From:	Brandon Reich
To:	Posegate Stacy C; Austin Barnes; Andrew Mittendorf
Cc:	BEACH Anthony; PIKE Brandon; THOMAS Alex R; Boderman Nathan; INS Legal Secretary
Subject:	RE: ODAV- Marion County meeting to discuss coordination requirements for UAO Master Plan
Date:	Friday, November 20, 2026 11:17:04 AM
Attachments:	Aurora AMP SAC Findings Amended 11-18-26 (redline) BR.docx Draft Appendix 12 Land Use V1 BR.docx chapter4goals.pdf chapter10policies.pdf Marion County Comprehensive Plan and Transportation Plan policies for Aurora Airport.docx

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Please find my comments (and a few suggestions) on the attached documents. Overall, I believe the revisions capture our discussion earlier this week very well and provides a path to move forward with county consideration.

Previously, in my letter last year, I referenced the policies in the Marion County Comprehensive Plan and the Goal and Policies in the county transportation system plan that apply to the county considering to adopt the master plan into the county's comprehensive plan. I noticed that some of the policies were addressed in the Draft Appendix 12, but others weren't. I've attached a list of the policies and goal so this email as well as the chapters of the transportation plan that contain the referenced policies and goals. I'm happy to discuss this in greater detail if you want. Please let me know.

Thank you for the opportunity to review the documents and provide feedback. Please let me know if we can provide any additional information.

Brandon

From: Stacy C Posegate
Sent: Wednesday, November 18, 2026 2:35 PM
To: Brandon Reich ; Austin Barnes ; Andrew Mittendorf
Cc: BEACH Anthony ; PIKE Brandon ; THOMAS Alex R ; Nathan Boderman ; INS Legal Secretary
Subject: RE: ODAV- Marion County meeting to discuss coordination requirements for UAO Master Plan

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Good afternoon everyone,

As we discussed, please find attached an edited draft of the State Agency Coordination Findings and new Appendix 12, which we hope will address the comments in your letters and our discussions. We are working with the consultant to add to Sheet 12 of the ALP (Chapter 6) the new public zone that will apply now that the Airport Boundary has been expanded. As soon as we have that sheet we will send it your way.

For your convenience the SAC findings are in redline. We have made a few other editing

changes not related to our discussions, but the edits are mostly directed at the section of the findings that discuss our coordination efforts. Can you please review those specifically to let us know if you agree with our representation of our efforts? I think a return email confirming or suggesting further edits, which we can work on, will suffice in terms of demonstrating our coordination efforts – in lieu of a letter stating the same thing from the County. ODAV will need to provide these changes to the Board as soon as possible for its review prior to the December 2-3 meeting, and so we request your review as soon as reasonably possible.

Thank you again for meeting us. It was a great opportunity for me and I look forward to working with you and ODAV on future planning coordination efforts.

Stacy C. Posegate
Department of Justice
Sr. Asst. Atty General | Infrastructure and Transportation Section |General Counsel Division
971-718-7950

GG1296-22

From: Brandon Reich <BREICH@co.marion.or.us>
Sent: Tuesday, November 17, 2026 9:17 AM
To: Stacy C Posegate <Stacy.C.Posegate@doj.oregon.gov>; Austin Barnes <ABarnes@co.marion.or.us>; Andrew Mittendorf <AMittendorf@co.marion.or.us>
Cc: BEACH Anthony <Anthony.BEACH@odav.oregon.gov>; PIKE Brandon <Brandon.PIKE@odav.oregon.gov>; THOMAS Alex R <Alex.R.THOMAS@odav.oregon.gov>; Nathan Boderman <Nathan.Boderman@doj.oregon.gov>; INS Legal Secretary <INSLegalSecretary@doj.oregon.gov>
Subject: RE: ODAV- Marion County meeting to discuss coordination requirements for UAO Master Plan

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Thank you,
Brandon

From: Stacy C Posegate <Stacy.C.Posegate@doj.oregon.gov>
Sent: Tuesday, November 17, 2026 9:15 AM
To: Brandon Reich <BREICH@co.marion.or.us>; Austin Barnes <ABarnes@co.marion.or.us>; Andrew Mittendorf <AMittendorf@co.marion.or.us>
Cc: BEACH Anthony <Anthony.BEACH@odav.oregon.gov>; PIKE Brandon <Brandon.PIKE@odav.oregon.gov>; THOMAS Alex R <Alex.R.THOMAS@odav.oregon.gov>; Nathan Boderman <Nathan.Boderman@doj.oregon.gov>; INS Legal Secretary <INSLegalSecretary@doj.oregon.gov>
Subject: ODAV- Marion County meeting to discuss coordination requirements for UAO Master Plan

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WARNING: This email originated outside of Marion County.
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Good morning Everyone,

First, let me say how much I appreciate your willingness to meet with us yesterday and talk through a path forward. We are currently working on doing some modifications to the Master Plan and findings to address the issues that you have raised.

Second, Brandon, I did find an example of other letters that may be helpful that were submitted by multiple local jurisdictions as part of the Newport Dundee bypass project that began years ago. This link will take you to the package that was submitted to OTC to adopt the facilities plan which includes the staff letter, drafting State Agency Coordination findings for the facilities plan (under a rule nearly identical to ODAV's) and letters from the local jurisdictions ultimately finding that the plan was compatible with their respective comprehensive plans (Exhibit D). As I mentioned yesterday, a key difference with ODOT is that it does not submit its findings to OTC until after the plan is adopted into the local jurisdictions. Whereas, ODAV will present the Master Plan to the Board first, then apply to Marion County to adopt the Aurora Airport Plan. I though this example may be helpful in any event to give some context for ODAV's coordination responsibilities.

OR 18 Newburg Dundee Corridor Plan

Third, Andrew,

As I promised, attached are the decisions in the SAC matters that I referenced yesterday. The SAC has not been the subject of many challenges, but we have definitely seen an uptick in the last five years and I assume we will see more.

Thank you again for meeting us. As soon as we have a draft of the edits to the Master Plan, we will share this with you as we discussed.

Stacy C. Posegate
Department of Justice
Sr. Asst. Atty General | Infrastructure and Transportation Section |General Counsel Division
971-718-7950

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****

State Agency Coordination Findings for the

Adoption of the Aurora State Airport Master Plan

(ORS 197.180 and OAR 738-130-0055)

Pursuant to Oregon Revised Statute ("ORS") 197.180 and Oregon Administrative Rules "OAR"), chapter 738, division 130, the Oregon Aviation Board ("Board") and the Department of Aviation ("Department") are required to carry out their respective planning duties, powers and responsibilities with respect to a program affecting land use in a manner that complies with the statewide land use planning goals and that is compatible with the acknowledged comprehensive plans and land use regulations of local agencies affected by the land use program. These findings are intended to demonstrate that the Department and the Board have satisfied these requirements as part of the Board's adoption of the Aurora State Airport Master Plan ("UAO Master Plan").

BACKGROUND

A. Description of the UAO Master Plan

The UAO Master Plan was the result of a four-year-long master planning process to address the Aurora State Airport's ("UAO") safety and operational needs for the next 20 years. The UAO Master Plan provides specific guidance to maintain a safe and efficient airport that is economically, environmentally, and socially sustainable.[1] Chapter 1 of the UAO Master Plan sets out a summary of the extensive public process that was followed for the development of the plan. This included a Planning Advisory Committee (PAC), surveys and public comments, and 14 public meetings.

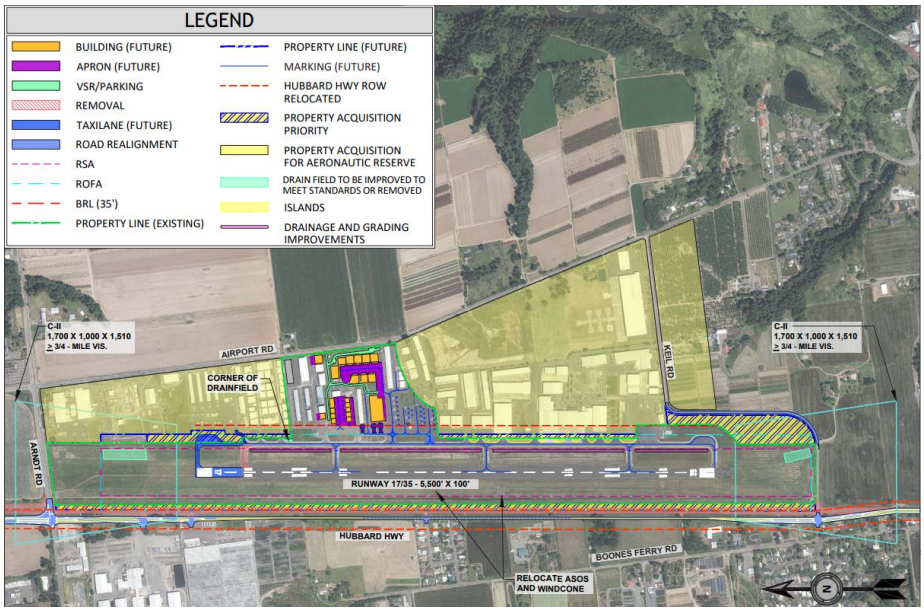
Following this process, the Department selected a preferred alternative, which is described in detail in Chapter 5 of the UAO Master Plan. The Airport Layout Plan that forms the basis of the preferred alternative is illustrated in Chapter 6. Chapters 5 and 6 together set out the Department's preferred plan for future public improvement projects for the UAO property and adjacent areas.

As shown in Chapter 5, figure 5-1: Preferred Alternative (shown below), the UAO Master Plan proposes a variety of on-the-ground improvements, generally summarized as follows:

- Realign Highway 551 (Hubbard Highway) approximately 80 feet west to clear the existing Runway Object Free Area (ROFA)

[1] The UAO Master Plan is incorporated into these findings by reference and available at the Department's website at: https://www.oregon.gov/aviation/Aurora-Master-Plan/Pages/default.aspx

- Improvements to the Runway Safety Area (RSA) to mitigate the drainage ditch along Taxiway A, and the septic drainfield located near the south end of the runway
- Realign Keil Road east, outside of the ROFA
- Extend Runway 17-35, RSA, ROFA, and Taxiway A 497 feet to the north
- Relocate the ASOS, segmented circle, and the wind cone outside of the ROFA and RSA
- Potential property acquisition within the ROFA and Taxiway Object Free Areas (TOFA) (25 acres) if the property becomes available for sale
- New and improved facilities in the ODAV-owned landside areas to include the main



apron area, existing and future hangar areas, apron tiedowns and future helicopter parking positions, vehicle parking and access roads, airport fencing and gates.

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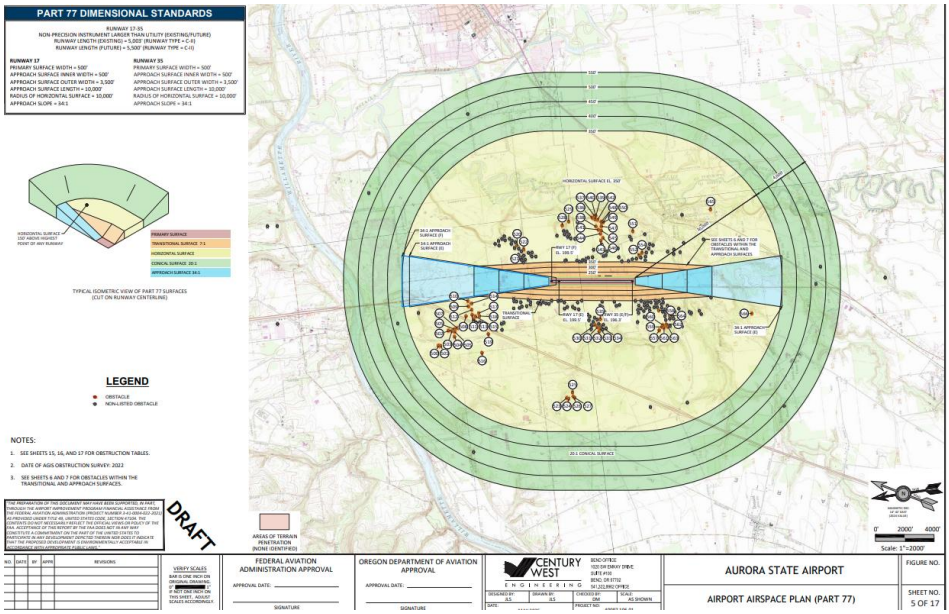
All of the future physical improvements will occur within the Marion County planning jurisdiction. However, as a result of a proposed project to modify the runway, there will also be a change to the current airport imaginary surfaces as shown in the image below. As established in 14 CFR 77.19, the civil airport imaginary surfaces ("Part 77 surfaces" or "imaginary surfaces") are a Federal Aviation Administration ("FAA") safety requirement to ensure that the airspace is free of obstructions so that aircraft may take off and land safely.

As seen in the figure below, the Part 77 surfaces extend in a conical shape from the runway into the airspace over the cities of Aurora, Barlow and Wilsonville, and

Clackamas County and Marion County.[2] The surfaces include: primary surface, transitional surface, horizontal surface, conical surface, and approach surface, established in accordance with 14 CFR 77.19 and OAR 738-070-0120.



B. Laws and Rules Relevant to These Findings

Pursuant to ORS 197.180, the Board adopted a state agency coordination ("SAC") program, OAR, chapter 738, division 130, setting out the process for complying with state law and ensuring that the Department in its land use planning activities coordinates with an affected local jurisdiction. OAR 738-130-0055 specifically addresses the coordination requirements that apply to the Board's adoption of a master plan. As these rules have not been certified by the Land Conservation and Development Commission ("LCDC"), ORS 197.180(10) requires the Board make findings when adopting a new plan as to compliance with the statewide land use goals and compatibility with the acknowledged comprehensive plans of the local governments.

[2] A map of Part 77 surfaces set forth in the UAO Master Plan, Chapter 6, sheet 5.

These findings are intended to address the Board's planning duties under ORS 197.180(10) and OAR 738-130-0055.

Whether or not an aviation facility master plan is compatible with a local jurisdiction's acknowledged comprehensive plan and land use regulations, includes a consideration of whether the local government has satisfied its aviation planning requirements under ORS 836.610 and OAR chapter 660, division 013 ("Aviation Planning Rule"). Under these laws, a local government is required to adopt comprehensive plan and land use regulation requirements that promote "a convenient system of airports in the state for land use planning to reduce risks of aircraft operations and nearby land uses" (OAR 660-013-0010). The Aviation Planning Rule mandates a local jurisdiction to adopt plan language and land use regulations that establish an airport boundary and current and future aviation related uses within that boundary (OAR 660-013-0040, OAR 660-013-0100).

Local jurisdictions are further required to adopt an Airport Safety Overlay Zone prohibiting structures, trees and other vegetation from penetrating airport imaginary surfaces pursuant to OAR 660-013-0070. The local jurisdiction must also limit conflicting uses surrounding the airport, including residential development and other uses relating to noise, visibility, outdoor lighting, signal transmissions, water impoundment and landfill uses under OAR 660-013-0080. And, local governments are required to update their plans and rules at periodic review under OAR 660-013-0160. Significantly, if there are issues of compatibility, the "decision maker" is required to take reasonable steps to eliminate or minimize the compatibility through location, design or conditions under OAR 660-013-0040(6).

Pursuant to these rules, the Department has developed the Airport Land Use Compatibility Guidebook ("Guidebook").[3] The Guidebook provides a comprehensive guide for local jurisdictions in their adoption of comprehensive plans and land use regulations, including sample local codes, ordinances, and plan language. The Guidebook serves to assist in efforts to implement State land use laws relating to aviation and required federal laws regarding the safety and operation of aircraft in the airspace. A local jurisdiction which adopts the provided language is deemed by the Department to comply with its planning requirements for public airports under OAR chapter 660, division 013. Accordingly, whether or not a master plan, including the UAO Master Plan, is compatible with a local jurisdiction's comprehensive plan depends on whether the local jurisdiction has adopted a comprehensive plan and land use regulations that comply with OAR chapter 660, division 013.

[3] The Airport Land Use Compatibility Guidebook is available at: https://www.oregon.gov/aviation/airports/planning-and-programs/Documents/Land%20Use%20Compatibility%20Guidebook/Full_Version_ODA_Airport_Land_Use_Compatibility_Guidebook.pdf

FINDINGS

A. ORS 197.180

1. *ORS 197.180(1): Except as provided in ORS 197.277 or subsection (2) of this section or unless expressly exempted by another statute from any of the requirements of this section, state agencies shall carry out their planning duties, powers and responsibilities and take actions that are authorized by law with respect to programs affecting land use: (a) In compliance with the goals, rules implementing the goals and rules implementing this section; and (b) In a manner compatible with acknowledged comprehensive plans and land use regulations.*

Finding: The Board and the Department are required to exercise their planning duties, powers and responsibilities with respect to the adoption of the UAO Master Plan because the adoption and implementation of a master land use plan is a program affecting land use.

2. *ORS 197.180(1)(a) the UAO Master Plan shall be adopted in compliance with the statewide land use planning goals, rules implementing the goals and rules implementing ORS 197.180.*

Finding: The Board and the Department make the following findings regarding compliance with the goals:

Goal 1: Citizen Involvement – *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process*.

Finding: As discussed above, throughout the airport master planning process, the Department has made citizen involvement a major priority. Between November 2021 and February 2025, ODAV conducted 14 public meetings to address the components of the master plan and discuss concerns and solutions brought up by Planning Advisory Committee (PAC) members and members of the public. This included nine PAC meetings, three PAC work sessions, and two open houses, where ODAV staff and consultants discussed the plan in greater detail with members of the public and PAC members. Most of these meetings were held virtually, beginning during the COVID-19 pandemic when virtual meetings were the only viable option for public meetings. To guide the master planning process, ODAV also conducted a survey with airport users and stakeholders.

PAC members, government partners, and other interested parties were encouraged to provide testimony both during public meetings and at various points throughout the planning efforts by providing written comments. Appendix 11 of the UAO Master Plan includes a record of the public involvement summary, PAC meeting materials, and public comments.

The Board finds the UAO Master Plan satisfies the requirements of Goal 1.

Goal 2: Land Use Planning – *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions*.

Finding: Goal 2 requires coordination with affected governments and agencies, evaluation of alternatives, and an adequate factual base. In developing the plan and selecting the preferred alternative, the Department engaged in significant coordination efforts over multiple years with officials from nearby cities and counties, representatives from other State agencies—including the Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD)—and other local leaders and business owners. Chapter 5 of the master plan covers the alternatives which were considered. Using input from the FAA, the public, and local officials and stakeholders, the Department selected a preferred alternative which would best serve the airport, its users, and the surrounding community.

