1940s) for a UVA sponsored pilot training program and later leased as a general aviation facility for a short time. Portions of the property have been leased for various agricultural uses. In recent years, a portion of the property has been leased for a nursery and the Rivanna Radio Control Club, Inc. has leased a portion of the property to fly model airplanes. The property also serves UVA as a remote storage facility and police firearms range.

B. Geographic Location of the Study Area

The study area is located on the east side of Milton Road (Route 729), approximately 1.3 miles south of the intersection of Richmond Road (US 250) and North Milton Road (Route 729) in Shadwell. It is bordered by the Rivanna River to the east, Milton Road to the west, and property in private ownership to the north and south.

Located to the east of the study area, across the Rivanna River, is the Village of Rivanna, a Designated Growth Area in Albemarle County's Comprehensive Plan. The property bordering the Rivanna River, within the Village of Rivanna, is part of the Glenmore subdivision. To the west of the study area, across Milton Road, is the Milton Hills subdivision.

C. Purpose of the Milton Airport Area Study

The overall purpose of the study has been stated as follows:

1. To assess the current study area conditions/trends and the potential for change.
2. To analyze and present specific issues of concern in the study area.
3. To assist the Planning and Coordination Council, the Albemarle County Planning Commission, the Charlottesville Planning Commission, and the University Master Planning Council in developing goals/objectives/standards and a plan for the study area.
4. To work with other parties involved in the planning process including residents, property owners, and community/business leaders, as part of the study area advisory committee.

D. Principle Areas of Concern

1. Potential effects on surrounding areas by more intense use of the Milton Airport property by the University.
2. Visual effects of development of the property.
3. Traffic impacts on roads serving the area.

II. LAND USE PROFILE

A. Existing Land Use Analysis

The Milton Airport Study Area has a Rural Area land use designation as identified in the Albemarle County Comprehensive Plan. The study area is currently being utilized for several different uses as outlined in this section.

There are three (3) non-residential structures in the study area now used as storage facilities by the University. Two (2) of the structures were built as airplane hangars. One

(1) of the hangars houses folding chairs which are used for graduation ceremonies at the University. The other hangar contains miscellaneous storage items not needed on a regular basis.

The remaining structure is being used as a storage facility for the University Firearms Range which is located on the property. The Firearms Range is administered by the University Police Department. Other users of the firearms range include the City of Charlottesville Police Department, the Albemarle County Police Department, the Charlottesville/Albemarle Joint Security Complex, and the Federal Bureau of Investigation.

The Faulconer Construction Co., Inc. currently leases approximately 89 acres from the University on this site. This land has been leased for approximately two (2) years and is used to maintain a nursery for their landscaping business. The Garden Spot also leased the property for the same use prior to the Faulconer Construction Co.

A vacated landing strip is located on the property as well. A portion of the landing strip is currently being leased by the Rivanna Radio Control Club, Inc. in exchange for grounds keeping services. The Rivanna Radio Control Club, in operation since 1970, has approximately 57 members who meet on weekends to fly model airplanes on the fields they maintain.

B. Zoning Analysis of the Milton Airport Property

1. The Milton Airport property is zoned RA, Rural Areas. The Rural Areas District was created for the following purposes:
 - a. Preservation of agricultural and forestal lands and activities;
 - b. Water supply protection;
 - c. Limited service delivery to the rural areas; and
 - d. Conservation of natural, scenic, and historic resources.
2. Approximately 3/4 of the study area is located in the Flood Hazard Overlay District (see Map 3). It is estimated that 134 of the 172 total acres is located in the flood plain. The Albemarle County Zoning Ordinance outlines the intent, application, general requirements, prohibited uses, permitted uses, etc. for Flood Hazard Overlay Districts (Section 30.3).

C. Zoning Analysis of Adjacent Properties

1. To the east of the study area, across the Rivanna River, is the Glenmore subdivision located in the Village of Rivanna (see Map 4). The Glenmore subdivision is zoned PRD, Planned Residential Development. At 1,195 acres, Glenmore represents the majority of the Village of Rivanna's 1,760 acres. Glenmore also represents 750 of the 885 dwellings which could be located in the Village of Rivanna. To date, final plats for 321 lots have been approved.

A 100' buffer along the east side of the Rivanna River has been reserved within the Glenmore subdivision for a possible extension/expansion of the Rivanna Greenway (see Section IV) from the Milton boat landing (located where North Milton Road crosses the Rivanna River). A golf course is being constructed between this buffer and the residential dwelling units within the subdivision.

2. Adjacent properties to the north, west, and south of the study area are zoned RA, Rural Areas.

D. Development Potential

Under the current land use and zoning designations, it is estimated that if the study area were fully developed, a maximum of 17 dwelling units could be constructed outside of the flood plain.

III. TRANSPORTATION

Traffic counts conducted by the Virginia Department of Transportation (VDOT) in 1990 indicate a total of 3,775 vehicle trips per day on Milton Road between North Milton Road and Thomas Jefferson Parkway (Route 53).

