

APPENDIX B

Farmville Airport Access and Land Use Study Individual Land Use Policy Reviews

August 2008

Introduction

A land use policy review was undertaken to understand the land use and other inter-related policy issues that may influence the Farmville Regional Airport. The following documents were reviewed:

- Town of Farmville Comprehensive Plan
- Cumberland County Comprehensive Plan
- Cumberland County Zoning
- Buckingham County Comprehensive Plan
- Prince Edwards County Comprehensive Plan
- Commonwealth of Virginia State Enabling Legislation for Airport Zoning

Key themes from these reviews are identified in the summary below, followed by findings and excerpts from individual policy documents. Several land use, policy and planning recommendations for consideration by local officials in order to ensure successful growth and development of the airport area are included in section 5 of the report.

Summary of Existing Plans and Policies

1. **Cumberland and Farmville Policies Feature the Airport Strongly.** The airport is featured prominently in the Town of Farmville and Cumberland County comprehensive plans and zoning. Both acknowledge the airport as an important asset to the community, “impact[ing] well over 1,500 jobs in the three-county region [and affecting] over \$22 million in income for Buckingham, Cumberland, and Prince Edward Counties (including the Town of Farmville).” The Town plan describes planned runway extensions, hangar expansions and other improvements to be funded primarily with federal dollars. The airport is featured less prominently in Buckingham and Prince Edward County plans, although Buckingham does mention the possibility of a regional airport authority.
2. **Land Use and Transportation Plans Call for Growth of Airport Area but Current Zoning Does Not:** Both Cumberland County and Prince Edward County have identified development or growth areas adjacent to the Town of Farmville’s limits. Both these counties have growth management agendas that call for concentrating growth in designated areas and keeping rural areas rural. Planning policies support mixed-use growth and development in areas around the airport, particularly along Routes 45 and 600. Current zoning on lands around the airport is primarily agricultural, which means that airport expansion or related commercial development would require re-zoning. A County Airport Safety Overlay Zoning District prohibits the development of buildings or structures that would interfere with airplane navigation. Farmville and Cumberland County both identify transportation goals and policies that support improved access to the airport.
3. **Coordination of Water and Sewer Coverage is Key:** Water and sewer coverage, and infrastructure in general, appear to be major issues which call for greater inter-jurisdictional cooperation. Some of the future growth areas have water and sewer coverage and some do not. Where and how public water and sewer service is provided to the Farmville Airport could affect these plans. Sewer connection to the airport could either come up Cumberland County roadways or across the Appomattox River from Prince Edward County. The shortest line of distance for a

sewer main extension to the airport is from the Cumberland County side up Plank Road. This is an area already identified for higher commercial future land use, so in theory both Town and County stand to benefit from this scenario, but close cooperation will be necessary, especially since re-zoning may be required for future airport expansion.

Individual Policy Reviews

Town of Farmville Comprehensive Plan

The Town of Farmville owns the Farmville Regional Airport. Their Comprehensive Plan dates to November 2005 and the airport is featured prominently in numerous places which is an indicator of its importance to the Town in general. The Vision statement, the Economy Employment section, the Transportation section, and the Goals/Objectives section all include references to the airport. These are excerpted below.

Vision Statement Excerpt

“A Partner in Progressive Transportation Solutions: The Town is a multi-modal transportation community offering a variety of ways to move in and around Town and to other points of interest. From the airport to our bus service, sidewalks, bicycle lanes, and walking trails, the Town works to ensure that it is a community where work, shopping, and recreation opportunities are easily accessed. The Farmville Regional Airport is a thriving enterprise that serves as an important economic development tool for industry and business, as well as leisure activities and tourism. Our master plan for the airport has enabled us to expand facilities and to broaden economic opportunities. Our partnerships and creative planning ensure that we have proactive solutions to continuing issues with access and parking that help us have a safe and efficient transportation environment.”

Economy and Employment Reference

Part of Farmville’s economic advantage is attributed *“because of its proximity to major regional highway transportation facilities, including Route 460, Route 15, Route 45, and Farmville Regional Airport.”*

Transportation Section Excerpt

The Town’s Transportation section of the Comprehensive Plan, gives a whole write up about the Airport with useful information on history, and master planning and financing efforts. The following is excerpted from this section:

“The Farmville Regional Airport is located 5 miles northwest of the Town of Farmville. The airport has a runway length of 4,400 feet. The runway was expanded from its previous length of 3,200 feet in 1996. The Town has been successful in obtaining funds from the Federal and State Aviation Association for upgrades of the airport’s facilities. Upgrade activities included the runway extension, installation of a new lighting system, terminal building and fuel servicing area.

