Outlook

RE: City of Wilsonville Comments on Aurora Airport Master Plan Adoption Hearing

From BEACH Anthony <Anthony.BEACH@odav.oregon.gov>
Date Wed 11/4/2026 8:04 AM
To Everett Wild <ewild@wilsonvilleoregon.gov>; Oregon Department of Aviation <mail.aviation@ODAV.oregon.gov>
Cc Senator Ron Wyden <Senator_Wyden@wyden.senate.gov>; Senator Jeff Merkley <Senator_Merkley@merkley.senate.gov>; Congresswoman Andrea Salinas <CongresswomanSalinas@mail.house.gov>; Governor Kotek * GOV <governor.kotek@oregon.gov>; Sen. Courtney Neron Misslin <Sen.CourtneyNeronMisslin@oregonlegislature.gov>; Rep.SueRiekeSmith@oregonlegislature.gov <Rep.SueRiekeSmith@oregonlegislature.gov>; SUGAHARA Kenji <Kenji.SUGAHARA@odav.oregon.gov>

Good morning Everett,

I am writing to confirm we have received the prior email with the 21mb (341 page) attachment. It will be included in the public record and sent to the board.

Thank you,

Tony Beach
OREGON DEPARTMENT OF AVIATION
STATE AIRPORTS MANAGER
OFFICE 503-378-2523 **CELL** 503-302-5455
M-F 7:30am – 4pm

From: Everett Wild <ewild@wilsonvilleoregon.gov>
Sent: Tuesday, November 3, 2026 2:36 PM
To: Oregon Department of Aviation <mail.aviation@ODAV.oregon.gov>
Cc: Senator Ron Wyden <Senator_Wyden@wyden.senate.gov>; Senator Jeff Merkley <Senator_Merkley@merkley.senate.gov>; Congresswoman Andrea Salinas <CongresswomanSalinas@mail.house.gov>; Governor Kotek * GOV <governor.kotek@oregon.gov>; Sen. Courtney Neron Misslin <Sen.CourtneyNeronMisslin@oregonlegislature.gov>; Rep.SueRiekeSmith@oregonlegislature.gov; SUGAHARA Kenji <Kenji.SUGAHARA@odav.oregon.gov>
Subject: RE: City of Wilsonville Comments on Aurora Airport Master Plan Adoption Hearing

You don't often get email from ewild@wilsonvilleoregon.gov. Learn why this is important

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Chair Stephens, Members of the State Aviation Board, and Others Copied:

I am resending this message without the attachment as I have received several bounce-back notifications from various organizations. The City of Wilsonville's comments have been uploaded here. Apologies to those who may have received this email twice.

Thank you,

Everett Wild
Government Relations Manager
City of Wilsonville

971-806-6396 – cell
503-570-1505 – desk
ewild@wilsonvilleoregon.gov
WilsonvilleOregon.gov
Facebook.com/CityofWilsonville



29799 SW Town Center Loop East, Wilsonville, OR 97070

Disclosure Notice: Messages to and from this e-mail address may be subject to the Oregon Public Records Law.

From: Everett Wild
Sent: Tuesday, November 3, 2026 2:28 PM
To: mail.aviation@odav.oregon.gov
Cc: Senator Ron Wyden <Senator_Wyden@wyden.senate.gov>; Senator Jeff Merkley <Senator_Merkley@merkley.senate.gov>; Congresswoman Andrea Salinas <CongresswomanSalinas@mail.house.gov>; Governor Kotek * GOV <governor.kotek@oregon.gov>; Sen. Courtney Neron Misslin <Sen.CourtneyNeronMisslin@oregonlegislature.gov>; Rep.SueRiekeSmith@oregonlegislature.gov; 'Kenji.SUGAHARA@odav.oregon.gov' <Kenji.SUGAHARA@odav.oregon.gov>
Subject: City of Wilsonville Comments on Aurora Airport Master Plan Adoption Hearing

Chair Stephens and Members of the State Aviation Board:

The City of Wilsonville appreciates the opportunity to provide comments, attached, on the Draft Aurora State Airport Master Plan and State Agency Coordination Findings. Our comment letter is larger than the file size allowed by the webform on the ODAV website so we are submitting via email; our comments have also been uploaded here. Please confirm receipt of this email and its attachment's inclusion in the public record.

Thank you,

Everett Wild
Government Relations Manager
City of Wilsonville

971-806-6396 – cell
503-570-1505 – desk
ewild@wilsonvilleoregon.gov
WilsonvilleOregon.gov
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Disclosure Notice: Messages to and from this e-mail address may be subject to the Oregon Public Records Law.

November 3, 2026

State Aviation Board
Oregon Department of Aviation
3040 25th St. NE
Salem, OR 97302

Via email

RE: City of Wilsonville Comments: State Aviation Board Consideration of the Draft Aurora State Airport Master Plan at the December 3, 2026 Meeting and State Agency Coordination Draft Findings

Dear Chair Stephens and Members of the State Aviation Board:

The City of Wilsonville, Oregon ("Wilsonville" or "the City") appreciates the opportunity to submit comments on the Draft Aurora State Airport Master Plan ("Draft Master Plan") and the State Agency Coordination Draft Findings ("SAC Findings") published late in the day on Friday, September 25, 2026. Please place this written comment and attachments in the record. Given the early deadline for written comments, the City respectfully requests that Oregon Department of Aviation ("ODAV") staff and Board members will come to the December 3, 2026 meeting having thoroughly read all public comment letters and will provide an opportunity after November 3, 2026 for participants to present and rebut evidence submitted on or before November 3, 2026.

Wilsonville has been an active participant in Aurora State Airport ("Aurora Airport") issues for more than two decades, including serving on the Planning Advisory Committee ("PAC") for both the 2011-12 effort and the current process. These comments largely mirror our August 5, 2025 comment letter on the Draft Final Master Plan, which is attached to this letter as *Attachment C* and incorporated by reference. The continuing relevance of these comments underscores the need for ODAV to address the City's outstanding concerns before adoption.

The City recognizes that the Aurora Airport plays a role in Oregon's aviation system. However, the current planning process treats a major runway extension, realignment of a state highway, and condemnation of private property as the *de facto* solution without adequate consideration of alternatives that could address the safety issues identified by the Federal Aviation Administration ("FAA") without a major capital project. For operational, land-use, infrastructure, environmental, and other reasons as detailed in our comments below, the City of Wilsonville respectfully requests that the ODAV Board defer adoption of the Draft

Master Plan and direct ODAV staff to revise the draft plan and findings with consideration for alternatives that do not harm farms and communities and are in compliance with state land use law and planning goals.

Safety and Alternatives Considered

The FAA has told the public that a "No Action" alternative is not possible because the Aurora Airport is violating too many air safety requirements. The Draft Master Plan proposes to re-classify the airport's rating and spend over $180 million in capital improvement projects and property acquisition to accommodate air traffic never previously contemplated in prior legally-adopted master plans (see *Attachment F*). Funding has not been identified for these improvements, especially considering the significant decreases in federal funding available.

To the best of the City's knowledge, ODAV has not implemented a single strategy to reduce the number of larger, heavier aircraft that are triggering the FAA safety violations in the first place. It was just over two years ago, on August 31, 2024, that the Fairview, OR community near the Troutdale Airport experienced a deadly plane crash that caused extensive damage to homes and property. That crash occurred approximately 1.3 miles from the end of the runway. More recently, this past week on October 29, 2026 two helicopters collided in mid-air less than one mile from the McMinnville Municipal Airport, killing all three persons aboard the two aircraft. While the wreckages from this tragedy fell into agricultural fields, both the Troutdale and McMinnville incidents indicate the risk of aviation-related crashes in close proximity to airports. A crash similar distances from the Aurora Airport would be on the leading edge of some of our most densely populated areas. Longer runways for bigger jets does not improve safety for surrounding communities—it makes the risks higher.

At a minimum, the City requests that ODAV evaluate non-capital means to improve safety at the airport. That could include, but is not limited to, operational measures such as enforcing aircraft weight limits and directing aircraft that exceed the Aurora Airport's current design to airports designed for those operations, communications strategies like Airport Remarks in the Chart Supplement and notices to Through-the-Fence businesses and Fixed-Base Operators ("FBOs"), and other strategies to improve pilot education and voluntary procedure compliance. These measures may not eliminate the need for every physical improvement, but they are reasonable alternatives that should be implemented before ODAV commits to expansion.

Further, the ODAV Board should prohibit ODAV from advancing planning, permitting, or constructing a runway extension until after all other capital and non-capital safety work is completed.

Outdated Data

The Draft Master Plan's forecast relies on a 2016-2021 forecast period. Additionally, ODAV selected general population growth as the preferred forecast model, discarding several aviation-focused alternatives. A decision with major land use and fiscal implications must use the best available data to make its case. Data whose leading edge is a decade old, whose final two years include a global pandemic, and whose source is not specific to aviation activity does not meet that standard. The Draft Master Plan itself states, "there is lower than normal confidence in future growth projections."[1] While data obviously cannot be continuously updated, ODAV should have selected a more recent forecast period for incorporation into later drafts and a more relevant model that focuses on aviation activity rather than general population growth.

Before adoption, ODAV should update the forecast, disclose actual annual operations by aircraft category and weight, and compare forecast performance with actual activity through the most recent complete year. The Critical Aircraft determination deserves particular scrutiny because it drives runway, taxiway, safety-area, and property requirements. FAA Advisory Circular 150/5000-17 defines Critical Aircraft and "regular use" for airport planning and design decisions, while making clear that a Critical Aircraft determination does not itself establish eligibility or justification for Airport Improvement Program funding.[2]

ODAV should also take into account regional capacity for both runway operations and based aircraft. Portland International, Hillsboro, Troutdale, Salem, and McMinnville all have longer runways, capacity for additional based aircraft, and more robust infrastructure. Using updated data would inform whether operations by larger aircraft could be accommodated at those facilities before paving over highly productive Exclusive Farm Use ("EFU") land at the public's expense.

Land Use Compliance

On or about August 29, 2025, the City of Wilsonville received an email request from ODAV staff to "review the following information from the draft plan to determine whether this portion of the plan is compatible with your acknowledged comprehensive plan and whether your plan contains any specific or general requirements that may apply, which we ask that you identify." The City was given a 45-day period to respond, and we submitted a letter in reply on October 13, 2025, exactly 45 days later. That letter is posted on ODAV's website for the Aurora Airport Master Plan process[3] and is attached to this letter as *Attachment B* and incorporated by reference.

[1] *Aurora State Airport Draft Master Plan*, Oregon Department of Aviation; May 2025, Page 3-1.
[2] *Advisory Circular No. 150/5000-17: Critical Aircraft and Regular Use Determination*, US Department of Transportation Federal Aviation Administration; June 20, 2027, page 2-3.
[3] oregon.gov/aviation/aurora-master-plan/pages/default.aspx; accessed November 3, 2026.

Despite being a central point of the City's response letter, the SAC Findings fail to even mention Area of Special Concern O within Wilsonville's adopted Comprehensive Plan, an acknowledged land use regulation under Oregon law that would be impacted by the proposed Draft Master Plan. The SAC Findings should be updated to acknowledge Wilsonville's Area of Special Concern O and address the concerns raised in the City's letter regarding lack of compatibility with the policy objectives and performance standards included in Area of Special Concern O. Additional comment regarding ODAV's SAC Findings are included in *Attachment A*, a letter from the Wilsonville City Attorney dated November 3, 2026, and incorporated by reference.

The City also notes that the property located at 22515 Airport Road NE in Marion County and zoned EFU has been proposed for urban-level development despite being outside the airport boundary. A case regarding whether proper land use procedures were followed for that property is currently before the Oregon Court of Appeals; oral argument was held on October 22, 2026. Wilsonville requests the Board withhold considering adoption of the Draft Master Plan unless and until the legal dispute regarding the expansion of the airport boundary is concluded.

Public Infrastructure and Environmental Impacts

Responsibility for public health and environmental compliance does not end at the airport boundary. It is ODAV's responsibility to ensure adequate infrastructure and environmental mitigation are in place to serve the uses they are seeking. Cities must follow the same principle—we must think beyond our borders and cannot in good faith annex additional land without a plan for providing drinking water, sanitary sewer, roads, parks, and other amenities for new residents. The Aurora Airport is located in a rural area without access to municipal service systems. The airport is already a strain on the local area; expansion would only magnify those concerns.

Access to the Aurora Airport depends on a network of narrow, high-speed rural roads. These routes have limited shoulders and minimal safety features. ODAV must consider the off-airport system, not just airside capacity. Prior to adoption, ODAV should work with the Oregon Department of Transportation to conduct a more thorough transportation analysis that factors in the relocation of Highway 551, intersection safety and capacity, trip generation, and emergency vehicle access. Such an analysis should address whether the proposed on-airport improvements and related off-airport impacts are consistent with state transportation and climate goals, including the no net increase in emissions from Vehicle Miles Traveled ("VMT") required by the Climate Friendly and Equitable Communities program.

Additionally, the Aurora Airport sits in the middle of some of the most valuable, productive farmland in the United States. Fresh water demand, sanitary sewer management, storm-

water runoff, fuel spills, and PFAS contamination can cause significant and potentially irreversible damage to the surrounding EFU lands if not properly managed and mitigated. The Draft Master Plan does not adequately demonstrate that existing and planned systems can support the level of activity contemplated.

Fiscal Responsibility

By adopting the Draft Master Plan, ODAV is committing the state to a course of action. As previously noted, the Draft Master Plan proposes major capital projects. While some of these may be funded in whole or part by the FAA, it is reasonable to assume that ODAV and other state agencies will be responsible for significant financial contributions. That includes soft costs like staff time to apply for FAA grants as well as consultant fees, permits, local match for grants, construction, and other project elements. Most importantly, projects intended to enable a larger class of aircraft to use the Aurora Airport should not be presented as unavoidable safety costs.

The City encourages the ODAV Board to incorporate clear and objective criteria that act as triggers before advancing certain project elements. That includes phasing minor safety improvements before runway expansion, demonstrating demand based on prior-year tower data rather than decade-old numbers, securing environmental permits and performing mitigations, clearly outlining project capital stacks including local share provided by ODAV or other state agencies, and meaningfully coordinating with affected jurisdictions.

Conclusion

The City of Wilsonville acknowledges that there are safety concerns at the Aurora Airport that ODAV is obligated by the FAA to address. Wilsonville does not, however, agree that the alternative proposed in the Draft Master Plan is the appropriate manner in which to achieve compliance in a cost-effective, minimally disruptive manner. The City asks ODAV to explain how fuel tax revenue assumptions and budget constraints inform the proposed expansion and to distinguish those considerations from documented safety needs.

The City of Wilsonville requests that the ODAV Board defer adoption to meaningfully address the points raised by the City and our partners. That includes, but is not limited to:

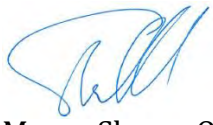
- Implementing operational and communications strategies to increase safety compliance by based and itinerant aircraft,
- Directing ODAV to focus on critical safety improvements and adopting clear and objective triggers that must occur prior to runway expansion,
- Updating operations and Critical Aircraft data through the most recent complete year,
- Retaining and fully evaluating an alternative that maintains existing runway length,
- Revising the SAC Findings to acknowledge Wilsonville's Area of Special Concern O,

- Performing more thorough analyses of surface transportation, utility, water quality, contamination, greenhouse gas, and related impacts, and
- Returning the revised plan and findings to the public for meaningful review and a substantive response to public comments before a final adoption hearing.

The City of Wilsonville supports aviation safety and encourages the ODAV Board to carefully consider the ramifications of adopting a master plan that sets the state down a narrow, inflexible path that cannot be responsive to changing demand or operational and fiscal realities. As Mayor, I want to be clear that Wilsonville is ready to help find a workable path forward, but our community needs these concerns addressed before the ODAV Board adopts the plan.

Thank you for the opportunity to provide written comment into the record. Wilsonville remains committed to working constructively with ODAV, the FAA, neighboring jurisdictions, airport users, and nearby property owners on a plan that is lawful, safety-focused, fiscally responsible, and demonstrates that the Aurora Airport can be a good neighbor to farmers and residents.

Sincerely,



Mayor Shawn O'Neil
City of Wilsonville

CC: US Senator Ron Wyden
US Senator Jeff Merkley
US Congresswoman Andrea Salinas
Oregon Governor Tina Kotek
Oregon Senator Courtney Neron Misslin
Oregon Representative Sue Rieke Smith
FAA Office of the Assoc. Admin. for Airports Dep. Assoc. Admin. Jessica Sypniewski
FAA Office of Airport Planning and Programming Director Chuck Garrison
FAA Airports Planning and Environmental Division Manager Michael Hines
FAA Northwest Mountain Region Director Jason Ritchie
FAA Seattle Airports District Office Manager Ryan Zulauf
FAA Seattle Airports District Office Lead Airport Planner Timothy House
ODAV Director Kenji Sugahara
ODAV State Airports Manager Tony Beach
ODAV Planning, Policy, and Programs Manager Alex Thomas

ENCL: Attachment A: City of Wilsonville Additional Comment Regarding State Agency Coordination Findings; November 3, 2026

Attachment B: City of Wilsonville State Agency Coordination Response; October 13, 2025

Attachment C: City of Wilsonville Comments on Draft Final Aurora State Airport Master Plan; August 5, 2025

Attachment D: Joint City of Wilsonville and City of Aurora Letter to Oregon Governor Tina Kotek and Congressional Delegation; June 2, 2025

Attachment E: Joint City of Wilsonville and City of Aurora Letter to Oregon Regional Solutions; July 17, 2026

Attachment F: City of Wilsonville Land Use Planning Goals and Compatibility Analysis for Submission into the Record for the Aurora Airport Master Plan and Compatibility Findings; October 29, 2019

WILSONVILLE
OREGON

SUBMITTED VIA EMAIL

November 3, 2026

State Aviation Board
Oregon Department of Aviation
3040 25th St. NE
Salem, OR 97302
mail.aviation@odav.oregon.gov

RE: City of Wilsonville Additional Comment Regarding State Agency Coordination Findings

Dear Chair Stephens and State Aviation Board Members,

This letter is to provide further comment on behalf of the City of Wilsonville, Oregon regarding the draft Aurora State Airport Master Plan ("Master Plan"). Please include this letter in the legislative record for the Master Plan, along with the City of Wilsonville's other letter dated November 3, 2026.

This letter addresses three (3) issues with the process undertaken by the Oregon Department of Aviation ("ODAV") and the Oregon Aviation Board ("OAB") to consider adoption of the Master Plan. The issues discussed are as follows: (1) ODAV's reliance on a state agency coordination program ("SAC Program") that has not been approved by the Oregon Department of Land Conservation and Development, as required by Oregon law; (2) assuming, without admitting, that such SAC Program can be utilized, ODAV's failure to adhere to the requirements of the SAC Program concerning coordination with affected cities; and (3) due process concerns regarding the written public comment period prior to the public hearing on this matter.

1. UNAPPROVED SAC PROGRAM

ODAV's proposed "State Agency Coordination Findings for the Adoption of the Aurora State Airport Master Plan" (hereinafter "Findings") are based on a SAC Program that has not been approved by the Land Conservation and Development Commission ("LCDC"), as required by ORS 197.180(4)(b) and ORS 197.040(2)(e). ORS 197.040(2)(e) requires LCDC to "coordinate planning efforts of state agencies to assure compliance with goals and compatibility with city and county comprehensive plans." ORS 197.180(4)(b) requires each state agency to submit to the Department of Land Conservation and Development ("DLCD") a state agency coordination program pursuant to ORS 197.040(2)(e). This process through DLCD and LCDC to review and approve state agency coordination programs is further articulated in OAR 660-030. The purpose statement in OAR 660-030-0000 identifies the reason for this process:

> "The purpose of the Commission certification of agency coordination programs is to assure that state agency rules and programs which affect land use comply with the statewide goals and are compatible with acknowledged city and county comprehensive plans."

As of the date of this letter, ODAV's SAC Program in OAR 738-130 has not yet been approved by LCDC. *See* DLCD State Agency Coordination webpage at https://www.oregon.gov/lcd/about/pages/state-agency-coordination.aspx.

ODAV previously stated in a letter dated April 24, 2019 that ODAV's proposed SAC Program dated March 7, 2017 was adopted by OAB in 2017 and sent to DLCD for review and then certification by LCDC. The letter is consistent with state agency obligations under ORS 197.180(4) and OAR 660-030-0045(1). However, the 2017 SAC Program has not been formally reviewed by DLCD pursuant to ORS 197.180(5), OAR 660-030-0045(2) and OAR 660-030-0075(3)(b), nor approved by LCDC. Thus, there has been no determination that the ODAV SAC Program is compliance with ORS 197.180 and OAR 660-030[1].