Sight distance when accessing Milton Road from the existing study area entrance is poor. VDOT has identified the need to make spot improvements north of Milton Hills Drive (Route 1120) which may correct the problem.

IV. ENVIRONMENTAL CONCERNS

A. Flood Plain

As mentioned earlier, approximately 3/4 of the study area is located in the flood plain. Therefore, the type and extent of future development is limited in this area. Listed below are the prohibited uses, the permitted uses by right, and

the permitted uses by special use permit in the flood plain as outlined in the Albemarle County Zoning Ordinance Flood Hazard Overlay District provisions (Section 30.3):

PROHIBITED USES

1. Storage of gasoline, kerosene and other petroleum products and flammable liquids, dynamite, blasting caps and other explosives, pesticides and poisons and other such materials which could result in hazard to life and/or water pollution in the event of flooding.
2. Storage of machinery and vehicles except as accessory to a permitted use.
3. Stockpiling of debris, logs, junk cars and similar materials.
4. Structures designed or intended for human habitation including mobile homes, regardless of proposed usage.

PERMITTED USES - BY RIGHT

1. Agricultural uses, excluding structures of any kind, limited to field crops, pasture, grazing, livestock, raising poultry, horticulture, viticulture, and forestry.
2. Recreational uses, excluding structures of any kind and uses involving human habitation, such as parks; swimming areas; golf courses and driving ranges; picnic grounds; wildlife and nature preserves; game farms; fish hatcheries; shooting preserves; target, trap and skeet ranges; hunting, fishing and hiking trails; athletic fields; and horse show grounds.
3. Flood warning aids and devices, water monitoring devices and the like.
4. Fences.
5. Electric, gas, oil and communications facilities, including poles, lines, pipes, meters and related facilities for distribution of local service and owned and operated by a public utility, but excluding multi-legged tower structures.
6. Water distribution and sewage collection lines and appurtenances owned and operated by the Albemarle County Service Authority, but excluding pumping stations and holding ponds.

7. Accessory structures to uses permitted in the floodway, excluding structures for human habitation; provided that any such structure permitted shall be firmly anchored to prevent flotation, collapse or lateral movement due to flooding.

PERMITTED USES - BY SPECIAL USE PERMIT

1. Dams, levees and other structures for water supply and flood control.
2. Water related uses such as boat docks, canoe liveries, bridges, ferries, culverts and river crossings of transmission lines of all types.
3. Sod farming, topsoil, sand and gravel removal.
4. Pump stations for water or wastewater including power supply and control devises, holding ponds and other appurtenances.
5. Bank erosion structures.
6. Hydroelectric power generation.
7. Aircraft landing strip excluding structures and aircraft parking/storage.

B. Scenic River Designation

The Rivanna River, which borders the study area to the east, is a State Designated Scenic River. State designations are determined by the Virginia Department of Conservation and Recreation. No County designation has been given to this river. However, the Open Space Plan recommends that a Virginia Scenic River Designation should automatically qualify a stream for a County Scenic Stream designation. A scenic stream designation restricts construction, grading and cutting of trees within 15 feet of the stream, and restricts construction and excessive cutting within 65 feet of the stream.

C. Water Resource Protection Area (RPA) Ordinance

The purpose of this ordinance is to protect and improve the quality of water resources within Albemarle County by minimizing the effects of human activity upon streams, nontidal wetlands, and other water bodies. Chapter 19.2 - Section 6 of the County Code states that the RPA includes tributary streams, nontidal wetlands contiguous to tributary streams, and a 100 foot vegetated buffer area located adjacent to and landward of nontidal wetlands and along both sides of any tributary stream. The Rivanna River is within the RPA.

Section 8 states that a 100 foot buffer area of vegetation that is effective in retarding runoff, preventing erosion, and filtering nonpoint source pollution from runoff shall be retained if present or established where it does not exist.

D. Rivanna River Greenway Plan

Development of a Rivanna River Greenway Plan is a recommendation of the Open Space Plan. The President's Commission on Americans Outdoors defined greenbelts/greenways as "corridors of private and public lands and waters to provide people with access to open spaces close to where they live and to link together the urban and rural spaces in the landscape." Greenways are a class of parks provided by localities along with regional, district, community, and other parks.

The Milton Airport property is included within the study area of the proposed Rivanna River Greenway Plan. The plan's study area generally consists of all parcels of land adjacent to both banks of the South Fork Rivanna River from Ivy Creek Natural Area to its confluence with the North Fork, and continuing as the main branch of the Rivanna to the Village of Rivanna (see Map 5). It also includes all lands within the 100-year flood plain and certain additional lands of natural significance. In addition, the proposed Greenway Plan recommends the possible continuation of the study area another 3.5 miles to the Fluvanna County line, as the Rivanna Conservation Society is currently attempting to establish a similar Greenway in Fluvanna County.