In 2002, the Town of Farmville submitted a proposed Six-Year Capital Improvement Plan to the Virginia Department of Aviation. The proposal consisted of ten (10) projects, including land acquisition, T-Hangar construction, beacon replacement and runway rehabilitation, and was estimated to cost \$4,460,000. Federal funding would have accounted for \$3,829,500. State revenues were projected to supply \$564,400, with local funding projected to total \$141,100. The Federal Aviation Administration and the Virginia Department of Aviation put the Plan on hold until the Airport Layout Plan (ALP) could be updated. No funds for development projects would be allocated until the ALP update was completed.¹

¹ Since the comprehensive plan text was published the Airport Layout Plan has been completed, as well as an environmental assessment, and federal funding for the capital improvements (runway and hangar expansions, etc) has been approved.

In 2005, the Town of Farmville submitted a new, 20-year Capital Improvements Plan for the airport that includes components of the 2002 plan. Among the main components of the new plan are an extension of the runway to 5,500 feet long (from 4,400 feet) and 100 feet wide (from 75 feet), and the construction of a T-hangar and associated taxiway. The extension is necessary to accommodate increased traffic and aircraft that cannot currently use the airport. Other projects in the new plan include a parallel taxiway and the addition of more hangars.

The proposed plan is broken up into three phases, with a total cost of approximately \$10.5 million. It is estimated that state and federal funding will pay 98% of the total project cost, using aviation-related tax revenues.

Based on current flight logs, the Farmville Regional Airport impacts well over 1,500 jobs in the three-county region. It is estimated that the Airport affects over \$22 million in income for Buckingham, Cumberland, and Prince Edward Counties (including the Town of Farmville). The airport has planes to fly in for maintenance and work from as far as Baltimore and South Carolina. Other nearby air facilities include the Allan C. Perkinson Municipal Airport, a joint airport of the Town of Blackstone and Fort Pickett Army Reservation; the Crewe Municipal Airport; and the Lunenburg County Airport. The nearest commercial airline terminals are the Richmond International Airport, located east of the City of Richmond; and the Lynchburg Regional Airport, located south of the City of Lynchburg.”

Goals and Objectives Section Policy Reference

In the Farmville Comprehensive Plan, Goals and Objectives section Transportation the airport is specifically referenced in this goal, objective, policy sequence:

“Goal: Provide a safe and adequate transportation system for the movements of people, goods and services within the Town.

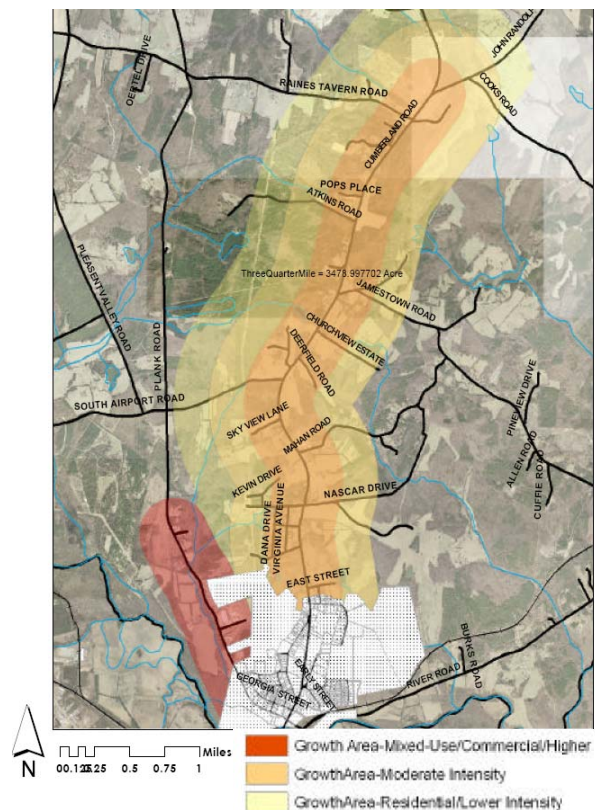
Objective 2: Promote alternative forms of transportation to the private automobile.

Policy 2. Promote growth of Farmville Airport to expand general aviation usage and potential.”

Cumberland County Comprehensive Plan

Though owned by the Town of Farmville, the airport is located in Cumberland County. The County’s comprehensive plan also prominently features the airport. The text excerpted above from Farmville’s transportation section is contained verbatim in Cumberland County’s Transportation section (pp 36-27) except for the last paragraph beginning, “Based on current flight logs...”.