2. FAILURE TO COORDINATE WITH WILSONVILLE, AN AFFECTED CITY

ODAV failed to coordinate with the City of Wilsonville regarding conflicts between the Master Plan and Wilsonville's Comprehensive Plan, in violation of OAR 738-130-0055(2) and (3). Assuming, without admitting, that ODAV may utilize the SAC Program in OAR 738-130, ODAV failed to coordinate with Wilsonville as required under OAR 738-130-0055(2) and (3).

OAR 738-130-0015(1) defines an "affected city or county" as "a city or county that has comprehensive planning authority over a site or area which is directly impacted by a proposed Board or Department action." OAR 738-130-0055(1) states that ODAV must involve "affected cities," among other entities, "in the development or amendment of a facility plan." Subsection (2) requires ODAV to provide a draft of the proposed facility plan "to planning representatives of all affected cities . . . and shall request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan."

If a comprehensive plan conflict is identified, "the Department shall meet with the local government planning representatives to discuss ways to resolve the conflicts." OAR 738-130-0055(3).

ODAV's proposed Findings discuss the City of Wilsonville's Comprehensive Plan. *See* Findings, pp. 19-20. The Findings fail to demonstrate that ODAV provided a draft Master Plan "to planning representatives" of Wilsonville, nor that ODAV "request[ed] that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan" OAR 738-130-055(2).

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[1] ODAV has previously claimed that the 1990 ODOT SAC Program governs. ODAV does not appear to be advancing the same argument in this proceeding, but if it does, that position is contrary to the State Legislature's instruction in 2009 for DLCD and relevant state agencies to update state agency land use coordination programs. *See* ORS 197.173(3).

Wilsonville Planning Division has no record of an attempt by ODAV at any time in 2026 to coordinate with Wilsonville to review Wilsonville's Comprehensive Plan in relation to the Master Plan, as required by OAR 738-130-0055(2), let alone to coordinate on the current draft Master Plan under consideration by OAB.

Instead, ODAV took it upon itself to review Wilsonville's Comprehensive Plan and Transportation System Plan. Despite this alleged review, ODAV failed to reference Area of Special Concern O in Wilsonville's Comprehensive Plan, which includes the entire Aurora State Airport property and properties surrounding the Aurora State Airport. An excerpt of Wilsonville's Comprehensive Plan discussing Area of Special Concern O is attached hereto as **Attachment 1**.

Oddly, ODAV should have been aware of both (1) Area of Special Concern O; and (2) the conflicts between Wilsonville's Comprehensive Plan and the Master Plan because, in October 2025, over one year ago, Wilsonville provided information to both OAB and ODAV of conflicts between the then-draft Master Plan and Wilsonville's Comprehensive Plan. *See* October 13, 2025 Letter from Wilsonville Planning Manager Dan Pauly, attached hereto as **Attachment 2** and posted on ODAV's website as "City of Wilsonville Response" (https://www.oregon.gov/aviation/aurora-master-plan/pages/default.aspx; accessed November 3, 2026).

Based on both Wilsonville's October 2025 letter and the requirements of the SAC Program, ODAV was required to meet with Wilsonville planning representatives to resolve the conflicts between Wilsonville's Comprehensive Plan and the Master Plan. *See* OAR 738-130-0055(3). ODAV never met with Wilsonville planning representatives and also failed to reference Area of Special Concern O in the Findings.

ODAV's failure to coordinate is a violation of the SAC Program and thus invalidates the Findings. The Master Plan cannot be adopted absent "findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals . . . ." *See* OAR 738-130-0055(6). OAB should not adopt the Master Plan unless and until ODAV properly complies with OAR 738-130-0055(2) and (3).

3. DUE PROCESS CONSIDERATIONS REGARDING PUBLIC COMMENT

ODAV must provide an opportunity to be heard and to present and rebut evidence submitted in a land use matter – refusing to receive documents after November 3rd that may refute or rebut evidence submitted prior to November 3rd may be a violation of participants' due process protections under the Oregon and Federal Constitutions. ODAV's written public comment period requires all written comments to be submitted by November 3, 2026, a month prior to the scheduled public hearing before OAB. ODAV's website is clear about written comments submitted after November 3rd: "written comments submitted **after November 3 will not be accepted.**" (Emphasis in original).

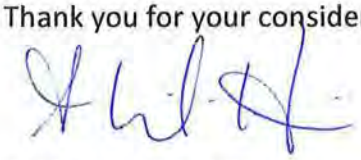
OAB should consider any documentary evidence that may refute or rebut evidence or arguments made by other participants, including ODAV, that are provided to it after November 3rd. Wilsonville appreciates establishing a set date to submit written comments, but participants should not be precluded from providing evidence that may refute arguments or information disclosed in those documents, particularly if oral testimony is time-limited. Otherwise, OAB is not making a fully informed decision on the Master Plan. *See, e.g., Fasano v. Washington County*

Comm'n, 264 Or 574, 588, 507 P2d 23 (1973), *disapproved on other grounds, Neuberger v. City of Portland*, 288 Or 585, 607 P2d 722 (1980).

4. CONCLUSION

For the foregoing three reasons, the City of Wilsonville requests that OAB cancel the public hearing on the Master Plan and direct ODAV to seek LCDC approval of the SAC Program and further direct ODAV to coordinate with Wilsonville to resolve conflicts between the Master Plan and Wilsonville's Comprehensive Plan.

Thank you for your consideration of these matters,



Amanda Guile-Hinman
City Attorney
City of Wilsonville

Encl.
ATT 1 – Excerpt of City of Wilsonville's Comprehensive Plan re: Area of Special Concern O
ATT 2 – October 13, 2025 Letter from Wilsonville Planning Manager Daniel Pauly

AREA O

This Area is focused on the Aurora State Airport and adjacent properties. Aurora State Airport is a Category II, Urban General Aviation Airport operated by Oregon Department of Aviation and located approximately 1.6 miles south of Wilsonville city limits. The Airport is within Marion County, but it extends northward to the shared boundary with Clackamas County. Arndt Road serves as the northern boundary, Boones Ferry Road NE is the western boundary, and Area O extends south and east to include the Aurora State Airport and adjacent parcels. The boundary of Area O encompasses the Aurora State Airport property, adjacent properties with through-the-fence access, and adjacent rural properties that form a buffer around developed areas near the Airport.

The City of Wilsonville and Aurora State Airport are separated by a portion of a larger agricultural district known as the French Prairie. Although the Airport is outside of the City of Wilsonville's boundaries, the runway at the Aurora State Airport is oriented in a north-south direction and aircraft taking off and landing fly over Wilsonville bringing noise and air pollution. Existing environmental and infrastructure issues at and in the vicinity of the Aurora State Airport have the potential to negatively impact the City of Wilsonville. These issues could worsen due to development and intensification of use in Area O. The Interstate 5 Freeway, State Route 551, and other major roadways in the vicinity connect to the transportation system within the City of Wilsonville. Sewage treatment via septic systems for large industrial scale development and stormwater runoff in and around the airport can negatively impact the Willamette River watershed, in turn effecting water quality, natural habitat, and recreational opportunities for the surrounding communities.

The existing federal and state framework of regulations, policies, and guidance specific to airport compatibility planning focuses primarily on protecting airports and aviation operations from intrusion of incompatible uses, rather than limiting or mitigating the impacts of aviation on nearby communities. These aviation policies include limiting physical hazards to air navigation in the area surrounding the Aurora Airport, but do not address potential impacts of existing operations and potential growth to public and private infrastructure and services, natural and environmental systems, and local residents. The designation of Area O provides policy direction for the City when reviewing proposed development and participating in planning efforts in the Area. Area-specific objectives both recognize the Aurora Airport's role in the state transportation system and local economy and identify the impacts to Wilsonville of airport expansion and intensification of use in Area O.

The City has identified a range of potential impacts from aviation operations at Aurora State Airport and development on the airport property and surrounding lands, including:

- Noise and air pollution from flight patterns over Wilsonville, particularly in residential areas, that negatively impact quality of life.

- Water pollution in the vicinity of, and to, the Willamette River, which the City of Wilsonville relies on as its primary source of water. The Willamette River is also an important environmental and recreational resource for the region and is designated and protected as part of the Willamette River Greenway by Statewide Planning Goal 15.
- Loss of high-quality farmland. The fertile agricultural land of French Prairie has been designated by the United States Department of Agriculture (USDA) as "Prime Farmland" due to having the best combination of high-quality soils, growing season, and moisture supply. These high-quality agricultural lands surround the Aurora State Airport and "through the fence" properties (adjacent lands which gain access to the Airport and operate aviation services and businesses) and are designated Rural Reserve, by Clackamas County and zoned Exclusive Farm Use (EFU) by Marion County, consistent with existing policies adopted by the State of Oregon and Metro region. The City acknowledges and supports the Airport's contribution to various sectors of the local economy, and also recognizes agricultural activity in French Prairie is exceptional and contributes substantially to the State's and Wilsonville's economy. French Prairie is a distinctive place in Oregon and some businesses locate in the City to have close proximity and access to these farm goods. Preservation of high-quality farmland in the French Prairie and its designation as a Rural Reserve continues to be a City priority.
- Negative impacts to the development of industrial and employment land in Wilsonville. The Metro Urban Growth Management Functional Plan designates several locations within the Wilsonville Urban Growth Boundary as Regionally Significant Industrial Areas, Industrial Areas, or other Employment Lands. The City of Wilsonville and other public agencies have adopted standards to preserve these areas for the purpose of meeting regional employment need and set aside resources to provide infrastructure supporting their development. Potential development of industrial or other employment uses in "through-the-fence" areas or other parcels adjacent to the Airport, conflicts with regional and state policy in directing industrial growth towards designated employment lands within urban areas, including Wilsonville.
- Surface transportation access and adequate levels of service, or in the case of ODOT facilities adequate volume to capacity (v/c) ratios, in the City of Wilsonville, Area O, and routes connecting across the French Prairie. The Aurora State Airport is a component of the State's transportation system and provides economic benefits to Wilsonville residents and businesses by providing nearby access to general aviation and helicopter facilities. Surface transportation facilities, including I-5, Highway 551, Arndt Road, Airport Road, and Boones Ferry Road all connect to and impact the

effective function of the transportation system in Wilsonville, and provide access between Wilsonville and French Prairie, the Aurora Airport, and Willamette Valley to the south. These transportation routes are designed to cross rural areas and could be negatively impacted by increased development intensity on rural land in the vicinity of the Airport.

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stormwater, and transportation systems serving Wilsonville and surrounding areas.

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(Added per Ord. No. 871, 12-19-2022)

October 13, 2025

via email to brandon.pike@odav.oregon.gov

Oregon Aviation Board
c/o Department of Aviation
Brandon Pike
Airport Planner
3040 25th Street SE
Salem, OR 97302

RE: City of Wilsonville Comments on 2025 Aurora Airport Master Plan

Dear Commissioners:

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> "This Area is focused on the Aurora State Airport and adjacent properties. Aurora State Airport is a Category II, Urban General Aviation Airport operated by Oregon Department of Aviation and located approximately 1.6 miles south of Wilsonville city limits. The Airport is within Marion County, but it extends northward to the shared boundary with Clackamas County. Arndt Road serves as the northern boundary, Boones Ferry Road NE is the western boundary, and Area O extends south and east to include the Aurora State Airport and adjacent parcels. The boundary of Area O encompasses the Aurora State Airport property, adjacent properties with through-the-fence access, and adjacent rural properties that form a buffer around developed areas near the Airport.
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to the transportation system within the City of Wilsonville. Sewage treatment via septic systems for large industrial scale development and stormwater runoff in and around the airport can negatively impact the Willamette River watershed, in turn effecting water quality, natural habitat, and recreational opportunities for the surrounding communities. The existing federal and state framework of regulations, policies, and guidance specific to airport compatibility planning focuses primarily on protecting airports and aviation operations from intrusion of incompatible uses, rather than limiting or mitigating the impacts of aviation on nearby communities. These aviation policies include limiting physical hazards to air navigation in the area surrounding the Aurora Airport, but do not address potential impacts of existing operations and potential growth to public and private infrastructure and services, natural and environmental systems, and local residents. The designation of Area O provides policy direction for the City when reviewing proposed development and participating in planning efforts in the Area. Area-specific objectives both recognize the Aurora Airport's role in the state transportation system and local economy and identify the impacts to Wilsonville of airport expansion and intensification of use in Area O.

The City has identified a range of potential impacts from aviation operations at Aurora State Airport and development on the airport property and surrounding lands, including:

- Noise and air pollution from flight patterns over Wilsonville, particularly in residential areas, that negatively impact quality of life.
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- Loss of high-quality farmland. The fertile agricultural land of French Prairie has been designated by the United States Department of Agriculture (USDA) as "Prime Farmland" due to having the best combination of high-quality soils, growing season, and moisture supply. These high-quality agricultural lands surround the Aurora State Airport and "through the fence" properties (adjacent lands which gain access to the Airport and operate aviation services and businesses) and are designated Rural Reserve, by Clackamas County and zoned Exclusive Farm Use (EFU) by Marion County, consistent with existing policies adopted by the State of Oregon and Metro region. The City acknowledges and supports the Airport's contribution to various sectors of the local economy, and also recognizes agricultural activity in French Prairie is exceptional and contributes substantially to the State's and Wilsonville's economy. French Prairie is a distinctive place in Oregon and some businesses locate in the City to have close proximity and access to these farm goods. Preservation of high-quality farmland in the French Prairie and its designation as a Rural Reserve continues to be a City priority.
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The concerns outlined in this language are not meaningfully addressed in the draft Airport Master Plan.

The City's other primary comment is that the **Airport Master Plan** lacks sufficient clarity regarding its legal and regulatory character—specifically, whether it constitutes only a **"business master plan"** developed by an entrepreneurial state agency or also a **"land use master plan"** through which a state agency is making land use decisions or directing affected local governments subject to Oregon's acknowledged land use framework. This distinction is critical, because, as stated in the notice email from August 29, under ORS 836.610(1) and OAR 660-013-0040, local governments are required to adopt comprehensive plan amendments and land use updates for airport facilities. These updates must also be found consistent with statewide planning goals, acknowledged land use regulations, and other applicable rules and statutes.

A business-oriented master plan, while potentially useful for internal agency operations or economic development, does not inherently satisfy Oregon's land use laws. The current draft of the Airport Master Plan fails to demonstrate how local jurisdictions—such as the City of Wilsonville, the City of Aurora, Clackamas County, or Marion County—are expected to make the necessary land use findings or adopt regulatory updates without a clear demonstration of compliance with applicable land use statutes and administrative rules.

As an example of the lack of attention to applicable law, there is the absence of analysis or findings demonstrating how the proposed State action aligns with the requirements of the **Climate-Friendly and Equitable Communities (CFEC) program**, adopted pursuant to **Governor Kate Brown's Executive Order 20-04**. This program, administered by DLCD and ODOT, requires State agencies and local governments to implement land use and transportation planning reforms that reduce greenhouse gas emissions, including demonstrating **no net increase in vehicle miles traveled (VMT) per capita**. The Airport Master Plan does not provide sufficient information to enable local governments to make findings of compliance with CFEC rules, particularly with respect to impacts on surface transportation systems and location of land uses, to not increase VMT per capita.

These land use concerns must be thoroughly addressed to determine whether the business-oriented Airport Master Plan is legally feasible under Oregon's land use framework. The current draft appears to prioritize the future operational and economic needs of the airport, while failing to adequately address the land use regulations that are integral to Oregon's comprehensive planning system. As an example, designating adjacent land as appropriate for through-the-fence uses without addressing reduction of protected farmland and how locating industrial uses on these lands will impact VMT per capita. This omission is particularly problematic given that land use planning is not optional—it is a mandatory component of any development proposal subject to Oregon's acknowledged land use laws.

The approach taken in the draft Master Plan is analogous to a private enterprise preparing to expand its physical footprint without first confirming whether such expansion is permissible under applicable zoning regulations. Such a process would be considered procedurally deficient and legally indefensible. Accordingly, the Airport Master Plan must be revised to incorporate a clear and comprehensive analysis of land use compliance before it can be considered for adoption or implementation.

Respectfully submitted,

Digitally signed by Daniel Pauly
Date: 2025.10.13 12:00:43 -07'00'

Daniel Pauly,
Planning Manager

cc: Miranda Bateschell, Planning Director
Amanda Guile-Hinman, City Attorney
Everett Wild, Public Relations Manager
Jeanna Troha, Assistant City Manager and Acting Community Development Manager

October 13, 2025

via email to brandon.pike@odav.oregon.gov

Oregon Aviation Board
c/o Department of Aviation
Brandon Pike
Airport Planner
3040 25th Street SE
Salem, OR 97302

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Date:2025.10.13 12:00:43 -07'00'

Daniel Pauly,
Planning Manager

cc: Miranda Bateschell, Planning Director
Amanda Guile-Hinman, City Attorney
Everett Wild, Public Relations Manager
Jeanna Troha, Assistant City Manager and Acting Community Development Manager

August 5, 2025

Kenji Sugahara, Aviation Director
Alex Thomas, Planning & Programs Mgr.
Oregon Department of Aviation
3040 25th St. SE
Salem, OR 97302

Timothy House, Lead Airport Planner
Seattle Airports District Office
Federal Aviation Administration
2200 S 216th St.
Des Moines, WA 98198

Via email

RE: Comments on Aurora Airport Draft Final Master Plan

Dear Director Sugahara, Mr. Thomas, and Mr. House:

The City of Wilsonville is a jurisdiction impacted by the operations of the Aurora State Airport and adjacent through-the-fence private properties that are conducted under the regulatory authority of the Oregon Department of Aviation (ODAV) and the Federal Aviation Administration (FAA). The City of Wilsonville has been an active participant for over 20 years in relation to the Aurora State Airport, including serving on the Planning Advisory Committee (PAC) for the Aurora State Airport Master Plan process in both 2011-2012 and the current 2021-2025 Master Plan process. During this time, the City has sought to collaborate with local governments and state and federal agencies to ensure planning efforts are collaborative and comply with Oregon public process and land use laws.

The following comments reflect those made by the City of Wilsonville and many of our partners throughout the Master Plan process, as many of our concerns have not been adequately addressed. Please enter this letter into the public record for the Aurora State Airport Master Plan Project.

Safety
It was less than a year ago, on August 31, 2024, that the Fairview, OR community near the Troutdale Airport experienced a deadly plane crash that caused extensive damage to homes and other property. That crash occurred approximately 1.3 miles from the end of the runway. A similar distance from the Aurora State Airport would put a crash on the leading edge of some of our most densely populated areas.

Complicating matters, the Aurora State Airport ("Aurora Airport") notably lacks firefighting equipment on site, dramatically increasing the risk of a disaster claiming lives and property. As outlined in the current draft of the Aurora State Airport Master Plan ("Draft Master Plan"), ODAV plans to rely on Portland International Airport's foam fire-fighting

apparatus nearly an hour away. The Draft Master Plan does not adequately address emergency and timely fire-fighting response. Additionally, the Aurora Airport sits on soils that are prone to liquefaction during a major Cascadia Subduction Zone earthquake, which would likely cause significant runway damage. The Draft Master Plan fails to outline seismic upgrades to protect the Aurora Airport during a major earthquake event.

ODAV currently allows larger, heavier aircraft to use the Aurora Airport than the airport's rating allows. This action further decreases public safety and damages the runway surface. Additionally, modifications of public safety standards have placed the Aurora Airport in a position where the FAA is now demanding alterations to alleviate the public safety risk.

The FAA has told the public that a "No Action" alternative is not possible because the Aurora State Airport is already violating too many air safety requirements. Rather than seeking to implement strategies to reduce the number of larger, heavier aircraft, the Draft Master Plan instead envisions reclassifying the airport's rating and spending over $180 million in capital improvement projects and property acquisition to accommodate air traffic never previously contemplated in prior legally-adopted Master Plans. Funding has not been identified for these improvements, especially considering the significant decreases in federal funding available. The City of Wilsonville rejects the assumption that capital construction is the only way to achieve safety requirements. Directing air traffic to use an airport facility appropriate for their class of plane is a viable alternative.

Environmental Hazards

The Aurora Airport is not served by urban-level services such as water and sewer, instead relying on an aging and inadequate septic system. ODAV proposes to conduct urban-level activities without adequate infrastructure in violation of multiple Statewide Land Use Goals.