The goal and objectives for the proposed Rivanna River Greenway Plan are outlined below:

1. Goal - To create a river park corridor which ensures the protection and preservation of the riverine environment while providing recreational opportunities to the citizens of the Charlottesville/Albemarle area.
2. Objectives - The following objectives have been established to implement this goal:
 - a. Preserve significant natural areas adjacent to the River, including flood plain, wetlands, critical slopes, wildlife habitat and travel corridors, and other adjacent areas of significance. Continue to protect water quality as a crucial component of the riverine environment.
 - b. Provide additional recreation and open space opportunities to residents of Albemarle County

and the Charlottesville region, as recommended by the 1989 Virginia Outdoors Plan.

- c. Protect historic and archaeologically significant sites. Enhance access and increase public awareness of historic sites near the river.
- d. Improve access to existing and future parks and natural areas by providing a physical linkage in the form of trails.
- e. Provide an open space buffer between Hollymead and the Urban Area and linear park access between the County urban neighborhoods, communities, and villages and the City.

E. Streams and Nontidal Wetlands

There are two (2) intermittent streams which flow through the study area. A small tributary of the Rivanna River crosses the study area near its northern boundary and Jumping Branch, a tributary of Henderson Creek, crosses the southwest corner of the study area.

Nontidal wetlands have been identified on lands immediately adjacent to Jumping Branch and in isolated pockets throughout the study area (see Map 6). The sources used to determine these wetlands include National Wetlands Inventory maps and Soil Conservation Service maps indicating the two (2) hydric soil units, 95 Wehadkee and 96B Worsham. These nontidal wetland maps are the best available source of information showing probable location of wetlands.

F. Historic Preservation

The location of the study area is in the vicinity of the historic village of Milton located on the Rivanna River at the intersection of Milton Road and North Milton Road. Milton is a historical village area which was the chief commercial center and shipping port for Albemarle County in the late 18th century, with a public tobacco warehouse and a large merchant mill.

The Rivanna River was navigable to the village of Milton as a result of a series of locks and dams along the river. The remnant of one (1) such lock is located just south of the Milton Airport study area.

The viewshed from Monticello encompasses portions of the study area. Therefore, future development on portions of this site will be directly visible from Monticello.

V. PUBLIC UTILITIES/COMMUNITY FACILITIES AND SERVICES

- A. There are no public utilities currently servicing the study area.
- B. Community facilities servicing the study area include the following:
1. Stone Robinson Elementary School (Route 729) - in addition to school services, provides community level park services.
 2. Rivanna Park (Route 20 North) - provides County level park services.
 3. East Rivanna Fire Station - provides fire and rescue services.
 4. Milton Public Boat Landing - provides access to the Rivanna River.

VI. RECOMMENDATIONS

The following recommendations have been developed in conjunction with the Milton Airport Advisory Committee. The recommendations are based on the information provided in the Milton Airport Area B Study Background Summary, public comments received at a public hearing held in the Milton community, and subsequent committee meetings. The recommendations are in priority order as follows:

A. Continue to maintain current uses on site.

While the level of noise generated on the site as a result of the firearms range and radio control model airplane practice field may from time to time be heard off-site, it is felt that discontinuing these uses is not necessary.

The use of the hangar buildings for storage, the leasing of a portion of the site for agricultural use (tree nursery), and other uses as desired by the University (academic research, recreation, etc.) are expected to continue.

B. Retain the existing vegetative buffer along Milton Road between the site and residential property.

There is currently a natural vegetative buffer along Milton Road primarily consisting of pines and cedars. This buffer plays an especially important role to soften the impact to adjacent residential properties of any existing or potential uses.

C. Review site for potential passive recreational uses.

The frontage of this site along the Rivanna River could provide for a riverside trail, possibly as part of the Rivanna Greenway. There is a potential for other passive recreational uses such as picnicking, nature walks, jogging/running/cross country trails, and fishing.

D. Review site for other potential recreational uses.

A need for additional recreational field space within the County has been identified by the Albemarle County Department of Parks and Recreation and the Soccer Organization of Charlottesville-Albemarle. Both have identified this location as having potential suitability for field space. The site has also been identified by the Department of Parks and Recreation as having potential for secured or gated river access for hand launched boats.

Should this property be considered for field space or river access, evaluation should not only include Countywide needs, but impact on the immediate area as to increased traffic and road adequacy, security of site, conflicts with or potential loss of the Rivanna Radio Control Club and the firearms range uses on-site, and sensitivity to the site's archeological resources and historic value.

Any use of this site for recreational purposes should be limited initially to the passive recreational uses outlined in Priority C of this section to assess the impacts on traffic generation/safety (sight distance at entrance), site security, the scheduling/appropriateness of other uses on-site, and other community concerns.

Any consideration of this site for recreational uses will, at a minimum, necessitate discussion between the property owner (University of Virginia) and the County of Albemarle regarding alternatives for development and operation. Should recreational uses be pursued, a master plan should be developed with input from the community and the general public. This could be undertaken by a consultant, University students, or a planning task force.