Cumberland County’s future land use plan seeks a way to balance new growth and development while maintaining rural character and viability in the county. The guiding principle of the plan is to concentrate growth in designated growth areas. The Farmville Growth Area is located north of Farmville along Route 45 (see fig 1). By channeling new development into growth areas, the county aims to reduce the rate of consumption of rural lands and resources and to encourage businesses to locate in areas with infrastructure and an established, concentrated population base.



Source: Cumberland County Planning and Zoning
 Fig 1: Farmville Growth Area, Cumberland Co Plan

Policy: Explore the feasibility of extending public water and sewer services to other high growth areas within Cumberland County (near Farmville).

The Farmville Growth Area contains existing residential and commercial growth, as well as the county's industrial park. It encompasses land adjacent to both Route 45 and Route 600 (Plank Road), much of which is served by public sewer. Its proximity to the adjacent town should encourage new development. Fig 1 illustrates the designated land use intensities throughout the growth area.

The future land use plan therefore calls for expanded and increased development towards the Farmville Regional Airport, especially for higher intensity, commercial uses along Plank Road in the direction of the airport. This intention could be seen as compatible with plans to grow the airport in the future, and could be used as a justification in applications to re-zone adjacent land to allow for this growth.

The Cumberland County comprehensive plan also contains an economic development policy that identifies this area near the airport as one of the potential local job generators. This policy is to, *"Encourage the development of the full economic potential of existing areas of economic clusters such as the Riverside Industrial Park, Cumberland Courthouse area, Cartersville and the Farmville Regional Airport."*

Cumberland County Zoning

Because the Farmville Airport is located in Cumberland County, it falls under the jurisdiction of the county's zoning ordinances. The airport was established prior to the county's first adopted zoning ordinance in 1969. The land surrounding the airport is largely in A2, Agricultural District which "covers the portion of the county occupied by farms and open-type uses." Under A2 zoning a variety of residential and agricultural land uses are permitted. Residential development is permitted and so are subdivisions. Major subdivisions, defined as a division creating four or more lots not including a family division, are not permitted. The only by-right major subdivision option in the A-2 optional cluster development which requires 75% open space.

Minimum lot sizes are two acre lots for parcels without sewer capacity and 20,000 sq ft with sewer service. Private landing fields or non-commercial airstrips are allowed under A2 zoning as a conditional use, as are public utilities. Commercial runways or airport related facilities are not a permitted use under A2 zoning even as a Conditional Use Permit. Thus any substantive expansion or addition to the airport such as machine shops, industrial painting, or storage or warehousing facilities, onto adjacent A2 zoned land would not be allowed. Expansion onto adjacent A2 zoned land would require a re-zoning and CUP process for either M1 (light industrial) or M2 (heavy industrial) zoning depending on the intended land use of the rezoned property.

The intent of M1 zoning is, *"to permit certain industries, which do not in any way detract from residential desirability, to locate in any area adjacent to residential uses. The limitations on or provisions relating to height of building, horsepower, hearing, flammable liquids or explosives, controlling emission of fumes, odors and/or noise, landscaping, and the number of persons employed are imposed to protect and foster adjacent residential desirability while permitting industries to locate near a labor supply."* Airports, airfield, helistops, heliports are allowed under M1 zoning with a CUP. According to zoning officials, this CUP allowance is geared towards airport expansion. The proposed expansion at Farmville Regional Airport would require M1 with a CUP.

The intent of M2 zoning is, *"to establish an area where the principal use of land is for heavy commercial and industrial operations, which may create some nuisance, and which are not properly associated with nor particularly compatible with residential, institutional and neighborhood commercial service establishments. The specific intent of this district is to: (1) Encourage the construction of and the continued use of the land for heavy commercial and industrial purposes; (2) Prohibit residential and supporting business use of the land; and (3) Prohibit any other use which would substantially interfere with the development, continuation or expansion of commercial and industrial uses of the district."* M2

zoning does not currently allow for commercial airport expansion by right, but does allow for it with a conditional use permit. The intent of M2 is to allow for areas that would pose a potential a nuisance to noise-sensitive residential or other institutional, commercial services. Airports and airport facilities would logically fall under this category. It may make sense in the future for land adjacent airports to be zoned for M2. The county could further encourage airport development in M2 zoning by amending that code to allow for commercial airport uses by-right.