The Draft Master Plan inadequately studies the treatment of pollution from sewage, fuel, stormwater runoff, and other sources. EPA-listed per- and poly-fluoroalkyl substances (PFAS) chemicals, known as "forever chemicals" because of their resistance to breaking down in the environment, are prevalent at airports. The Aurora Airport appears on both EPA and Oregon DEQ lists of contaminated sites, and PFAS chemicals could end up in nearby salmon-bearing streams.

Condemnation and Prime Farmland

The proposed expansion includes condemnation of over 210 acres of private property, including 148 acres of airport-related businesses' property and 62 acres of prime farmland zoned as Exclusive Farm Use (EFU). Farmers are facing a loss of income generation and real estate property value loss. At the same time, wealthy real estate speculators are acquiring property in hopes of "flipping" it for airport-centric or urbanized use. Again, the proposed reclassification and expansion of the Aurora Airport is not only financially unviable, but also antithetical to Oregon land use laws that seek to protect prime farmland.

Surface Transportation Impacts

The Aurora Airport's primary access is State Highway 551 (Wilsonville-Hubbard Highway, OR-551). ODAV has proposed realigning over one mile of OR-551 without study of the congestion impacts to the highway or the rural county roads with no shoulders and deep

ditches that are commonplace in the area. The Draft Master Plan does not entertain any improvements to roads servicing the airport. It also does not comply with Oregon's mandatory Climate-Friendly and Equitable Communities (CFEC) policy. Further, it does not analyze the impacts to congestion on Interstate 5 (I-5) from increased traffic utilizing OR-551. The I-5/OR-551 interchange (Exit 282) is already partially responsible for the significant delays experienced on I-5 at the Boone Bridge. The congestion significantly impacts Wilsonville and its transportation network due to drivers rerouting through neighborhoods to avoid the highway.

Inappropriate Basis for Expansion

Of seven original alternatives in the Draft Master Plan, the three that would keep the airport runway at its existing length, maintaining adequate operational capability for approximately 90% of users, have been summarily eliminated by the FAA. The four remaining alternatives all proposed to expand the Aurora Airport.

Part of the basis for retaining the four expansion alternatives (in addition to the safety violations previously mentioned) is forecasted airport operations data. However, rather than using recorded airport data or the industry-standard "Terminal Area Forecast" (TAF) model, the Draft Master Plan uses inflated population growth projections for Clackamas and Marion Counties that directly equates increased population growth with increased airport operations—despite actual airport data showing a decrease in larger C-II/D-II aircraft using Aurora and the fact that C-II aircraft operations have never been large enough to meet the FAA's threshold for the current C-II designation.

The FAA and ODAV downplay the availability of other regional airports—including Hillsboro, McMinnville, Salem, and Troutdale—with runways over 5000 feet, which are underutilized and would welcome additional operations and based aircraft.

Process

The Aurora Master Plan process has suffered from unnecessary requirements, non-standard metrics, and a chronic lack of communications that has hampered public involvement. For example, ODAV regularly sent Planning Advisory Committee (PAC) members only an agenda without any supporting materials, making it challenging for members to come to meetings prepared to provide thoughtful, well-researched input. Additionally, FAA and ODAV hosted an open house on the four expansion-only alternatives in June 2024. The open house was under-advertised, with no announcements in local media to bring awareness.

ODAV has failed to have its State Agency Coordination (SAC) Program acknowledged by the Department of Land Conservation and Development (DLCD) and, further, continues to violate the regulations in its SAC Program concerning compatibility and compliance requirements for affected jurisdictions.

The failure of the Oregon State Aviation Board to adopt a master plan was a centerpiece of the Oregon Supreme Court's 2021 affirmation that ODAV misapplied state land use laws while developing the alleged 2012 plan. However, the current Draft Master Plan contains numerous references to the alleged 2012 Master Plan, despite it being an un-adopted document.

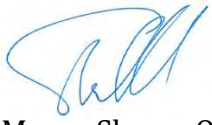
Conclusion

The City of Wilsonville is disappointed with the process and conclusions of this Draft Final Master Plan for the Aurora State Airport. That includes egregious safety violations, unstudied environmental hazards, condemnation of highly productive and valuable farmland, the expensive and unnecessary relocation of a state highway, inappropriate application of data to justify expansion, and a process that has repeatedly and flagrantly violated Oregon law.

The Draft Master Plan makes expansion appear necessary to respond to safety and demand needs—even if those crises are artificially created by ODAV itself.

The City of Wilsonville requests the Oregon State Aviation Board not adopt this Aurora State Airport Draft Final Master Plan and the Federal Aviation Administration reject the Airport Layout Plan contained within the Draft Master Plan. Instead, ODAV and the FAA should conduct a more thorough and transparent public process that fairly considers standard airport operations data, the reality of the airport's constrained site, the role and capacity of other airports in the region, and local community safety concerns.

Sincerely,



Mayor Shawn O'Neil
City of Wilsonville

CC: Office of U.S. Senator Ron Wyden
Office of U.S. Senator Jeff Merkley
Office of U.S. Congresswoman Andrea Salinas
Office of Oregon Governor Tina Kotek
Oregon Senate President Rob Wagner
Oregon Speaker of the House Julie Fahey
State Senator Courtney Neron-Misslin
State Representative Sue Rieke-Smith
FAA Northwest Mountain Region

Mayors of the Aurora State Airport Area Communities

Aurora **Wilsonville**

Mayor Brian Asher **Mayor Shawn O'Neil**

June 2, 2025 *Sent via email to:*

The Honorable Tina Kotek, Governor, State of Oregon *Governor.Kotek@oregon.gov*
The Honorable Ron Wyden, U.S. Senator *Breanna_Irish@wyden.senate.gov*
The Honorable Jeff Merkley, U.S. Senator *Sara_Schmitt@merkley.senate.gov*
Honorable Andrea Salinas, U.S. Representative *Erin.Chen@mail.house.gov*

RE: Intervention Requested to Address Issues of Significant Public Concern with Federal Aviation Administration (FAA) and Oregon Department of Aviation (ODAV) Aurora State Airport (KUAO) 2021-2025 Master Planning Process

Dear Governor Kotek, Senator Wyden, Senator Merkley and Congresswoman Salinas:

We write to you as the elected leaders of the communities—the Cities of Aurora and Wilsonville—located in closest proximity to the Aurora State Airport (KUAO) to express our profound disappointment at the Federal Aviation Administration (FAA) and Oregon Department of Aviation (ODAV) handling of the long, drawn-out 2021-2025 Aurora State Airport Master Planning process.

ODAV and the FAA are now proposing a $185 million boondoggle to greatly expand the Aurora State Airport with more larger jets and a longer runway despite substantial public-safety concerns over the Airport's operations in a highly constrained site. Our communities bear the brunt of impacts of the airport's operations, and yet the federal and state aviation departments are discounting our concerns with plans to expand the airport despite numerous public-safety and other substantial problems that have been identified but not addressed in the pending Master Plan.

We request your immediate intervention to correct a series of failures with the master plan process and to provide a path forward that utilizes actual airport data, provides for a regional approach to airport planning and respects local community concerns regarding aircraft noise and low-altitude overflights.

In particular, we respectfully ask for:

- **Governor Kotek to instruct the ODAV State Aviation Board to Not adopt the new Aurora State Airport Master Plan** and instead to request a re-do of the Plan without a predetermined outcome favoring expansion that conforms with actual data, the reality on the ground of the Airport's highly constrained site, the role of other airports in the region and local community aspirations.

- **Senators Wyden and Merkley and Congresswoman Salinas to intercede with the FAA to Not approve the new Aurora State Airport Airport Layout Plan (ALP)** submitted by ODAV and to return the unapproved ALP to ODAV for action first by the State Aviation Board.

  Furthermore, we request our federal representatives to lobby the FAA to not force ODAV to accept a larger class of aircraft known as C-II and D-II at the Aurora State Airport, and instead to request the FAA to withdraw the finding that B II airfield design is not appropriate.

The Cities of Aurora and Wilsonville, along with other Planning Advisory Committee (PAC) members to the Aurora State Airport Master Planning process such as 1000 Friends of Oregon and Friends of French Prairie, seek to raise significant issues of public concern, yet there has not been a single public hearing before either the FAA or ODAV. This federally funded Aurora State Airport Master Plan demonstrates the federal and state aviation departments apparent bias and inability at providing fair public processes that meet Oregon's standards for meaningful public engagement.

One of the most important aspects that the FAA has highlighted at the Aurora State Airport is the Airport's current unsafe operation that threatens public safety. So many modifications of public-safety standards have occurred over the years that the FAA now demands improvement to these public-safety concerns by moving a state highway and greatly enlarging the Airport. The FAA has in effect threatened ODAV that failure to expand the Aurora State Airport will result in the Airport being placed in a "maintenance mode" and withdrawal of federal aviation funds. And ODAV allows larger, heavier aircraft to use the Airport than the Airport's rating that further increases public-safety risks, and results in damage to the runway. Thus, in a sense, ODAV's actions in allowing larger aircraft to use the Aurora State Airport has forced the agency into a position that it must accept Airport expansion in order to keep receiving federal airport improvement funds — many members of the community speculate that this was ODAV's intention all along in allowing more larger, over-sized aircraft to use the Airport.

Airport expansionists have demonstrated that they are very concerned about FAA's finding of a lack of ODAV compliance with important public-safety standards and demand for correction of key safety features without further "modifications of standards" (MOS). A proposed Oregon Senate Resolution praising the Aurora State Airport's importance was introduced in the current 2025 state legislative session for the primary purpose of seeking FAA deferral of not issuing MOS for public safety standards at the Airport, and was deemed important enough that those giving oral testimony before the Rules Committee sought to equate federal modifications of standards with local conditional use permits in an attempt to lessen the fact that in this

case the desired MOS's result in a relaxing of airfield design standards and a loosening of safety standards. In other words, Airport expansion interests seek new modifications of standards that have the effect of decreasing public safety.

We are concerned that ODAV is again making similar mistakes as it did with the prior controversial 2011/2012 Aurora State Airport Master Plan process that both the Oregon Supreme Court and the Oregon Court of Appeals found in 2021 violated Oregon land-use and public-process laws. The Court of Appeals found that the Aviation Board failed to approve and adopt the "2012 Master Plan" in 2011—notwithstanding that it was submitted to the FAA, which then approved the accompanying Airport Layout Plan that was then signed by both FAA and ODAV. The 2012 Master Plan was not approved and adopted at the time, OAB only attempting to do so eight years after the fact in 2019. We have found so far that the State Aviation Board is unable to demonstrate decisive leadership that provides confidence to local-government officials that federal and state planning processes are conducted in a legal and ethical manner above reproach, which at this time appears questionable.

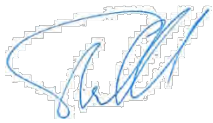
On the following pages is a summary of core problems with the increasing contentious 2021-2025 Aurora State Airport Master Plan process — substantial problems that most parties in the master plan process oppose. In all of our years of government service, we have never seen federal and state agencies act with such disregard to the concerns of local communities, and appropriate and fair public process. We request your intervention now to provide for an unbiased process that produces trust-worthy results for a viable Aurora State Airport Master Plan. We believe that if ODAV were to comply with—rather than seek to evade—the letter and spirit of Oregon's land-use and public-process laws, judicial intervention to set a course correction would not be a necessary remedy that must be pursued by local governments and concerned citizens.

Again, we appreciate your time and consideration of these important issues, and we look forward to your timely response. Thank you.

Sincerely,



Brian Asher, Mayor
City of Aurora
mayor@ci.aurora.or.us



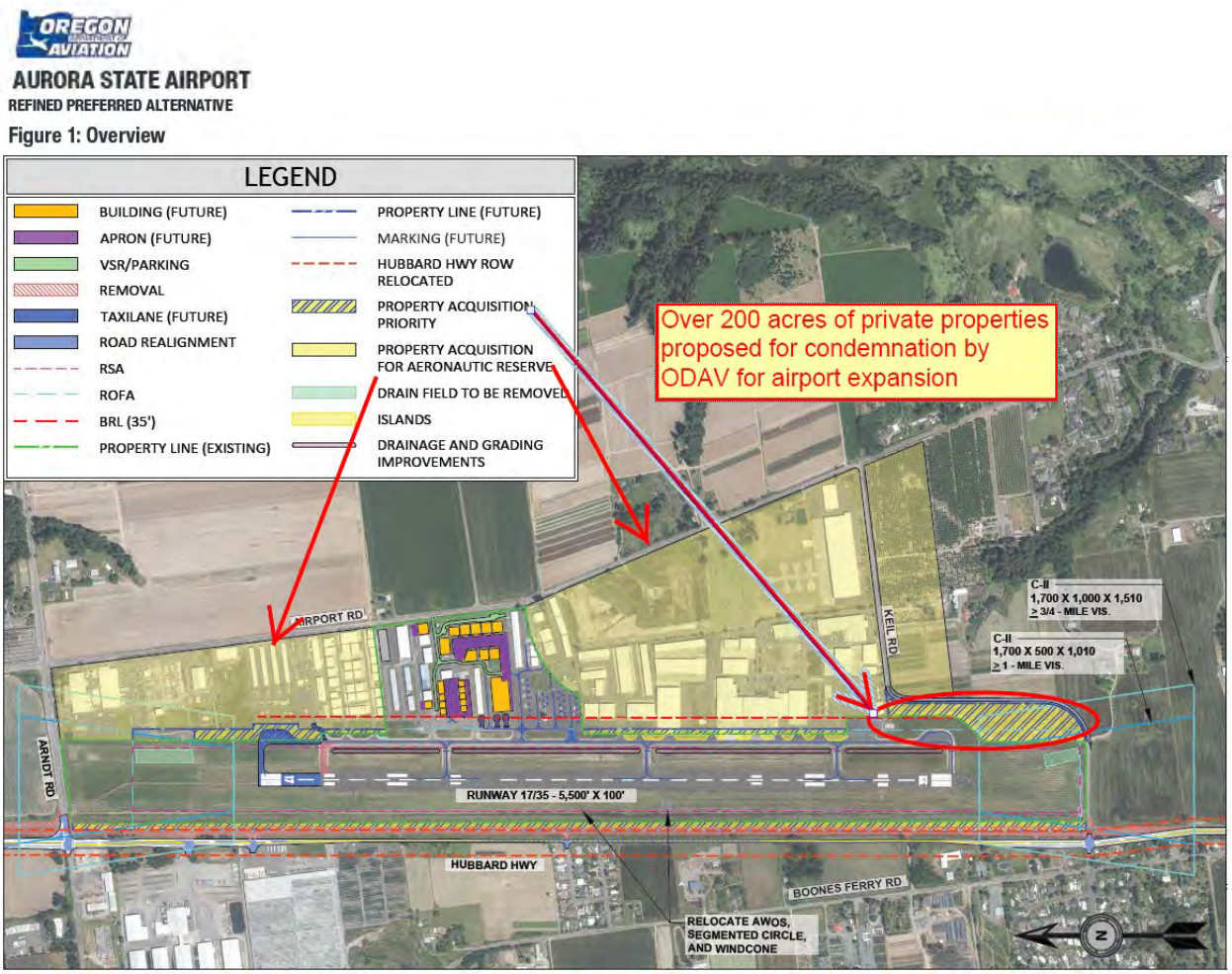
Shawn O'Neil, Mayor
City of Wilsonville
mayor@ci.wilsonville.or.us

cc: Office of Governor Tina Kotek
Senate President Rob Wagner
Senator Courtney Neron Misslin (SD 13)
Clackamas County Board of County Commissioners
Marion County Board of County Commissioners
William Garrison, FAA NW Mountain Region
State Aviation Board
House Speaker Julie Fahey
Metro Council President Lynn Peterson
Metro Councilor Garrett Rosenthal
Gordon Howard, DLCD Regional Rep
Warren Ferrell, Seattle Airports Dist Office

Following is a summary of core problems with the increasing controversial 2021-2025 Aurora State Airport Master Plan process:

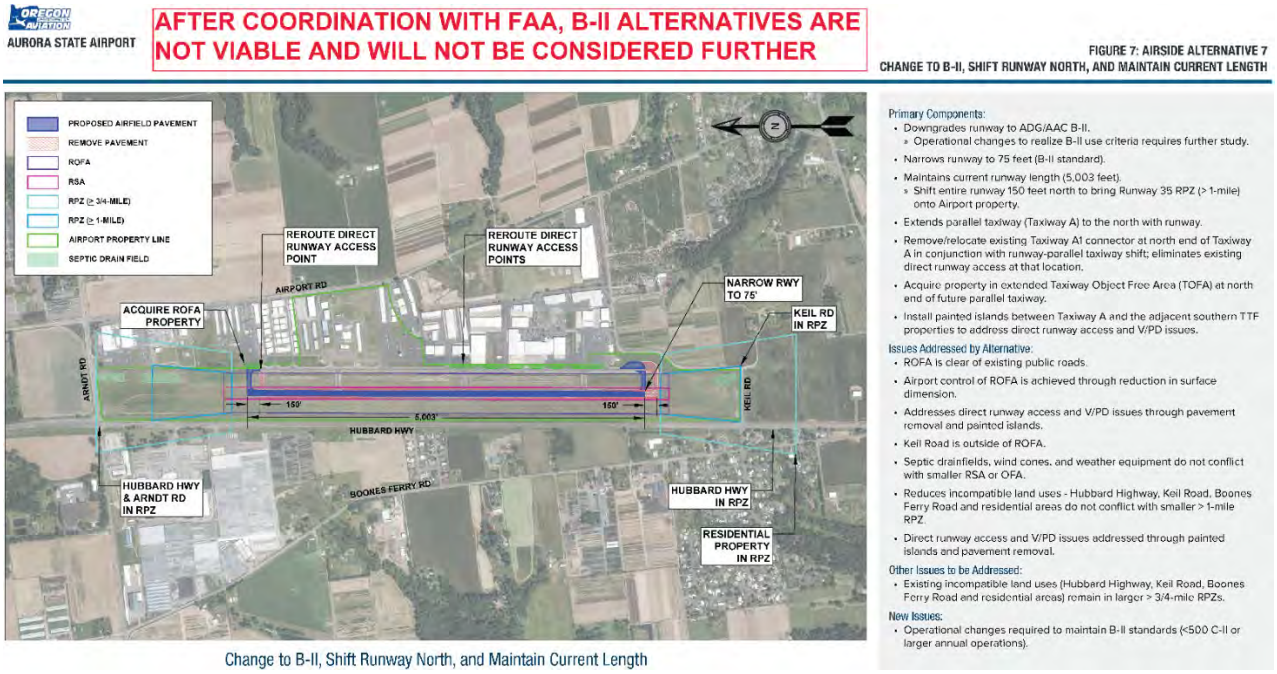
- **Proposed Expansion of Aurora State Airport by the new Master Plan proposes to condemn over 210 acres of private property, including:**
    - 148 acres of private airport businesses' property zoned "Public Use";
    - 62 acres zoned Exclusive Farm Use (EFU), composed of 16 acres at the former church camp, 31 acres of prime farmland south of Keil Road, and 15 acres west of State Highway 551 proposed for relocation by the Master Plan.

As described by PAC member Tony Helbling of Wilson Construction, ODAV's publicly stated position to acquire private business properties at the Airport creates "pre-condemnation blight" by reducing the real-estate value of these properties. Additionally, the proposed property acquisition by ODAV to be funded by FAA Airport Improvement funds includes prime EFU farmland, dozens of low-income residents' housing and local, long-term agricultural-based businesses along Highway 551, which ODAV proposed to relocate 80 feet to the west of current location.



- **Only Airport-Expansion Alternatives Are to Be Considered; No Alternatives Maintain Airport's Current Footprint:** Of seven (7) original Alternatives in the draft Master Plan, three (3) that would keep the Airport operational for the vast majority of 88% of all current airport users have been arbitrarily eliminated by the FAA. Only four (4) Alternatives remain that all propose to expand the airport onto prime farmland, add a 500-foot runway extension and spend millions of taxpayer dollars to move State Highway 551 to accommodate only 7% of large, oversized aircraft.

  The FAA, however, has told the public that a "No Action" Alternative is *Not allowable* and *only Airport expansion* can occur since the Aurora State Airport is already violating too many air-safety requirements, which seems to indicate that other steps should be taken to increase public safety.



Change to B-II, Shift Runway North, and Maintain Current Length

See Exhibit for details.