THREE PARTY AGREEMENT

The CITY OF CHARLOTTESVILLE; the COUNTY OF ALBEMARLE and THE RECTOR AND VISITORS OF THE UNIVERSITY OF VIRGINIA, hereby agree as follows:

The University Will:

1. Voluntarily comply with the land use plans and regulations (as exemplified by those listed in Exhibit 1) of either the City or the County regarding the use of real estate held in Area C on the attached map.

Area C* includes all land not included in Areas A and B (see attached map).

2. Voluntarily submit its construction and/or development plans for review by the City or County to determine their compliance with land use plans and regulations on any real estate held in Area B on the attached map; and make reasonable efforts to comply with any recommendations received.

Area B* includes land which lies at the boundaries of or between the University and either the City or the County and on which the activities of any or all three of the parties might have an effect. Area B will be designated a "study area." The City, County and University will work with each other to try to develop a master plan for the study area perhaps by beginning with its most critical parts. The intent is that the results of the cooperative study will be made a part of the Comprehensive Plan of each body.

3. Voluntarily submit its construction and/or development plans for review by the City or County on any real estate held in

Area A on the attached map; and make reasonable efforts to comply with any recommendations received. Area A* includes land either on the Grounds of the University or at its borders. Since some portions of Area A are of critical importance to the City and County, the University also agrees that it will involve the City and County in the development or revision of its Master Plan for land use, and also in the study of those areas of A which, by mutual consent, will affect the land use plans of each other.

4. Anticipate the formation of a Real Estate Foundation created for the acquisition and development of land which would not be owned directly by the Rector and Visitors, but which would serve University purposes. The Real Estate Foundation will abide by all City and County land use laws and regulations (as exemplified by Exhibit 1) regarding any property it holds. The Foundation also will pay all applicable real estate taxes.

5. Not accept transfer of land to be used for investment purposes from the Real Estate Foundation to itself primarily for the purpose of avoiding the application of the City's and County's land use laws and regulations or taxation.

6. Accept a representative of the City and County as non-voting members of its Master Plan Committee.

7. Involve City and County representatives in site selection studies on any major new facilities which may be planned.

*Any difference of opinion over the geographical extent of either Area A, B, or C shall be governed by the attached map.

The County and/or City Will:

1. Submit to the University and to each other for review all proposed changes in land use plans or regulations in Area B on the attached map and make reasonable efforts to comply with any recommendations made by the other parties.

2. Submit to the University for review all proposed changes in land use plans or regulations in Areas A and C on the attached map and make reasonable efforts to comply with any recommendations made by the University.

3. Attempt to define a desired community growth rate within its laws, regulations, or plans and attempt to regulate development according to this growth rate to the extent allowed by law.

4. Include a representative of the University as a non-voting member of their planning commissions.

The City, County and the University Will:

1. Adopt the same length of land use planning period.
2. Develop and use common definitions and common land use data bases having the same or similar data elements.
3. Adopt the same interval between major reconsiderations of their land use plans and schedule those reconsiderations for the same year, unless precluded from doing so by State requirements.
4. Adopt a substantially similar topical outline for the purpose of describing their land use plans.
5. Share drafts of their land use plans with each other for review and comment in advance of any public hearings.
6. Indicate those portions of each other's plans with which it agrees and do nothing during the planning period to change those portions of the plan without mutual consultation.
7. Not sponsor, seek, nor support legislation restricting the powers of each other regarding any of the terms of the understanding or regarding any other matters related to taxation, land use planning, or land use regulation except by mutual agreement.
8. Agree to non-binding arbitration of any disputes during the term of this Agreement. Arbitrators shall be selected as follows:
 - (a) In case of disagreement involving all three parties, each party shall select one arbitrator.
 - (b) In case of disagreement between any two of the parties,

each party shall select one arbitrator and these two arbitrators shall select a third. If the first two selected are unable to agree on a third, then they shall request the third selection be made by the judge of the Circuit Court of the City of Charlottesville.

9. Agree these understandings may be dissolved on one year's written notice by any party to the other two parties.

10. Take no actions which circumvent the purposes of this agreement.

BY RESOLUTION duly adopted by Council on the 21st day of April , 1986, the Mayor was authorized to execute this Agreement on behalf of the City of Charlottesville.

BY RESOLUTION duly adopted by the Board of Supervisors on the 14th day of May , 1986, the Chairman was authorized to execute this Agreement on behalf of the County of Albemarle.

BY RESOLUTION duly adopted by the Board of Visitors on the 31st day of January, 1986, the President was authorized to execute this Agreement on behalf of the Rector and Visitors of the University of Virginia.