In addition, Cumberland County has adopted in its zoning and Airport Safety Overlay Districts, citing the Virginia State enabling legislation and preamble, *“an obstruction has the potential for endangering the lives and property of users of the airports and residents in the county, and that an obstruction may reduce the size of areas available for the landing, takeoff and maneuvering of aircraft, thus tending to destroy or impair the utility of the airports and the public investment in airports. Accordingly, it is declared that: (1) It is necessary in the interest of the public health, safety and general welfare that the creation or establishment of obstructions that are hazards to air navigation be prevented; (2) The creation or establishment of an obstruction has the potential for being a public nuisance and may injure the area served by the airports; (3) The county derives economic development and enhanced interstate commerce from the Farmville Municipal Airport that are held strictly to the highest possible safety standards; and (4) The prevention of these obstructions should be accomplished, to the extent legally possible, by the exercise of the police power without compensation.”*

This Airport Safety Overlay district prevents uses to be made of land or water in such a manner as to:

1. Create electrical interference with navigational signals or radio communication between the airport and airborne aircraft;
2. Diminish the ability of pilots to distinguish between airport lights and other lights;
3. Result in glare in the eyes of pilots using the airport;
4. Impair visibility in the vicinity of the airport;
5. Create the potential for bird strike hazards; or
6. Otherwise in any way endanger or interfere with the landing, takeoff or maneuvering of aircraft intending to use the airport.

No specific map or specific geographic coordinates were listed on-line that specifically outlined the geographic extent of this overlay, but it is primarily confined to the area above or surrounding the runways. The overlay extends beyond the runways in the approach or transitional zones. No map was available to show these zones at the time this report was written, but exact extents of this overlay zone are being pursued by for this study since they impact adjacent land uses.

Buckingham County Comprehensive Plan

Buckingham County’s Comprehensive Plan has one reference to the Farmville Airport. In the Goals, objectives policies section, under Transportation it included the policy below under the goal: *“Provide a safe, efficient, and well-maintained transportation system...(5) Explore the benefits of joining a regional airport authority.”* This is the only place in their March 2001 comprehensive plan that addresses the existence of the airport. The areas of Buckingham County near the airport are largely rural and agricultural. However, despite the lack of reference in policy documentation, a major Buckingham business — the Kyanite Mining Company — not only regularly uses airport facilities, but owns land adjacent to it.

Prince Edward County Comprehensive Plan

The Prince Edward County Comprehensive Plan reviewed was Draft # 3 dated August 23, 2005. The plan briefly references the existence of the Farmville Airport in Cumberland County but no goals or policies specifically relate to or support growth or access improvements related to the airport.

The chapter on community facilities is informative on the key issues of sewer and water infrastructure. Public sewer service is available for several subdivisions lying just outside of Farmville limits, as well as the county's public school complex and the Prince Edward County Industrial Park located along Route 15. Hampden-Sydney College is served by a sewer facility jointly owned by the County, the Town of Farmville, and Hampden-Sydney College. Collected sewage is treated at the Town of Farmville's treatment facility on the Appomattox River.

Public water services provide similar coverage but do not extend to the Hampden-Sydney campus. Water treatment is provided by the Town of Farmville's water treatment plant located on the Appomattox River. The Sandy River Reservoir, developed by the County in 1995, is viewed as a future source of water for the county. Current plans involve exploring options for treatment of this supply, either at the Farmville facility or at a county facility near the source.

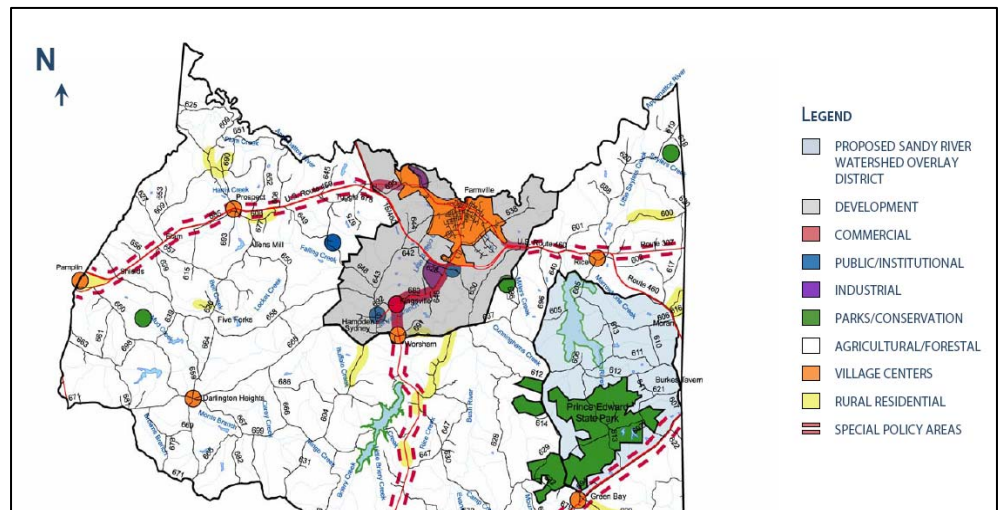


Fig 2: Prince Edward Co Growth Areas

The availability of water supply and treatment is tied closely to the future land use and development areas designated in the county's future land use plan. As shown in Figure 2, these growth areas are clustered around the Town of Farmville, and include an industrial park on the Appomattox River, just across from the Airport.