- **Bogus Operations Forecast Numbers Used to Justify Airport Expansion:** The FAA and ODAV are ignoring nine (9) years' worth of actual Airport control tower flight operations data to project future Airport growth. Rather than use actual Airport operations data or the standard "FAA Oregon Federal Contract Tower Terminal Area Forecast (TAF) Model," the draft Master Plan uses inflated population growth projections of Clackamas and Marion Counties to determine future Airport growth. ODAV's FAA-approved dubious methodology inexplicably equates population growth with increasing operations at the Airport — a false correlation between general population growth of counties and Airport without passenger air service. Furthermore, ODAV Airport Operations Forecast is 50% greater than the

standard FAA Oregon Federal Contract Tower Terminal Area Forecast (TAF) Model forecast.

- **Actual Data Is Contrary to Decisions Favoring Airport Expansion:** FAA and ODAV are disregarding actual airport operations data that shows a decrease over time in larger, heavier C-I and C-II aircraft, and that smaller, lighter B-II and smaller aircraft are the vast majority of Airport users. The current FAA-approved Airport Layout Plan shows the Aurora State Airport to be an airport with an Airport Reference Code (ARC) of C-II. This increase in ARC occurred as a result of the so-called "2012 Master Plan," and prior to that the airport was rated as B-II. Approximately 88% of all aircraft using the airport are smaller B-II aircraft, while about 7% of aircraft are larger C-I and larger aircraft. It makes no sense to expand the airport for larger aircraft when those aircraft operations are decreasing.

TABLE 3-7: AURORA STATE AIRPORT INSTRUMENT FLIGHT OPERATIONS

	TFMSC IFR Operations by AAC/ADG - Calendar Year Data											
AAC/ADG	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Average Annual Operations	
A-I	2,372	2,638	2,414	2,482	2,750	2,750	3,428	2,458	2,162	2,330	2,578	28.0%
A-II	410	494	1,108	1,554	1,814	1,966	1,844	1,158	930	1,398	1,268	13.8%
A-III	14	6	2	4	4	10	6	2	0	4	5	0.1%
A-IV	0	0	0	0	0	0	0	0	0	0	0	0.0%
B-I	1,498	1,368	1,422	1,194	1,198	1,126	1,134	1,190	1,024	1,154	1,231	13.4%
B-II	2,222	2,232	2,214	2,620	3,270	3,110	3,152	3,798	3,448	4,182	3,025	32.8%
B-III	0	0	0	2	0	2	4	8	2	0	2	0.0%
B-IV	0	0	0	0	0	0	0	0	0	0	0	0.0%
C-I	360	374	514	440	340	306	274	286	170	274	334	3.6%
C-II	348	378	294	208	316	370	358	226	242	264	300	3.3%
C-III	18	10	4	8	0	14	50	54	10	0	17	0.2%
C-IV	0	0	0	0	0	0	0	0	0	0	0	0.0%
C-V	0	0	0	0	0	0	0	0	0	0	0	0.0%
D-I	2	8	16	0	4	6	8	4	0	12	6	0.1%
D-II	4	0	4	0	2	6	2	8	26	84	14	0.2%
D-III	6	10	4	2	6	8	4	0	4	6	5	0.1%
D-IV	0	0	0	0	0	0	0	0	0	0	0	0.0%
D-V	0	0	0	0	0	0	0	0	0	0	0	0.0%
Unknown	446	390	380	388	504	376	366	472	442	572	434	4.7%
Total	7,700	7,908	8,376	8,902	10,208	10,050	10,630	9,664	8,460	10,280	9,218	100.0%
Operations by AAC C and D Aircraft	738	780	836	658	668	710	696	578	452	640	676	
Operations by ADG II and Larger	3,022	3,130	3,630	4,398	5,412	5,486	5,420	5,254	4,662	5,938	4,635	

87.9%

Down-ward Trend

7.3%

Source: FAA TFMSC Report - 4/14/2022 (Aurora State Airport)

Table 3-7 from the new Aurora State Airport Master Plan compares 2021 Operations data with the 10-year Average Annual Operations data and reveals the following:

- At no time did C-II aircraft ever meet the 500 operations FAA threshold for designating an airport's ARC

- The most active class of aircraft accounting for largest share of operations at 33% are **B-II aircraft,** which totaled 2,066 operations in 2021, *45% over the 10-year average.*
- The second most active group, **C-I aircraft,** totaled 252 ops in 2021, *23% below the 10-year average.*
- The third most active group, **C-II aircraft,** totaled 218 ops in 2021, *52% below the 10-year average.*

To make matters worse, ODAV has submitted to the FAA for approval an Airport Layout Plan (ALP) that states that ODAV seeks to re-classify the Aurora State Airport as CII/DII, although during the master plan process the concept of increasing aircraft size to DII was never presented nor discussed. Thus, ODAV has again demonstrated deceit in how the agency approaches the master-planning process in relation to the conclusion of the Aurora State Airport Master Plan.

- **ODAV Seeks a Money Grab with Airport Expansion for Bigger Aircraft that Burn More Fuel:** The main revenue source for Oregon Department of Aviation is a tax on aviation fuel, with Aurora State Airport generating a significant cash flow for the agency. ODAV also generates revenue from aircraft hangar leases at the Airport.

  Expansion of the Aurora State Airport to accommodate more large, heavy aircraft can dramatically increase aviation fuel sales and hangar rentals that provide more funds for ODAV, despite negative impacts to residents, farmers, environment and climate-change goals. In essence, the Aurora State Airport competes with other regional airports as a relatively cheap gas station and parking lot for aircraft and no additional landing fees.

- **FAA and ODAV Do Not Consider Negative Impacts to Other Regional Airports of Aurora State Airport Expansion:** The FAA and ODAV disregard that other regional airports—including Hillsboro, PDX, Salem, McMinnville, Troutdale and Eugene—with over 5,000-foot runways are all underutilized and would welcome additional based aircraft and operations. Each of these airports has less total average daily operations in 2023, ranging from -22% to -64%, than 10 years prior in peak-year of 2013.

  How does the Aurora State Airport fit in with other airports in the area? Does it make sense to spend millions on expanding Aurora, when so many other airports are operating far below past levels? The Master Plan makes no attempt to conduct an analysis, which the land use laws require prior to expansion onto agricultural land outside an urban growth boundary. In the interest of safety, should we keep

larger private jets with heavy fuel loads at the safest possible airport, PDX, where highest level fire services are provided 24/7 on-airport?

The table of data below illustrates the across-the-board decline in aircraft operations at regional airports in northwest Oregon.

Airport	Direction & Distance from KUAO	Runway dimensions (largest)	Weight Capacity (single gear)	Fire & Rescue	TAF data avg daily Total Ops (peak year)	ATADS data 2019: avg daily Total Ops	ATADS data 2023: avg daily Total Ops	ATADS data % local Ops	ATADS data 2023 vs peak year
Aurora (KUAO)	--	5,003ft x 100ft	30,000 lbs	no ARFF Index	286 (2013)	172	173	46%	-40%
Portland International (KPDX)	22nm NNE	11,000ft x 200ft	200,000 lbs	ARFF Index E	898 (1997)	653	521	1%	**-42%**
Hillsboro (KHIO)	19nm NW	6,600ft x 150ft	50,000 lbs	no ARFF Index	714 (2008)	422	503	64%	**-30%**
Salem (KSLE)	23nm SW	5,811ft x 150ft	105,000 lbs	ARFF Index B	272 (2007)	108	121	41%	**-56%**
McMinnville (KMMV)	16nm W	5,420ft x 100ft	40,000 lbs	no ARFF Index	213 (2007)	no ATC, no count	no ATC, no count	??	
Troutdale (KTTD)	24nm NE	5,399ft x 150ft	19,000 lbs	no ARFF Index	367 (2018)	267	287	72%	**-22%**
Eugene (KEUG)	70nm SSW	8,009ft x 150ft	120,000 lbs	ARFF Index C	443 (1991)	172	159	32%	**-64%**

ARFF: Aircraft Rescue & Fire Fighting Index ranges from 'A' to 'E'; PDX has the highest ARFF Index, to handle accidents for the largest aircraft.
ATADS & TAF are two FAA databases; ATADS provides precise operational counts for each of 500+ U.S. airports with ATC (air traffic control tower); TAF is Terminal Area Forecast and provides past annual operations totals and future projected ops levels for each of nearly 4,000 U.S. airports.
Weight Bearing Capacity is an important metric, to define which aircraft can safely and sustainably use a runway. When an airport authority allows uses by larger and overweight aircraft, the runway surface is rapidly degraded, which reduces safety.

Rather than working with the FAA create a rational coordinated airport operations program in the Portland metro/Willamette Valley region, ODAV's actions to expand the Aurora State Airport at the current projected cost of $185 million is severely detrimental to these other airports' operations. For example the Port of Portland is seeking $150+ million to strengthen the PDX runway to be seismically resilient; whereas Oregon Department of Geology and Mineral Industries geologic hazard maps illustrate that the Aurora State Airport runway will be broken apart into pieces when the projected 9.0 Cascadia Subduction Earthquake hits.

- **Aurora State Airport Master Plan Effort is Tainted by Poor Quality, Four-Year-Long Public-Engagement Process:** The Aurora State Airport Master Plan process has been riddled with unnecessary requirements and lack of communications that hamper public engagement. While commencing the Aurora State Airport master plan process in 2021, one-year-plus delays by FAA and ODAV are now resulting in a tentative completion date of the master plan in 2025. A four-year process for a small airport's master plan is by definition a long, drawn-out process that frustrates meaningful opportunity for public engagement.

  ODAV initially required advance public registration to attend public meetings of the PAC and key information about the process has not been communicated timely to

the PAC. If members of the public had not registered in advance to attend a PAC meeting, they were unable to attend at all.

Other than a meeting agenda, ODAV never sent any information to the PAC members prior to PAC meetings. Thus, PAC members went in "blind" each time to a PAC meeting and had no idea of the specific issues or topics to be discussed. Even at the last PAC meeting in February 2025, the Director of ODAV expressed surprise that the proposed ALP had not been sent to PAC members in advance of the meeting; thus PAC members were unable to intelligently review and discuss the ALP as presented.

An FAA/ODAV-hosted Open House on the four (4) remaining Airport-expansion alternatives in June 2024 was barely promoted by the agencies, with no announcements being published in local media or other forms of substantial public notification being used. Since the City of Wilsonville could not allow such a travesty of public input by conducted, the City actively notified local-area constituents. ***And to make matters worse, the agencies ran out of public comment forms less than half-way through the three-hour open-house event attended by hundreds of concerned citizens whose comments were unable to be collected or addressed.***

- **Master Plan Totally Ignores Important Issues and Key State Laws**: None of the four (4) remaining Aurora State Airport expansion alternatives in the draft Master Plan address substantively any land-use, surface transportation, pollution and other issues of concern to area constituents or that are required by Oregon law:

  A. **No study of surface-transportation impacts on poor quality roads in the Airport area vicinity** that are narrow, unimproved rural county roads with no shoulders or sidewalks and deep ditches. No study of Airport expansion on increased traffic has been conducted and no improvements to roads servicing the Airport are proposed by the Master Plan. While proposing airport expansion, the Master Plan ignores that people need to drive to the airport on hazardous roads and are unable to take a bus, walk or bike to the Airport.

     Related to the lack of study of Airport expansion impacts to local roads, ODAV failed to conduct Oregon's mandatory Climate Friendly Equitable Communities (CFEC) analysis on the proposed relocation of State Highway 551 and enlarged intersection with Boones Ferry Road. The $185 million proposed Airport expansion seeks to condemn private-property for State highway roadway relocation/expansion over one mile long and displace lower-income neighborhoods and rural agricultural businesses.

  B. **Negative impacts to the farming-based agricultural economy** due to proposed airport expansion onto prime EFU farmlands of French Prairie and

resulting speculative real-estate deals that drive up the cost of farmland near the airport are not addressed. Already local farmers complain about land-speculation of developers buying cheap farmland to 'flip' to an urban airport use.

C. **No mitigation methods for low-flying overflights and loud aircraft noise** that negatively impact area real-estate values and residents' quality-of-life are presented in the Master Plan. Already the cities of Aurora and Wilsonville field increasing numbers of complaints from constituents regarding loud and low-flying aircraft that do not follow ODAV-designated flight paths. Aurora and Wilsonville-area residents resent that neither ODAV nor the FAA have taken seriously an increasing number of noise and public-safety complaints.

D. **Failure to conduct review of a lack of infrastructure at the Aurora State Airport, including no study of safe domestic water, sewage/wastewater treatment, stormwater treatment, and the lack of fire-fighting equipment on site.** Currently, ODAV plans to call PDX and request a foam fire-fighting truck be sent when a aircraft crash happens at the Aurora State Airport. When that special fire-fighting truck arrives an hour later at the Aurora State Airport, it will be too late to be of any use.

E. **Lack of study of known pollution** sources from fuel, sewage, contaminated stormwater and US EPA-listed PFAS forever chemicals generated by Airport users. The master plan completely disregards any study of negative impacts from stormwater pollution to salmon-bearing streams with headwaters adjacent to the Airport. The Aurora State Airport is listed on the EPA and Oregon DEQ lists of sites contaminated by FAS forever chemicals generated by Airport users.

F. **Absence of any review of impacts from increasing climate change greenhouse gas (GHG) emissions at the Airport.** The Master Plan proposes a substantial increase in large jets using the Airport . Money-making ODAV fuel sales at Aurora State Airport are disregarded by the Master Plan, as are the state mandates of Oregon's Climate Action Plan that call for reduction in carbon emissions.

G. **Master Plan Disregards Seismic Earthquake hazard** documented by the Oregon Department of Geology and Mineral Industries (DOGAMI) data showing that the Aurora State Airport is located in an area subject to major potential damage in a projected 9.0 Cascadia Subduction Zone Earthquake. Airport area soils are prone to shaking and liquefaction during major earthquake, resulting in runway broken-apart into many sections and unserviceable for a long period of time. Only helicopters, which don't need a runway, will be able to operate at the Aurora State Airport for months or years after the Big One hits.

H. **State land-use Goals 3, 11, and 14 to not conduct urban-level activities on rural farmlands** is also flouted by ODAV, which seeks to expand the airport without municipal governance or public sewage or water service and other urban-development requirements. Rather, ODAV unfairly subsidizes airport businesses that do not pay typical charges that businesses in other cities pay for roads, sidewalks and other public utilities.

I. **Adverse effects to residents' quality of life and homeowner real-estate values** are not accounted for in the master plan. Already residents of Aurora/Wilsonville area complain about low-flying and loud aircraft that likely increases with expanded airport for larger, heavier aircraft.

A primary concern pertains to the extremely lopsided membership composition of the Planning Advisory Committee (PAC). The Department of Aviation stacked the Planning Advisory Committee with self-dealing financial interests at the Airport that benefit from taxpayer-funded Airport operations and capital improvements. A review of the PAC membership demonstrates that well over half of the PAC membership is comprised of entities with direct pecuniary interest in furthering airport expansion at taxpayer expense.

Additionally, the same pro-airport expansion entities are represented multiple times on the PAC. Two associations placed on the PAC are composed of a majority of Airport financial interests, including Aurora Airport Improvement Association and Positive Aurora Airport Management association.

By all appearances, the process and committee composition has the appearance of a "tick the box" exercise in public involvement. This led us to conclude that the outcome is predetermined and that the inevitable result will lead to airport expansion regardless of the impacts on safety, the environment and surrounding infrastructure — and surprise, surprise *(not!),* the Master Plan proposes a massive expansion of the Airport.

Another key problem is that ODAV omitted three key state agencies as PAC members: Department of Agriculture (ODA), Department of Environmental Quality (DEQ) and Department of Transportation (ODOT).

- The Aurora State Airport is located in the heart of the Oregon's best "foundation farmland" of French Prairie, which hosts some of Oregon's foremost traded-sector ag producers, nurseries and food processors. Real-estate speculation and uncontrolled urban-level development—as are occurring at the Aurora State Airport area—are harmful to this prime ag-sector economic cluster. By excluding the Department of Agriculture from the public process, the Department of Aviation continues a trend of excluding parties that may provide valuable information or may question the Aviation agency's objectives.

- We read in the media that the US Environmental Protection Agency (EPA) indicates that 750 Oregon sites could expose residents to 'forever chemicals' of per- and poly-fluorinated substances or PFAS, where growing evidence points to their adverse health effects, including some cancers. In Oregon, the state Department of Environmental Quality (DEQ) is testing locations including the Aurora State Airport for known or suspected PFAS use. Again, the Department of Aviation's exclusion of DEQ demonstrates an on-going pattern of discriminatory conduct.

- ODAV has now proposed a $185 Million expansion of the Aurora State Airport that includes moving over a one-mile-long segment of State Highway 551 (Wilsonville-Hubbard Cut-off) and condemning extensive amount of private-property for Airport expansion use. ODAV, however, has had minimal communications with ODOT, an agency having severe budget problems, regarding the proposed relocation of State Highway 551.

We understand that the Governor's Office Executive Order 20-04 on Climate Action "Directing State Agencies to Take Actions to Reduce and Regulate Greenhouse Gas Emissions" (GHG) directs DEQ to develop strategies that "Cap and Reduce Greenhouse Gas Emissions." We are concerned that representatives of the Governor's Office appointed to the State Aviation Board and Department of Aviation staff simultaneously are advocating for major expansion of the Aurora State Airport that results in substantial increases in aviation-gas fossil-fuel consumption and GHG emissions, contrary to the Executive Order on Climate Action.

One of the major reasons stated by aviation interests for Aurora State Airport runway extension is to increase the sale of aviation fuel so that a larger class of aircraft may takeoff from the airport with full tanks of gas. We note that the tax on aviation fuel is the primary source of operational revenue for the Department of Aviation. Thus**,** the Department of Aviation has a direct pecuniary interest in advocating for increased aviation-gas fuel sales that would accompany expansion of the Aurora State Airport, seemingly in direct conflict with the Governor's Executive Order on Climate Action.

Additionally, DEQ data appears to indicate that the NMPDES (National Pollution Discharge Elimination System) permit for the Department of Aviation's Aurora State Airport discharge into Mill Creek-Pudding River watershed expired June 30, 2017. We understand that area residents have expressed concerns for surface-water, ground-water and well-water quality due to prospective airport run-off pollutants, unregulated septic systems and potential ground water pollution. Cumulatively, these all appear to be good reasons from the Department of Aviation's perspective to exclude DEQ from Airport planning efforts.

The Department of Aviation's tightly controlled master planning process fails to meet the test for meaningful public engagement. The Zoom meeting format used by the Department of Aviation does not list or show all participants in the meeting and provide clear labeling of names and affiliations. It is unclear to the public who is attending the meetings and who or what entity that participants represent. At the November 16, 2021, PAC meeting, it was difficult to ascertain from many of the name labels who was attending in what role. Names and affiliations of all PAC members and staff/consultants should be clearly evident.

Additionally, some PAC members were allowed to have two representatives participate in the meeting, while some PAC members were ignored and not allowed to participate in the meeting. These elements indicate a failure of meaningful public process.

The facilitators for the PAC meeting often used a series of unscientific "polls" to gauge participants' thoughts or perspectives; however, it was unclear who was participating — was it PAC members, Aviation staff and consultants, and/or the public? Moreover, the facilitators interpreted the results of the poll that may or may not be an accurate reflection of the participants involved.

The Department of Aviation states that "As the airport sponsor, ODA staff will be the final decision-making authority. They will decide what is included in the Master Plan." Setting aside the fact that this pronouncement at the start of a "public involvement" process sends a message that is contrary to Oregon's Statewide Planning Goal Number 1, we believe this is false information; only the appointed body *(i.e.,* the Oregon Aviation Board) can legally approve a master plan. The failure of the Oregon State Aviation Board to adopt the 2011 or 2012 Aurora State Airport Master Plan was a centerpiece for the Oregon Supreme Court's affirmation of the Court of Appeal's decision against the Department of Aviation for failure to comply with Oregon law.

During the November 16, 2021, PAC meeting, aviation consultants indicated that they would consider nearby external "outside the fence" proposed urban-level developments in the Airport master-planning process — implying that such proposed developments would favor Airport expansion. However, the consultants gave no indication of reviewing such information in light of Oregon's EFU land-use laws, nor the potential reality of such proposed developments ever actually occurring. Additionally, consultants gave no indication of considering the "negative" aspects of proposed developments outside the Airport, such as increased surface-transportation impacts/traffic congestion and potential mitigation, increased land-speculation harming the ag industry, and increased pollution and environmental impacts.