In addition, the Department has adopted its state agency coordination rules to ensure that the Department's planning actions comply with statewide planning goals and are compatible with acknowledged comprehensive plans. The Department has followed the coordination process established in these state agency coordination requirements, which requires the Department to coordinate with affected jurisdictions in its adoption of the master plan. The Department presented these findings to demonstrate that Goal 2 coordination obligations have been satisfied in the adoption of the UAO Master Plan. To ensure the continued opportunity for public participation, affected persons and interested parties, including affected jurisdictions, were given an opportunity to provide testimony and evidence when the UAO Master Plan was presented to the Board for adoption in an open public meeting. At such time, the Board further consider the testimony and evidence provided, along with the draft findings of compatibility and compliance, in accordance with OAR 738-130-0055(6).

The Board finds the UAO Master Plan satisfies the requirements of Goal 2.

Goal 3: Agricultural Lands – *To preserve and maintain agricultural lands*.

Finding: Goal 3 requires counties to preserve and maintain agricultural lands for farm uses. Counties must inventory agricultural lands and protect them by adopting exclusive farm use (EFU) zones consistent with ORS 215.203.

The UAO property is located within Marion County, on lands zoned P (Public). Most of the surrounding land are rural lands, zoned EFU except for small portions zoned Acreage Residential (AR). As shown on the preferred design for the ALP, the only on-the-ground improvements envisioned for Marion County EFU and AR land are a proposed realignment of Keil Road and Wilsonville-Hubbard Highway (Oregon Route 551). The realignment on EFU property is deemed consistent with Goal 3, 4, 11 and 14 pursuant to OAR 660-012-0065(3)(b) and (n). All other proposed capital projects in the UAO Master Plan, including the construction of the proposed runway extension, will be

Commented [BR1]: Realignment may require a conditional use depending on if structures are removed or new parcels are created.

constructed within the existing airport boundary on land zoned public, where such uses are allowed.

The ALP also includes "reserved lands" that may be suitable for future airport development on EFU lands east of the current airport boundary if and when they can be acquired.[4] The sole reason for identifying this property for future airport development is to allow ODAV to pursue FAA funding if and when these properties ever become available. There are no specific plans for any improvement, and any future improvement may be limited to uses permitted within the EFU zone. For any airport-related development that may be needed in the future and that is not permitted within the EFU zone, ODAV has the option to either initiate a process to expand the airport boundary pursuant to OAR chapter 660, division 013 and/or pursue any required land use approvals, including any exceptions, if necessary, if and when these properties become available.

Commented [BR2]: Are these the lands that our ordinance added to the airport recently?

Commented [BR3]: This is may not be specifically true for the land the county newly added to the airport. That land had a plan for development and airport uses will be allowed on it, still in an EFU zone.

The third element of the plan that will extend into lands zoned EFU is the runway protection zone (RPZ) for Runway 17, which is within the Part 77 surfaces and safety areas. The RPZ is not a land use zone, but, instead, an area identified by the FAA and the State of Oregon with the function of enhancing the protection of people and property on the ground. This may be achieved through airport sponsor control over RPZs, as well as coordination with land use authorities. Such control includes keeping the RPZ clear of incompatible objects and activities. The dimensions of the RPZ are determined by the runway category and approach type, and extend outward from the runway, regardless of ownership of the underlying land. The RPZ does not include proposed uses that conflict with EFU zoned property. The Board finds the proposed location of the RPZ to be compatible with the existing and allowed land uses.

The Board concludes the UAO Master Plan preserves and maintains agricultural land and complies with Goal 3.

Goal 4: Forest Lands – *To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture*.

Finding: Goal 4 protects working forest land around the state, preserving it for commercial forestry while recognizing its value for fish and wildlife habitat, recreation, and protection of air and water quality. The UAO is located in the northern portion of the Willamette Valley, south of the Portland Metro area. The airport and its immediate environs do not include forest lands, as defined by Goal 4.

[4] See UAO Master Plan, Chapter 6 (Airport Layout Plan), Sheet 3, Notes 2 and 5.

The Board finds the UAO Master Plan does not impact state forest lands and therefore complies with Goal 4.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces – *To protect natural resources and conserve scenic and historic areas and open spaces*.

Finding: Goal 5 identifies 12 resources to be inventoried within a community: riparian corridors, wetlands, wildlife habitat, federal Wild and Scenic Rivers, Oregon Scenic Waterways, groundwater resources, approved Oregon recreation trails; natural areas, wilderness areas, mineral and aggregate resources, energy sources, and cultural areas. These include six resource categories which rely on state or federal inventories: wild and scenic rivers, state scenic waterways, groundwater resources, Oregon recreation trails, Sage Grouse habitat, and wilderness areas. Additionally, there are three relevant categories that require local inventories: historic resources, open space, and scenic views and sites.

The UAO does not include any known protected areas or resources identified in Goal 5. The UAO property contains several human-made drainage swales with non-hydric soil wetlands. According to Oregon Department of State Lands Rule 141-085-0515 (Removal-Fill Jurisdiction by Type of Water), these swales with wetland hydrology, vegetation, and soils are not considered waters of the state because they are artificially created for the purposes of stormwater detention and/or treatment.

As is appropriate within the context of developing an airport project pursuant to a master plan, the Department will complete the necessary environmental reviews, such as an Environmental Impact Statement (EIS), as part of the design and construction of the capital projects identified within the master plan. This will ensure any protected areas or resources within the boundaries of the master plan are adequately identified and taken into consideration before development, allowing for coordination with the appropriate federal, state, or local bodies, including the State Historic Preservation Office (SHPO).

The Board finds the UAO Master Plan complies with Goal 5.

Goal 6: Air, Water and Land Resources Quality – *To maintain and improve the quality of the air, water and land resources of the state.*

Finding: Any improvements made under the proposed master plan will be expected to satisfy applicable state and federal environmental laws and standards. These include Oregon Department of Environmental Quality (DEQ) rules governing air, water, and noise quality (OAR 340), the Oregon Wetland Removal/Fill Act (ORS 196), along with federal standards, such as NEPA and the Clean Air and Clean Water acts.

Additional adherence with Goal 6 will be ensured at the stage of construction of capital facility projects. ODAV will continue to work closely with its agency partners, including DEQ and the U.S. Army Corps of Engineers, to identify any necessary permits or approvals prior to construction.

Additionally, adherence with this goal will be ensured during the normal course of airport operations. Aircraft operating within UAO airspace are subject to air quality standards such as 40 CFR Part 87 (Control of Air Pollution from Aircraft and Aircraft Engines), 40 CFR Part 1030 (Control of Greenhouse Gas Emissions from Engines Installed on Airplanes), and 40 CFR Part 1031 (Control of Air Pollution from Aircraft Engines). Solid waste and sewage generated by the facility will continue to be managed in accordance with the provisions of Marion County's health and safety ordinance (Marion County Code (MCC), Title 8).

The Board finds the UAO Master Plan complies with Goal 6.

Goal 7: Areas Subject to Natural Hazards – *To protect people and property from natural hazards*.

Finding: Goal 7 specifies floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires as hazards for local governments to consider when developing comprehensive plans. Local governments may identify and plan for other natural hazards, as well.

UAO property lies inside a FEMA Zone X, which is considered an area of minimal flood risk. UAO falls outside the 500-year floodplain, while the closest 100-year floodplain is located approximately 0.55 miles east of the Airport, along Mill Creek and the Pudding River. Marion County Code Chapter ("MCC") 17.178 establishes the County's Floodplain Overlay Zone; UAO does not fall with the floodplain overlay zone.

According to the Statewide Landslide Information Database for Oregon (SLIDO), UAO property (including existing inventory and lands proposed for acquisition) does not include areas of known landslides. The 2013 *Oregon Resilience Plan* identifies UAO as a Tier 3 airport, meaning it would provide economic and commercial restoration after a Cascadia seismic event, as opposed to Tier 1 or 2 airports, which are anticipated to accommodate initial access, response, and recovery efforts for the state. The same plan notes that, in a scenario involving a magnitude 9.0 earthquake in the region, liquefaction of the soil would likely occur in a moderate to high manner on UAO property, leading to potential ground failure. According to MCC Chapter 17.182, current and proposed airport property do not fall within the Geologically Hazardous Areas Overlay Zone of Marion County.

As identified within the *Existing Conditions* chapter of the Draft UAO Master Plan (chapter 2, pg. 23), a Water Control District has been formed at UAO to provide water for fire protection for properties at UAO. Two wells are located on UAO property, in addition to a pumphouse and underground water storage tanks that provide water to fire hydrants across the UAO property.

No other hazards in the vicinity of UAO are identified within Marion County's Code. The Board finds the proposed master plan adequately takes natural hazards into consideration, addressing both the requirements of Goal 7 and the natural hazard

planning undertaken at the local level. Accordingly, the UAO Master Plan complies with Goal 7.

Goal 8: Recreational Needs – *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts*.

Finding: Goal 8 requires local governments to plan for the recreation needs of their residents and visitors, including developed recreation facilities and destination resorts. The runway extension would allow UAO to meet FAA safety standards and improve resident and visitor access to the area via the airport, including providing additional access to nearby recreational facilities.

The Board finds the UAO Master Plan meets the requirements of Goal 8.

Goal 9: Economic Development – *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

Finding: Goal 9 states that comprehensive plans should strongly emphasize the expansion of and increased productivity from existing industries and firms as a means to strengthen local and regional economic development. As an integral piece of the regional transportation network, UAO provides myriad economic opportunities for the local community in alignment with Goal 9. The UAO Master Plan would strengthen the airport's ability to serve the local community's economic interests.

The Oregon Aviation Plan (OAP) version 6.0 classifies UAO as a Category II – Urban General Aviation Airport. Per the OAP, Category II airports support all general aviation aircraft and accommodate corporate aviation activity, including piston and turbine engine aircraft, business jets, helicopters, gliders, and other general aviation activity. The most demanding user requirements are business-related. With an estimated total of 2,672 direct and indirect employees supported by UAO (as of 2019), UAO is responsible for more employment than any airport in the state, excluding Portland International (PDX).

Additionally, UAO is estimated to account for over $22 million in annual sales from general aviation visitors (per Oregon Aviation Plan v6.0, Mead and Hunt, EDR Group, Jviation, IMPLAN econometric package).

OAR 660-009-0005 identifies airports as one of the locational or market factors that may affect where a particular type of industrial or other employment use will locate. Proximity to airports can also be a factor for identifying prime industrial land, under the same rule. Adopting the UAO Master Plan allows the local communities to continue to tap into the significant economic investments that have been made into the Airport and the businesses which rely on its continued operation.

Goal 9 states that *plans directed toward diversification and improvement of the economy of the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources*. Nothing within the applicable comprehensive plans indicates the UAO Master Plan would exceed the carrying capacity of the resources of the subject area.

The Board finds the UAO Master Plan complies with the requirements of Goal 9.

Goal 10: Housing – *To provide for the housing needs of citizens of the state.*

Finding: The UAO Master Plan is a facility plan for a public-use airport, and not intended nor required to provide housing for citizens of the state. The UAO property is also not inside a UGB nor identified for future residential development by Marion County. Importantly, housing needs may not be a component of an airport master plan pursuant to state and federal guidance for airports which discourage residential development in conjunction with public-use airports (per FAA AC 150/5190-4B (Airport Land Use Compatibility Planning) and OAR 660-013-0080). Nothing in the proposed master plan conflicts with Goal 10's mandate to local governments to provide for the housing needs of their citizens through their usual methods, including buildable lands inventories, government-assisted housing, and housing ordinances which factor in inevitable fluctuations in housing stock.

The Board finds the UAO Master Plan complies with Goal 10.

Goal 11: Public Facilities and Services – *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development*.

Finding: UAO is served by existing public facilities, with septic systems, well water and utility providers Portland General Electric (PGE) and NW Natural providing electricity and natural gas, respectively. Services which are generally only present within city limits, such as sewer and public water, are not available on UAO property. If UAO or the surrounding properties are ever brought into a UGB or city limits, connections to those services will take place at the appropriate time during the course of development, per the standards of the subject jurisdiction(s).

The Board finds the proposed master plan meets the requirements of Goal 11.

Goal 12: Transportation – *To provide and encourage a safe, convenient and economic transportation system*.

Finding: Goal 12 requires transportation system plans to consider all modes of transportation, including air. It is implemented through the Transportation Planning Rule (TPR) (OAR chapter 660, division 12). OAR 660-012-0020(2)(e) requires that, for

airports, “the planning area shall include all areas within airport imaginary surfaces and other areas covered by state or federal regulations”. Goal 12 is also implemented through OAR chapter 660, division 13 (the “Airport Planning Rule”), which provides that the “policy of the State of Oregon is to encourage and support the continued operation and vitality of Oregon’s airports” (OAR 660-013-0010). Division 13 is “intended to promote a convenient and economic system of airports in the state and for land use planning to reduce risks to aircraft operations and nearby land uses.” *Id*.

The purpose of adopting a new master plan for UAO is to ensure that the public airport continues to provide and encourage a safe, convenient and economical means of transportation for the commercial and other private users of this airport. The elements of the UAO Master Plan and as described in the introduction to these findings are specifically intended to ensure that the UAO facilities meet safety requirements established by FAA.

Goal 12 with respect to aviation planning is also specifically addressed through local planning efforts which establish zoning for the airport and adjacent areas, intending to protect airport users and adjacent communities from conflicting uses. For example, OAR 660-012-0045(2)(c) requires a jurisdiction to implement measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation. OAR 660-012-0045(2)(f) requires jurisdictions to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT, including for applications within airport noise corridors and imaginary surfaces that affect airport operations. Additionally, under the Land Use Requirements rule (OAR 660-012-0330), local governments are required to adopt land use compatibility requirements stipulated by the Airport Planning Rule. For those affected jurisdictions that do not already have these requirements in place, the Department will continue to coordinate with local jurisdictions to assist them in complying with the TPR and the Airport Planning Rule as part of any local adoption process and as part of the planning process for future projects implementing the UAO Master Plan, as described in these findings.

The Board finds the UAO Master Plan complies with Goal 12.

Goal 13: Energy Conservation – *To conserve energy.*

Finding: Goal 13 stipulates that land and uses developed on land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The UAO Master Plan involves continued investment into an existing resource, maximizing energy efficiency when compared to redeveloping this use elsewhere in the state. UAO is subject to the energy standards in place at the federal level for public-use airports and aircraft, including fuel efficiency standards for certain aircraft, such as those adopted under 89 Fed. Reg. 12634 (Vol. 89, No. 33, Feb. 16, 2024).

The Board finds the proposed master plan does not conflict with Goal 13’s mandate to conserve energy.

Goal 14: Urbanization – *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

Finding: UAO's proximity to existing urbanized areas, including Aurora, Wilsonville, and the greater Portland metro area, provides many of the elements that Goal 14 identifies as important for orderly and efficient development patterns between urban and rural lands. Under the *Implementation* guidelines of Goal 14, major transportation facilities (including air) and their improvements are factors to account for when considering urban expansion or restriction of development in rural areas. The Airport provides employment opportunities for the nearby urbanized areas, while maintaining a buffer of low-density and/or rural development in accordance with the land use compatibility guidance of the FAA and the State of Oregon—FAA AC 150/5190-4B (Airport Land Use Compatibility Planning) and OAR 660-013-0080, specifically.

None of the development contemplated by the UAO Master Plan will require a change to Marion County's existing plan or zoning designations. The airport's existing comprehensive plan and zoning designations (*Public and Semi-Public Facilities*, and *Public*, respectively) demonstrate compliance with Goal 14. For any airport-related development that may be needed in the future and that is not permitted within those areas identified in the UAO Master Plan for future expansion on rural lands, the Department has the option to either initiate a process to expand the airport boundary pursuant to OAR chapter 660, division 013 and/or pursue any required land use approvals, including any exceptions, if necessary, if and when these properties become available. For any elements of the plan which require zone changes or goal exceptions, for example, Staff will seek the appropriate land use approvals at that time.

The Board finds the UAO Master Plan meets the requirements of Goal 14.

Goals 15-19: Willamette River Greenway, Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

Finding: Because the properties of the Aurora State Airport do not include lands subject to goals 15 through 19, the Board finds the proposed master plan does not conflict with these goals.

3. *ORS 197.180(1)(b): the UAO Master Plan shall be compatible with acknowledged comprehensive plans and land use regulations.*

Finding: ~~Chapter 4 of the~~The UAO Master Plan addresses facility goals and requirements relating to all elements of the plan, which it breaks down into regional, airside, landside and administrative requirements. The UAO Master Plan also addresses existing land use conditions (Chapter 2) and compatibility with the comprehensive land use plans of those jurisdictions that will be impacted by the

construction and future operations of UAO (Appendix 12.) As stated Appendix 12~~i~~ of~~n~~ the UAO Master Plan, once a master plan is adopted, pursuant to OAR 660-013-0030(2), Marion County, Clackamas County, City of Aurora, City of Barlow and City of Wilsonville will all require comprehensive plan updates to remain compliant with state land use laws as each of these jurisdictions are located within the Part 77 airspace. ORS 836.610 requires local jurisdictions to adopt comprehensive plans and land use regulations that protect and encourage airport uses as described in the background section. A local jurisdiction must ensure that their comprehensive plan and land use regulations include the requirements set forth in the Airport Planning Rule, including OAR 660-013-0040 ("Aviation Facility Planning Requirements"), 0070 ("Local Government Safety Zones for Imaginary Surfaces"), and 0080 ("Local Government Land Use Compatibility Requirements for Public Use Airports").

With respect to the airspace, OAR 660-013-0070 requires these local governments to adopt Airport Safety Overlay Zones to promote aviation safety by prohibiting structures, trees, and other objects of natural growth from penetrating airport imaginary surfaces. While UAO is an existing airport, the proposed runway extension will result in an extension of the Part 77 airspace which, under state law, must be protected through zoning under OAR 660-013-0070. ODAV has provided through its Land Use Compatibility Guidebook a process that these jurisdictions may follow to adopt the required zoning. ODAV will provide any additional support, as needed.

For land use development, Marion County is the jurisdiction specifically responsible for development on and surrounding the Airport and has acknowledged this requirement in comprehensive plan Policy #2 of the Air, Rail, Water, Energy and Pipeline Transportation Policies. ODAV will pursue an additional zoning classification with Marion County to include an airport-specific base zone for public use airports.

The specific requirements for each of the jurisdictions that will require plan updates, following the adoption of the UAO Master Plan, is identified as a "facility requirement" in the UAO Master Plan (page 4-9) and discussed more fully below.

a. **Marion County Acknowledged Comprehensive Plan**

Finding: The scope of the UAO Master Plan is entirely within Marion County for on-the-ground future projects. Therefore, the uses proposed in the UAO Master Plan must be compatible with Marion County's comprehensive plan and land use regulations under ORS 197.180.