CITY OF CHARLOTTESVILLE

By _____

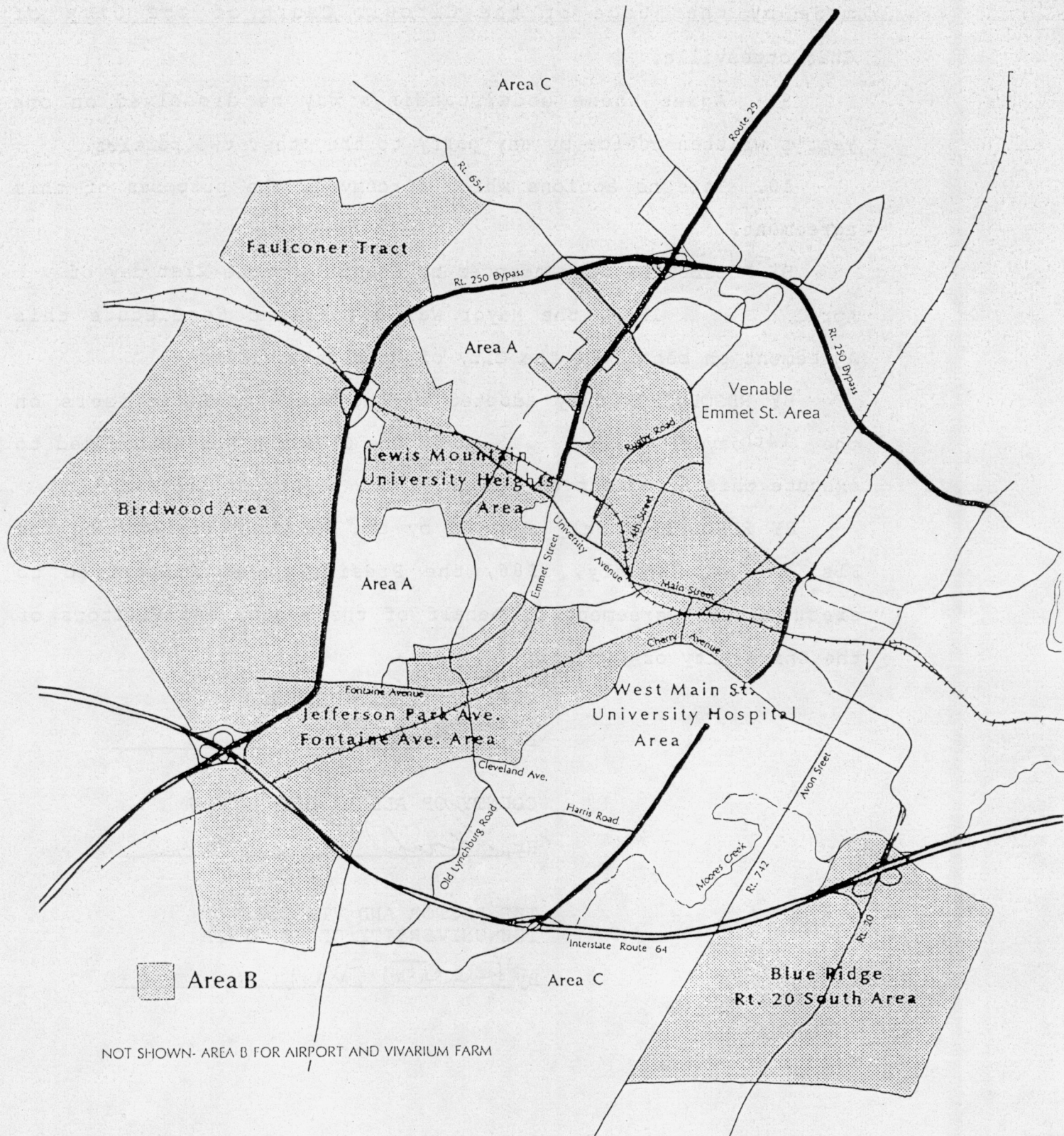
COUNTY OF ALBEMARLE

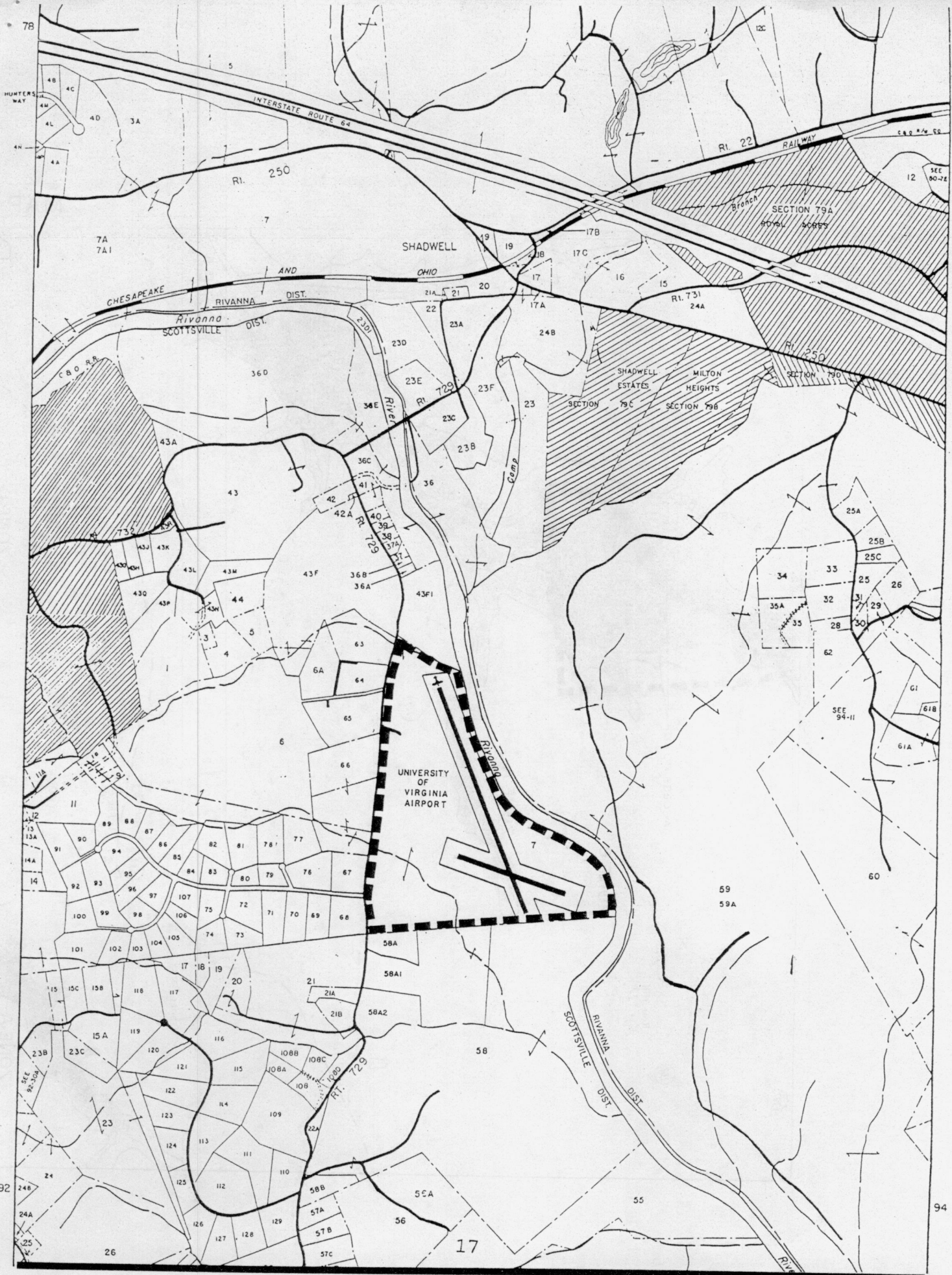