The Department of Aviation has allowed and promoted the dissemination of false information about the seismic resilience of the Aurora State Airport. At the October 6, 2021, Oregon Aviation Board planning session and at the November 16,

2021, PAC meeting, misinformation about the seismic conditions of the Aurora State Airport area was provided without rebuttal. At the October meeting, the Aviation Board had considerable discussion on resilience, and the importance of selling the resilience concept to the public and government officials as a component of building support for state and federal funds for the Aurora State Airport expansion. Aviation Board Chair Meeker indicated a desire to improve "lines of communication" between the Governor's Office and airport businesses to promote resilience.

Contrary to statements that depict the Aurora State Airport as a crucial facility for the projected 9.0 Cascadia Subduction Zone Earthquake, the Aurora State Airport is listed at the lowest-level of Tier 3 airports in the Oregon Resilience Plan. The Tier designations "indicate the priorities for making future investments." In other words, the Department of Aviation is effectively targeting one of the lowest priority airports to prepare for recovery in the Oregon Resilience Plan for potentially one the largest airport capital improvement projects ever planned by the state.

With respect to the airport's ability to withstand a Cascadia Subduction Zone Earthquake, reports by the Oregon Department of Geology and Mineral Industries (DOGAMI) show that the Aurora State Airport is located in an area subject to major potential damage in a projected 9.0 Cascadia Subduction Zone Earthquake. The "Mid/Southern Willamette Valley Geologic Hazards, Earthquake and Landslide Hazard Maps, and Future Earthquake Damage Estimates," DOGAMI publication IMS-24, shows that the Aurora State Airport specifically is located in an area:

- Rated High for Ground Shake Amplification
- Rated High for Amplification Susceptibility
- Rated Moderate to High for Liquefaction Susceptibility

The same deep, fine soils that make the French Prairie area such exemplary foundation farmland also mean these soils are subject to amplification and liquefaction. As a result of such an earthquake, the airport runway would likely be unserviceable for a long period of time (6-12 months) post-earthquake. Rather than allow aircraft to take off or land due to an inoperable runway, the most likely role of the Aurora State Airport will be to accommodate vertical take-off and landing of heavy-lift helicopters with locally-based Columbia Helicopters and Helicopter Transport Services, neither of which require a runway extension to operate.

Attachments:

Attachment 1: Excerpted slides from ODAV and FAA presentations on the Aurora State Airport Master Plan and FAA Modifications of Standards.

Attachment 2: Letter from City of Wilsonville to ODAV and FAA, RE: Comments on Draft 2022 Aurora State Airport Master Plan Chapters 1-3, April 12, 2022

Exhibit A. Letter from Mayors of the Aurora State Airport Communities (Aurora-Wilsonville) to the Office of Honorable Kate Brown, Governor of Oregon, RE: Issues of Public Concern with Oregon Department of Aviation's Aurora State Airport Master Planning Process, December 13, 2021

Letter from Cities of Aurora and Wilsonville to Sen. Lee Beyer and Rep. Susan McLain, Co-Chairs Joint Committee on Transportation, RE Request for Public Hearing on HB 2497 – Proposed Legislation to Create Transparent Public Process for State Aviation Department

Agency Communications and Coordination with Local Governments and Communities on Aurora State Airport Issues of Concern, March 11, 2021

Aurora State Airport in Relation to The Oregon Resilience Plan and DOGAMI Earthquake Susceptibility Maps – 2019

Exhibit B. Letter from City of Wilsonville to Oregon Aviation Board, RE: Public Disenfranchisement by the Oregon Aviation Board for the Proposed 2021-22 Aurora State Airport Master Planning Process, August 4, 2021

Exhibit C. Letter from Cities of Aurora and Wilsonville to Senators Wyden and Merkley, Request for Intervention in Ensuring Proper Award of FAA Grant Funds to the Oregon Department of Aviation for Aurora State Airport Master Plan Update, July 6, 2021

Summary of Court of Appeals Ruling on Aurora Airport Master Plan

Articles about Court of Appeals Siding with Opponents of Aurora Airport Expansion

Exhibit D. Letter from Representative Courtney Neron, HD-26, and Representative Susan McLain, HD-29, to Oregon Aviation Board, RE: 2021 Aurora State Airport Master Planning Process, June 17, 2021

Exhibit E. Letter from City of Wilsonville to Oregon Aviation Board, RE: Proposed 2021-22 Aurora State Airport Master Planning Process, June 14, 2021

Exhibit F. Letter from Clackamas County and City of Wilsonville to Governor Kate Brown, Senate President Peter Courtney and House Speaker Tina Kotek, RE: Request to Cancel Oregon Department of Aviation application to Federal Aviation Administration (FAA) for funds to extend the Aurora State Airport runway, August 8, 2018

Attachment 1



AURORA STATE AIRPORT MASTER PLANNING PROCESS

AIRFIELD DESIGN, NONSTANDARD CONDITIONS AND FAA REQUIRED SAFETY IMPROVEMENTS PRESENTED IN PAC MEETINGS

Prepared by Friends of French Prairie; April 21, 2025

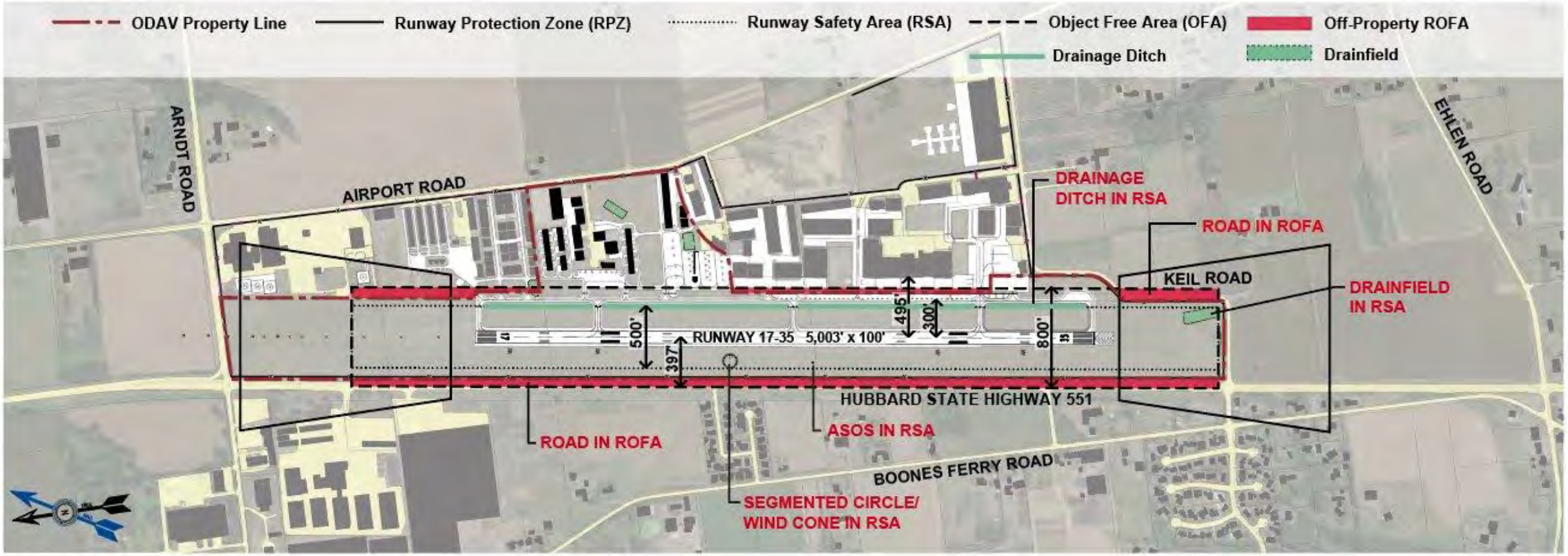
CONDITIONAL USE PERMIT MODIFICATION OF STANDARD

- A Conditional Use Permit (CUP) is a special permission granted by local authorities that allows a property owner to use their land in a way that is not typically allowed under existing zoning laws.
- Modification of Standard (MOS) is any deviation from, or addition to standards, applicable to airport design, material, and construction standards, or equipment projects resulting in an acceptable level of safety, useful life, lower costs, greater efficiency, or the need to accommodate an unusual local condition on a specific project through approval on a case-by-case basis.

Facility Requirements – Summary of Evaluation

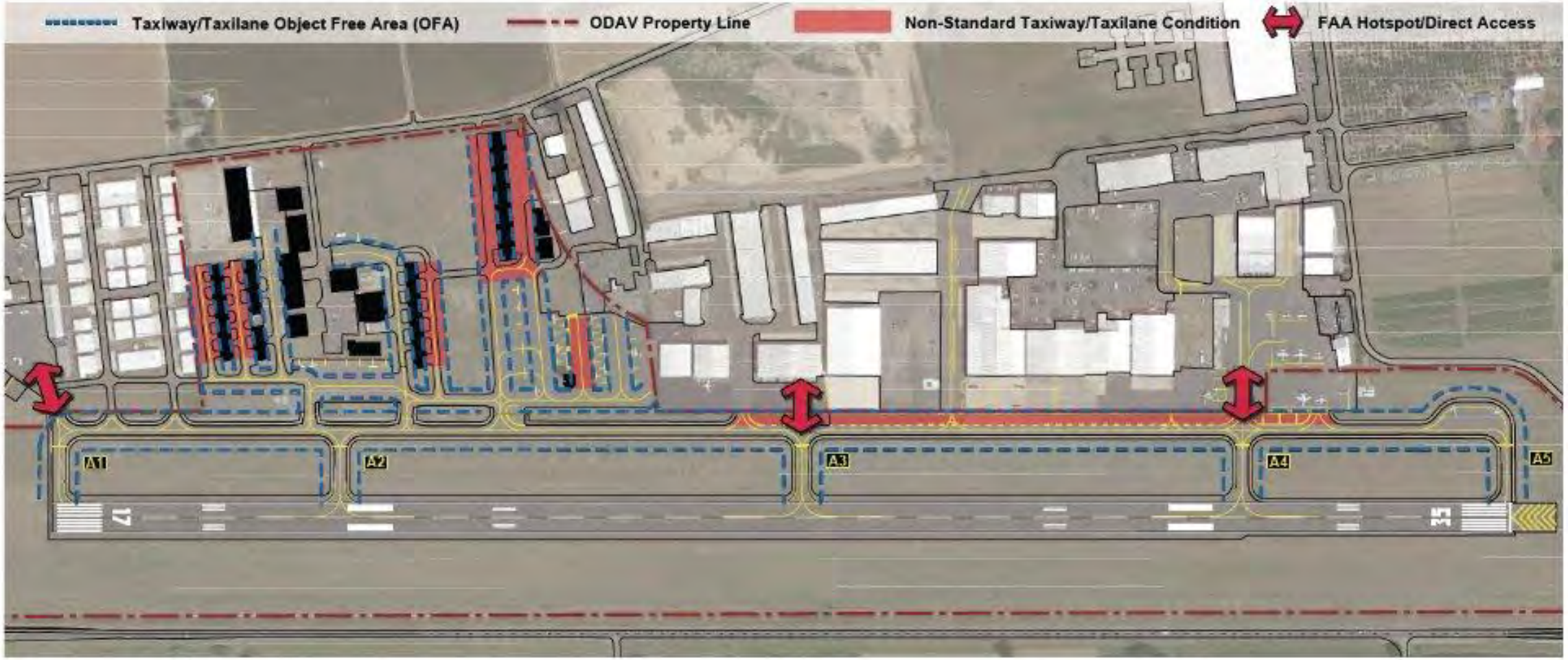
- Existing & Future Design Aircraft – Medium/Large Business Jet
  - C-II standards for runway-taxiway system
  - All airfield components must meet C-II standards
- Runway Length Evaluation: Justified Length: 5,500 feet
  - Based on current and forecast air traffic

Facility Requirements Summary – Airside



Source: Century West Engineering

Facility Requirements Summary – Landside



Source: Century West Engineering

Facility Requirements Review

- Design Standards
  - Runway Object Free Area (ROFA)
    - Non-standard Items: Hubbard Highway, Keil Road, ASOS, Wind Cone
  - Runway Safety Area (RSA)
    - Non-standard Items: Drain field (south end), open ditches
  - Direct Runway Access
    - FAA design guidance: Avoid straight-line direct access taxi routes between aprons/hangars and runway
- Landside Capacity
  - Development/redevelopment of landside areas to accommodate new demand for hangars and aircraft parking

PAC Feedback

Comment Themes - MOS

PAC Meeting 7: Oct. 15, 2024

- Can we request a modification of standards (MOS)?
  - Under current FAA guidance, MOS are temporary and not a permanent solution for non-standard conditions. FAA has indicated they are not providing a MOS for this project.
- Does the 2012 ALP include an approved MOS?
  - No, the ALP noted that a MOS would be requested. Request for MOS is a specific process separate from the ALP approval process and does not guarantee an approval of a MOS.
- Can we move toward conformance by relocating the property fence closer to Hubbard Highway?
  - The fence and a portion of Highway 551 is within the ROFA. Both the highway and fence require relocation outside of the ROFA.

PAC Feedback

Comment Theme – Drain Fields

- Why are there no proposed locations for relocating the drain fields?
  - Privately-owned drain fields, located on leased ODAV property do not meet C-II runway safety area (RSA) standards and will be removed. Replacement of drain fields will be the responsibility of the owners.
- Were the drain fields approved by FAA in their current locations at the time of construction?
  - We have no record of the depth of FAA involvement in the permitting of these facilities when they were constructed. However, at the time the runway was classified as ARC B-II, which had a smaller RSA that did not conflict with the drain field placement.
- Is it possible to modify the drain fields in place to conform with RSA standards?
  - Structural enhancements have been evaluated by ODAV and FAA and have been found to not meet RSA grading standards and could impede the function of the drain field.

PAC Feedback

Comment Themes - Additional

- Why is the vehicle service road (VSR) parallel to the taxiway?
  - Many of the recent Vehicle or Pedestrian Deviations (VPD) reported by ATC involved vehicles entering movement areas as they go around parked aircraft on the apron. The VSR, as depicted, provides a safe and clear path free of parked aircraft for ground vehicles to operate while also providing a visual cue to drivers to remain in the non-movement area.

- We object to the depicted acquisition of privately-owned property for aeronautical reserve.
  - It is ODAV's intention to acquire the properties identified for aeronautical reserve from willing sellers if, and when they become available. By depicting the parcels on the ALP, it allows ODAV to pursue FAA funding for property acquisition.

- Can Hubbard Highway be rerouted along Boones Ferry Road?
  - That concept was evaluated and discarded due to necessary ROW acquisition, costs of construction, and greater impacts to residential.

Nonstandard Conditions

The below listed nonstandard conditions are the highest priority to FAA for the Airport (ODAV) to mitigate at Aurora State Airport.

- Runway Object Free Area (ROFA)
  - Acquire property within the ROFA
  - Relocate the ASOS, Windcone, Fencing, Roadways outside of the ROFA
- Runway Safety Area (RSA)
  - Remove drain fields out of RSA
  - Mitigate drainage ditch
- Direct Access Taxiways to Runway
  - Relocate or remove taxiways that connect the apron directly to the

Note – mitigating other nonstandard conditions not listed above will be coordinated with FAA on timing and priority.

Reminder – A modification of standards (MOS) is not a planning level solution for any nonstandard conditions in the Airport Master Plan.

Input received on the Preferred & Refined Preferred Alternative

PAC Meeting 9: Feb. 11, 2025

Opportunities for Feedback:

- PAC Meeting #7- and two-week comment period
- PAC Meeting #8- and two-week comment period
- 1/6/25 Publication of Refined Preferred Alternative and two-week comment period (ending 1/21)

Feedback we've heard:

- A no build alternative should be considered *(note, a no build was presented and discarded as part of the preliminary alternatives)*
- Reduce or eliminate impacts to existing hangars
- A parallel taxilane is not needed
- Depict a vehicle service road on private TTF property *(note, this is a facility plan for on-airport improvements)*
- Improve the drainfield(s) that are in the safety areas to meet standards without requiring relocation
- Shift Hubbard Highway within the ROW to minimize impacts to adjacent properties
- Include the private TTF properties within the airport boundary

Refinements to the Preferred Alternative

Based on input received, ODAV has made the following refinements:

- Removed the Parallel Taxilane
- Removed the Vehicle Service Road (VSR)
  - Eliminates the need to acquire property that would impact existing hangars
  - Aircraft tiedowns and helicopter parking were re-added to the main apron area.
- Reduced required property acquisition to the areas needed to meet FAA ROFA/TOFA and RSA standards
  - Additional property has been identified as “Reserve” and will be included in the ALP to allow for ODAV to use FAA grant funding in the event properties come available for purchase

Refined Preferred Alternative

There was no change in recommendations to the other proposed improvements, including:

- Proposed runway extension to the North
- Removal/relocation of drain fields outside of the RSA/TSA
- Relocation/shift of Hubbard Highway and Keil Road outside of the ROFA
- Relocation of the ASOS and windcone outside of the ROFA
- Reconfigured apron tiedowns to meet standards
- Future depicted hangar sites on state-owned property
- Improve the drainage ditch in the RSA to meet standards

FAA presentation on MOS, Aug. 6, 2020

What isn't a MOS

- **An approved MOS cannot be modified. The airport must submit a new MOS if changes are needed.**

- **MOS is <u>not</u> used for:**
  - Non-standard RSA dimensions.
  - Non-standard Obstacle Free Zone (OFZ) surfaces.
  - Non-standard approach / departure surfaces.
  - To match existing equipment owned by the airport.
  - Impermissible land use within Runway Protection Zone (RPZ) limits.



April 12, 2022

Sent via email to:

Martha Meeker, Chair, and Oregon Aviation Board — *aviation.mail@aviation.state.or.us*
Betty Stansbury, Aviation Director — *betty.stansbury@aviation.state.or.us*
Sarah Lucas, Aviation Planner — *Sarah.LUCAS@odav.oregon.gov*
Oregon Department of Aviation

Benjamin Mello, Airport Capacity Program Manager — *Benjamin.j.mello@faa.gov*
Federal Aviation Administration Seattle Airports District Office
FAA Northwest Mountain Region Airports Division

RE: Comments on Draft 2022 Aurora State Airport Master Plan Chapters 1-3

Dear Chair Meeker, Director Stansbury, members of the Oregon Aviation Board, Manager Mellow and Aviation Staff:

The City of Wilsonville is a jurisdiction impacted by the operations of the Aurora State Airport and adjacent through-the-fence private properties that are conducted under the auspices of the Oregon Department of Aviation (ODAV) and the Federal Aviation Administration (FAA). The City of Wilsonville has been an active participant for over 20 years in relation to the Aurora State Airport, including serving on the Planning Advisory Committees (PAC) of the Aurora State Airport Master Plan process in 2011/12 and 2022. The City has sought to collaborate with local governments and state agencies to comply with Oregon public-process and land-use laws and engage in coordinated planning.

The following comments review general, structural problems and issues of concern with the current 2022 Draft Aurora State Airport Master Plan and process, and also catalog a set of specific questions pertaining to Chapters 1-3.

1. **Failure to Provide Public Notice of Public Comment Opportunity on Draft Master Plan Chapters 1-3**

ODAV failed to publish any kind of public notice of the public comment opportunity on 2022 Draft Master Plan Chapters 2 through 3 that has a due date of April 12. Rather, notice of the opportunity to comment and the deadline for public comments was only provided verbally by ODAV and consultant during the April 5 PAC Work Session meeting. This kind of public engagement failure is endemic to how ODAV operates in general, and specifically during the 2022 Aurora State Airport Master Plan process.

Rhetorically speaking, how are members of the public to be aware that there is a public comment opportunity if no public written notice is published or advertised in advance of the comment deadline?

2. Reference and Reliance on Invalid 2012 Aurora State Airport Master Plan Taints Current 2022 Draft Master Plan.

During the past 10-years-plus, the City has seen ODAV act without due regard to Oregon land-use and public-process procedures and laws in relation to implementing the invalid Aurora State Airport Master Plan of 2011/2012. The City has been forced by ODAV to file administrative appeals with the state Land Use Board of Appeals (LUBA) and to file lawsuits in state Circuit Court and subsequently file appeals to the Oregon Court of Appeals and Oregon Supreme Court to force the agency to comply with Oregon law. The City and other parties have been successful in various cases seeking judicial remedies to correct unlawful land-use actions by ODAV and county seeking Airport expansion.

On June 16, 2021, the Oregon Court of Appeals ruled that ODAV misapplied state land-use laws in approving the contentious 2012 Aurora State Airport Master Plan; see *Schaefer v. Oregon Aviation Board,* 312 Or App 316 (2021). The Court reversed and remanded to LUBA the decision on the master plan, finding that LUBA erred in excluding the prior critical 2011 master plan work from the record; in erroneously finding that the master plan did not propose airport development on an Exclusive Farm Use (EFU) zoned land; and also erroneously finding that any proposed new uses at the Aurora State Airport are considered rural uses for land-use purposes.