The Marion County Comprehensive Plan includes the following policies and goals, zoning and implementing ordinances relating to airport facility planning:

- Airport Overlay Zones: MCC Chapters 16.21 (Urban Zoning – Airport Overlay Zone) and 17.177 (Rural Zoning – Airport Overlay Zone)

- Base Zoning: MCC 17.171.030 establishes airport and airport-related commercial and industrial uses are allowed as conditional uses in the P (Public) zone[5]
- Noise Impact Areas:
    - MCC 17.110.392 establishes noise impact areas within Ldn 65 contour lines based on the projected use at the end of the airport master planning period around public airports.
    - MCC 17.110.834 provides that a proposed residence or place of public assembly in a noise impact area shall be referred to DEQ to comment on the impact and how the proposal may be modified to maintain acceptable noise levels, and that adequate mitigation of noise impacts will be required in those cases.
    - MCC II. Goals and Policies, pg. 58: The County will discourage noise-sensitive uses from locating in close proximity to public airports.
    - MCC II. Goals and Policies, pg. 103: "The Airport Overlay zone further limits development in the airport area and provides a good base from which to implement setbacks and buffering. The Aurora Airport Master Plan, previously reviewed by DEQ, defines a 1995 NEF 20 contour line that will be used by the County to define the noise impact area around the airport" (pg. 103).
- Chapter 10 of the 2005 Rural Transportation System Plan (RTSP) identifies policies to continue and/or implement in the future. Policies related to airport master planning include:
    - Policy 1: Airports and airstrips shall be located in areas that are safe for air operations and should be compatible with surrounding uses.
    - Policy 2: The County should review and take appropriate actions to adopt State master plans for public airports in Marion County.
    - Policy 3: The County will adopt appropriate provisions (including plans, ordinances, and inter-governmental agreements) to protect the public airports from incompatible structures and uses. These provisions will be consistent with Federal Aviation Administration guidelines.
    - Policy 4: The County will discourage noise sensitive uses from locating in close proximity to public airports.
- The 1976 Aurora State Airport Master Plan is an adopted component of the county's comprehensive plan and established the initial Aurora Airport Boundary ("Boundary") and long range development framework for the Aurora Airport for the period of 1976 to 1995. The Boundary was recently amended by Marion County to include additional private property adjacent to the Airport under Marion County Ordinance No. 1487.
    - ~~o~~

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As discussed in these findings, all proposed uses of the UAO Master Plan that fall within the ~~UAO Airport Boundary, as established with the adoption of the 1976 Airport Master Plan~~Boundary, are uses and activities that are authorized under the relevant portions of the Marion County Comprehensive Plan. Pursuant to MCC 17.171.030, airport and airport-related commercial and industrial uses are allowed as conditional uses in the P

[5] As noted previously, lands falling within the airport boundary established for UAO in the County's Comprehensive Plan through the 1976 Aurora State Airport Master Plan are zoned P.

(Public) zone. ODAV will pursue the appropriate land use approvals necessary when implementing the plan on a project-by-project basis.

For the surrounding lands, MCC Chapter 17.177 establishes standards and regulations of Marion County's Airport Overlay Zone, which exists "to minimize potential dangers from, and conflicts with, the use of aircraft at public airports based on the adopted master plans for each airport. It is to be used in conjunction with the underlying zone", which, in this case, is EFU for most of the land adjacent to the airport boundary and in the surrounding area. EFU-zoned lands are subject to the restrictions set forth in ORS 215, OAR Chapter 660 Division 033, and MCC Chapter 17.136 which already prohibit the types of uses that conflict with the use of aircraft at airports. MCC 17.177.010 continues: "If any conflict in regulation or procedure occurs with the underlying zoning districts, the more restrictive provisions shall govern. This section is intended to comply with FAA Regulation FAR-77 and all other applicable federal and state laws regulating hazards to air navigation." *Id.*

The realignment of Hubbard Highway and Keil Road as currently proposed is outside of the P zone, extending into property zoned EFU and AR. The proposed realignment is compatible with Marion County's comprehensive plan as it furthers the stated goals in MCC Chapter 17.177. The single purpose for the proposed realignment is to meet FAA safety standards which necessitate the realignment of these roadways to an area outside the runway object free area (ROFA) to protect the safety of airport and other users. In addition, MCC 17.136.050(J) specifically permits the proposed realignment with approval of a conditional use permit. And, MCC 17.126.010 permits outright the proposed realignment within the AR zone.

With respect to noise and as more specifically addressed in Appendix 9 of the UAO Master Plan, ~~, pp~~er MCC 17.110.392 and MCC Goals & Policies II, the County has established noise contour lines of DNL 65 dB as noise impact areas—"based on the projected use at the end of an airport master planning period." The UAO Master Plan establishes contour lines that the County may use to update their noise standards and policies, if applicable. The UAO Master Plan is compatible with Marion County Comprehensive Plan requirements relating to noise impact areas as the 2041 noise contours, shown on Sheet 12 of the UAO Master Plan, delineate DNL of 65 dB or above, and will allow the County to plan for future development in the airport environs while considering potential noise impacts. Further, Marion County's Noise Policy and MCC 17.110.834 establish thresholds for how to mitigate noise impacts from the airport when siting noise-sensitive uses in the area, which may be pursued at the project phase of any airport improvements that are based on UAO Master Plan.

With respect to the 2005 Rural Transportation System Plan (RTSP), the RTSP is Marion County's long-range plan for its transportation system, as required under the Transportation Planning Rule.[6] Table 5-18 identifies public and private airports and

Commented [BR4]: MCC 17.177 implements the comprehensive plan and the highway relocation must be consistent with the policies in the comprehensive plan and transportation plan, which could be determined as part of the master plan adoption, or separately through a conditional use process.

Commented [BR5]: MCC 17.177 is intended to apply a safety zone to airports once they are established. It shouldn't be used as criteria for justifying the size, shape, location, etc. of an airport or airport boundary, or items needed related to an airport boundary (such as relocating a roadway)..

[6] Marion County Comprehensive Plan, Goals and Policies, Transportation Element, provides as follows: "For rural areas outside urban growth boundaries, the Marion County Rural Transportation System Plan (RTSP) serves as the framework for transportation planning. The RTSP is the County's 20-year plan to provide mobility, address safety needs, accommodate planned growth, facilitate economic development, and maintain a high standard of livability for

heliports in the county, including UAO. The RTSP commits to promoting air travel within the county (chapter 2, pg. 3), and states an intention to adopt the UAO Master Plan upon being reviewed by the County ~~staff~~ for compatibility with land use and zoning requirements (chapter 2, pg. 7).[7]

Finally, and pursuant to OAR 660-013-0160, Marion County is required to update its comprehensive plan and land use regulations related to airport planning and periodic review. ODAV intends to apply to Marion County to adopt the UAO Master Plan and make any necessary regulatory amendments to its plan or regulations.

Commented [BR6]: ORS 836.610 applies as well

Based on the foregoing, the UAO Master Plan is compatible in its entirety with the Marion County acknowledged comprehensive plan and land use regulations. In the future when ODAV implements projects pursuant to this UAO Master Plan, ODAV will follow its coordination requirements under OAR 738-130-0065 or OAR 738-130-0075, and OAR 660-013-0040(6) which establishes a process for resolving any conflicts at the project implementation phase.

b. Clackamas County Acknowledged Comprehensive Plan

Finding: Clackamas County ZDO Section 713 establishes the public use airport and safety overlay zone. Section 713.02 states, "The boundaries of this special use district are coterminous with airport boundaries as described in Oregon Administrative Rules (OAR) 660-013-0040. The boundaries of safety overlay zones radiate from points at the ends of the airport's primary surface as described in OAR 660-013-0070(1)(a) and Exhibits 1 and 4 that accompany that rule."[8]

As a result of the proposed runway extension, the relocated RPZ will extend partially into Clackamas County. This area contains portions of two tax lots (31W35 01890 and 31W35 02102), along with public rights-of-way. Both tax lots are zoned EFU (Exclusive Farm Use) and are not inside any city's urban growth boundary. ZDO Section 401 identifies the zoning standards of the EFU zone. The current use of both tax lots is farm

County residents. The findings, recommendations and policies contained in this Transportation Element come directly from the RTSP. While every effort has been made to ensure this element matches the RTSP, in the event of any differences, the RTSP would govern."

[7] As of September 2026, the County is in the process of updating the RTSP. The Department will continue to review the proposed updates to Marion County's RTSP to ensure compatibility with the proposed UAO Master Plan and will amend these draft findings as necessary if the RTSP is adopted prior to adoption of the UAO Master Plan.

[8] A copy of the exhibits referenced in Clackamas County's airport overlay zone and within the Airport Planning Rule is available here: https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/OAR%20660%20Division%2013%20Exhibits.pdf

use. As shown in Table 3-4 of the *Airport Land Use Compatibility Guidebook*, farm or agricultural uses (except livestock) are classified as compatible uses inside the RPZ.

Under the *Airport Policies (5.X)* of the Clackamas County TSP, the County commits to coordinating with Marion County, the City of Wilsonville, ODAV, and other affected agencies to develop and implement the UAO Master Plan. Policy 5.X.4 commits to cooperation with the Oregon Department of Environmental Quality, ODAV and FAA to minimize conflicts between airports and uses of surrounding lands. Finally, the TSP commits to applying a Public-Use Airport and Safety overlay zoning district to public-use airports within the County, consistent with ORS 836.600 through 836.630. ZDO Section 713, as outlined above, establishes a public use airport and safety overlay zone. The County has already recognized the need to update its zoning maps to reflect the adjusted RPZ at such time that the runway is extended.[9] One additional legislative option that ODAV and the County could explore would be to add specific restrictions on livestock in ZDO Section 713 as applied to the RPZ, to adhere to the guidelines of Table 3-4 of the *Airport Land Use Compatibility Guidebook*.

Clackamas County staff note that, per Policy 5.X.5, new airports, airport expansions, or expansions of airport boundaries, except those limited to use by ultra-lights and helicopters, are required to have a runway at least 1,800 feet long and control at least enough property at the end of each runway through ownership, aviation easement, or long-term lease to protect their approach surfaces until the approach surfaces are 50 feet above the terrain. The policy also requires the runway to be located so as to achieve at least a 20-foot clearance of the approach surface over a county, city or public road. The proposed runway configuration calls for a length of 5,500 feet, with Department-owned land approximately 1,480 feet beyond the north end of the runway, and 1,000 feet beyond the south end of the runway, with public roads located beyond both ends. The UAO Master Plan, as outlined within the On Airport Land Use Plan, identifies existing and future avigation easements which extend over lands within the runway protection zones. Coupled with the existing airport land under the Department's ownership, the UAO Master Plan meets or exceeds the clearance minimums of Policy 5.X.5.

Clackamas County ZDO 713.03(E) establishes airport noise impact boundaries for areas located within 1,500 feet of an airport runway or within established noise contour boundaries exceeding 55 Ldn. As noted above, Clackamas County recognizes the need

[9] See Oct. 19, 2025, email from Jennifer Hughes, Clackamas County Planning Director Re: Request to Review Aurora State Airport Draft Final AMP, available at the Department's Website at https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/Clackamas%20County%20Response.pdf. This email is incorporated into these findings by reference.

to update their noise impact boundaries as a result of the runway extension proposed in the UAO Master Plan. Once that is complete, any project completed pursuant to the UAO Master Plan will be compatible with the Clackamas County Comprehensive plan. ODAV will coordinate with Clackamas County to update their plan prior to the construction of a project pursuant to the Master Plan.

c. City of Aurora Acknowledged Comprehensive Plan

Finding: The City of Aurora has adopted in its plan and land use regulations an airport overlay zone prohibiting the construction or growth of obstacles within the horizontal surface (150 feet above the established airport elevation) in its Zoning Ordinances (Aurora Municipal Code 16.24.010), consistent with its aviation planning requirements in OAR 660-013-0070.

As identified within the City's Zoning Designations map, the Airport Airspace Plan (AMP chapter 6, sheet 5 of 17) and Figure 2-9 of the proposed master plan, and Aurora Municipal Code section 16.24.010, the entirety of the city falls underneath the horizontal surface of UAO. The overlay zone identifies uses which are deemed incompatible with the requirements of 14 CFR Part 77 (Aurora Municipal Code 16.24.070). The code is proactive, in that it contains language related to the approach surface, in the event that future annexation brings city limits underneath the approach surface.

While noting that no airports exist within the study area, the City of Aurora's 2009 TSP contains airport-related considerations. Goal 7 of the TSP states: *Improve coordination among the City of Aurora, Marion County, the Aurora State Airport, and ODOT.* Under the Air, Rail, Water, and Pipeline Element, section, the City commits to continue working with the Aurora State Airport and ODAV "to help maintain and improve roadway access to and from the airport" (chapter 3, pg. 20).

The proposed airport imaginary surfaces in the UAO Master Plan are entirely within the existing Aurora airport overlay zone, therefore, this component is compatible with Aurora's acknowledged comprehensive plan and land use regulations.

With respect to noise impacts, the City of Aurora Comprehensive Plan is not at issue as the city falls outside the noise contours established with the proposed airport master plan (see AMP chapter 6, sheet 12 of 17: Off Airport Land Use Plan with 2041 Noise Contours). Accordingly, ODAV is not required to show compatibility relating to noise restrictions for locations within the City of Aurora.

d. City of Wilsonville Acknowledged Comprehensive Plan

Findings: The City of Wilsonville's code of ordinances does not contain an airport overlay zone, though the TSP contains a brief section on airport-related considerations. Specifically, it states that the City does not have jurisdictional control nor responsibility for managing the Aurora State Airport, and notes the potentially conflicting interests of impacts from the airport (including noise) and reliance of local economic interests on the airport (Wilsonville Transportation System Plan 2013, chapter 4, pg. 16). Policy 21 of the plan (chapter 2, pg. 7) is to: "Recognize the Aurora State Airport as a component of the state's transportation system and an economic asset to Wilsonville, while advocating that any expansion of the airport consider potential impacts (e.g., noise, pollution, and safety) to Wilsonville neighborhoods, area roadways, I-5 interchanges, agricultural operations, and the environment."

To help facilitate compatibility between the airport and the City of Wilsonville, and as addressed within the airspace protection findings herein, ODAV staff notes that an airport overlay zone (or equivalent) should be incorporated into the City's zoning code, per the requirements of OAR 660-013-0070 (Local Government Safety Zones for Imaginary Surfaces).

As part of the implementation of this master plan, ODAV will assist local jurisdictions, including Wilsonville, to update their zoning ordinances in accordance with the requirements of OAR 660-013-0070 (Local Government Safety Zones for Imaginary Surfaces). This would entail adopting ordinances to ensure new or altered tall structures, such as communication towers or trees, do not penetrate airport imaginary surfaces. ODAV's Model Public Use Airport Safety and Compatibility Overlay Zone for Public Use Airports with Instrument Approaches[10] provides a framework for jurisdictions to enshrine airspace protections in their code which meets the requirements of the Airport Planning Rule. This coordination will promote enhanced compatibility between UAO and the City of Wilsonville.

e. City of Barlow and Metro

The City of Barlow and Metro either do not have a comprehensive plan (in Metro's case) or have not adopted airport overlay zones (both Metro and City of Barlow). The Barlow Comprehensive Plan calls for assistance and encouragement on a case-by-case basis of aviation services in areas suitable for airport development, including efforts by the

[10] ODAV's Model Public Use Airport Safety and Compatibility Overlay Zone for Public Use Airports with Instrument Approaches is available in Appendix D of the Airport Land Use Compatibility Guidebook, available here: https://www.oregon.gov/aviation/airports/planning-and-programs/Documents/Land%20Use%20Compatibility%20Guidebook/Full_Version_ODA_Airport_Land_Use_Compatibility_Guidebook.pdf

Department. .[11] ~~(pg. 38).~~ No other airport-related provisions are included in Barlow's Comprehensive plan. Similarly, Metro's 2023 Regional Transportation Plan (RTP) contains no considerations or standards which would apply to UAO. ODAV endeavors to work alongside our partners at these organizations to bring their code into compliance with state rules requiring airport safety zones within a local government's zoning code (per OAR 660-013-0070).

Additionally, neither Barlow nor Metro provided a response during the 45-day comment period. Pursuant to OAR 738-130-0055(2), if no reply is received from an affected city, county or metropolitan planning organization within 45 days of the Department's request for a compatibility determination, the Department shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan.

The Board finds that there are no conflicts between the UAO Master Plan and the comprehensive planning of the City of Barlow and Metro.

Conclusion

The Board finds no element of the UAO Master Plan which would conflict with the existing airport overlay zones of the affected jurisdictions. Any future conflicts or changes which arise due to development or airport activity will be handled through the appropriate method, such as airspace evaluations, mitigation of hazards through marking and/or lighting, or going through the appropriate land use processes and compliance with any applicable conditions of approval to ensure airport development occurs in accordance with local code. In addition, the Department commits to applying to Marion County for a post acknowledgment plan amendment to replace the 1976 Aurora State Airport Plan with the UAO Master Plan once it is adopted by the Board, as well as any local land use permitting, such as conditional uses.

B. OAR Chapter 738, Division 130 State Agency Coordination Program

The following section contains findings related specifically to the State Agency Coordination Program.

1. OAR 738-130

The purpose of this division is to establish procedures to implement the Department's state aviation program to assure that the Department carries out a program that significantly affects land use, including the adoption of a transportation facility plan in compliance with statewide land use goals and in a manner compatible with acknowledged comprehensive plans

[11] See, Barlow Comprehensive Plan, pg. 38).

Finding: Agency must make findings under OAR Chapter 138 because the UAO Master Plan is a transportation facility plan.

2. OAR 738-130-0055

Coordination procedures for adopting final master plans.

Finding: The Board and the Department are required to follow the procedures set forth in OAR 738-0130-0055 because the UAO Master Plan is a master plan.

3. OAR 738-130-0055(1)

Except in the case of minor amendments, the Department shall involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that the Department determines are appropriate for the circumstances. The Department shall hold at least one public meeting on the plan prior to adoption.

Finding: According to OAR 738-130-0015(1), affected cities and counties are those that have comprehensive planning authority over a site or area which is directly impacted by a proposed Board or Department action. OAR 738-130-0015(2) states that affected state and federal agencies are those identified in the Department's state agency coordination program. In the case of a new master plan for the UAO, this includes Metro, City of Aurora, City of Barlow, City of Wilsonville, Clackamas County, Marion County, along with DLCD.

As addressed in these findings, Section A, *Goal 1*, the Department undertook a significant effort to involve the organizations, agencies, and other interested parties in the development of the UAO Master Plan, in the form of public meetings and work sessions, mailings, surveys, and opportunities for public comment. Included within the planning advisory committee (PAC) for the UAO Master Plan were representatives from DLCD, and the affected MPO, cities, and counties. ODAV encouraged participation and solicited feedback from these organizations, as catalogued in the meeting materials.[12]

The Board finds the proposed airport master plan adheres to the adoption procedures identified within OAR 738-130-0055(1).