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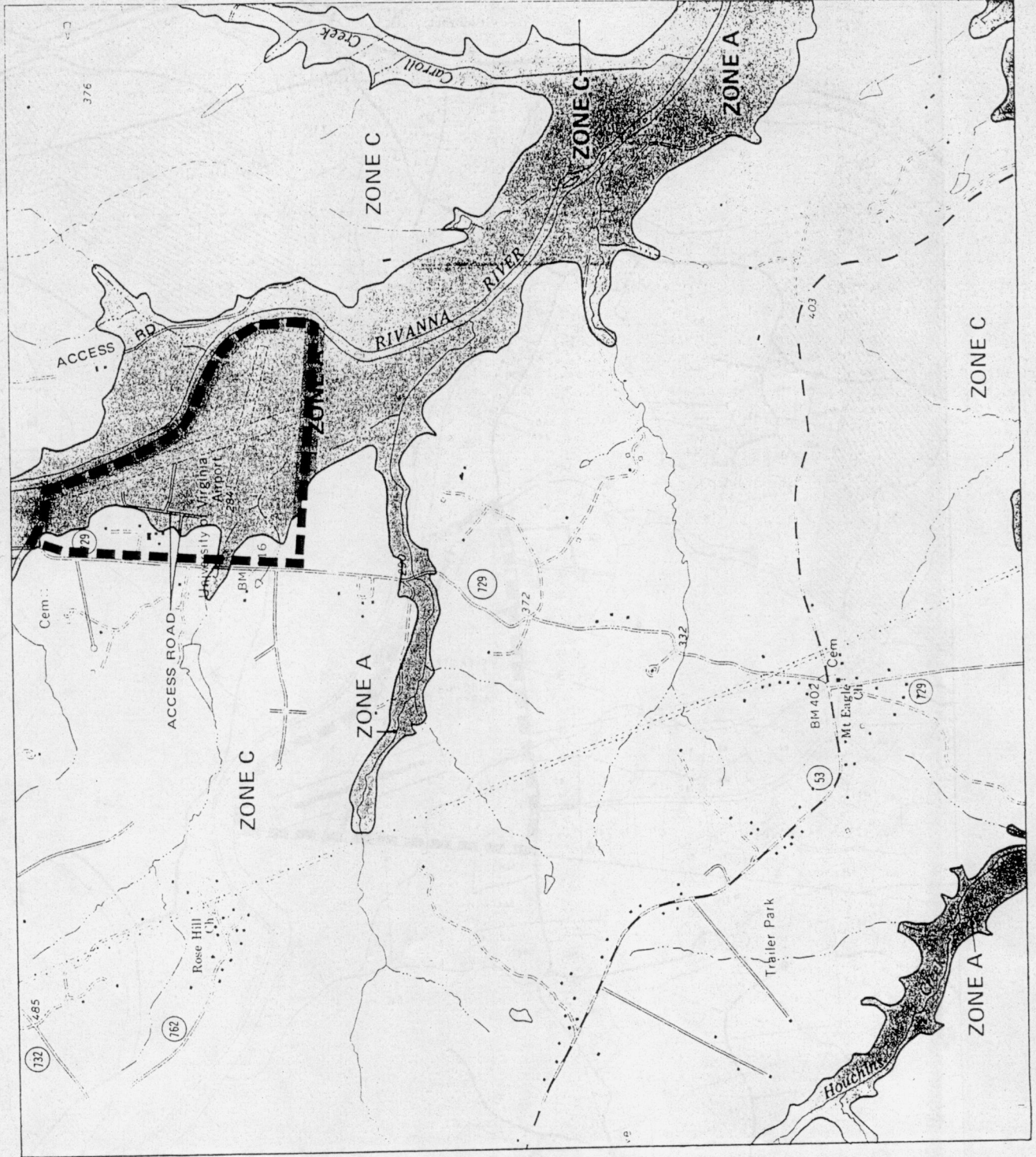
THE RECTOR AND VISITORS OF
THE UNIVERSITY OF VIRGINIA