The City of Wilsonville together with the City of Aurora, 1000 Friends of Oregon, Friends of French Prairie and Aurora Planning Commission Chair Joseph Schaefer filed an appeal with the court in March 2021 regarding a LUBA decision that dismissed their appeal challenging the legality of the 2012 master plan. LUBA ruled in December 2020 that it did not have jurisdiction to hear the appeal as land-use decisions of the Department of Aviation's adoption of 'findings of compatibility' and approval of the 2012 Master Plan.

The Oregon Aviation Board, acting contrary to advice from the Oregon Attorney General's Office, elected in September 2021 to appeal the Court of Appeals ruling to the Oregon Supreme Court. Acting in judicially lightning-fast time, on Dec. 9, 2021, the Oregon Supreme Court dismissed an appeal by ODAV and others that resulted in upholding the June 16, 2021, decision by the Court of Appeals, which declared that ODAV misapplied state land-use laws in approving the contentious 2012 Aurora State Airport Master Plan.

The Supreme Court denied review of the Court of Appeals decision that reversed and remanded a December 2020 Land Use Board of Appeals (LUBA) decision approving the master plan, finding that LUBA erred in excluding the prior critical 2011-12 master plan work from the record; in erroneously finding that the master plan did not propose airport

development on Exclusive Farm Use (EFU) land; and also erroneously finding that any proposed new uses at the Aurora Airport are considered rural uses for land-use purposes.

The 10-year-long controversy over the 2012 Aurora State Airport Master Plan originated with a confusing, convoluted process over several years, resulting in an invalid master plan that ignored Oregon public-process and land-use laws. Rather than seek to work with the impacted local communities adjacent to the Airport, ODAV pressed forward with airport expansion efforts contrary to state law, including an unsuccessful attempt in September 2018 to seek legislative permission for a $37 million grant application to the FAA to extend the Airport runway.

And now, after all of this effort at obfuscation by the agency, ODAV staff have finally confirmed what the Oregon Attorney General's Office communicated in March 2021 And acknowledged that there is NO Valid 2012 Aurora State Airport Master Plan — "the State Aviation Board *did not approve* the 2012 Master plan" (emphasis added):

> **From:** PECK Heather <heather.peck@odav.oregon.gov>
> **Date:** April 5, 2022 at 12:10:29 PM PDT
> **To:** LUCAS Sarah <Sarah.LUCAS@odav.oregon.gov>, ben.williams@liturgica.com, brandy.steffen@jla.us.com
> **Cc:** benjamin.j.mello@faa.gov
> **Subject: Re: Comments in advance of PAC Work Session today**
>
> Thank you again, for your comments and we will include them in the record, files and forward to the FAA.
>
> For clarification however, while you are correct that the State Aviation Board did not approve the 2012 Master plan, the FAA did approve the methodology, the data as related to the forecast, the forecast and the final ALP, as also signed and dated by the FAA.
> Kind Regards,
> Heather
>
> HEATHER PECK
> OREGON DEPARTMENT OF AVIATION
> PLANNING & PROGRAMS MANAGER
>
> OFFICE 503-378-3168 CELL 503-881-6966
> EMAIL heather.peck@aviation.state.or.us
> 3040 25TH STREET SE, SALEM, OR 97302
> WWW.OREGON.GOV/AVIATION

By definition, a master plan that is not adopted by the governing body Oregon Aviation Board remains an unapproved draft plan. Thus, ODAV now concedes after losing in the judicial process the absence of a valid 2012 Aurora State Airport Master Plan that was never adopted by the Oregon Aviation Board. As an invalid plan without adopted findings and conclusions, for all practical purposes the 2012 Aurora State Airport Master Plan is an unapproved draft without any standing in law.

The current 2022 Draft Aurora State Airport Master Plan Chapters 1 through 3 reference on over 20 occasions the invalid 2012 Aurora State Airport Master Plan. By referencing a

nonexistent master plan—or more precisely an invalid draft plan—the new 2022 Draft Master Plan becomes tainted.

The only remedy in this instance is remove all references to the invalid, draft 2012 Aurora State Airport Master Plan from the 2022 Draft Aurora State Airport Master Plan. As the next Section 2 discusses, a pertinent question is What Prior Version of the Aurora State Master Plan is valid? Based ODAV's actions—or inaction—it would appear that the 1976 Master Plan is the current, adopted and codified appropriately version.

3. ODAV "Packs the PAC" with Self-Serving Financial Interests Benefiting from Taxpayer-Funded Airport Expansion.

As the City called-out earlier at the start of new master plan process, ODAV's composition of the Master Plan Planning Advisory Committee (PAC) is "packed" with self-serving special interests that benefit from taxpayer-funded expansion of the Aurora State Airport. A review of the PAC members listed on p 1-5 shows that:

- 19 PAC members (59%) represent vested financial interests that have expressed a desire for increased development and expansion of the Airport;
- 7 PAC members (22%) are local governments and public-interest organizations that have expressed issues of concern regarding operations of the Airport'
- 6 PAC members (19%) are neutral state and tribal-government agencies.

As an agency funded primarily by a state tax on aviation fuel, ODAV itself is a financial beneficiary of Airport runway extension and expansion plans that result in increased use and sales of aviation fuel.

ODAV omitted two key state agencies from the PAC—Oregon Department of Agriculture and Oregon Department of Environmental Quality. Each agency is charged with a mission and areas of responsibility that would have benefitted ODAV's Airport master planning effort. The Department of Agriculture could advise on the rural agricultural farming traded-sector component of the regional economy of French Prairie surrounding the Airport, and DEQ could advise on issues of environmental pollution that the Airport emits.

Certainly having a wide representation of various stakeholders is beneficial to the master plan process; however, stacking the PAC with pro-Airport expansionists could appear as though ODAV has manipulated the new 2022 Aurora State Airport master planning process from the outset to ensure that a majority of the PAC members would favor Airport expansion. In a similar fashion, one could surmise that ODAV ensured that local community and public-interest voices would be overwhelmed by being a minority of the PAC membership.

4. ODAV Appears to Manipulate Federal Process to Trump State Law.

The citation above from ODAV staff indicates that while "the State Aviation Board did not approve the 2012 Master plan, the FAA did approve the methodology, the data as related to the forecast, the forecast and the final ALP, as also signed and dated by the FAA." This statement reveals the agency's motive to seek to use a *federal* decision/document as a method to evade *state* land-use and public-process procedures and laws.

That is, in Oregon statutes, a state agency must apply to the land-use jurisdiction for an exception to zoning land uses. In this instance, ODAV is to apply to Marion County for a goal exception to the County Comprehensive Plan that includes adoption of the airport map, assumed to the ALP, or FAA Airport Layout Plan. As was noted at the April 5 PAC Work Session meeting by Matthew Crall, Planning Services Division Manager for the Oregon Department of Land Conservation and Development, ODAV must comply with Oregon land-use laws requiring the agency like any other party apply for a goal exception to the county comprehensive plan that includes adoption of the airport map.

On March 30, 2022, the Oregon Court of Appeals reversed and remanded an October 2021 LUBA determination that a private-property development project near the Airport was exempt from the state's land-use process. LUBA erroneously found Marion County did not need to grant exemptions to state land use goals involving the preservation of farmland, adequate public facilities, and urbanization.

The Court of Appeals ruled in *Schaefer v. Marion County,* 318 Or App 617 (2022), that the rezoning from Exclusive Farm Use (EFU) to an airport use would have to go through state land-use procedures. To do so, a map that includes the expansion of the airport development would have to be adopted by Marion County, which the Court of Appeals determined has not been done since 1976.

The Court of Appeals opinion goes on to say, "The statute itself does not modify the procedure for expanding the airport boundary." *(Id.* at 634). That means the Airport's boundaries cannot be expanded just because ODAV says so in the Airport Master Plan. Rather, the agency must effectuate the proposed Master Plan and follow the law like other parties without assuming that ODAV has an FFA trump card to play that allows the agency to bypass state land-use laws.

The 2022 Draft Aurora State Airport Master Plan Chapter 2, p 2-4, states that "Several planning studies have been completed through the Airport's history, including FAA-funded master plans in 1976, 1988, and 2012." Based on a lack of changes to the Marion County Comprehensive Plan, ODAV failed to apply for a Comprehensive Plan goal exception or Airport ALP Map for any Aurora State Master Plan update conducted in 1998 or 2012. As the Court of Appeals found in *Schaefer v. Marion County,* the last Comprehensive Plan update for the Aurora State Airport Master Plan occurred in 1976. "The 1976 Aurora State

Airport Master Plan, including its airport layout plan, which is a map of the airport, is part of the Marion County Comprehensive Plan." *(Id.* at 620).

Thus, ODAV is unable to use or reference an FAA-approved ALP Map that the agency has failed to gain an exception for in the Marion County Comprehensive Plan. The last such Master Plan to have been done correctly is the 1976 Aurora State Airport Master Plan.

5. Goals of the Draft Master Plan Do Not Relate to the Output of the Plan.

In discussing the "Goals of the Airport Master Plan," ODAV indicates that the "primary goal of the master plan is to provide the framework and vision needed to define future facility needs at Aurora State Airport." The Goals enumerated raise a number of questions, and also demonstrate the Draft Master Plan fails to meet the "primary goal" of "future facility needs" at the Airport.

- Goal 6 states "identify potential environmental and land use requirements that may impact development." What are some examples of both environmental and land use requirements in this context?

- Goal 8 indicates that the Master Plan is to "Develop an Airport Layout Plan to graphically depict proposed improvements" and "Prepare a supporting Capital Improvement Plan." This goal raises a number of questions, including will there be a new ALP created as part of this process? If not, why? What ALP will be used? When was it created? Was there an opportunity for public input on the ALP?

  Furthermore, as is discussed later, the "supporting Capital Improvement Plan" (CIP) falls far short of the actual infrastructure needs at the Airport. The CIP portion of Chapters 2 and 3 demonstrate a lack of compliance with Oregon regulations for major new, urban-level development in terms of infrastructure planning and financing, especially in high-value EFU ag lands.

- Goal 9 seeks to "Provide recommendations * * * to remove barriers to appropriate growth at the Airport – What are some examples of recommendations to improve land use and zoning oversight to "remove barriers to appropriate growth at the airport"? How is "appropriate growth" measured in this context?

  - How specifically will potential environmental and socioeconomic impacts be measured, weighed or evaluated in the context of 'future development' at the airport?

  - Was the utilization of federal funds to construct projects (air traffic control tower) identified in an un-adopted master plan legal?

6. ODAV's Permissive Attitude Towards Overweight/Oversized Aircraft at Aurora State Airport Creates Constrained Operations.

The 2022 Draft Master Plan cites on multiple occasions the 2019 Constrained Operations Runway Justification Study that "indicated in excess of 500 annual operations," p 2-18. Chapter 3, Aviation Activity Forecasts, is largely based on the 2019 Aurora State Airport Constrained Operations Runway Justification Study, which determined that aircraft operating at the Airport experienced 645 constrained operations in 2018. It should be noted that this number was based on pilot surveys that were *not validated* against flight plans, and did not take into consideration that ODAV's practice of allowing an increasing number of oversized aircraft to operate at the Airport was the major factor driving the number of constrained operations.

Further, that number of 645 purported constrained operations in 2018 represents a 33% increase over that reported in the unapproved 2012 Master Plan, in spite of a 24% reduction in Total Operations since 2010. That increase can only be attributed to ODAV's practice of allowing an increasing number of oversize jets to operate at the Airport which drives the increase in constrained operations.

Thus, the 2022 Draft Master Plan *never* discusses that the constrained operations are caused by ODAV's very actions of granting permission for overweight/oversized aircraft to use the Aurora State Airport. A public records request of ODAV by the City of Wilsonville reveals over a hundred waivers have been granted by ODAV over the past 10 years 2012-2021 to aircraft that are overweight or oversized for the Aurora State Airport runway, also thereby creating a public safety issue.

The Aurora State Airport runway is 5,003 feet and has a strength rating of 45,000 pounds. ODAV has regularly granted permission for aircraft with manufacturer-specified minimum runway lengths at maximum takeoff weight that exceed 6,000 feet and have a maximum takeoff weight of 70,000 pounds. ODAV regularly provides overweight waivers to a Global Express aircraft that has a maximum takeoff weight of 92,500 pounds, a minimum takeoff distance of 6,170 feet and weighs 50,200 pounds when empty. In addition to creating situations that create constrained operations, ODAV creates long-term pavement maintenance problems and public safety concerns by regularly granting permission for overweight and oversized aircraft to use the Airport.

Additionally, the 2019 Constrained Operations Runway Justification Study appears to use a faulty methodology and inaccurate data to arrive at conclusions. For instance, the Minimum Takeoff Distances listed for the four jets listed in the 2022 Draft Master Plan with the most constrained operations are higher than the published Minimum Takeoff Distances from the aircraft manufacturers. The Falcon 50, which had the single largest number of reported constrained operations in 2018 at 160, is shown on p 16 of Chapter 1 to have a Minimum

Takeoff Distance of 5,413 feet when, the published manufacturer's specification is 4,935 feet.

Moreover, in the 2019 Constrained Operations Runway Justification Study data listing annual operations and constrained operations, the Falcon 50 is shown to have had 226 (p 1-16) operations at Aurora in 2018, of which 160 (p 1-18) were constrained. That is almost 71% constrained operations for a jet with manufacturer's minimum takeoff distance shorter than the runway at Aurora.

Compounding questions on the accuracy of the data presented in the 2019 Constrained Operations Runway Justification Study, the Falcon 900 is listed on p 1-16 as having 68 operations at Aurora in 2018, of which 75 were reported from the survey (p 1-18) to be constrained. That is to say, the aircraft is reported to have 110% of the operations constrained, which seems to be mathematically impossible.

We also note that operations flight data of the 2019 Constrained Operations Runway Justification Study and the 2022 Draft Master Plan tables of TFMSC activity operations often do not match for the two plans' years 2012 – 2018. It seems odd for FAA historical TFMSC activity operations data to vary so substantially over a two-year period between 2019 and 2022. For example:

Aircraft: Falcon 50	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**
2022 Draft Master Plan	16	32	108	228	320	332	276
2019 Constrained Operations Study	10	18	96	220	310	316	276
# Variance	6	14	12	8	10	16	0
% Variance	60%	78%	13%	4%	3%	5%	0%

Aircraft: Falcon 900	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**
2022 Draft Master Plan	180	148	48	10	56	82	70
2019 Constrained Operations Study	180	144	48	8	54	80	68
# Variance	0	4	0	2	2	2	2
% Variance	0%	3%	0%	25%	4%	3%	3%

Data sources:
2022 Draft Master Plan, Chapter 3, Table 3-8: Historical TFMSC Activity by ARC (Select Jets), p 3-14
2019 Constrained Operations Runway Justification Study, TFMSC IFR Data - Select Jet Aircraft Operations Table, p 1-16

Furthermore, the Draft Master Plan fails to acknowledge ODAV's financial benefit for providing permission for overweight/oversized aircraft to use the Airport. ODAV's primary funding source is a tax on aviation fuel, of which increased sales benefit the ODAV financially. Thus, ODAV has a motivation to increase the number of constrained operations

in order to justify a longer runway that allow aircraft to take on more fuel, and thereby benefit ODAV financially. ODAV is artificially producing the conditions that create constrained operations by granting permission for overweight/oversized aircraft to use the Aurora State Airport. Based on the public-records review, if the agency did not grant these permissions, the number of constrained operations would be insignificant.

7. ODAV's Push for Urban-Level Development to Expand Aurora State Airport's Footprint Is Contrary to State Law.

ODAV's effort to expand the Aurora State Airport's footprint through an extended runway and new through-the-fence nearby private properties rely on the conversion of surrounding EFU ag farmland and result in new development and increased activity. The agency's effort to extend the Airport runway is well documented, including prior desire for longer runway in the now invalid 2012 Master Plan, 2018 legislative request to apply for $37 million in FAA funds for runway extension, and 2019 Constrained Operations Runway Justification Study.

Airport expansionists ODAV and private developers appear to have elected to not follow Oregon land-use law procedures that call for seeking a Goal exception and Comprehensive Plan amendment to accommodate both public- and private-sector EFU land conversion for development. The Court of Appeals has ruled now in two separate but related cases cited above, *Schaefer v. Oregon Aviation Board,* 312 Or App 316 (2021) and *Schaefer v. Marion County,* 318 Or App 617 (2022), pertaining to land-use procedures by public entities—ODAV and Marion County—and private developers. In both lawsuits, the Court of Appeals reversed and remanded to LUBA the base case for review with compliance with Oregon public process and land-use laws that require Goal exception and Comprehensive Plan amendment.

Oregon land-use law calls for urban-level development that includes new pavement, public and commercial structures, increased jobs and automobile traffic, etc., to be sited in cities that provide municipal governance and public utility infrastructure, including domestic water service, wastewater/sewage processing, stormwater treatment facilities, appropriate surface transportation infrastructure, including safe roadways and alternative bike/ped facilities. Oregon land-use law disfavors urban-level activities outside of cities that occurs in unincorporated county, prime EFU lands, such as the situation with the Aurora State Airport. The 2022 Draft Master Plan fails to address this core issue of compliance with Oregon land-use law and the corresponding need for municipal governance and public infrastructure.

While ODAV may seek to claim that the new 2022 Draft Master Plan deals only with the limited amount of public agency-owned land at the Airport, considerable amount of the Master Plan directly addresses issues associated with adjacent and nearby private-property development that is dependent on a proposed public-use finding of the Master

Plan that is to facilitate EFU land conversion. The Landside Facilities section of Chapter 2, pp 2-37 – 2-39, "includes the landside facilities (depicted in Figure 2-12) designed to support airport operations, including aircraft storage and maintenance. This section of the existing conditions analysis includes a discussion of General Aviation (GA) Terminal Areas and 'Through-The-Fence' (TTF) development, hangars/airport buildings, airport surface roads, vehicle parking, airport fencing, and utilities."

Neither the Landside Facilities section, pp 2-37 – 2-39, nor the Airport Vicinity Zoning/Land Use section, p 2-23, present any analysis for how ODAV is to comply with Oregon land-use law and local zoning ordinances to implement plans for Airport expansion. In a similar manner, the 2022 Draft Master Plan provides no analysis regarding needed public utility infrastructure to support proposed new developments of runway extension and Airport through-the-fence commercial properties.

By advancing Master Plan objectives to lengthen the Aurora State Airport runway and increase the conversion of nearby high-value EFU lands to airport use to accommodate new commercial developments, ODAV is violating a key tenant of Oregon land-use law. The agency appears to rely on the limited FAA federal airport master plan process to evade Oregon land-use law procedures for Airport development.

8. ODAV's Airport Master Plan Fails to Meet Oregon State Standards for Urban-Level Development.

In Oregon, urban-level development plans that propose major new development and infrastructure improvements such as a new air traffic control tower, runway extension, aircraft hangers, public-service facilities, commercial office space and the like that impact land-use zoning, surface transportation facilities, environmental resources, surface and groundwater, emergency-response services, etc. devote considerable study to needed public infrastructure utilities to accommodate new development. The 2022 Draft Aurora State Airport Master plan spends a paltry eight pages on key infrastructure components that directly impact public safety and environmental quality.

Chapter 2 section "Applicable Planning Studies/Documents," p 2-16 through p 2-23, covers in a cursory manner crucial infrastructure issues of public concern, including

- Applicable Planning Studies/Documents, including the Marion County Comprehensive Plan, Marion County Rural Transportation System Plan (RTSP), City of Aurora Transportation System Plan (TSP), Oregon Aviation Plan, Oregon Resilience Plan and 2019 Constrained Operations Runway Justification Study.

- Environmental Data

- Environmental Screening/NEPA Categories, including Air Quality, Biological Resources, Hazardous Materials, Solid Waste and Pollution Prevention, Natural Resources and Energy Supply, Water Resources,

- Local Surface Transportation

- Area Land Use/Zoning, including Airport Vicinity Zoning/Land Use.

The 2022 Draft Master Plan Chapter 2, p 2-16 through p 2-23, reveals a host of environmental problems and issues of public health and safety concerns without addressing mitigation or remediation for infrastructure shortcomings:

- Unsafe public utilities:

  - "[A]bove ground storage tank fueling facility and one recently decommissioned fueling facility with underground storage tanks located on ODAV-owned property that are planned to be removed. There are also other privately-owned facilities surrounding the Airport property that have their own fueling facilities.