4. OAR 738-130-0055(2)

The Department shall provide a draft of the proposed facility plan to planning representatives of all affected cities, counties and metropolitan planning organization and shall request that they identify any specific plan requirements which apply, any

[12] See UAO Master Plan, Chapter 1, pg. 1-4. See also records of meetings, available on the project website: https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/New%20appendix%2011/UAO%20A11%20Public%20Record_A.pdf

general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. If no reply is received from an affected city, county or metropolitan planning organization within 45 days of the Department's request for a compatibility determination, the Department shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. The Department may extend the reply time if requested to do so by an affected city, county or metropolitan planning organization.

Finding: As stated above, there are a total of six jurisdictions or MPOs with comprehensive planning authority over areas underneath the airspace of Aurora State Airport: Aurora, Barlow, Clackamas County, Marion County, Wilsonville, and Metro. A draft of the proposed airport master plan was provided to the affected jurisdictions and organizations on Aug. 29, 2025. Within 45 days of the request, responses were received from City of Aurora, City of Wilsonville, Clackamas County, and Marion County. Their comments and the Department's responses are set out in the findings below.

No responses were received from City of Barlow or Metro. Pursuant to OAR 738-130-0055(2), the Department shall deem that the draft plan is compatible with those jurisdictions' acknowledged comprehensive plans. While Metro does not have a comprehensive plan like the other jurisdictions identified in this section, it is included in this discussion since the SAC rule identifies metropolitan planning organizations as agencies which shall be involved in efforts to adopt a final airport master plan. Because no response was received from the City of Barlow nor Metro, the Board finds the UAO Master Plan to be compatible with the comprehensive planning of those jurisdictions.

5. OAR 738-130-0055(3)

(3) If any statewide goal or comprehensive plan conflicts are identified, the Department shall meet with the local government planning representatives to discuss ways to resolve the conflicts. These may include:

(a) Changing the draft facility plan to eliminate the conflicts;

(b) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or

(c) Identifying the conflicts in the draft facility plan and including policies that commit the Department to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.

Finding: In response to the Department's request to affected jurisdictions that they review the UAO Master Plan and identify any conflicts, the Department received comments from City of Aurora, City of Wilsonville, Clackamas County, and Marion County.[13] ~~None of these jurisdictions identified a statewide goal or comprehensive plan~~

[13] Responses received from affected jurisdictions can be found here: https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/City%20of%20Aurora%20Response.pdf, City of Wilsonville

~~conflict with the components of the UAO Master Plan that will impact their respective jurisdictions.~~

A summary of the comments received from affected jurisdictions and the Department's responses are as follows:

Marion County: The Marion County Public Works Department provided comments in a letter dated September 19, 2025. The County explained generally that its public zone, which contains the majority of the plan elements in the UAO Master Plan allows any airport and airport related uses as conditional uses. The County also explained that within its EFU zone, a road realignment is permissible as an outright permitted use or, if structures are removed or a new parcel is created, that would also be permissible with a conditional use permit.

In direct response to the Department's request that the County review the plan to assess whether it is compatible with the County's comprehensive plan, the County instead stated that it could not make this assessment without a final County Commission review as part of a formal application by the Department. The County proposed three options to the Department as pathway to a final Commission determination, including an application to the County to adopt the UAO Master Plan into the County's planning documents, or, alternatively, that the Department apply for conditional use approvals if and when those are required. If the Department chooses the latter option, the County points out this may present issues or concerns with the 1976 Aurora Airport Master Plan which is currently part of the County's comprehensive planning documents. Finally, the County further responded that, notwithstanding its statement that only the Commission could determine compatibility, the County was unable to assess compatibility in any event because the UAO Master Plan as presented to them did not contain findings that it complies with local and state land use laws.

The County submitted additional comments on November 2, 2026 requesting that ODAV include in its UAO Master Plan an update to the Airport Boundary identified in Marion County's Comprehensive Plan, reiterated its process for finding compatibility and requested again that Aviation address the impact on the 1976 Aurora Airport Master Plan .

Response: ~~-~~The Department staff met with Marion County ~~representatives~~ staff to discuss ways to resolve the conflicts identified in Marion County Staff's letters dated~~on~~ October~~.~~ 14, 2025 and November 16, 2026.~~,~~ ~~to discuss these~~

Response.pdf, https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/Marion%20County%20Response_Part%201.pdf, https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/Marion%20County%20Response_Part%202.pdf, https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/Marion%20County%20Response_Part%203.pdf

~~comments~~The agencies agreed on a path to resolution which includes the following:

First, the Department has changed the UAO Master Plan to identify the new Airport Boundary and zoning on Sheet 11 and has added an Appendix 12 to the UAO Master Plan that references the 1976 Plan and the expansion to the Airport Boundary pursuant to County Ordinance No. 1487.

Second, ODAV commits to applying to Marion County for a post acknowledgement plan adoption to add the UAO Master Plan to the County's comprehensive plan as a transportation facility or resource. The Department further commits to pursuing all appropriate land use approvals as identified within these findings, such as conditional use permits for realignment of rights-of-way.

Third, the County and the Department recognize that County staff may not issue a statement as to whether the UAO Master Plan is compatible under its local laws and that the Department is required by its rules to request that finding as part of its coordination requirements. The resolution for this conflict is for the Department to commit to pursuing a County determination through the PAPA process described above and to make its own determination as to whether the UAO Master Plan appears to be compatible with the ~~and has drafted these findings to address the County's comment that it may not make an initial determination of compatibility absent specific findings in the UAO Master Plan documents. As discussed in these findings, the UAO Master Plan is compatible~~ with the MCC sections and Comprehensive Plan goals relating to aviation use specifically. To this end, the Department anticipates that the Commission will find compatibility for the following reasons: ~~. In addition, the Department will seek the appropriate land use approvals, as identified within these findings, such as conditional use permits for realignment of rights-of-way~~.

The County in its 2025 comments confirmed that the applicable zoning allows for airport and airport related uses, even if conditionally. The County further confirmed that the realignment of the road could be allowed outright or conditionally. For those areas identified in the UAO Master Plan for future airport expansion on lands currently zoned EFU, no specific development is contemplated. Designation of these areas is solely to reserve the right to access FAA funds in the future. Any efforts to develop those areas in the future would require an expansion of the airport boundary pursuant to OAR chapter 660, division 13, or possibly through Marion County's land use planning process to change the plan and zoning designations of those parcels, which the Department will pursue, if necessary.

~~Notwithstanding the Department's efforts to coordinate with Marion County, compliance with OAR 738-0130-0055(2) requires only that the Department submit its proposed master plan to the County for its review of the plan to assess whether or not it is compatible. Subsection (3) then requires the agencies to coordinate if conflicts are identified. The County in its comments confirmed that the applicable zoning allows for airport and airport related uses, even if conditionally. The County further confirmed that the realignment of the road could~~

~~be allowed outright or conditionally. It did not identify any conflicts that would require additional coordination. In addition, the County's comments relating to a need for specific findings and a final decision by its Commission are appropriate to the Department's future application to the County to adopt the UAO Master Plan as part of a future TSP update or, a conditional use application if the Department chooses to take that path—which the Department may endeavor to do when a UAO Master Plan is adopted by the Board.~~

~~However, and by contrast, the Department's request of Marion County's review under its coordination requirements prior to the Board's adoption is a request for a preliminary review to assess whether the proposed plan will conflict with Marion County's comprehensive planning documents. The Department developed draft findings based on these coordination requirements to present to the Board as part of its decision to adopt the UAO Master Plan. Following adoption, the Department will present Marion County with more specific findings demonstrating why the adopted plan is compatible with Marion County's comprehensive planning documents. However, as Marion County has not identified a conflict at this time and has confirmed that the uses proposed in the UAO Master Plan are permitted, even if conditionally, the Department has satisfied its coordination requirements under OAR 738-015-0055(2) and (3).~~

Clackamas County: Clackamas County Department of Transportation and Development provided general feedback regarding the UAO Master Plan. This included considerations for a County provision which requires a minimum 20-foot clearance of the approach surface over a county, city, or public road; road design considerations, responsibilities for maintenance; and State land use rules which apply to EFU-zoned land subject to road improvements.

Response: The considerations identified by the County were anticipated by the Department and will be included in the planning and implementation of the master plan. ODAV will coordinate with Clackamas County to amend the local comprehensive plan to reflect the new Part 77 boundaries resulting from the proposed runway extension.

City of Aurora: The City of Aurora stated in its comments to the Department that the draft plan is not compatible with the City's acknowledged comprehensive plan. The City stated that any airport expansion beyond the 1994 boundary established by ORS 836.605(2) should be preceded by annexation and connection to city water and sewer services. They assert that statewide planning goals 11, 12, and 14 stipulate that facilities such as UAO should be located within urban growth boundaries, and expansion of the airport onto nearby agricultural land conflicts with these goals. The City states that, for the airport expansion to occur prior to annexation, Marion County's comprehensive plan must be

amended and, therefore, proves incompatibility between the proposed master plan and the County's comprehensive plan.

Response: The City of Aurora falls under the horizontal surface of UAO; while Aurora meets the definition of an *affected city* under OAR 738-130-0055, the city limits and urban growth boundary do not abut airport property. Any future jurisdiction by City of Aurora over airport property or the surrounding airport-related developments is speculative. No changes to the portion of the airspace extending over Aurora are proposed by the plan, and, thus, no direct impact to Aurora is expected. The City of Aurora did not identify any concerns directly related to existing airspace over their jurisdiction.

In response to the City of Aurora's claim that the UAO Master Plan does not comply statewide planning goals 11, 12, and 14, see findings above under discussion of compliance with ORS 197.180.

City of Wilsonville: The City of Wilsonville indicated a variety of concerns with the UAO Master Plan, including noise and air pollution, water pollution affecting drinking water, loss of high-quality farmland, negative impacts to the City's own development of industrial and employment lands, surface transportation access and maintaining adequate levels of service, and reduced capacity for emergency response. They also state there is an absence of findings in the UAO Master Plan related to the Climate-Friendly and Equitable Communities (CFEC) program, and that the Department has not demonstrated whether the plan is a "business master plan" or a "land use master plan".

Response: The Department intends for the UAO Master Plan to be reviewed as a land use master plan.

Similar to the City of Aurora, the City of Wilsonville, while meeting the definition of an affected city, falls under the conical and approach surfaces of UAO. Other than a change to the location of these surfaces as a result of the proposed runway extension, no other direct impacts are expected. Wilsonville's comments do not identify a conflict with the airspace extension. As stated above, the Department would expect affected jurisdictions to adopt comprehensive plan and land use regulations consistent with OAR 660-013-0040, which would include codifying the new Part 77 boundaries resulting from the runway extension.

6. OAR 738-130-0055(4)

The Department shall evaluate and write draft findings of compatibility with acknowledged comprehensive plans of affected cities and counties, findings of compliance with any statewide planning goals which specifically apply as determined by OAR 660-030-0065(3)(d), and findings of compliance with all provisions of other statewide planning goals that can be clearly defined if the comprehensive plan of an affected city or county contains no conditions specifically applicable or any general provisions, purposes or objectives that would be substantially affected by the facility plan.

Response: The Board's findings above under Section A addressing compatibility and compliance requirements under ORS 197.180 are incorporated into this finding by reference. The Board further refers to and incorporates the Area Land Use/Zoning discussion within the UAO Master Plan, which identifies how land use requirements will be addressed as projects are developed and implemented. Based on these findings, the Board finds that this coordination requirement is met.

7. OAR 738-130-0055(5)

The Department shall present to the Aviation Board the draft plan, findings of compatibility with the acknowledged comprehensive plans of affecting cities and counties and findings of compliance with applicable statewide planning goals.

Finding: In accordance with OAR 738-130-0055(5), the Department presented UAO Master Plan and these findings to the Board at its regularly scheduled and duly noticed public meeting on December 3, 2026.

8. OAR 738-130-0055(6)

The Aviation Board shall adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals when it adopts the final facility plan.

Finding: The Board, as part of its adoption of the UAO Master Plan, hereby adopts these findings as presented herein, determining the UAO Master Plan to be in compliance with the acknowledged comprehensive plans of affected cities and counties and with applicable statewide planning goals.

9. OAR 738-130-0055(7)

The Department shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and to others who request to receive a copy.

Finding: In accordance with OAR 738-130-0055(7), the Department will provide copies of the adopted plan and findings to the necessary agencies and others who request a copy.

SOURCES

City of Aurora Comprehensive Plan Update 2009, Updated 2019 via Ordinance 488 and 2022 via Ordinance 496. https://www.ci.aurora.or.us/media/32671

City of Aurora Transportation System Plan, August 2009. https://www.ci.aurora.or.us/media/33801

City of Barlow Comprehensive Plan, Adopted November 29, 1978. https://scholarsbank.uoregon.edu/items/700cc298-7cfe-479a-8808-ccc9d12bd4c5/full

City of Wilsonville Transportation System Plan, Amended by Ordinance No. 877, May 1, 2023. https://www.wilsonvilleoregon.gov/sites/default/files/fileattachments/community_development/page/30371/03._ord.no_.877_exhibit_a_tsp_amendments.pdf

Clackamas County Comprehensive Plan, Amended May 3, 2001. https://www.clackamas.us/planning/comprehensive.html

Clackamas County Transportation System Plan, Amended July 17, 2025. https://dochub.clackamas.us/documents/drupal/4f347d01-968b-47c4-ae92-7eaac0776a0f

Clackamas County Zoning and Development Ordinance, Public Use Airport and Safety Overlay Zones, Amended October 2, 2018. https://www.clackamas.us/planning/zdo713

Clackamas County Zoning and Development Ordinance, Exclusive Farm Use District (EFU), Amended September 3, 2024. https://www.clackamas.us/planning/zdo401

Federal Aviation Administration AC 150/5020-1: Noise Control and Compatibility Planning for Airports, Effective August 5, 1983. https://www.faa.gov/documentLibrary/media/Advisory_Circular/AC_150_5020-1.pdf

Marion County Code, A Codification of the General Ordinances of Marion County, Oregon. Ordinance 1481, Ordinance 1489, passed April 15, 2026. https://www.codepublishing.com/OR/MarionCounty/#!/MarionCountyNT.html

Marion County Code, Comprehensive Plan. Ordinance 1489, passed April 15, 2026. https://www.codepublishing.com/OR/MarionCounty/#!/MarionCompNT.html

Marion County Rural Transportation System Plan: 2005 Update. https://www.codepublishing.com/OR/MarionCounty/#!/MarionComp02/MarionComp0206.html#02.06

Marion County Rural Transportation System Plan (RTSP) - February 2026. https://marion-county-rtsp-deagis.hub.arcgis.com/pages/library

Metro 2023 Regional Transportation Plan. Adopted November 30, 2023. https://www.oregonmetro.gov/projects/2023-regional-transportation-plan#outcome

Draft Appendix 12

This chapter addresses land use requirements for the new elements proposed in the AMP and is intended to complement Chapter 2, Existing Conditions. The new elements are described in Chapter 5, figure 5-1: Preferred Alternative and generally summarized as follows:

- Improvements to the Runway Safety Area (RSA) to mitigate the drainage ditch along Taxiway A, and the septic drainfield located near the south end of the runway
- Extend Runway 17-35, RSA, ROFA, and Taxiway A 497 feet to the north
- Relocate the ASOS, segmented circle, and the wind cone outside of the ROFA and RSA
- New and improved facilities in the ODAV-owned landside areas to include the main apron area, existing and future hangar areas, apron tiedowns and future helicopter parking positions, vehicle parking and access roads, airport fencing and gates.
- Realign Highway 551 (Hubbard Highway) approximately 80 feet west to clear the existing Runway Object Free Area (ROFA)
- Realign Keil Road east, outside of the ROFA
- Potential property acquisition within the ROFA and Taxiway Object Free Areas (TOFA) (25 acres) if the property becomes available for sale

The existing Airport and the proposed elements are located entirely within Marion County. Except for the realignment of Highway 551 and Keil Road, all of the planned elements are within the P (Public) zone. The realignment of the roads and any development that may occur as the result of a voluntary sale at a later time will affect area zoned for Exclusive Farm Use, industrial and acreage residential, as shown on Chapter 6, sheet 12.

The Marion County Comprehensive Plan policies and goals, zoning and implementing ordinances that may be impacted by the ALP are as follows:

- Airport Overlay Zones: MCC Chapters 16.21 (Urban Zoning – Airport Overlay Zone) and 17.177 (Rural Zoning – Airport Overlay Zone)
- Base Zoning (as discussed above): MCC 17.171.030 establishes airport and airport-related commercial and industrial uses are allowed as conditional uses in the P (Public) zone
- Noise Impact Areas:
    - MCC 17.110.392 establishes noise impact areas within Ldn 65 contour lines based on the projected use at the end of the airport master planning period around public airports.
    - MCC 17.110.834 provides that a proposed residence or place of public assembly in a noise impact area shall be referred to DEQ to comment on the impact and how the proposal may be modified to maintain acceptable noise levels, and that adequate mitigation of noise impacts will be required in those cases.

    - MCC II. Goals and Policies, pg. 58: The County will discourage noise-sensitive uses from locating in close proximity to public airports.
    - MCC II. Goals and Policies, pg. 103: "The Airport Overlay zone further limits development in the airport area and provides a good base from which to implement setbacks and buffering. The Aurora Airport Master Plan, previously reviewed by DEQ, defines a 1995 NEF 20 contour line that will be used by the County to define the noise impact area around the airport" (pg. 103).
- Chapter 10 of the 2005 Rural Transportation System Plan (RTSP) identifies policies to continue and/or implement in the future. Policies related to airport master planning include:
    - Policy 1: Airports and airstrips shall be located in areas that are safe for air operations and should be compatible with surrounding uses.
    - Policy 2: The County should review and take appropriate actions to adopt State master plans for public airports in Marion County.
    - Policy 3: The County will adopt appropriate provisions (including plans, ordinances, and inter-governmental agreements) to protect the public airports from incompatible structures and uses. These provisions will be consistent with Federal Aviation Administration guidelines.
    - Policy 4: The County will discourage noise sensitive uses from locating in close proximity to public airports.
- The 1976 Aurora State Airport Master Plan is an adopted component of the county's comprehensive plan and established the initial Aurora Airport Boundary ("Boundary") and long-range development framework for the Aurora Airport for the period of 1976 to 1995. The Boundary was recently amended by Marion County to include additional private property adjacent to the Airport under Marion County Ordinance No. 1487.

All proposed uses of the AMP that fall within the Boundary are uses and activities that are authorized under the relevant portions of the Marion County Comprehensive Plan. Pursuant to MCC 17.171.030, airport and airport-related commercial and industrial uses are allowed as conditional uses in the P (Public) zone. ODAV will pursue the appropriate land use approvals necessary when implementing the plan on a project-by-project basis.