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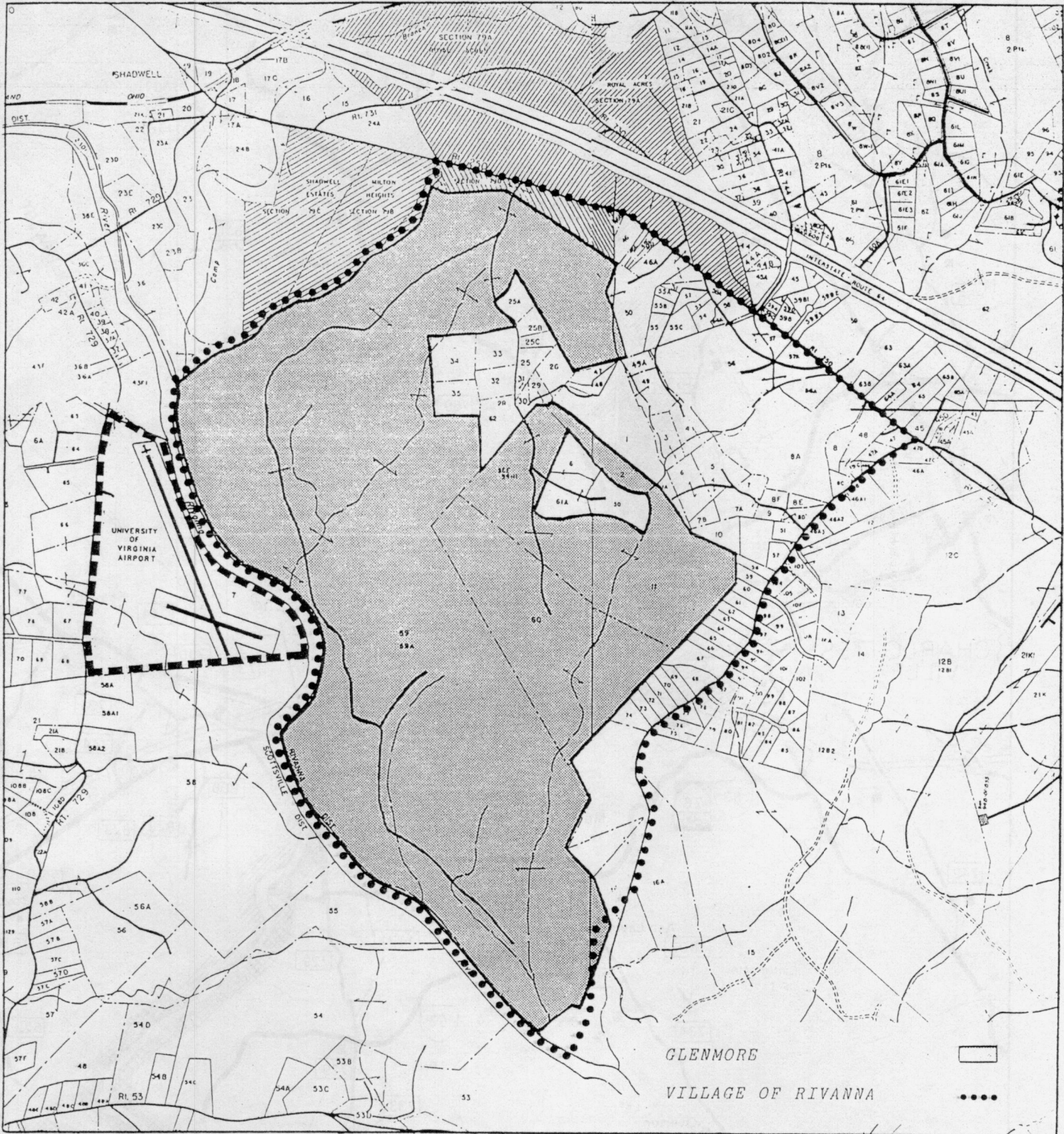
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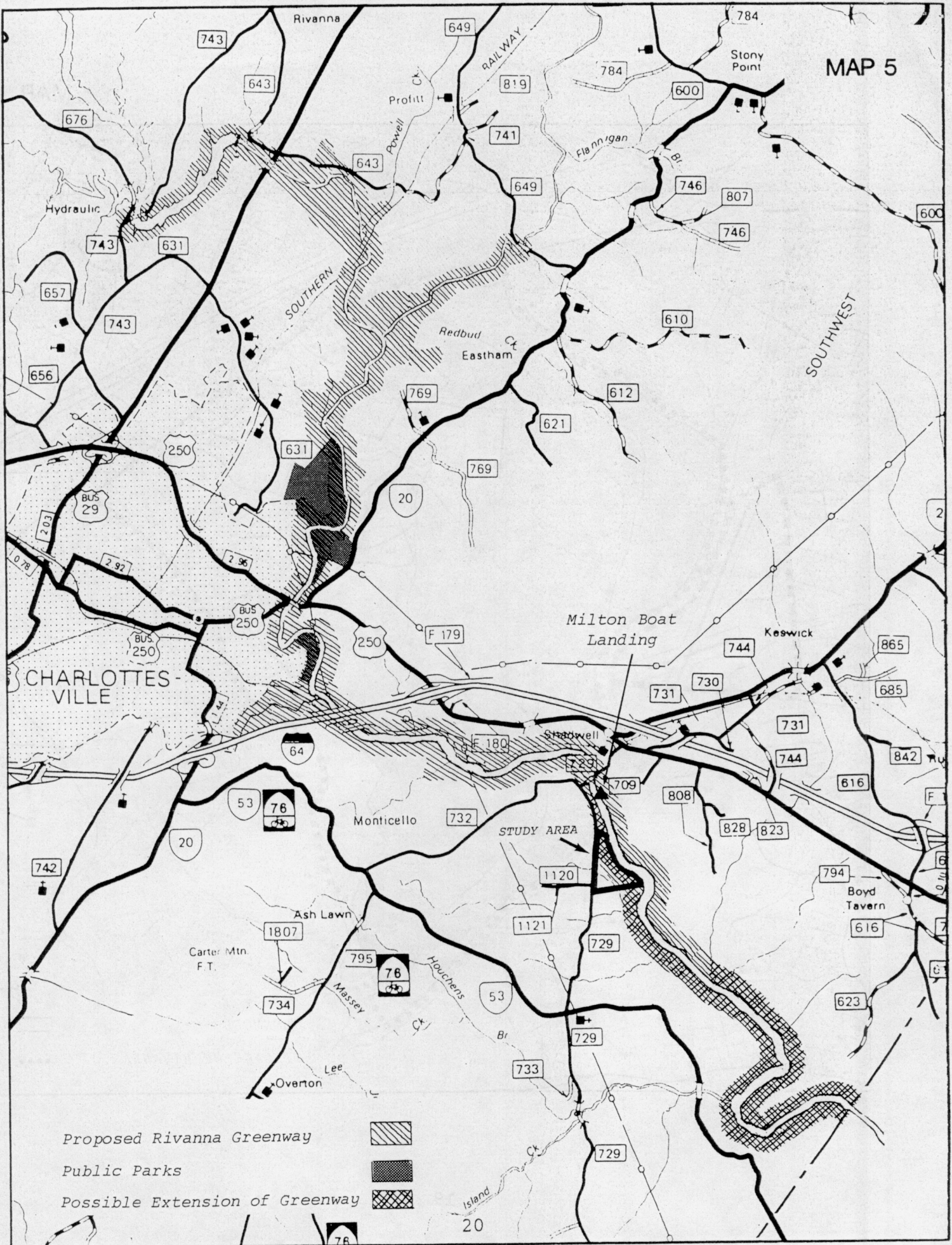






MAP 4





Wetland determinations have been made only for areas specifically delineated. Contact SCS for any additional determinations outside of the boundary. Such as property line discrepancies, before starting land use change or drainage activity. These wetland determinations apply to Food Security Act - 1985 regulations only. Other agencies may require permits for some wetland activities.

Areas not marked as wetlands may contain areas of wet (hydric) soils. On-site investigation will be required to determine if these areas are wetlands. Visual interpretations of maps and photographs were used to make this inventory, therefore a margin of error exists in this process.