  - "Water at the Airport is provided from a system of wells. In the early 2000s, with the assistance of Marion County, the Aurora Airport Water Control District was created to address major fire and life safety needs for privately-owned land adjacent to ODAV property at the Airport. The system included an underground tank system, a pump house, underground water pipes, fire hydrants, and numerous connections for fire sprinkler systems.

  - "Sanitary sewer is provided by individual and shared drain field/septic tank systems. There are at least nine individual drain fields located on ODAV owned property that are shared for both aviation related uses on both private and publicly owned land.

  - "The Airport's stormwater system is made up of a network of edge drain, culverts and surface drainage features which generally flow to the east, west, and south sides of the Airport. Most of the stormwater runoff originating on ODAV-owned property and airfield facilities like the runway, taxiway, and apron flows to the west side of the Airport."

  The Draft Master Plan fails to note that DEQ data appears to indicate that the NPDES (National Pollution Discharge Elimination System) permit for ODAV;'s Aurora State Airport discharge into Mill Creek-Pudding River watershed expired June 30, 2017. Is this information still current? If so, does the Master Plan recommend that ODAV come into compliance with environmental laws?

- Air Pollution:

- "The Aurora State Airport property falls within a census block where all air quality-related environmental hazard indexes are between the 24th and 73rd percentile nationwide. The Airport property scores within the 51st percentile for diesel particulate matter, the 73rd percentile for PM2.5 levels, the 24th percentile for ozone summer seasonal average of daily maximum eight-hour concentrations in the air, the 51st percentile for cancer risk from the inhalation of air toxics, and the 69th percentile nationwide for other respiratory hazards exposure."

- Water Pollution:

  - "Many of the surface waters in the vicinity of the Aurora State Airport property are contaminated and listed on the DEQ 303(d) list. Contaminated surface waters in the vicinity of the Airport include:

    - "A segment of the Pudding River east of the Airport is on the 303(d) list of impaired waterways for guthion, water temperatures, and dieldrin. It is impaired for fish and aquatic life, fishing, and public and private domestic water supplies.

    - "The entire Mill Creek-Pudding River sub-watershed (1st–4th order streams) is listed on the 303(d) list for benthic macroinvertebrates bioassessments and inorganic arsenic. It is considered impaired habitat for fish and aquatic life, fishing, public and private domestic water supplies, and recreational contact with the water.

    - "A segment of the Molalla River that intersects the Pudding River east of the Airport is not a 303(d)-listed waterway but is listed by the EPA's 'How's My Waterway' tool as impaired for fishing due to flow regime modification.

    - "The segment of the Willamette River that the Molalla River flows into north of the Airport is also a 303(d)-listed waterway. It is listed for the following factors: noxious aquatic plants, aldrin, benthic macroinvertebrates bioassessments, temperatures, 4,4'-DDE, 4,4'DDT, dieldrin, and PCBs. It is considered impaired for aesthetic quality, boating, fish and aquatic life, fishing, and public and private domestic water supply.

  - "Compromised waters in the vicinity of the Airport property include critical habitat for federally threatened Upper Willamette River Chinook and steelhead populations. These waters also flow downstream to additional critical habitat areas for other species of federally listed fish species in the Columbia River."

  What is the role of ODAV, FAA and the Aurora State Airport in creating these adverse environmental conditions? How does Airport septic and stormwater

pollution figure into the water pollution issues cited above? Where is the arsenic coming from and what are the ppm compared to the US Environmental Protection Agency (EPA) tolerances?

The Draft 2022 Master Plan also fails to note that the EPA and the Oregon Department of Environmental Quality (DEQ) are reported to be testing locations at the Aurora State Airport for known or suspected use of 'forever chemicals' of per- and poly-fluorinated substances or PFAS, where growing evidence points to their adverse health effects, including some cancers. ODAV elected to omit DEQ from the PAC.

- Endangered species impacts:
  - "[T]he Molalla River (three miles northeast of the Airport), the Pudding River (0.85 mile east of the Airport), and Mill Creek (0.75 mile southeast of the Airport) are designated as habitat for Chinook salmon (federally threatened; state classified sensitive critical), Pacific lamprey (federal species of concern; state classified sensitive vulnerable), and steelhead (federally threatened; state classified sensitive vulnerable) based on records of historic sightings.
  - "Sub-watersheds surrounding the Airport are considered Essential Fish Habitat (EFH) for Chinook and coho salmon. Federal agencies are required to consult with the National Oceanic and Atmospheric Administration (NOAA) Fisheries regarding any action authorized, funded, or undertaken that may adversely affect EFH. Stormwater runoff from the Airport property flows into the Chinook and steelhead critical habitat areas as well as the Chinook and coho EFH areas."
- Airport Vicinity Zoning/Land Use:
  - "The Airport is generally surrounded by Marion County Exclusive Farm Use (EFU) districts, and a few parcels of Acreage Residential (AR) and Industrial (I) located in the immediate vicinity of the property.
  - "The intent of the EFU zone (Marion County Code 17.136) is to provide and preserve the continued practice of commercial agriculture. It is intended to be applied in areas composed of tracts that are predominantly high-value farm soils. EFU zone generally prohibits the construction, use, or design of buildings and structures except for facilities used in agricultural or forestry operations, replacing or restoring a lawfully established dwellings, supporting exploration of geothermal or mineral resources, or supporting agri-tourism destinations and events."

    ODAV's mission to expand the footprint of the Aurora State Airport with a runway extension and additional through-the-fence commercial operations,

> located in prime EFU ag land of French Prairie, would appear to contradict the intent of both Oregon and Marion County's EFU zone, which "prohibits the construction, use, or design of buildings and structures except for facilities used in agricultural or forestry operations."

The 2022 Draft Master Plan provides no analysis of surface transportation impacts of Airport-related operations on area roads. In effect, by advocating for Airport expansion without any infrastructure recommendations to accommodate new development, ODAV is externalizing Airport-related costs onto local roads of Clackamas and Marion Counties and City of Aurora without providing compensation for mitigation. The Draft Master Plan merely notes a couple of relevant transportation plans, including the Marion County Rural Transportation System Plan and the City of Aurora Transportation System Plan, while ignoring the adjacent Clackamas County Transportation System Plan and the Oregon Department of Transportation (ODOT) Region Two/Mid-Willamette Valley Council of Governments Regional Transportation Plan.

The short Local Surface Transportation section indicates that the "Airport is located between Interstate 5 and State Highway 99E. Interstate 5, which is an essential north-south commerce link for the western United States, runs west of the Airport providing access to the Portland metro area. Access to the Airport is also provided by Highway 551 (Canby *(sic)* Wilsonville-Hubbard Highway) from the north and south, Arndt Road from the east and west, and Airport Road from Aurora. Keil Road is located south of the Airport and provides additional airport business access from Highway 551 and Airport Road. State Highway 99E, accessible to the Airport via Ehlen Road off of Highway 551 and Airport Road, provides access to the nearby communities of Canby, and Oregon City." Highway 551 (mislabeled as Canby-Hubbard Highway; actual label is Wilsonville-Hubbard Cut-off) is an ODOT facility, as is Highway 99E and I-5 and the nearby at-capacity I-5 Boone Bridge; segments of Arndt Road, Airport Road and Ehlen Road fall under jurisdiction of Clackamas and Marion Counties.

So while acknowledging the roadways of other jurisdictions that provide access to Airport, the 2022 Draft Master Plan fails to provide any analysis of Airport-related traffic on these roads or impacts to these surface transportation facilities. How do businesses at the Airport use these roads? What is the traffic volumes and capacity of area roadways to accommodate new development at the Airport? None of these questions are answered the Draft Master Plan.

In a similar manner, the 2022 Draft Master Plan provides no strategies to mitigate the impacts of Airport expansion onto local roads, nor potential resources to fund needed roadway improvements to accommodate increased activities at the Airport. For example, the Draft Master Plan cites on p 2-6 "that there are 2,672 direct, indirect and induced jobs at the Airport." Assuming that there are hundreds or thousands of

employees working at public and private employers at the Aurora State Airport, the Draft Master Plan provides no traffic analysis and no origination/destination trip data to determine impacts to surface transportation facilities. Given that there is no public transit service nor sidewalks nor shoulders on roads in the vicinity of the Airport, anyone who works at the Airport must drive in an automobile. So while the 2022 Draft Master Plan is shaping up to recommend runway extension and "through-the-fence" Airport expansion

The 2022 Draft Master Plan acknowledges a host of environmental resource degradation and public safety issues and transportation plans, but then does nothing to address these issues in terms of analysis or mitigation recommendations. On its face, the 2022 Draft Master Plan fails the test for an Oregon land-development master plan.

9. ODAV's Failure to Accurately Communicate to FAA Status of Prior FAA-funded 2012 Aurora State Airport Master Plan Violates FAA Grant Assurances that Should Result in an FAA Finding of Noncompliance that Results in a Denial of Future Funding.

As a component of obtaining the nearly $1 million FAA grant to fund the new 2022 Aurora State Airport Master Plan effort, ODAV made assurances in writing to FAA that all grant procedures were followed to produce a previous final, adopted 2012 Aurora State Airport Master Plan that would qualify agency to receiving funding for a new master plan. However, ODAV now admits that there is no valid, final adopted 2012 Aurora State Airport Master Plan, which is contrary to the grant assurances provided by ODAV to FAA.

The 2020 Draft Master Plan, p 2-42, states:

> "As a recipient of both federal and state airport improvement grant funds, the airport sponsor is contractually bound to various sponsor obligations referred to as 'Grant Assurances', developed by FAA and the State of Oregon. These obligations, presented in detail in federal and state statute and administrative codes, document the commitments made by the airport sponsor to fulfill the intent of the grantor (FAA or state) required when accepting federal and/or state funding for airport improvements. *Failure to comply with the grant assurances may result in a finding of noncompliance and/or forfeiture of future funding."* (Emphasis added).

The 2020 Draft Master Plan, p 2-43, states:

> "Consistency with Local Plans (Assurance #6)
>
> "*All projects must be consistent with city and county comprehensive plans, transportation plans, zoning ordinances, development codes, and hazard mitigation plans.* The airport sponsor should familiarize themselves with local planning

> documents before a project is considered *to ensure that all projects follow local plans and ordinances."* (Emphasis added).

As has been demonstrated and ODAV has conceded, there is no valid adopted Aurora State Airport Master Plan 2012, and neither the Master Plan nor its ALP were submitted to Marion County for amendments to the Comprehensive Plan. Thus, ODAV has failed to follow through on Grant Assurance #6, Consistency with Local Plans.

ODAV also fails to the test to fulfill FAA Grant Assurance #2, Compatible Land Use, which states in 2020 Draft Master Plan, p 2-44:

> "Compatible Land Use (Assurance #21)
>
> "Land uses around an airport should be planned and implemented in a manner that ensures surrounding development and activities are compatible with the airport. Aurora State Airport is located in unincorporated Marion County."

As Figure 2-8: Zoning Map on p 2-22 illustrates, the Aurora State Airport is located in unincorporated Marion County in high-value agricultural land zoned EFU. Oregon land use law seeks to protect EFU lands; ODAV's master-plan analysis seeks to convert EFU lands near Airport into an Airport use, contrary to state law, without a goal exception process that the agency has not pursued.

Thus, there is a question if ODAV has complied with FAA Grant Assurance #2, Compatible Land Use, by failing to ensure that "surrounding development and activities are compatible with the airport." By definition, EFU agricultural land is not compatible with Master Plan development proposals to extend runway and convert nearby EFU lands into Airport use.

ODAV's failure to meet FAA Grant Assurance #6 that "All projects must be consistent with city and county comprehensive plans" and potential lack of compliance with FAA Grant Assurance #21, Compatible Land Use, should prompt the FAA to take action. The appropriate remedy in this situation for ODAV'S failure to comply with one or more of the grant assurances is for FAA to issue a finding of noncompliance that results in the forfeiture of future funding.

10. Chapter 2, "Existing Conditions Analysis," Omits Key Information Needed to Determine Actual Site Conditions.

The 2022 Draft Master Plan cites on p 2-6 the OAP to indicate that there are 2,672 direct, indirect and induced jobs at the Airport. However, this information does not disclose how many jobs are there specifically at the Airport? This kind of data would tend to support the need for municipal governance and the provision of city utilities and transportation alternatives, all of which are missing at Airport.

Chapter 2 contains contradictory information: p 2-6 states that there are 281 aircraft based at the Airport; however, Figure 2-2 states that there are 396 'based aircraft.' What accounts for the difference here?

In a similar fashion, Figure 2-2 shows 94,935 annual operations; however, the Baseline is shown as 76,028 operations. Is Figure 2-2 incorrect?

The text on p 2-10 states that the based aircraft does not include helicopters; however, Figures 2-5 and 3-8 shows 10 helicopters contributing to the 281 based aircraft at the airport. Which is correct?

How many gallons of jet fuel is stored on ODAV property? Has ODAV accounted for any underground fuel-storage tanks? Are there any documented leaks in the underground storage tanks located on ODAV property?

If the 2019 Constrained Operations Study concluded that a runway extension of 7888' was justified, why was the recommendation only for 6002'?

What is the level of accuracy expected from the survey conducted in the 2019 Constrained Operations Study?

Page 2-20 states that Columbia Helicopter is identified by EPA as a RCRA Corrective Action Site. What does that mean exactly? What was found there? Were there any fines? Is the site in compliance now?

Page 2-22 raises the question if FAR Part 77 overlay airspace extend over any part of the city of Wilsonville? Why is the FAR 77 overlay not included inside the Wilsonville corporate limits on figure 2-8?

Figure 2-8 does not properly identify city of Wilsonville zoning, it would appear to be a generic categorization. That should be noted, or changed.

Page 2-23, where exactly are the two areas of residential property that are located under the primary, approach, or transitional surfaces?

Is pavement condition a consideration in allowing operations that exceeding weight limits? Who approves such requests? Are all requests granted? How many requests are granted versus denied? Please provide numbers.

Does a runway expansion cause the RPZ to impact other residential homes not currently impacted?

Should the utilities section on page 2-39 address fire and police protection?

What are some examples of 'FAA noncompliance' as described on p 2-41?

11. Chapter 3, Aviation Activity Forecasts, Raises Questions that Are Unanswered.

Chapter 3 lists Annual Aircraft Operations only for the years 2016 thru 2021; however, the same chapter uses 2012 thru 2021, for example Aurora State Airport Instrument Flight Operations. The same, consistent set of years should be used for all data tables and analysis, 2012 thru 2021. In consistent use of comparison years does not provide for the public to be able to determine accurate data, and could be interpreted as agency data/process manipulation.

Page 3-8, if the number of active commercial and private pilots will decline as indicated, how will operations increase? This appears to be contradictory information.

Is there a decibel level that should not be exceeded in residential areas near GA airports?

How many of the total aircraft operations are touch-and-go landings? That is, many members of the public suspect that ODAV is "artificially" inflating the operations count by including pilot training touch-and-go landings, each of which counts as two operations (touching down to runway and then lifting off of runway).

How many of the based aircraft are seasonal – that is, located at Airport more than half the calendar year? How is seasonality measured and through what process? Are there multiple surveys in a year?

12. ODAV's Prior Master Plan Historical Forecasting Track Record Consistently Over Estimates the Projected Number of Based Aircraft and Operations.

A review of prior ODAV master plan work in comparison to current data used in the 2022 Draft Master Plan demonstrates a historical track record of a high rate of error and most often overestimating the forecasted number of based aircraft, fleet mix and operations. Wide divergence between projections estimated 10 years ago and those of 2022 provide substantial reason to doubt the accuracy or validity of new 2022 Master Plan projections.

When comparing the 2012 Aurora State Airport Master Plan Based Aircraft and Fleet Mix Forecast compared to the new Draft 2022 Aurora State Airport Master Plan, the prior forecast for total based aircraft was off by 44%—overestimating the total number of Based Aircraft. Additionally, most of the Fleet Mix Forecast was also off substantially:

2012 and 2022 Master Plans Forecast of Based Aircraft and Fleet Mix Forecast: 2020/2021 Timeframe

	Year	Single Engine	Multiengine Piston	Turboprop	Jet	Helicopter	Other	Total
2012 Master Plan	2020	288	25	20	33	34	5	405
2022 Draft Master Plan	2021	216	6	13	36	10	0	281
# Variance		72	19	7	-3	24	5	124
% Variance		33%	317%	54%	-8%	240%	—	44%

ODAV's historical track record of overestimating the number of Based Aircraft at the Aurora State Airport is reflected in this graph in the new 2022 Draft Master Plan, p 3-15. Only when ODAV conducted an actual inventory of Based Aircraft in 2021 with a "Validated Count" of 218 did the public learn the actual number of Based Aircraft was substantially lower than ever previously reported or estimated.

FIGURE 3-2: HISTORICAL TAF – BASED AIRCRAFT



Source: FAA TAF 2000-2045 (Aurora State Airport) www.taf.faa.gov

When projecting out an additional 10 years to 2030 timeframe, the 2012 forecast margin of error increases by a third—increasing the over-estimate from 44% to 65%—compared to the 2022 forecast. The 2012 Master Plan projected a total 464 based aircraft by 2030, while the new 2022 Master Plan projects 281 based aircraft by 2031, representing a 65% overestimate compared to the new 2022 estimate.

2012 and 2022 Master Plans Forecast of Based Aircraft and Fleet Mix Forecast: 2030/2031 Timeframe

Comparison by Plan of Based Aircraft	Year	Single Engine	Multiengine Piston	Turboprop	Jet	Helicopter	Other	Total
2012 Master Plan	2030	316	27	26	47	43	5	464
2022 Draft Master Plan	2031	240	6	15	15	16	0	281
# Variance		76	21	11	32	27	5	183
% Variance		32%	350%	73%	213%	169%	—	65%

Data sources:
2012 Master Plan Table 3J. Based Aircraft and Fleet Mix Forecast, p 3-22
2022 Draft Master Plan Table 3-14: Forecast Based Aircraft Fleet Mix, p 3-19

The point here is that the prior 2012 Master Plan Based Aircraft and Fleet Mix Forecast was substantially off the mark on most counts. As listed below with the Operations Forecast, it appears that overestimating is common problem with Aurora State Airport Master Plans.

When comparing the 2012 Aurora State Airport Master Plan Operations Fleet Mix Forecast compared to the new Draft 2022 Aurora State Airport Master Plan, the prior forecast overestimated operations by 40% compared to the new 2022 estimate.

2012 and 2022 Master Plans Forecast of Operations Fleet Mix Forecast: 2020/2021 Timeframe

	Year	Single Engine	Multiengine Piston	Turboprop	Jet	Helicopter	Total
2012 Master Plan	2020	37,218	7,444	11,697	15,951	34,028	106,338
2022 Draft Master Plan	2021	60,823	760	3,041	5,322	6,082	76,028
# Variance		-23,605	6,684	8,656	10,629	27,946	30,310
% Variance		-39%	879%	285%	200%	459%	40%

When projecting out an additional 10 years to 2030 timeframe, the 2012 forecast margin of the Operations Fleet Mix continues a pattern of overestimating total operations and mis-estimating the fleet mix operations count.