For the surrounding lands, MCC Chapter 17.177 establishes standards and regulations of Marion County's Airport Overlay Zone, which exists "to minimize potential dangers from, and conflicts with, the use of aircraft at public airports based on the adopted master plans for each airport. It is to be used in conjunction with the underlying zone", which, in this case, is EFU for most of the land adjacent to the airport boundary and in the surrounding area. EFU-zoned lands are subject to the restrictions set forth in ORS 215, OAR Chapter 660 Division 033, and MCC Chapter 17.136 which already prohibit the types of uses that conflict with the use of aircraft at airports. MCC 17.177.010 continues: "If any conflict in regulation or procedure occurs with the underlying zoning districts, the more restrictive provisions shall govern. This section is intended to comply

with FAA Regulation FAR-77 and all other applicable federal and state laws regulating hazards to air navigation." *Id.*

The realignment of Hubbard Highway and Keil Road as currently proposed is outside of the P zone, extending into property zoned EFU and AR. The single purpose for the proposed realignment is to meet FAA safety standards which necessitate the realignment of these roadways to an area outside the runway object free area (ROFA) to protect the safety of the airport and other users. Accordingly, the realignment furthers the stated goals in MCC Chapter 17.177. In addition, this is a use is allowable under Marion County's codes as MCC 17.136.050(J) specifically permits the proposed realignment with approval of a conditional use permit. And, MCC 17.126.010 permits outright the proposed realignment within the AR zone.

Commented [BR1]: MCC 17.177 is intended to apply a safety zone to airports once they are established. It shouldn't be used as criteria for justifying the size, shape, location, etc. of an airport or airport boundary, or items needed related to an airport boundary (such as relocating a roadway)..

The RTSP 2005 Rural Transportation System Plan (RTSP) is Marion County's long-range plan for its transportation system, as required under the Transportation Planning Rule.[1] Table 5-18 identifies public and private airports and heliports in the county, including the Airport. The RTSP commits to promoting air travel within the county (chapter 2, pg. 3), and states an intention to adopt the AMP upon being reviewed by County staff for compatibility with land use and zoning requirements (chapter 2, pg. 7).

For a discussion regarding noise and MCC requirements, see Appendix 10.

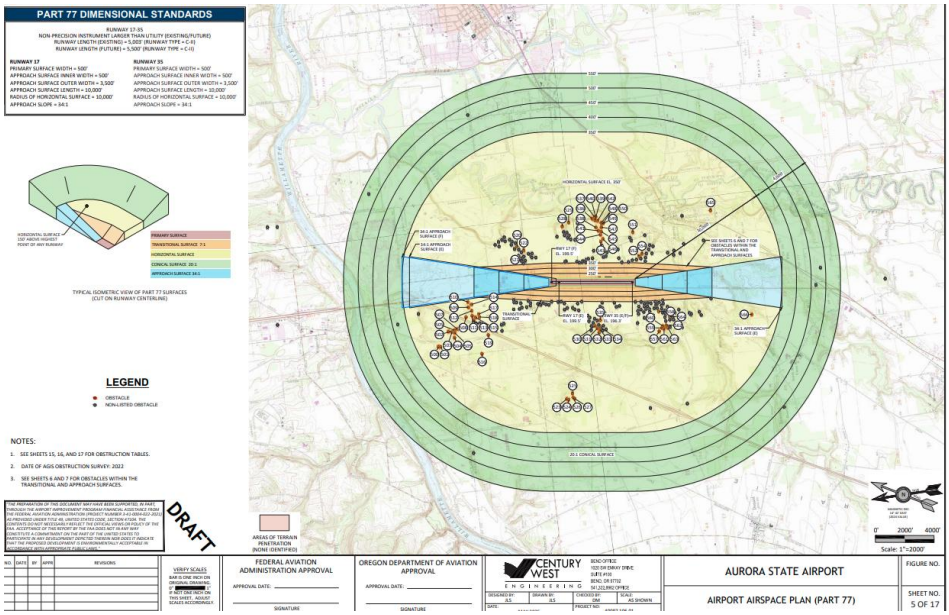
Per Marion County processes, once a new master plan is adopted by the Board, ODAV will apply to Marion County for a post acknowledgment plan amendment to adopt the Master Plan, replacing the 1976 Aurora State Airport Master Plan.

All of the proposed future physical improvements in the AMP will occur within the Marion County planning jurisdiction. However, as a result of a proposed project to modify the runway, there will also be a change to the current airport imaginary surfaces as shown in the image below. As established in 14 CFR 77.19, the civil airport imaginary surfaces ("Part 77 surfaces" or "imaginary surfaces") are a Federal Aviation Administration ("FAA") safety requirement to ensure that the airspace is free of obstructions so that aircraft may take off and land safely.

As seen in the figure below, the Part 77 surfaces extend in a conical shape from the runway into the airspace over the cities of Aurora, Barlow and Wilsonville, and Clackamas County and Marion County. The surfaces include: primary surface,

[1] Marion County Comprehensive Plan, Goals and Policies, Transportation Element, provides as follows: "For rural areas outside urban growth boundaries, the Marion County Rural Transportation System Plan (RTSP) serves as the framework for transportation planning. The RTSP is the County's 20-year plan to provide mobility, address safety needs, accommodate planned growth, facilitate economic development, and maintain a high standard of livability for County residents. The findings, recommendations and policies contained in this Transportation Element come directly from the RTSP. While every effort has been made to ensure this element matches the RTSP, in the event of any differences, the RTSP would govern."

transitional surface, horizontal surface, conical surface, and approach surface, established in accordance with 14 CFR 77.19 and OAR 738-070-0120.



There are a total of six jurisdictions or MPOs, including Marion County, with comprehensive planning authority over areas underneath the airspace that may be impacted under the draft UAO Master Plan: Aurora, Barlow, Clackamas County, Wilsonville, and Metro. Marion County is discussed above, the remaining jurisdictions are addressed as follows:

a. Clackamas County

As a result of the proposed runway extension, the relocated RPZ will extend partially into Clackamas County. This area contains portions of two tax lots (31W35 01890 and 31W35 02102), along with public rights-of-way. Both tax lots are zoned EFU (Exclusive Farm Use) and are not inside any city's urban growth boundary. ZDO Section 401 identifies the zoning standards of the EFU zone. The current use of both tax lots is farm

use. As shown in Table 3-4 of the *Airport Land Use Compatibility Guidebook*, farm or agricultural uses (except livestock) are classified as compatible uses inside the RPZ.

Under the *Airport Policies (5.X)* of the Clackamas County TSP, the County commits to coordinating with Marion County, the City of Wilsonville, ODAV, and other affected agencies to develop and implement the AMP. Policy 5.X.4 commits to cooperation with the Oregon Department of Environmental Quality, ODAV and FAA to minimize conflicts between airports and uses of surrounding lands. Finally, the TSP commits to applying a Public-Use Airport and Safety overlay zoning district to public-use airports within the County, consistent with ORS 836.600 through 836.630.

Clackamas County ZDO Section 713 establishes the public use airport and safety overlay zone. Section 713.02 states,

> "The boundaries of this special use district are coterminous with airport boundaries as described in Oregon Administrative Rules (OAR) 660-013-0040. The boundaries of safety overlay zones radiate from points at the ends of the airport's primary surface as described in OAR 660-013-0070(1)(a) and Exhibits 1 and 4 that accompany that rule."[2]

As part of the coordination efforts by ODAV with the County, they affirmed that its zoning maps will need to be updated to reflect the adjusted RPZ at such time that the runway is extended.[3] ODAV and the County may also amend the ZDO to add specific restrictions on livestock in ZDO Section 713 as applied to the RPZ, to adhere to the guidelines of Table 3-4 of the *Airport Land Use Compatibility Guidebook*.

Clackamas County staff also noted that, per Policy 5.X.5, new airports, airport expansions, or expansions of airport boundaries, except those limited to use by ultra-lights and helicopters, are required to have a runway at least 1,800 feet long and control at least enough property at the end of each runway through ownership, aviation easement, or long-term lease to protect their approach surfaces until the approach surfaces are 50 feet above the terrain. The policy also requires the runway to be located so as to achieve at least a 20-foot clearance of the approach surface over a county, city or public road. The proposed runway configuration calls for a length of 5,500 feet, with

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[2] A copy of the exhibits referenced in Clackamas County's airport overlay zone and within the Airport Planning Rule is available here: https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/OAR%20660%20Division%2013%20Exhibits.pdf

[3] See Oct. 19, 2025, email from Jennifer Hughes, Clackamas County Planning Director Re: Request to Review Aurora State Airport Draft Final AMP, available at the Department's Website at https://www.oregon.gov/aviation/Aurora-Master-Plan/Documents/Aurora%20Master%20Plan%20JLA%20Documents/Draft%20Findings%20Sources/Jurisdictions_responses/Clackamas%20County%20Response.pdf. This email is incorporated into these findings by reference.

Department-owned land approximately 1,480 feet beyond the north end of the runway, and 1,000 feet beyond the south end of the runway, with public roads located beyond both ends. The On Airport Land Use Plan (Chapter 6, sheet 11) identifies existing and future avigation easements which extend over lands within the runway protection zones. Coupled with the existing airport land under the Department's ownership, the AMP meets or exceeds the clearance minimums of Policy 5.X.5.

Clackamas County ZDO 713.03(E) establishes airport noise impact boundaries for areas located within 1,500 feet of an airport runway or within established noise contour boundaries exceeding 55 Ldn. As noted above, Clackamas County recognizes the need to update their noise impact boundaries as a result of the runway extension proposed in the UAO Master Plan. Once that is complete, any project completed pursuant to the UAO Master Plan will be compatible with the Clackamas County Comprehensive plan. ODAV will coordinate with Clackamas County to update their plan prior to the construction of a project pursuant to the Master Plan.

b. City of Aurora

As identified within the City's Zoning Designations map, Chapter 6, sheet 5 and 12 of 17) and Figure 2-9 of the proposed master plan, and Aurora Municipal Code section 16.24.010, the entirety of the city falls underneath the horizontal surface of the Airport.

The City of Aurora has adopted in its plan and land use regulations an airport overlay zone prohibiting the construction or growth of obstacles within the horizontal surface (150 feet above the established airport elevation) in its Zoning Ordinances (Aurora Municipal Code 16.24.010), consistent with its aviation planning requirements in OAR 660-013-0070. The overlay zone identifies uses which are deemed incompatible with the requirements of 14 CFR Part 77 (Aurora Municipal Code 16.24.070). The code is proactive, in that it contains language related to the approach surface, in the event that future annexation brings city limits underneath the approach surface.

While noting that no airports exist within the study area, the City of Aurora's 2009 TSP contains airport-related considerations. Goal 7 of the TSP states: *Improve coordination among the City of Aurora, Marion County, the Aurora State Airport, and ODOT.* Under the Air, Rail, Water, and Pipeline Element, section, the City commits to continue working with the Aurora State Airport and ODAV "to help maintain and improve roadway access to and from the airport" (chapter 3, pg. 20).

The proposed airport imaginary surfaces in the AMP are entirely within the existing Aurora airport overlay zone, therefore, this component is compatible with Aurora's acknowledged comprehensive plan and land use regulations.

With respect to noise impacts, the City of Aurora Comprehensive Plan is not at issue as the city falls outside the noise contours established with the proposed airport master plan (see AMP chapter 6, sheet 12 of 17: Off Airport Land Use Plan with 2041 Noise Contours).

c. City of Wilsonville

As depicted in Chapter 6, sheet 12, the City of Wilsonville is also impacted to the extent the invisible airspace extends over a portion of the City zoned PDC (Planned Development Commercial) and PF (Public Facility). The City of Wilsonville's code of ordinances does not contain an airport overlay zone, though the TSP contains a brief section on airport-related considerations. Specifically, it states that the City does not have jurisdictional control nor responsibility for managing the Aurora State Airport, and notes the potentially conflicting interests of impacts from the airport (including noise) and reliance of local economic interests on the airport (Wilsonville Transportation System Plan 2013, chapter 4, pg. 16). Policy 21 of the plan (chapter 2, pg. 7) is to: "Recognize the Aurora State Airport as a component of the state's transportation system and an economic asset to Wilsonville, while advocating that any expansion of the airport consider potential impacts (e.g., noise, pollution, and safety) to Wilsonville neighborhoods, area roadways, I-5 interchanges, agricultural operations, and the environment."

To help facilitate compatibility between the airport and the City of Wilsonville, and as addressed within the airspace protection findings herein, ODAV staff notes that an airport overlay zone (or equivalent) should be incorporated into the City's zoning code, per the requirements of OAR 660-013-0070 (Local Government Safety Zones for Imaginary Surfaces).

As part of the implementation of this master plan, ODAV will assist local jurisdictions, including Wilsonville, to update their zoning ordinances in accordance with the requirements of OAR 660-013-0070 (Local Government Safety Zones for Imaginary Surfaces). This would entail adopting ordinances to ensure new or altered tall structures, such as communication towers or trees, do not penetrate airport imaginary surfaces. ODAV's Model Public Use Airport Safety and Compatibility Overlay Zone for Public Use Airports with Instrument Approaches[4] provides a framework for jurisdictions to enshrine airspace protections in their code which meets the requirements of the

[4] ODAV's Model Public Use Airport Safety and Compatibility Overlay Zone for Public Use Airports with Instrument Approaches is available in Appendix D of the Airport Land Use Compatibility Guidebook, available here: https://www.oregon.gov/aviation/airports/planning-and-programs/Documents/Land%20Use%20Compatibility%20Guidebook/Full_Version_ODA_Airport_Land_Use_Compatibility_Guidebook.pdf

Airport Planning Rule. This coordination will promote enhanced compatibility between UAO and the City of Wilsonville.

d. City of Barlow and Metro

As depicted in Chapter 6, sheet 12, the City of Barlow and Metro are within the invisible airspace. Metro does not have a comprehensive plan and neither Metro nor Barlow have adopted airport overlay zones. The Barlow Comprehensive Plan calls for assistance and encouragement on a case-by-case basis of aviation services in areas suitable for airport development, including efforts by the Department.[5] . No other airport-related provisions are included in Barlow's Comprehensive plan. Similarly, Metro's 2023 Regional Transportation Plan (RTP) contains no considerations or standards which would apply to the Airport. ODAV endeavors to work alongside our partners at these organizations to bring their code into compliance with state rules requiring airport safety zones within a local government's zoning code (per OAR 660-013-0070).

[5] See, Barlow Comprehensive Plan, p. 38.

CHAPTER 4: GOALS AND OBJECTIVES

During the development of the initial Rural Transportation System Plan (RTSP) in 1998, a mission statement and a set of goals and objectives were developed. They were based on public input and provided a starting point and framework for the transportation planning process. These goals and objectives have been slightly updated in this 2005 update to better reflect the current issues affecting our transportation system in Marion County. These goals and objectives will continue to be revisited as part of future updates to reflect new changes in the transportation planning process, issues shaping that process, and the impacts of growth on development and maintenance of the countywide transportation system.

4.1 MISSION STATEMENT

Develop a balanced, safe, multi-modal transportation system to accommodate planned growth, facilitate economic development, recognize fiscal reality, and maintain a high standard of livability and safety.

4.2 GOALS AND OBJECTIVES

Goal 1: Improve Transportation System Safety

Objective 1.1: Improve system safety for and between all modes of transportation.

Objective 1.2: Dedicate adequate resources to ensure that the transportation system is properly maintained and preserved.

Goal 2: Provide an Accessible, Efficient and Practical Transportation System Appropriate to Both Urban and Rural Areas Throughout the County

Objective 2.1: Improve mobility and access options to transportation facilities throughout Marion County for transportation system users.

Objective 2.2: Facilitate goods movement into and out of the area; increase freight (truck, rail, air and water) mobility and inter-modal transfer.

Objective 2.3: Facilitate shipping of goods by the most efficient and least-impacting means possible.

Objective 2.4: Address changing characteristics of trucking, aviation, agriculture and rail industries.

Objective 2.5: Facilitate system connections as needed to improve efficiency and access.

Goal 3: Provide Sufficient Transportation Capacity

Objective 3.1: Address existing priorities and projected growth.

Objective 3.2: Adequately provide for the transportation needs of residents, businesses, customers, and visitors.

Objective 3.3: Encourage and support actions that reduce demand on the transportation system.

Objective 3.4: Encourage and support actions that maximize the value and efficiency of the existing system.

Goal 4: Recognize Fiscal Reality

Objective 4.1: Facilitate best usage of available financial resources.

Objective 4.2: Be ready to use additional resources efficiently if they become available, and be able to show what benefit results from those resources.

Objective 4.3: Facilitate procurement of grant funding.

Objective 4.4: Recognize that, due to financial limitations, **not** all goals and objectives will be met to the ideal extent.

Goal 5: Work in Partnership with Communities to Address Community Needs and Values

Objective 5.1: Minimize adverse impact of the transportation system on quality of life in communities.

Objective 5.2: Facilitate regional through movement of goods and services while minimizing conflict between through movement and livability in central city areas.

Objective 5.3: Minimize adverse impact of the transportation system on quality of life and environment in rural areas.

Objective 5.4: Foster cooperation between the County and cities to address a wide variety of transportation issues.

Goal 6: Promote Alternative Modes of Transportation

Objective 6.1: Facilitate provision of opportunities for a variety of transportation options.

Objective 6.2: Reduce dependence on any one mode of transportation.

Objective 6.3: Facilitate and support improved connections between different modes.

Objective 6.4: Support land use planning strategies that facilitate efficient transportation system use and development.

Goal 7: Consider Land Use and Transportation Relationships

Objective 7.1: Integrate land use planning and transportation planning to manage and plan the transportation system.

Objective 7.2: Minimize detrimental effects of transportation improvements on rural land uses.

Objective 7.3: Ensure an environmentally responsible/ environmentally sound transportation system that minimizes adverse impacts on air and water.

Objective 7.4: Ensure transportation-related activities comply with clean air and water requirements and fish and wildlife habitat management regulations.

Objective 7.5: Protect established land uses including prime farmland, forestland, and other natural resources.

Goal 8: Address Transportation Policy Issues and Intergovernmental Coordination

Objective 8.1: Improve coordination with all affected jurisdictions to meet future transportation needs.

Objective 8.2: Facilitate development of coordinated transportation design standards.

Objective 8.3: Emphasize facilitation, rather than restriction/ regulation, of business.

Objective 8.4: Ensure cost-effective investment in transportation. Improvements should be fiscally responsible, economically efficient and realistic.

Objective 8.5: Comply with applicable Transportation Planning Rule requirements for rural transportation system planning.

Objective 8.6: Maintain an ongoing public involvement process.