Commonwealth of Virginia State Enabling Legislation for Airport Zoning

The Commonwealth of Virginia State Code enables localities with public airports to establish airport overlay zones to protect the safety of aircraft, the surrounding communities, and the significant public investment in these transport facilities. The three enabling Codes (§ 15.2-2294, § 5.1-25.1, and § 15.2-2295) allow localities to regulate the height of structures in safety zones defined by the Virginia Aviation Board, and Federal Aviation Regulation Part 77 and allow localities to require noise abatement in buildings that fall within a noise shed of an airport. They are copied below for reference.

§ 15.2-2294. Airport safety zoning.

Every locality (i) in whose jurisdiction a licensed airport or United States government or military air facility is located or (ii) over whose jurisdiction the approach slopes and other safety zones of a licensed airport, including United States government or military air facility extend shall, by ordinance, provide for the regulation of the height of structures and natural growth for the purpose of protecting the safety of air navigation and the public investment in air navigation facilities. The ordinance may be adopted regardless of whether the local governing body has adopted a zoning ordinance applicable to other land uses in the locality. The ordinance may be designed and adopted by the locality as

an overlay zone superimposed on any preexisting base zone. The provisions of the airport safety zoning ordinance shall be in compliance with the rules of the Virginia Aviation Board.

§ 5.1-25.1. Permit required for erection of certain structures.

It shall be unlawful for any person to erect any structure, any part of which penetrates into or through any licensed airport's or United States government or military air facility's clear zone, approach zone, imaginary surface, obstruction clearance surface, obstruction clearance zone, or surface or zone as described in regulations of the Department of Aviation or the Federal Aviation Administration, without securing a permit for its erection from the Board. This section shall not apply to any structure to be erected in a county, city or town which has an ordinance regulating the height of such structures to prevent the penetration of zones and surfaces provided for in Federal Aviation Regulation Part 77 and Rule 19 of the Department of Aviation. For the purpose of this section, "structure" shall mean any object, including a mobile object, constructed or erected by man, including but not limited to buildings, towers, cranes, smokestacks, earth formations, overhead transmission lines, flag poles, and ship masts

§ 15.2-2295. Aircraft noise attenuation features in buildings and structures within airport noise zones.

Any locality in whose jurisdiction, or adjacent jurisdiction, is located a licensed airport or United States government or military air facility, may enforce building regulations relating to the provision or installation of acoustical treatment measures in residential buildings and structures, or portions thereof, other than farm structures, for which building permits are issued after January 1, 2003, in areas affected by above average noise levels from aircraft due to their proximity to flight operations at nearby airports. Any locality in whose jurisdiction a United States Master Jet Base is located or any adjacent locality may, in addition, adopt and enforce building regulations relating to the provision or installation of acoustical treatment measures applicable to buildings and structures, or portions thereof, in Assembly, Business, Educational, Institutional, and Mercantile groups, as defined in the International Building Code. In establishing the regulations, the locality may adopt one or more noise overlay zones as an amendment to its zoning map and may establish different measures to be provided or installed within each zone, taking into account the severity of the impact of aircraft noise upon buildings and structures within each zone. Any such regulations or amendments to a zoning map shall provide a process for reasonable notice to affected property owners. Any regulations or amendments to a zoning map shall be adopted in accordance with this chapter. A statement shall be placed on all recorded surveys, subdivision plats and all final site plans approved after January 1, 2003, giving notice that a parcel of real property either partially or wholly lies within an airport noise overlay zone. No existing use of property which is affected by the adoption of such regulations or amendments to a zoning map shall be considered a nonconforming use solely because of the regulations or amendments. The provisions of this section shall not affect any local aircraft noise attenuation regulations or ordinances adopted prior to the effective date of this act, and such regulations and ordinances may be amended provided the amendments shall not alter building materials, construction methods, plan submission requirements or inspection practices specified in the Virginia Uniform Statewide Building Code.