Goal 9: Provide a Useful Plan Document

Objective 9.1: Accurately reflect the existing and future transportation systems, issues, and needs of Marion County.

Objective 9.2: Identify methods for funding recommended actions.

Objective 9.3: Provide clear planning direction.

Objective 9.4: Maintain and update a list of issues for further study.

Objective 9.5: Extend usable life of existing facilities; provide a maintenance element.

Objective 9.6: Provide for a periodic review and update of the Plan that allows for improvements to be made as circumstances change regarding transportation issues throughout the County.

CHAPTER 10: POLICIES

This section includes the policies being continued or implemented by this Rural Transportation System Plan (RTSP) in order to best maintain the existing transportation system and make the most effective use of limited resources for providing new facilities on the transportation system. Each of these policies is hereby adopted at the time that this Rural Transportation System Plan (RTSP) is adopted by the Marion County Board of Commissioners. Policies are grouped into four categories:

1. Transportation System Management (TSM) Policies
2. Roadway Maintenance and Preservation
3. Transportation Policies
4. Future Evaluation of Transportation Issues

10.1 Transportation System Management (TSM) Policies

Transportation System Management (TSM) strategies attempt to maximize the capacity, safety, and efficiency of the existing transportation system by implementing traffic control improvements, access management strategies, and land use controls. The idea of Transportation System Management is to make minor improvements at strategic locations to make better use of the already major investment in the road system.

10.1.1 TSM Projects

In many instances, the operation and safety of a roadway can be improved by installing a signal or stop sign, or by adding turn lanes at busy intersections, rather than much more expensive widening and new construction projects. Several of the projects identified in the 20-year plan (recommended in Chapters 8 and 9) are classified as TSM projects because they would improve the efficiency of the transportation system by getting vehicles through 'bottlenecks' (specific locations, such as intersections, that currently limit the flow of vehicles) where a relatively small improvement can reap large benefits.

Policy 1: The County will continue to pursue TSM improvements whenever feasible to improve the roadway system before looking at building new facilities.

10.1.2 Intelligent Transportation Systems (ITS)

Intelligent Transportation Systems (ITS) are loosely defined as the use of modern technology to improve the function of the transportation system. This covers a wide range of projects, techniques, and ideas, some of which are already being used in the County. Examples include variable message signs that warn or guide drivers, and cameras that show road, weather, and traffic conditions on the Internet. Many other ITS concepts have the potential for substantial public benefit.

Policy 1: Marion County supports the development and installation of Intelligent Transportation System concepts benefiting residents and the traveling public.

10.1.3 Access Management

Access Management is another Transportation System Management (TSM) strategy, and it is particularly effective in improving the safety and efficiency of County roadways. Access Management attempts to minimize the conflicts between access to and from developed land and movement of traffic along the roadway. This is achieved by requiring a minimum distance between access points (driveways, streets, and access roads). Currently, it is the County's policy to provide access onto County roads in a manner and location that will protect the public safety. In general, the County attempts to hold the number of access points onto a roadway to the minimum necessary to provide adequate access to a particular parcel or group of parcels. The location and/or determination of accesses is a roadway network issue (not a land use issue), and decisions are made based on engineering review and study, and appropriate policies. (Note: see Marion County's Driveway Ordinance (#651, or subsequent document) for other requirements for driveways.)

Studies have repeatedly shown that roadways with fewer access points generally experience fewer accidents and better overall traffic flow. These studies have shown that the relative safety of travel on a roadway is inversely proportional to the number of accesses (and thus potential collision points) occurring within the stopping sight distance of a driver on the roadway. The County will continue to take measures to ensure that accesses are properly designed and constructed, and are located in order to maximize the safety and efficiency of the roadway, while maintaining an acceptable level of access. For these reasons, the County adopts these Access Spacing Standards.

Access Spacing Standards

As discussed in section 5.1.1 (Functional Classification), roadways are grouped into categories based on the character of service they are intended to provide as part of the overall transportation system. Arterials are the most important in providing vehicle capacity for through traffic. They require access to be tightly controlled in order to protect efficiency and safety along these roads. Local roads carry less traffic and therefore access requirements are less stringent. Accesses to arterials must be spaced farther apart than accesses to local roads, and more detail will be required to assure proper design of the access to these arterials. Marion County hereby adopts standards for the spacing of accesses. Recognizing that many driveways currently exist that do not meet these standards, these spacing requirements are typically applied:

1) When a new access is constructed,
2) When an existing access is substantially modified,
3) When the use of an existing access changes, or
4) As part of a construction project to improve the roadway.

Policy 1: Marion County adopts the following spacing requirements, shown in **Table 10-1**, for new or modified accesses to County roadways. These spacing standards are measured from centerline to centerline of the respective accesses and/or adjacent roadways (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

Table 10-1
Spacing Requirements for Accesses

FUNCTIONAL CLASS	ACCESS SPACING REQUIREMENTS
Arterials[1]	500' from any intersection with a state highway, arterial or major collector. 400' from any other intersection (including a private access).
Major Collectors	400' from any intersection with an arterial or state highway 300' from any other intersection (including a private access).
Minor Collectors	300' from any intersection with an arterial or state highway. 150' from any other intersection (including a private access).
Local Roads	200' from any intersection with an arterial or state highway. 100' from any intersection with a major collector, minor collector, or local road. 50' from any intersection with a private access.

These standards are measured from the centerline of the driveway to the centerline of the adjacent facility.

Access Spacing Standards for Unincorporated Communities and County Roads in Cities That Have Not Adopted Access Spacing Standards

Several of the unincorporated communities in Marion County function similar to a small city. There are also cities that have not adopted their own access spacing standards. It is important for Marion County to ensure the function of County Roads through these areas by balancing the needs of through traffic with the need for access to local properties. Recognizing this, the County has adopted different standards for roadways within these cities and unincorporated communities.

[1] Unless a separate adopted access management standard exists that is more stringent than these standards. This is currently the case along Cordon Road.

Policy 2: Marion County adopts the following spacing requirements standards, listed in **Table 10-2**, for accesses to: 1) roadways within the boundary of an officially recognized unincorporated community and; 2) County-maintained roadways within the Urban Growth Boundary (UGB) of a city with no adopted access spacing standards (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

Table 10-2
Spacing Requirements for New Accesses in Unincorporated Communities and County Roads in cities with no Access Spacing Standards

FUNCTIONAL CLASS	ACCESS SPACING REQUIREMENTS
Major Arterials	500' from any intersection with a state highway, arterial or major collector. 400' from any other intersection (including a private access).
Arterials	400' from any intersection with a state highway, arterial or major collector. 300' from any other intersection (including a private access).
Major Collectors	300' from any intersection with an arterial or state highway 150' from any other intersection (including a private access).
Collectors (If the City only has one Collector Class)	250' from any intersection with an arterial or state highway. 125' from any other intersection (including a private access).
Minor Collectors	200' from any intersection with an arterial or state highway. 100' from any other intersection (including a private access).
Local Roads	150' from any intersection with an arterial or state highway. 75' from any intersection with a major or minor collector 50' from any intersection with a local road or private access.

These standards are measured from the centerline of the driveway to the centerline of the adjacent facility. Within the Urban Growth Boundary of a city, the functional class of the roadway is designated in that city's Transportation System Plan or other plan adopted by the city. If the city has not adopted functional classifications, the County will determine what the classification would be.

Policy 3: For County Roads within the Urban Growth Boundary of a city that has adopted access spacing requirements (in their Transportation System Plan or other official document) the County will use their adopted spacing standards, unless in the County's judgment they would not be appropriate (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

Policy 4: **Variance Criteria:** Variances may be granted at the authority of the Public Works Director in the following cases:

a) The property has no reasonable alternate access and the driveway spacing is the maximum that can be safely and reasonably achieved,
b) Adherence to the spacing standard would create safety or traffic operations problems,
c) The driveway provides a joint approach that serves two or more properties and results in a net reduction of approaches to the roadway, or
d) In the judgment of the Public Works Director, it would be impossible or unsafe to meet these standards and the proposed access configuration provides the best available option in terms of safety, traffic flow, environmental impacts, and access to the property.

Policy 5: In some cases, the requirements of another jurisdiction (such as the Oregon Department of Transportation) with roadways adjacent to a county road may be more restrictive than these requirements. When this is the case, the more restrictive requirement will be applied. This situation can occur at locations such as freeway interchanges.

Policy 6: In some situations longer distances between accesses may be required due to site-specific traffic concerns. In these cases Public Works will require longer spacing and/or set the appropriate location based on engineering analysis. An example would be if traffic queuing at an intersection would block the driveway during the peak hour of the design life of the project, staff may require the driveway to be located farther away from the intersection.

Other Access Management Practices

In addition to implementing access spacing requirements, the County will also look at consolidating existing accesses on County arterials and collectors in situations where entry to developed lands can still be adequately provided after consolidating access points. This action is intended to improve the operation and safety of the roadway.

One arterial where access management plays a significant role in facilitating free flow of traffic around the Salem metropolitan area is Cordon Road. To assure that we maintain its capacity and safety, the Board of Commissioners has approved requirements to limit and control further access to Cordon Road. These restrictions are consistent with and implement the land use and transportation policies of the Marion County Transportation System Plan, the Salem-Keizer Area Transportation Study Regional Transportation System Plan, and the Salem Transportation System Plan.

Land use controls are used to ensure that new development enabled by zoning changes does not adversely affect transportation facilities. In some instances, allowing a change in the land use, especially from agricultural to non-agricultural use (such as commercial or residential), also results in an unacceptable increase in traffic.

Policy 7: Land use changes that could result in increased development levels and thus higher traffic levels will be assessed for their impact to current and future traffic volume and flow, and these impacts must be appropriately mitigated (as determined by the Public Works Director in accordance with applicable standards and practices) in order for the development to be allowed.

Policy 8: An access management plan has been developed for a portion of the Wilsonville-Hubbard Hwy near Arndt Road. That plan is hereby incorporated into this plan, and is included as **Appendix F**. (Note: other access management plans have also been adopted for other specific areas).

The latest version of the Marion County Engineering Standards (or subsequent document) includes requirements on width of access, structural section, surface type, grade, and other design parameters. These standards may be acquired from the Marion County Public Works Department.

10.2 ROADWAY MAINTENANCE AND PRESERVATION

Roadway maintenance and preservation makes up an important component of the RTSP. Without proper maintenance, a roadway system would not provide the level of safety and efficiency required by its users. The terms “maintenance” and “preservation” encompass a variety of tasks and programs including pavement management, signs and pavement markings, vegetation management, gravel road maintenance, shoulder and roadside maintenance, hazard abatement, bridge and structure maintenance, construction zone management, drainage issues, and emergency response. The County’s maintenance policies are focused on the use of preventive maintenance and resurfacing to extend the life of roadway facilities.

With regard to maintenance objectives in general, **Figure 10-1** represents a road maintenance priority matrix for use in daily decision-making. It is intended to be an additional resource to County personnel, as well as a method of conveying to the public how the County prioritizes various kinds of issues.

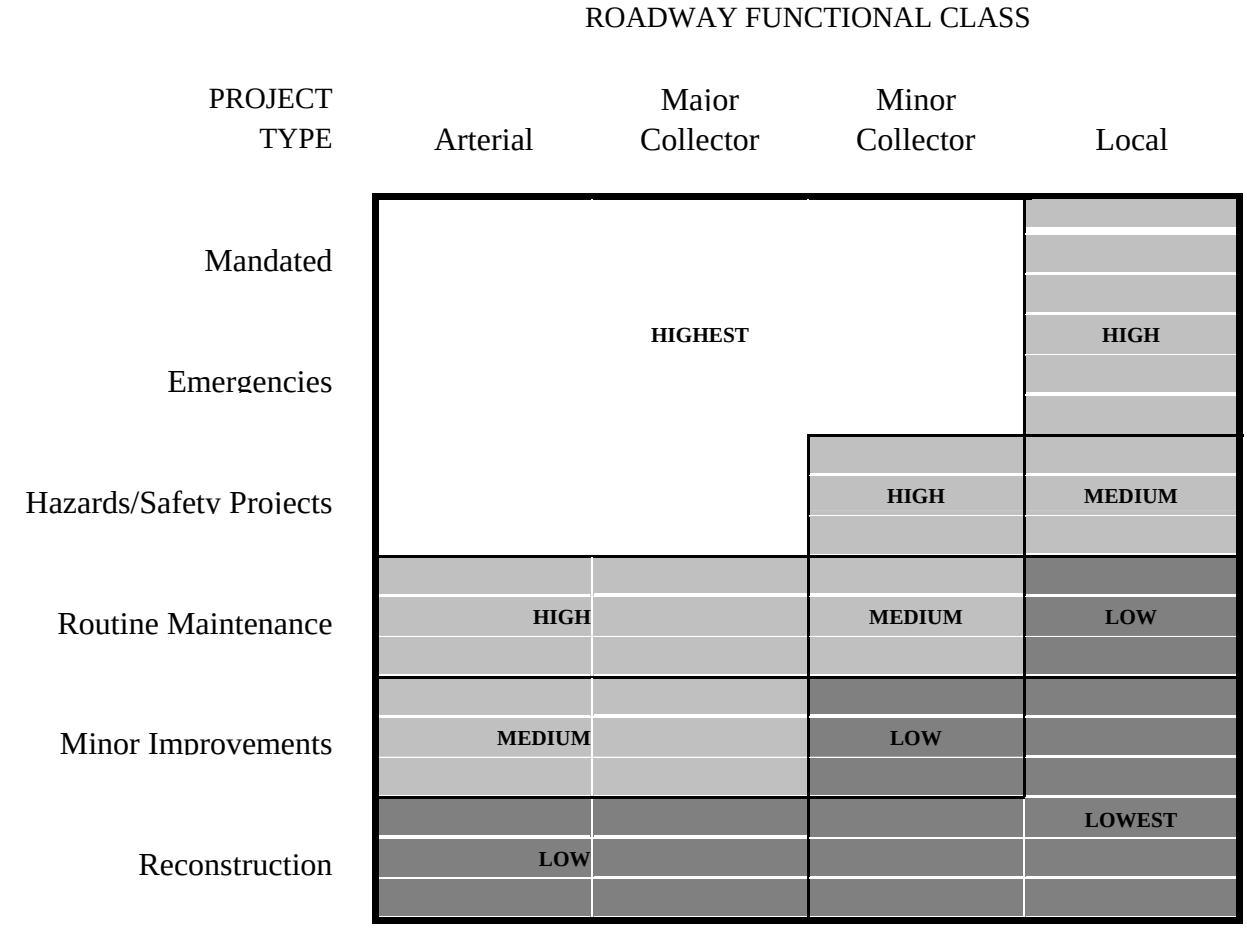

Figure 10-1
Roadway Maintenance Priority Matrix

In accordance with the federal Clean Water Act and Endangered Species Act, Marion County has adopted Best Management Practices that guide many of its roadway maintenance and preservation operations. These federal regulations, and new regulations such as Total Maximum Daily Loads, will change the way roadways are designed, constructed, and maintained. The Best Management Practices adopted under these regulations will impact some fundamental maintenance activities such as pipeline cleaning, ditch cleaning, catch basin cleaning, stream maintenance, mowing, brushing, spraying, ditch erosion, and snow and ice control. This section details maintenance policies, practices, and programs that will be used to ensure that roadways are properly maintained in the future.

10.2.1 Pavement Management

Overall Pavement Management includes several different aspects, typically in the following order: 1) review using a pavement management program; 2) resurfacing, which includes repaving, hot patching, chip sealing, slurry sealing, and crack sealing; 3) road restoration; 4) road reconstruction; and 5) localized repair and surface sweeping.

Pavement Management Program

Marion County currently uses the Metropolitan Transportation Commission (MTC) Pavement Management Program (PMP) to evaluate pavement condition and determine maintenance and resurfacing needs. The purpose of this system is to identify pavement deterioration in the early stages so that the preventive maintenance and/or resurfacing can be applied, rather than waiting until a full reconstruction is necessary. The program also assists in setting priorities for maintenance and resurfacing and determining the most economically feasible time for these treatments. This program has proven itself as a valuable tool in prioritizing resurfacing needs for the County.

Resurfacing

The County uses several surface treatments that are intended to extend the useful life of paved surfaces, add new texture to old surfaces, and seal the surface to prevent contamination or water from damaging the subgrade. The most extensive and costly in this category is total resurfacing of a road using asphaltic concrete, which generally includes shoulder upgrades and new striping. Hot patching, on the other hand, is resurfacing on a more localized scale, which may or may not involve extensive shoulder work or restriping. This is often done as a temporary measure to keep the surface useable until a more comprehensive resurfacing is appropriate.

Surface treatments like chip sealing and slurry seals are beneficial in that the treatments renew the exposed surface, seal the underlying base, and extend the life of the pavement from five to seven years. Crack sealing, on the other hand, is done solely to keep water from leaching into the base and damaging its integrity.

Road Restoration

Sometimes pavement needs to be cut or removed in order to work on utilities in the right-of-way. The entity that cuts or removes the pavement is then responsible for restoring it to an appropriate condition (as defined by Public Works). This restoration work is typically done by a contractor or utility company.

Road Reconstruction

Road reconstruction is the most expensive and comprehensive method of creating a new road surface. It involves removal of the existing surface, extensive work to the road base, and placement of an entirely new surface. We attempt to avoid this type of refinishing if at all possible, due to its cost, by ongoing preventative maintenance. Unanticipated growth in traffic volumes and truck traffic, and poor road base construction, have been the leading causes of reconstruction projects.

Localized Repair and Surface Sweeping

Localized repairs are performed on a continual basis and include cleaning and filling of potholes using either hot or cold mix, and digging out failing sections of pavement or subgrade and replacing them. The primary purpose is to provide a safe road surface and prevent damage from accelerating. Surface sweeping is used to maintain safe, clear driving surfaces and bikeways.

The County has established a regular and consistent maintenance and preservation program to protect the road system into the future. Under our program it was determined that pavement should be resurfaced on a regular cycle to maximize the life of the roadways and ensure that the infrastructure will last. The cycle determined to be the most feasible and cost-effective for the County is a 20-year cycle. This requires that an average of 50 miles be resurfaced every year. The resources allocated for the pavement management and resurfacing program are discussed further in Section 11 - Financing Plan. Policies that relate to pavement and surface management include:

Policy 1: Provide an acceptable level of surface maintenance (which may vary by class or type of roadway) on all County roadway facilities, including paved travel lanes and shoulders, and bicycle and pedestrian facilities.

Policy 2: Use routine and preventive maintenance, when appropriate, to extend the serviceability of the pavement and to prevent it from dropping below the "good" condition under the Pavement Management Program.

Policy 3: Maintain an inventory of pavement condition for all County-maintained paved roads.

Policy 4: Use an appropriate Pavement Management Program (such as the currently used Metropolitan Transportation Commission (MTC) Pavement Management Program) to identify pavement distress and resurfacing needs.

Policy 5: Allocate necessary resources to allow for resurfacing County paved roads on a 20-year cycle as funding allows.

Policy 6: Actively ensure that designated bicycle and pedestrian facilities, and other heavily used paved shoulders, are clean and free of debris.

Policy 7:
a) Require any entity working in the right-of-way to leave the roadway in the same or better condition (pavement condition index (PCI), roadway clear of debris, ditches functioning properly, clear zones, etc.) than they found it throughout all phases of construction.
b) Not allow any new pavement surface to be cut within five years of its construction except in emergencies or other exceptions at the discretion of the Public Works Director.
c) If a County Road or other facility is damaged or impacted, the County will work to recover repair costs from those responsible for the damage or impact.

10.2.2 Signs and Pavement Markings

Maintaining signs and traffic control markings is one of the most critical maintenance functions on the County roadways. The guidance provided to users of the road system, regardless of mode of travel, determines to a great degree how the network will function. Signing and striping has become the means for communicating regulations, right-of-way, warnings, directions to destinations, travel and emergency information, and other information. Marion County has many specific policies and guidelines regarding signing and marking along its roadways (refer to the appropriate policy for specific situations). See also Marion County's road naming ordinance (#1183) for naming requirements for roads. General policies related to signing and pavement markings include:

Policy 1: Maintain signs and pavement markings at an acceptable level to ensure a safe and efficient roadway system, without unnecessary cluttering of signs.

Policy 2: Maintain an inventory of all signing and pavement markings on County roads and roads within County rights-of-way.

Policy 3: Maintain signing and striping within the parameters of the Manual of Uniform Traffic Control Devices (MUTCD), Oregon MUTCD Supplemental Regulations, Oregon Department of Transportation Guidelines, and other accepted transportation engineering documents unless altered by appropriate County departmental policy and/or County engineering review.

10.2.3 Vegetation Management

Vegetation control is an ongoing task in the Willamette Valley. Given the high soil fertility and constant moisture, vegetation grows rapidly and can be very thick. This type of growth requires constant attention to manage and plays an important part in routine maintenance operations (so that vegetation does not obscure driver visibility or cause other problems). Policies that address management of vegetation include:

Policy 1: Maintain roadways and immediate clear zones free of encroaching vegetation so that legal (statutory or permitted) vehicles can travel safely and roadside hazards are minimized.

Policy 2: Actively ensure that vegetation along County roadways does not obscure views of roadway signage, structures, or intersecting accesses.

Policy 3: Actively ensure that vegetation along County roadways does not create sight distance obstructions at roadway intersections.

Policy 4: Use an integrated vegetation management system (mowing, brushing, spraying, tree removal, private maintenance, etc.) to control vegetation along roadways.

10.2.4 Gravel Road Maintenance

The 197 miles of rural gravel County roads comprise a significant component of maintenance work that we perform. Grading along these roads occurs in fall, winter and spring months when moisture levels are most favorable. The County also uses a dust-control agent to both help control "washboarding" on steep gravel roads and reduce dust adjacent to citizens' residences at their request and cost. Gravel road maintenance is relatively inexpensive compared to the cost to maintain the same road if it were paved.

Many requests to pave roads are received each year. In the past, the County had paved some gravel roads through a local improvement district that provided for a cost-sharing agreement with local residents. Due to limited County funding, this program has been discontinued. Citizens can pave their road by submitting plans for the project that meet County standards, obtaining appropriate permits, and paying their contractor for the improvements.

Policies with regard to gravel roads include:

Policy 1: Provide an acceptable level of surface maintenance on County gravel roadways to maintain reasonable passage and general safety.

Policy 2: Provide options (as appropriate and as budget constraints allow) for paving or stabilizing gravel roads.

10.2.5 Shoulder and Roadside Maintenance

Shoulder and roadside maintenance consists of removing vegetation and reshaping shoulders, adding support to fill banks, removal of roadside objects, bank work, mowing, herbicide spraying, brush-cutting, and many other activities. In general, shoulders in the rural areas are provided to preserve the actual travel surface of the roadway and to allow for emergency maneuvers and occasional emergency parking. Drainage ditches, narrow rights-of-way, and other geographic conditions mean that many rural roads have no or minimal shoulders. Because of these conditions it is unlikely that shoulders will be added to most of these roads. It is important, though, to maintain existing shoulders in as good a condition as resources allow.

In addition, maintaining a clear zone along the roadway is necessary for safety. It requires the removal of obstructions through brushing, bank removal, tree removal, relocating utility poles and boxes, killing grass on gravel shoulders, picking up dumped garbage, etc. Some of these tasks are controversial as they can impact landscaping, environmentally sensitive areas, and possibly even property values. However, clear zones add to the safety of individuals using the roadway, which is a primary goal for the County.

Policies include:

Policy 1: Provide safe and useable shoulders and clear zones on County roads, to the extent possible, with priority given to arterials and collectors.

Policy 2: Maintain shoulders and ditches along County roadways to provide adequate drainage and protect the investment in the roadway system.

Policy 3: Conduct a roadside spraying program that is sensitive to environmental concerns.

Policy 4: Utilize alternatives to roadside spraying when possible and appropriate.

Policy 5: Conduct maintenance activities with due consideration to potential impacts on adjacent land.

Policy 6: The County may require relocation of roadside features (such as ditches, poles, equipment, etc.) to improve shoulders, clear zones, and other functional aspects of the roadway.

10.2.6 Hazard Abatement

Many things can constitute a hazard along a roadway. The County receives complaints about trees, mailbox structures, signs, boulders, landscaping, utility structures, bridge abutments, parked vehicles, dumped hazardous materials, and other obstacles. County crews notice many additional items while in the process of doing maintenance, construction, or other fieldwork. Many of the obstructions can eventually be abated, but some, like roadside trees in wooded areas or utility poles that cannot be relocated outside of the right-of-way, cannot reasonably be eliminated. Given the County's limited resources, hazard removals must be carefully evaluated and prioritized, with the most serious hazards warranting the most attention. The County will continue to work with property owners to mitigate hazards when their landscaping creates a problem. Policies to guide the County in addressing these issues include:

Policy 1: Establish a 10-foot clear zone adjacent to roadways along all public rights-of-way through actively pursuing removal of obstacles on or encroaching upon the roadway that present a hazard to motorists and other users of the system in a timely manner and in accordance with departmental policies.

Policy 2: Prioritize complaints based on the degree of the hazard and the exposure to the public as indicated by the road classification, traffic volume, and speed of traffic.

Policy 3: Actively pursue the removal of hazardous substances in County road rights-of-way.

Policy 4: Remove large deceased animals from the right-of-way if they create a traffic hazard.

Policy 5: Routinely review accidents to identify and abate conditions as appropriate and feasible to reduce the recurrence of similar accidents

10.2.7 Bridge and Structure Maintenance

Marion County maintains over 140 bridges and hundreds of other structures such as culverts and guardrail. They all require routine maintenance to slow aging and deterioration that will inevitably occur. Many of these structures are old and outdated for the traffic using them today. Bridge replacement is extremely expensive and typically cannot be funded with County resources alone. Federal funds have been, and are anticipated to be, the primary means of replacing structures that are approaching irreparable, if not failure, conditions. Maintenance of structures should focus on extending the useable life as much as possible. Policies that address these structures include:

Policy 1: Maintain bridges and structures to promote safety and maximize useful life.

Policy 2: Conduct structural evaluations on a regular basis (current cycle is every two years).

Policy 3: Maintain an inventory of all structures including design ratings, operational ratings, and inspection records.

10.2.8 Construction Zone Management

Work zones present a unique and important issue for all modes of travel and for road workers. Safety is the primary concern, but confusion and disruption are also significant issues. To address these concerns, the following policies exist:

Policy 1: Require all contractors and work crews, public or private, adhere to all signing and safety regulations prescribed for construction and work zones affecting the public's use of the right-of-way.

Policy 2: Require all construction zones on County roadways adhere to appropriate signing locations, spacing, and placement only during actual work periods.

Policy 3: Permits are required for any work done in a County right of way by any entity other than the County Public Works Department.

Policy 4: Recognizing that closure of busy roads (even closure of lanes on or work adjacent to a busy road) can have significant detrimental impacts on the community by impeding traffic flow, the Public Works Director has authority to determine requirements for maintenance of traffic flow through work zones. This may include prohibiting closure or traffic impedance, requiring a certain travel width or number of lanes be kept open, limiting the closure or impedance to a specified length of time, or only allowing the closure or impedance during specific times of day or of the year, among other potential measures.

10.2.9 Drainage Issues

Elimination of water from roadways is crucial to the safety and longevity of the road surface. Roadside ditches receive most of this water and either channel it to waterways or hold it until it seeps into the ground. The large amount of rain (over 40 inches average annual precipitation) in the Willamette Valley sometimes fills the ditches and creates minor flooding problems. The Willamette Valley basin is also susceptible to large scale flooding as was experienced in February 1996. Routine maintenance such as unplugging blocked culverts, replacing broken tiles, adding catch basins, removing debris at bridges, and cleaning ditches is necessary for a system to function at its capacity and handle the storm water. Failure of the system in extreme weather conditions can lead to washed-away sections of road, excessive flooding, and closed strategic corridors. Given the unavoidable nature of flooding potential, it is critical to maintain an aggressive maintenance program. However, the County is limited in that it cannot expend public funds to improve or maintain drainage on private property. Marion County and the State of Oregon have several policies relating to drainage issues (including stormwater detention, effects on neighboring property, environmental protection, and many other issues); refer to the appropriate policy for more specific information. The following policies assist the County in its attempts to prevent drainage problems from damaging the roadway system:

Policy 1: Give priority to drainage problems that jeopardize the safety of the traveling public or the integrity of the road system.

Policy 2: Conduct routine and cyclical maintenance of roadside ditches and drainage structures to sustain an acceptable level of roadway drainage.

Policy 3: Discourage the installation of drainage pipe along roadside property frontage and in any ditch that would need a culvert 30-inches or larger diameter.

Policy 4: When developers construct a significant amount of impermeable surface area, require that the developer provide appropriate stormwater detention.

10.2.10 Emergency Response

A variety of weather conditions and catastrophic events like earthquakes require an appropriate measure of emergency response. Limited snowfall, typical rainfall amounts, and minor windstorms are expected in this region and can be handled per normal maintenance operations. Large or repeated snowstorms, large amounts of rainfall, large landslides, strong windstorms, tornadoes, earthquakes, dam failures, forest fires, and any number of other events could present a challenge to the County. Besides damage and casualty issues, which are addressed in other forums, the transportation network becomes especially critical in times of crisis. The following policies are general guidelines for the County's approach to address emergency situations with regard to the transportation system:

Policy 1: Preserve roadway safety through mobility on the strategic corridors (identified in section 7) to minimize loss of life or injury.

Policy 2: Coordinate with and assist other agencies in response to emergencies whenever possible and feasible.

Policy 3: Evaluate non-emergency repairs of damage created by severe weather and other emergency events to determine the cost-effectiveness and appropriate prioritization with existing transportation needs.

Policy 4: When inclement weather, natural disasters, emergencies, and other situations arise, Marion County will keep working as resources and conditions allow to keep the roads open, safe, and passable. First priority will typically be given to strategic routes, then other roads by functional class and as appropriate for the situation.

10.3 TRANSPORTATION POLICIES

In developing this transportation system plan, the County analyzed information and set priorities for the future function and operation of the transportation system. These priorities include maintenance and operation of the existing system, capital improvements for enhancing safety and level-of-service of the transportation system, integrating land-use decisions with transportation considerations, and balancing transportation needs with community and environmental needs. These priorities are implemented through policies designed to help guide the decision-making process related to transportation facilities. This section details those policies that the County will use in the planning and development of these facilities. Some policies establish priorities for the County in terms of allocating resources to various projects and activities, while others call for consideration of the effects of transportation facilities on valuable farm lands and other environmentally sensitive areas. The policies are also intended to ensure that a variety of travel modes are considered in the planning and development of a transportation system, and transportation choices are provided to the traveling public.

The policies in this section are the outcome of significant public involvement and review by interested groups. Many policies come directly from or are a revision of existing policies in the 1981 Marion County Comprehensive Plan. The policies in this section are intended to replace the existing transportation policies from that plan, and ordinances will be drafted subsequent to adoption to effect these changes. These new and revised policies are expected to ensure the County transportation system will satisfy the needs of residents and other users for the next 20 years. For organizational purposes, the policies are divided into seven categories: 1) Transportation System Planning Policies; 2) Resource Allocation Policies; 3) Bicycle, Pedestrian, and Public Transportation Policies; 4) Air, Water, Rail, Energy, and Pipeline Transportation Policies; 5) Development and Access Policies; 6) Right of Way Policies; and 7) Urban Growth Management Framework Coordination Policies.

10.3.1 Transportation System Planning Policies

Transportation system planning policies serve as general guidelines for achieving a safe and efficient transportation system. These policies address transportation priorities for the County and address desired operational characteristics. The policies also provide vision for planning the future transportation system.

Policy 1: The general priorities for Marion County, with regard to the County Road System, are in order of importance:

1) Preservation and maintenance of the existing road system.
2) Safety improvements and enhancements.
3) Capacity enhancements and growth-related projects.

Policy 2: The County will evaluate all investments in the transportation system for cost-effectiveness, fiscal responsibility, economic efficiencies, and practicality.

Policy 3: The County will re-evaluate, update, and adopt design standards and various policies that enhance safety, capacity, and efficient life of the transportation network.

Policy 4: a) The County will work with each community to consider the goals and visions of that community in developing and maintaining the transportation system. This will include coordination of the County's transportation plans with their transportation plans. Deviation from a community's desire may occur when addressing issues involving safety, significant added expense, modernization projects, liability, and providing services that are in the best interests of the public.

b) Within the Urban Growth Boundary of an incorporated city, Marion County Public Works will apply roadway design standards and criteria in the Transportation System Plan (TSP) adopted by that city except in cases where, in the engineering judgment of the Marion County Public Works Department, it would not be appropriate to do so. In the absence of adopted standards or a TSP by a city, Marion County Public Works will use its own engineering standards and/or judgment to determine the appropriate planning direction or standard to apply.

Policy 5: Levels-of-Service considered acceptable in rural areas include:

1) LOS D or better with a volume/capacity ratio (v/c) of 0.85 or better for signalized, all-way stop, and roundabout intersections.
2) LOS E or better with a volume/capacity ratio (v/c) of 0.90 or better for other unsignalized intersections.
3) LOS D or better with a volume/capacity ratio (v/c) of 0.60 or better for road segments.

Policy 6: The County will pursue and implement Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies whenever feasible as an alternative to building new transportation facilities (see sections 8.7 and 10.1 for descriptions of these strategies).

Policy 7: To the extent possible, the County envisions a modified grid transportation system in the rural areas (as allowed by geography and demanded by use) that allows all users reasonable access to higher-function roads, minimizes out-of-direction travel, delivers reasonable travel times, and in many cases, allows circumferential flows around the many incorporated areas within Marion County.

Policy 8: The County recognizes the role of State Highways and County Arterials as the backbone of the transportation network. These roads are critical for everyday transportation and serve as critical lifelines in emergency situations. The County will support efforts to enhance and maintain the function of these roads through land use policies, access management strategies, and roadway improvements.

Policy 9: The County recognizes that it may be appropriate to consider transfer of jurisdiction between State highways and County roads in order to ensure that State highways function as regional routes and County roads function as more localized routes. However, the County will not accept any roads into the County system that do not meet County standards.

Policy 10: To encourage tourism, the County supports the concept of Scenic Routes, Tour Routes, and Scenic Byways, and will consider enhancements that preserve or provide scenic or historic values to the transportation system.

Policy 11: The County recognizes the importance of facilitating freight movement. With this in mind, the strategic routes designated in Figure 7-1 are also hereby designated freight routes. Effort will be made to facilitate freight movement on freight routes.

Policy 12: Effort will be made to reduce conflicts between mobility of freight and livability of communities along these routes.

10.3.2 Resource Allocation Policies

Resource allocation policies provide guidelines for how funds will be spent on transportation related activities. These policies are intended to provide appropriate allocation of resources to address transportation priorities and necessities.

Policy 1: Marion County will not spend Public Works funds on activities outside of public right-of-way. Work on privately maintained roadways or for private entities may be possible under Private Work Orders.

Policy 2: County funds expended on Local Access Roads shall be in accordance with ORS 368.031 and shall be documented and justified in a consistent manner. County resources shall not be dedicated to other activities on these roads unless covered by a Private Work Order.

Policy 3: If a County Road or other facility is damaged or impacted, the County will work to recover repair costs from those responsible for the damage or impact.

Policy 4: The County may use its discretion in selecting projects out of the suggested order of priority, if deemed this is in the best interest of the overall transportation system and general public for reasons including safety, time-sensitive availability of additional funds, improved coordination of work, or improved efficiencies.

Policy 5: The County will encourage joint projects with the private sector, affected user groups, or individual citizens, if it improves or allows a project on a County roadway to proceed that might otherwise not be accomplished. This participation may be in the form of material and resource contributions, local

improvement districts, right-of-way dedications, or other funding sources such as user fees.

Policy 6: The County will comply with ORS 366.514 requiring one percent of the funds it receives from the State Highway Fund to be expended on bicycle and pedestrian facilities.

10.3.3 Bicycle, Pedestrian, and Public Transportation Policies

Bicycle, pedestrian, and public transportation is an important component of the transportation system plan. These policies are intended to ensure that these modes will be considered in the planning and development of transportation facilities, and to help make these modes more viable options for the traveling public.

Policy 1: The County will consider the impact County transportation projects have on cycling and pedestrian activities.

Policy 2: All new Arterials and Major Collectors will be constructed with paved shoulders.

Policy 3: The County will consider the needs of those individuals who are transportation-disadvantaged or disabled when planning or reviewing transportation improvements.

Policy 4: The County will encourage and facilitate the ability of transit providers such as the Salem Area Transit District and Chemeketa Area Regional Transportation System (CARTS) to provide services to areas outside of designated urban growth boundaries.

Policy 5: To the extent feasible, the County will facilitate the development of Park-and-Ride/Pool lots at strategic locations throughout the County, in coordination with transit providers where appropriate.

Policy 6: The County supports efforts to develop off-street multi-use paths or trails (which typically will be used by bicyclists and pedestrians) where appropriate. These paths or trails will be especially encouraged where they connect trip generators and attractors (such as cities and parks) and where they take advantage of existing scenery (such as along scenic rivers) and available resources (such as powerlines, old rail lines, along rivers, and in existing right-of-way or easements).

Policy 7: In order to promote bicycle and pedestrian travel within the cities of Marion County, and recognizing that fast-moving, high-volume, and heavy vehicular traffic is detrimental to the ‘walkability’ and ‘bikeability’ of a city, the County generally supports efforts to divert regional traffic from flowing through the ‘downtown’ of a city. This may be through simple measures such

as signing and traffic control, moderate measures such as improvement of existing roadways, or more complex measures such as the provision of new roadways or bypasses. The County is especially supportive of such efforts when the affected city is a major proponent of these measures.

10.3.4 Air, Rail, Water, Energy, and Pipeline Transportation Policies

These policies address air, rail, water, energy, and pipeline transportation in the County. These modes are an important part of the existing and future transportation network in terms of moving freight, passengers, services, and information in the County.

Policy 1: Airports and airstrips shall be located in areas that are safe for air operations and should be compatible with surrounding uses.

Policy 2: The County should review and take appropriate actions to adopt State master plans for public airports in Marion County.

Policy 3: The County will adopt appropriate provisions (including plans, ordinances, and inter-governmental agreements) to protect the public airports from incompatible structures and uses. These provisions will be consistent with Federal Aviation Administration guidelines.

Policy 4: The County will discourage noise sensitive uses from locating in close proximity to public airports.

Policy 5: The County will encourage the establishment of cost-effective passenger and commuter rail service in the Willamette Valley.

Policy 6: The County generally supports development of new or expanded freight rail service that would improve the efficiency of freight movement, as long as its impacts can be appropriately addressed.

Policy 7: The County supports efforts to evaluate, maintain, or develop the capability of the Willamette River as a navigable waterway and recreational area.

Policy 8: The County will encourage the continued use of underground pipelines and telecommunication lines that minimize the need for surface shipping and that are compatible with established land uses.

Policy 9: The County encourages cooperation between energy and utility companies for the more efficient provision of energy and utilities.

Policy 10: The County encourages (and often requires) joint use of trenches by different utilities where it would be safe and practical to do so.

Policy 11: The County generally supports measures that conserve the amount of energy resources used for transportation in and through the County.

10.3.5 Development and Access Policies

Development and access policies provide guidelines for linking transportation and land use in an attempt to provide suitable transportation facilities while protecting and preserving the agricultural and rural nature of the County. The policies also outline right-of-way and roadway improvement requirements for new developments in the County.

These policies are particularly important because private developers, often through the subdivision process, are constructing most new Local roads and many of the projects that widen or enhance Arterials and Collectors.

Policy 1: Additional interchanges (access points) on Interstate 5 from the northern County line to the Chemawa Interchange, and from the Sunnyside Interchange to the southern County line will be discouraged (except for near Woodburn - see chapter 8), unless it can be shown through a comprehensive study and supported by the County that a new interchange is appropriate for regional access to the Interstate system.

Policy 2: Transportation facilities should be developed and maintained in such a manner as to minimize negative impact to valuable soil, timber, water, scenic, or cultural resources.

Policy 3: The County will consider and strive to minimize the negative impacts to surrounding land uses and communities in selection and implementation of transportation projects.

Policy 4: Development proposals and changes in land use designations shall conform to any sub-area management plans created or adopted by Marion County.

Policy 5: The County will discourage sign proliferation in rural areas, including billboard and sign advertising.

Policy 6: Rural residential development adjacent to or near major roadways should be designed to minimize adverse effects of traffic noise, traffic volume, and other transportation-related impacts.

Policy 7: To prevent exceeding the function and capacity of any component of the transportation system, the County will consider roadway functional classification, capacity, and current conditions as primary criteria for proposed changes in land use designations and proposed land use developments. In addition, present and anticipated safety issues shall also be significant criteria.

Policy 8: The County shall review land use actions, development proposals, and large transportation projects in the region for impacts to the transportation system and facilities. If the impacts are deemed significant by the County and cannot be mitigated to the County's satisfaction, the action shall be denied or modified until the impacts are acceptable. The County shall also consider the impact these have to affected communities and urban areas.

Policy 9: Access to developments must be from roadways with appropriate Functional Classifications and improved to appropriate standards. **Table 10-3** shows the maximum trip generation for new or expanded developments based on the Functional Classification and character of the roadway from which it gains access:

Table 10-3
Maximum trip generation of developments by Functional Classification of Roadway

FUNCTIONAL CLASSIFICATION	TRIPS PER DAY	TRIPS PER EVENT
Local (with gravel surface)	200	400
Local (with paved surface)	750	2,000
Minor Collector	1,500	5,000
Major Collector	3,000	8,000
Arterial	No Limit by this Policy	No Limit by this Policy

The 'trips per event' column is only to be used for developments (such as ampitheaters and stadiums) intended to draw large numbers of spectators for certain events (occurring less than 20 times per year), but much lower volumes of traffic otherwise. All other developments shall use the 'trips per day' column to assess the suitability of a road to provide access. For developments with multiple access routes, each route will be assessed based on the number of trips (in the estimation of the Public Works Department) expected to use that route. For developments anticipated to generate a significant number of truck trips, these numbers will be adjusted to reflect the increased impact of the truck traffic on the transportation system.

Proposed developments larger than the thresholds in **Table 10-3** may be allowed if the Public Works Director can determine that the development's transportation system impacts will be mitigated to satisfactory levels and the developer improves the affected roadway(s) to appropriate standards as determined by the Public Works Director.

The Public Works Director has authority to require a developer to improve a roadway to meet standards if the Functional Classification of the roadway is appropriate for the size of the development, but the existing roadway does not meet an appropriate standard level.

Policy 10: a) The number of access points on arterial and major collector roadways shall be kept to a minimum to reduce the interruption to traffic flow and to promote safety. All new or expanded-use accesses must meet the access management standards of this plan (see section 10.1.3).
b) If a property is partitioned, all platted parcels of that property should use one common access to the road system.
c) Loop driveways are discouraged

Policy 11: a) Direct access to arterials from adjacent parcels should not be allowed if alternative access is available or can be made available.
b) If a parcel has access options onto more than one roadway, the access should be derived from the road with the lower functional class, and, if of the same functional class, the road with the lower traffic volume and fewer potential conflicts.
c) Likewise, where property abuts both a County or public use road and a State highway, the preferred access will be onto the County or public use road (unless the roads' functional classifications would indicate otherwise).

Policy 12: All new or modified accesses to an arterial shall be paved to a mimimum width of 20 feet for a typical vehicle length (or longer if necessary) from the edge of the roadway to control drainage and prevent rock and other debris from accumulating on the Arterial.

Policy 13: a) To minimize and eliminate hazards along public roadways, the County shall review and approve all proposed driveways and accesses (including all measurable access modifications and significant increases in use of an access) to County roads; and to local access roads as resources allow.
b) Accesses shall be located at the safest site possible, and shall meet the stopping sight distance requirements specified in Marion County's design standards. Actions required to obtain these stopping sight distances shall be required as a condition of approval of the access permit.
c) Accesses should be consolidated, whenever feasible, to minimize the number of access points.

Policy 14: Driveways, internal circulation areas, and parking areas shall be designed so that traffic will not back onto arterials or major collectors, or any other facility where such conditions would create a hazard.

Policy 15: Where there are several adjacent parcels with narrow frontages, or where sight distance is inadequate, a frontage road or combined driveway may be required.

Policy 16: Access to new State and large County parks should be provided by roads of minor collector or higher functional classification.

Policy 17:
a) Appropriate notice of comment periods or public hearings shall be mailed to ODOT for any property requesting access to a State highway and any land use change or development within 500 feet of a State highway, or 1320 feet of an interchange.
b) The Oregon Department of Aviation shall be notified of any development within 500 feet of a public use airport.

Policy 18: If land to be subdivided, rezoned, or partitioned will cause the termination of a roadway or borders a roadway right-of-way of less than standard width, the applicant shall dedicate sufficient land to provide for a cul-de-sac or to increase the half (or halves) of right-of-way bordering this land to one-half of the standard width.

Policy 19:
a) New private roadways (those on private property and maintained with private funds) shall not be approved as access to more than four parcels except in Planned Unit Developments.
b) When private roadways are approved as part of a subdivision or planned development, the roadways shall be constructed and completed to County standards prior to the recording of the plat. The developer shall certify in writing that the roadways were constructed to County standards.
c) The maintenance of privately owned roads is neither the responsibility nor liability of the County.
d) The property owner shall provide a recorded road maintenance agreement for all new development accessing private roads, prior to plat approval.

Policy 20: Building permits for new home sites on vacant parcels shall not be approved on previously established private roads serving four or more dwellings unless no other means of providing access to the property is available and appropriate land-use approvals are obtained. When these approvals are granted, the applicants shall be required to sign and record an agreement to participate in any future road improvement agreements and/or maintenance agreements.

Policy 21: No new local access roads (as defined in ORS 368.001) shall be created in Marion County.

Policy 22: New public streets and public street improvements shall be developed to County adopted standards, and the development will not be issued occupancy permits or final inspection until these streets have been constructed and the Public Works Department has accepted their design and construction.

Policy 23: On a Local Access Road with four or more existing parcels (not counting parcels with frontage on County roadways), no new parcels shall be created that would have access to the road unless the road is improved to County standards.

Policy 24: On a Local Access Road with fewer than four legally created parcels (not counting parcels with frontage on County roadways), new parcels may be allowed access to the road as long as the total number of parcels receiving access does not exceed four.

Policy 25: All new developments shall be reviewed to ensure that they have an adequate stormwater system. Specific requirements can be found in Marion County's Engineering Standards (or subsequent document).

Policy 26: Large developments are discouraged on dead-end or no-outlet roads.

10.3.6 Right Of Way Policies

There is a significant amount of public right-of-way in Marion County. Much of it is occupied by roads, while some remains undeveloped. Policies with respect to use of this right-of-way include:

Policy 1: To the extent possible, the County will utilize existing facilities and rights-of-way as the foundation for those intra- and inter-county facilities needed to accommodate anticipated growth and facilitate movement.

Policy 2: New transportation facilities of all types should use existing rights-of-way to the extent possible to minimize disruption to existing land use.

Policy 3: The development of unopened, dedicated public rights-of-way will be reviewed by the County for consistency with land use and other policies. When opening of the road is appropriate, a permit will be required, and adequate roadway development standards shall be met.

Policy 4: The County will not abandon or vacate public rights-of-way unless it has been determined beyond reasonable question that it is in the best interest of the general public to not ever have the right-of-way available to the general public for use as a roadway, bicycle/pedestrian path, or any other use.

Policy 5: The County will restrict use of public rights-of-way (such as through posted restrictions or gates), roadways and structures to a user, or group of users, only if it is deemed appropriate for purposes of safety, roadway preservation, or other engineering reasons.

Policy 6: A Special Setback of 30 feet from the existing roadway centerline exists for all County roads unless a larger Special Setback is designated through another policy.

10.3.7 Urban Growth Management Framework Coordination Policies

The following policies are part of the adopted Urban Growth Management Framework that is part of the urbanization element of the Marion County Comprehensive Plan.

Policy 1: Marion County shall jointly plan with communities to meet the transportation needs in the future.

Policy 2: Communities should implement street connectivity standards.

Policy 3: Coordinate the enhancement or addition of transit connections within and between cities.

Policy 4: Allow for a complementary mix of land uses and transportation systems.

Policy 5: Encourage coordination of traffic calming methods.

Policy 6: Improve key freight routes.

Policy 7: City plans should improve the walking and biking environment

See the Urban Growth Management Framework and the Urbanization Element of the Marion County Comprehensive Plan for the Coordination Guidelines that provide detailed implementation of these policies.

10.4 FUTURE EVALUATION OF TRANSPORTATION ISSUES

Transportation issues and potential projects will arise on a continuous basis. To provide stability for the plan, it is helpful to have a procedure in place to develop, evaluate, and prioritize these issues. For purposes of this plan, the following guidelines will be used to update the plan, the future volume projections, and the associated project lists as new information becomes available:

New issues or suggested improvements will be reviewed by Marion County Public Works staff to determine if the project is feasible or even possible to pursue. Since the review process is somewhat subjective, several key issues will be used to determine the feasibility of each project. These issues include: whether the project is legal to pursue; whether the project addresses or corrects the problem identified at that location; whether the project conforms to generally accepted engineering principles; whether physical, environmental, or engineering limitations prevent the project from being constructed; how much benefit would come from the project relative to how much the project would cost; whether the project is 'in line' with the County's future plans for that area; and other issues that will help to determine the feasibility of pursuing the project.

Issues that are deemed feasible and appropriate for further investigation will be evaluated and prioritized using the project prioritization matrix system described in Section 8.1. The assigned numerical value and the resulting location of the project in the prioritized list of improvements will determine the likelihood of that project being addressed within the 20-year planning period.

Section 11, the **Financing Plan,** contains a list of the projects planned within the 20-year time frame of this plan. This list is much shorter than the list of recommended projects in Section 8 due to funding limitations. Projects considered to be beneficial enough to be pursued in the 20-year period warrant additional evaluation and planning level cost estimation. These projects receive additional analysis to determine their relative benefit, cost-effectiveness, and availability of funding for the project, and are then prioritized using the project prioritization matrix. The highest-rated projects have then been organized into five-year time frames based on our estimate of their desirability and when they are likely to get done with available funding.

Projects listed as Recommended Projects in Section 8 but not as funded projects in Section 11 are next in line to be added to the 20-year project list as additional funds become available, or as projects currently on the 20-year list are completed. These Recommended Projects are hereby authorized by this plan, and are good candidates to pursue with grant funding and/or other sources of revenue as they become available.

A *20-Year List of Recommended Improvements* will be maintained by the Marion County Department of Public Works.

Marion County Comprehensive Plan and Transportation Plan Goals and Policies for Aurora Airport Master Plan

- Marion County Comprehensive Plan Environmental Quality and Natural Resources Element, Noise Policies, Policies:

  1. Residential uses or other noise-sensitive uses proposed in the vicinity of Highway 99, Highway 22, Interstate 5, the Woodburn Drag Strip and public airports shall be reviewed to determine if the residents will be adversely affected by these noise sources. The County should seek comment from DEQ when resolving noise conflicts.

  3. All developments that are noise sources shall comply with applicable DEQ standards. When new major highways, airports, racing facilities and commercial and industrial developments are proposed, the County shall consult with DEQ to ensure that applicable sound regulations are satisfied.

  4. When siting noise-sensitive land uses near the sources identified in Policy No. 1 above, the objective should be to provide some outdoor living area with a daytime dBa of 55 or less and indoor sleeping areas with a nighttime dBa of 45 or less.

  5. Setbacks, building orientation, soundproof construction, barriers and other feasible means shall be considered in attempting to mitigate noise impacts.

- Marion County Comprehensive Plan Rural Development Element General Policies:

  1. The impact on existing services and the potential need for additional facilities should be evaluated when rural development is proposed.

  2. It is the intent of Marion County to maintain the rural character of the areas outside of urban growth boundaries by only allowing those uses that do not increase the potential for urban services.

  3. Only those facilities and services that are necessary to accommodate planned rural land uses should be provided unless it can be shown that the proposed service will not encourage development inconsistent with maintaining the rural density and character of the area.

  4. The sizing of public or private service facilities shall be based on maintaining the rural character of the area. Systems that cannot be cost effective without exceeding the rural densities specified in this Plan shall not be approved. The County shall coordinate with private utilities to ensure that rural development can be serviced efficiently.

- Marion County Comprehensive Plan Transportation Element, Transportation System Management Policies:

  7. Land use changes that could result in increased development levels and thus higher traffic levels will be assessed for their impact to current and future traffic volume and flow, and these impacts must be appropriately mitigated (as determined by the Public Works Director in accordance with applicable standards and practices) in order for the development to be allowed.

  8. An access management plan has been developed for a portion of the Wilsonville-Hubbard Highway near Arndt Road. That plan is hereby incorporated into this plan, and is included as Appendix F of the RTSP, on file at the Marion County Planning office. (Note: Other access management plans have also been adopted for other specific areas).

- Marion County Comprehensive Plan Transportation Element, Air, Rail, Water, Energy and Pipeline Transportation Policies:

  1. Airports and airstrips shall be located in areas that are safe for air operations and should be compatible with surrounding uses.

  2. The County should review and take appropriate actions to adopt State master plans for public airports in Marion County.

  3. The County will adopt appropriate provisions (including plans, ordinances and intergovernmental agreements) to protect the public airports from incompatible structures and uses. These provisions will be consistent with Federal Aviation Administration guidelines.

  4. The County will discourage noise-sensitive uses from locating in close proximity to public airports.

- Marion County Comprehensive Plan Transportation Element, Development and Access Policies:

  2. Transportation facilities should be developed and maintained in such a manner as to minimize negative impact to valuable soil, timber, water, scenic, or cultural resources.

  3. The County will consider and strive to minimize the negative impacts to surrounding land uses and communities in the selection and implementation of transportation projects.

4. Development proposals and changes in land use designations shall conform to any subarea management plans created or adopted by Marion County.

7. To prevent exceeding the function and capacity of any component of the transportation system, the County will consider roadway functional classification, capacity and current conditions as primary criteria for proposed changes in land use designations and proposed land use developments. In addition, present and anticipated safety issues shall also be significant criteria.

8. The County shall review land use actions, development proposals and large transportation projects in the region for impacts to the transportation system and facilities. If the impacts are deemed significant by the County and cannot be mitigated to the County's satisfaction, the action shall be denied or modified until the impacts are acceptable. The County shall also consider the impact these actions have on affected communities and urban areas.

- Marion County Comprehensive Plan Transportation Element, Right-of-Way Policies:

  1. To the extent possible, the County will utilize existing facilities and rights-of-way as the foundation for those intra- and inter-County facilities needed to accommodate anticipated growth and facilitate movement.

  2. New transportation facilities of all types should use existing rights-of-way to the extent possible to minimize disruption to existing land use.

  4. The County will not abandon or vacate public rights-of-way unless it has been determined beyond reasonable question that it is in the best interest of the general public to not ever have the right-of-way available to the general public for use as a roadway, bicycle/pedestrian path, or any other use.

- Marion County Plan Economic Element, Goals:

  a. Provision of increased employment opportunities for all residents of the County;

  b. Maintenance of a strong agricultural economy;

  c. Preservation of appropriate areas for timber production;

  d. Diversification of the economic base of communities, and expansion of seasonal employment opportunities to year-round status wherever possible;

  e. Provision of sufficient areas for future industrial land use;

  f. Development of a transportation system for the safe and efficient movement of persons and goods for present needs;

g. Coordination of planning and development of public facilities;

h. Development of a strong tourist economy in appropriate areas;

i. Achievement of a natural resource use pattern which provides for tomorrow's needs, today's needs and the protection of the environment.

- Marion County Transportation System Plan:
  - Goals 2, 5, 7 and 8
  - Access Management Policies 7 and 8
  - Air, Rail, Water, Energy, and Pipeline Transportation Policies 1, 2, 3, and 4
  - Development and Access Policies 9 and 17