2012 and 2022 Master Plans Forecast of Operations Fleet Mix Forecast: 2030/2031 Timeframe

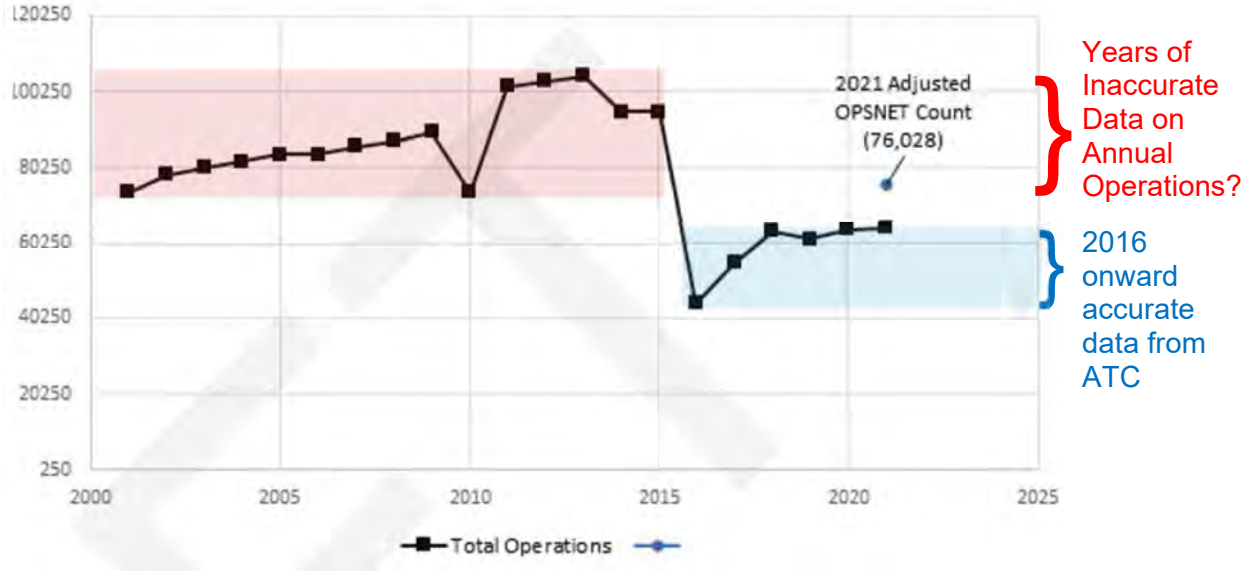
	Year	Single Engine	Multiengine Piston	Turboprop	Jet	Helicopter	Total
2012 Master Plan	2030	37,316	8,707	14,926	22,389	41,047	124,386
2022 Draft Master Plan	2031	75,143	764	4,297	7,638	7,638	95,480
# Variance		-37,827	7,943	10,629	14,751	33,409	28,906
% Variance		-50%	1040%	247%	193%	437%	30%

Data sources:
2012 Master Plan Table 3Table 3M. Operations Fleet Mix Forecast, p 3-29
2022 Draft Master Plan Table 3-16: Operations Fleet Mix, p 3-22

ODAV's historical record of inaccurate, over-estimated Operations count at the Aurora State Airport is reflected in this graph in the new 2022 Draft Master Plan, p 3-15. Only when the Aurora State Airport Air Traffic Control Tower opened in 2015 did accurate operational data become available that showed ODAV's gross overestimation of prior years' annual aircraft operations.

Additionally, despite having FAA Operations Network (OPSNET) Traffic Counts datasets that show 69,742 total operations in 2021 (2022 Draft Master Plan Table 2-6: OPSNET Airport Traffic Counts, p 2-10) ODAV inexplicably inflated the annual aircraft operations count by 6,286 or 9%, providing an even higher starting point for forecast operations.

FIGURE 3-3: HISTORICAL TAF – ANNUAL AIRCRAFT OPERATIONS



The highly inaccurate 2012 Aurora State Airport Master Plan Based Aircraft and Fleet Mix Forecast and Operations Fleet Mix Forecast compared to new Draft 2022 Draft Aurora State Airport Master Plan does not provide confidence in aviation forecasting. This becomes even more so when the Draft 2022 Draft Aurora State Airport Master Plan opts to ignore data contained in the recent 2019 Constrained Operations Study.

13. 2022 Draft Master Plan Ignores Recent 2019 Forecast Operations.

The new Draft 2022 Master Plan appears to ignore ODAV/FAA compiled operational flight data and forecast developed in the 2019 Constrained Operations Runway Justification Study for the Aurora State Airport, funded with a $70,000 ODAV grant. The Draft Master Plan does not justify or explain why the 2022 Draft Master Plan's forecasts vary so considerably from the previously FAA-approved 2019 Constrained Operations Runway Justification Study.

The forecast of operations variance between the new 2022 Draft Master Plan and the already approved FAA 2019 Constrained Operations Runway Justification Study starts with a 6% or 4,315 increase in 2021 and escalates to a differential of 58% or 44,033 annual operations by 2041.

It seems implausible that an FAA-approved aviation operations forecast conducted in 2019 just two years prior to the 2021 baseline date of the 2022 Draft Master Plan could be so utterly incorrect as forecast in the 2022 Draft Master Plan. A more plausible explanation is that ODAV is continuing an established pattern of overestimating operations forecast that result in a decision to extend the runway and expand the Airport's through-the-fence footprint onto prime EFU ag land.

The comparison of Forecast Operations between the new 2022 Draft Master Plan and the 2019 Constrained Operations Runway Justification Study demonstrates a significant variation from the Study's just-published forecast. Rhetorically speaking, if we can't rely on the 2019 forecast, why would we trust the 2022 forecast?

2022 Master Plan and 2019 Constrained Operations Study Forecast of Operations

	2021	2026	2031	2036	2041
2022 Draft Master Plan, p 3-23	76,028	85,201	95,480	107,000	119,909
Constrained Operations Study, p 1-14	71,713	72,706	73,939	74,788	75,876
# Variance	4,315	12,495	21,541	32,212	44,033
% Variance	6%	17%	29%	43%	58%

Data sources:
2022 Draft Master Plan Table 3-16: Operations Fleet Mix, p 3-22
2019 Constrained Operations Runway Justification Study, p 1-14

14. Draft Master Plan Fails to Account for Federal and State Effort to Reduce Climate-Changing Carbon and Greenhouse Gas (GHG) Emissions.

Finally, the 2022 Draft Master Plan makes NO effort to address the highly relevant issue of federal and state effort to reduce climate-changing carbon and greenhouse gas (GHG) emissions. In fact, by advocating for Airport runway extension and increase in fuel flowage that benefits ODAV's coffers, the agency is directly contradicting Oregon Governor's Office Executive Order 20-04 on Climate Action "Directing State Agencies to Take Actions to Reduce and Regulate Greenhouse Gas Emissions" that directs DEQ to develop strategies that "Cap and Reduce Greenhouse Gas Emissions."

The 2022 Draft Master Plan documents that over 4.2 million gallons of fuel have been sold at the Airport between 2016 and 2021 (Table 3-4: Fuel Flowage (Gallons)). Based on a standard conversion factor of 22.38 pounds of CO2 produced by burning a gallon of diesel fuel, the Airport has emitted an estimated 95 million pounds of CO2 during this timeframe. The 2022 Draft Master Plan anticipates generating additional CO2 by advocating development without addressing remediation or reduction strategies.

One of the major reasons stated during OAB meetings and PAC meetings by OAB members, ODAV staff and aviation interests in support of Aurora State Airport runway extension is to increase the sale of aviation fuel so that a larger class of aircraft may takeoff from the airport with full tanks of gas. Again, note that the tax on aviation fuel is the primary source of operational revenue for ODAV. Thus, the agency itself has a direct pecuniary interest in advocating for increased aviation-gas fuel sales that would accompany expansion of the Aurora State Airport, seemingly in direct conflict with the Governor's Executive Order on Climate Action.

The City of Wilsonville appreciates consideration of our comments and looks forward to ODAV and FAA responses to the issues of concern and questions raised regarding the 2022 Draft Master Plan Chapters 1-3. Thank you for your time and consideration.

Sincerely,



Mark Ottenad, Public/Government Affairs Director
City of Wilsonville

Exhibits:

A. December 13, 2021: Mayors of the Aurora State Airport Communities—Aurora and Wilsonville—Letter to The Honorable Kate Brown, Governor of Oregon, c/o Staff of the Office of the Governor, RE: Issues of Public Concern with Oregon Department of Aviation's Aurora State Airport Master Planning Process

B. August 4, 2021: City of Wilsonville Mayor Julie Fitzgerald Letter to Martha Meeker, Chair, Oregon Aviation Board, and Betty Stansbury, Aviation Director, RE: Public Disenfranchisement by the Oregon Aviation Board for the Proposed 2021-22 Aurora State Airport Master Planning Process

C. July 6, 2021: City of Aurora Mayor Brian Asher and City of Wilsonville Mayor Julie Fitzgerald letter to The Honorable Ron Wyden, U.S. Senator, and The Honorable Jeff Merkley, U.S. Senator, RE: Request for Your Intervention in Ensure Proper Award of FAA Grant Funds to the Oregon Department of Aviation for Aurora State Airport Master Plan Update

D. June 17, 2021: Representative Courtney Neron, HD-26, and Representative Susan McLain, HD-29, letter to Martha Meeker, Chair, Oregon Aviation Board, Betty Stansbury, Aviation Director, RE: 2021 Aurora State Airport Master Planning Process

E. June 14, 2021: City of Wilsonville Mayor Julie Fitzgerald Letter to Martha Meeker, Chair, Oregon Aviation Board, and Betty Stansbury, Aviation Director, RE: Concerns with Proposed 2021-22 Aurora State Airport Master Planning Process

F. August 8, 2018: Clackamas County Board Chair Jim Bernard and City of Wilsonville Mayor Tim Knapp letter to the Governor, Senate President and House Speaker: RE: Request to Cancel Oregon Department of Aviation application to Federal Aviation Administration (FAA) for funds to extend the Aurora State Airport runway

cc: Members of the Oregon Congressional Delegation: Senator Wyden, Senator Merkley, Congressman Schrader

Office of Governor Kate Brown

Members of the Oregon Legislature: Speaker Rayfield, Senate President Courtney, Representative McLain, Representative Courtney Neron

Leading Oregon Gubernatorial Candidates Christine Drazan, Tina Kotek, Bud Pierce, Tobias Read, Bob Tiernan, Betsy Johnson

FAA Northwest Mountain Region administrators: Director Fernuik, (Acting) Manager Seattle Airports District Office Manager Ferrell, Planning & Programming Branch Manager Schaffer, Safety & Standards Branch Manager Ritchie

Mayors of the Aurora State Airport Area Communities

Aurora **Wilsonville**

December 13, 2021

The Honorable Kate Brown, Governor of Oregon
c/o Staff of the Office of the Governor — *Submitted via email to:*
Gina Zejdlik, Chief of Staff — *gina.zejdlik@oregon.gov*
Amira Streeter, Policy Advisor–Climate, Energy and Transportation — *amira.streeter@oregon.gov*
Annie McColaugh, Director–Federal Affairs — *annie.mccolaugh@oregon.gov*
Jason Miner, Policy Director–Natural Resources — *jason.miner@oregon.gov*
Leah Horner, Director–Regional Solutions — *leah.horner@oregon.gov*
Jody Christensen, Mid Valley Regional Solutions Coordinator — *jody.christensen@oregon.gov*

RE: Issues of Public Concern with Oregon Department of Aviation's Aurora State Airport Master Planning Process

Dear Governor Brown:

We write to you as the elected leaders of the communities located in closest proximity to the Aurora State Airport to express our profound disappointment at the Oregon Department of Aviation's biased handling of the Aurora State Airport Master Planning process. Our communities bear the brunt of impacts of the airport's operations, and yet the Aviation Department appears to be discounting our concerns and is primarily responsive to vested financial interests at the airport.

This observation is true in general, as Department of Aviation staff and board members indicate meeting constantly with private-sector airport interests, while rarely meeting with local community members, city councilors and staff. Multiple communications from officials at the Cities of Aurora and Wilsonville to the Aviation Department over the past several years are generally ignored and not responded to.

The Cities of Aurora and Wilsonville, along with other Planning Advisory Committee (PAC) members to the Department of Aviation's Aurora State Airport Master Planning process such as 1000 Friends of Oregon and Friends of French Prairie, seek to raise significant issues of public concern. This federally funded master plan has gotten off to a rocky start in a manner that demonstrates the Department's apparent bias and inability at providing fair public processes that meet Oregon's standards for meaningful public engagement.

We are concerned that the Department of Aviation is again making similar mistakes as it did with the 2011 or 2012 Aurora State Airport Master Plan process that both the Oregon Supreme Court and the Oregon Court of Appeals found in 2021 violated Oregon land-use and public-process laws. We request that the Governor's Office demonstrate decisive leadership that provides confidence to local-government officials that federal and state planning processes are

conducted in a legal and ethical manner above reproach, which at this time appears questionable.

A primary concern pertains to the extremely lopsided membership composition of the Planning Advisory Committee (PAC). The Department of Aviation has stacked the Planning Advisory Committee with self-dealing financial interests at the Airport that benefit from taxpayer-funded Airport operations and capital improvements. A review of the PAC membership demonstrates that well over half of the PAC membership is comprised of entities with direct pecuniary interest in furthering airport expansion at taxpayer expense.

The same pro-airport expansion entities are represented multiple times on the PAC. Two associations placed on the PAC are composed of a majority of Airport financial interests:

- The attorney for the Aurora Airport Improvement Association represented at the June 3, 2021, Oregon Aviation Board meeting that most of the businesses at the Aurora State Airport belonged to the Aurora Airport Improvement Association.
- In a similar manner, most of the same airport entities are also members of Positive Aurora Airport Management association, a local airport operations management group.

By all appearances, the process and committee composition has the appearance of a "tick the box" exercise in public involvement. This leaves us to conclude that the outcome is predetermined and that the inevitable result will lead to airport expansion regardless of the impacts on safety, the environment and surrounding infrastructure.

Another key problem is that the Department of Aviation has omitted two key state agencies as PAC members: Department of Agriculture and Department of Environmental Quality (DEQ). The Aurora State Airport is located in the heart of the Oregon's best "foundation farmland" of French Prairie, which hosts some of Oregon's foremost traded-sector ag producers, nurseries and food processors. Real-estate speculation and uncontrolled urban-level development—as are occurring at the Aurora State Airport area—are harmful to this prime ag-sector economic cluster. By excluding the Department of Agriculture from the public process, the Department of Aviation continues a trend of excluding parties that may provide valuable information or may question the Aviation agency's objectives.

We read in the media that the US Environmental Protection Agency (EPA) indicates that 750 Oregon sites could expose residents to 'forever chemicals' of per- and poly-fluorinated substances or PFAS, where growing evidence points to their adverse health effects, including some cancers. In Oregon, the state Department of Environmental Quality (DEQ) is testing locations including the Aurora State Airport for known or suspected PFAS use. Again, the Department of Aviation's exclusion of DEQ demonstrates an on-going pattern of discriminatory conduct.

We understand that the Governor's Office Executive Order 20-04 on Climate Action "Directing State Agencies to Take Actions to Reduce and Regulate Greenhouse Gas Emissions" (GHG)

directs DEQ to develop strategies that "Cap and Reduce Greenhouse Gas Emissions." We are concerned that representatives of the Governor's Office appointed to the Oregon Aviation Board and Department of Aviation staff simultaneously are advocating for major expansion of the Aurora State Airport that results in substantial increases in aviation-gas fossil-fuel consumption and GHG emissions, contrary to the Executive Order on Climate Action.

One of the major reasons stated by aviation interests for Aurora State Airport runway extension is to increase the sale of aviation fuel so that a larger class of aircraft may takeoff from the airport with full tanks of gas. We note that the tax on aviation fuel is the primary source of operational revenue for the Department of Aviation. Thus**,** the Department of Aviation has a direct pecuniary interest in advocating for increased aviation-gas fuel sales that would accompany expansion of the Aurora State Airport, seemingly in direct conflict with the Governor's Executive Order on Climate Action.

Additionally, DEQ data appears to indicate that the NMPDES (National Pollution Discharge Elimination System) permit for the Department of Aviation's Aurora State Airport discharge into Mill Creek-Pudding River watershed expired June 30, 2017. We understand that area residents have expressed concerns for surface-water, ground-water and well-water quality due to prospective airport run-off pollutants, unregulated septic systems and potential ground water pollution. Cumulatively, these all appear to be good reasons from the Department of Aviation's perspective to exclude DEQ from Airport planning efforts.

The Department of Aviation's tightly controlled master planning process fails to meet the test for meaningful public engagement. The Zoom meeting format used by the Department of Aviation does not list or show all participants in the meeting and provide clear labeling of names and affiliations. It is unclear to the public who is attending the meetings and who or what entity that participants represent. At the November 16, 2021, PAC meeting, it was difficult to ascertain from many of the name labels who was attending in what role. Names and affiliations of all PAC members and staff/consultants should be clearly evident.

Additionally, some PAC members were allowed to have two representatives participate in the meeting, while some PAC members were ignored and not allowed to participate in the meeting. These elements indicate a failure of meaningful public process.

The facilitators for the PAC meeting used a series of unscientific "polls" to gauge participants' thoughts or perspectives; however, it was unclear who was participating — was it PAC members, Aviation staff and consultants, and/or the public? Moreover, the facilitators interpreted the results of the poll that may or may not be an accurate reflection of the participants involved.

The Department of Aviation states that "As the airport sponsor, ODA staff will be the final decision-making authority. They will decide what is included in the Master Plan." Setting aside the fact that this pronouncement at the start of a "public involvement" process sends a message that is contrary to Oregon's Statewide Planning Goal Number 1, we believe this is false

information; only the appointed body *(i.e.,* the Oregon Aviation Board) can legally approve a master plan. The failure of the Aviation Board to adopt the 2011 or 2012 Aurora State Airport Master Plan was a centerpiece for the Oregon Supreme Court's affirmation of the Court of Appeal's decision against the Department of Aviation for failure to comply with Oregon law.

During the November 16, 2021, PAC meeting, aviation consultants indicated that they would consider nearby external "outside the fence" proposed urban-level developments in the Airport master-planning process — implying that such proposed developments would favor Airport expansion. However, the consultants gave no indication of reviewing such information in light of Oregon's EFU land-use laws, nor the potential reality of such proposed developments ever actually occurring. Additionally, consultants gave no indication of considering the "negative" aspects of proposed developments outside the Airport, such as increased surface-transportation impacts/traffic congestion and potential mitigation, increased land-speculation harming the ag industry, and increased pollution and environmental impacts.

The Department of Aviation has allowed and promoted the dissemination of false information about the seismic resilience of the Aurora State Airport. At the October 6, 2021, Oregon Aviation Board planning session and at the November 16, 2021, PAC meeting, misinformation about the seismic conditions of the Aurora State Airport area was provided without rebuttal. At the October meeting, the Aviation Board had considerable discussion on resilience, and the importance of selling the resilience concept to the public and government officials as a component of building support for state and federal funds for the Aurora State Airport expansion. Aviation Board Chair Meeker indicated a desire to improve "lines of communication" between the Governor's Office and airport businesses to promote resilience.

Contrary to statements that depict the Aurora State Airport as a crucial facility for the projected 9.0 Cascadia Subduction Zone Earthquake, the Aurora State Airport is listed at the lowest-level of Tier 3 airports in the Oregon Resilience Plan. The Tier designations "indicate the priorities for making future investments." In other words, the Department of Aviation is effectively targeting one of the lowest priority airports to prepare for recovery in the Oregon Resilience Plan for potentially one the largest airport capital improvement projects ever planned by the state.

With respect to the airport's ability to withstand a Cascadia Subduction Zone Earthquake, reports by the Oregon Department of Geology and Mineral Industries (DOGAMI) show that the Aurora State Airport is located in an area subject to major potential damage in a projected 9.0 Cascadia Subduction Zone Earthquake. The "Mid/Southern Willamette Valley Geologic Hazards, Earthquake and Landslide Hazard Maps, and Future Earthquake Damage Estimates," DOGAMI publication IMS-24, shows that the Aurora State Airport specifically is located in an area:

- Rated High for Ground Shake Amplification
- Rated High for Amplification Susceptibility
- Rated Moderate to High for Liquefaction Susceptibility

The same deep, fine soils that make the French Prairie area such exemplary foundation farmland also mean these soils are subject to amplification and liquefaction. As a result of such an earthquake, the airport runway would likely be unserviceable for a long period of time (6-12 months) post-earthquake. Rather than allow aircraft to take off or land due to an inoperable runway, the most likely role of the Aurora State Airport will be to accommodate vertical take-off and landing of heavy-lift helicopters with locally-based Columbia Helicopters and Helicopter Transport Services, neither of which require a runway extension to operate.

In all of our years of government service, we have never seen a state agency act with such disregard to the concerns of the local communities, and appropriate and fair public process. We request your intervention now to provide for an unbiased process that produces trust-worthy results. We believe that if the Department of Aviation were to comply with—rather than seek to evade—the letter and spirit of Oregon's land-use and public-process laws, judicial intervention to set a course correction would not be a necessary remedy that must be pursued by local governments and concerned citizens.

Again, we appreciate your time and consideration of these important issues, and we look forward to your response. Thank you.

Sincerely,

Brian Asher, Mayor
City of Aurora

Julie Fitzgerald, Mayor
City of Wilsonville

Enc:

- Letter from Cities of Aurora and Wilsonville to Sen. Lee Beyer and Rep. Susan McLain, Co-Chairs Joint Committee on Transportation, RE Request for Public Hearing on HB 2497 – Proposed Legislation to Create Transparent Public Process for State Aviation Department Agency Communications and Coordination with Local Governments and Communities on Aurora State Airport Issues of Concern, March 11, 2021
- Aurora State Airport in Relation to The Oregon Resilience Plan and DOGAMI Earthquake Susceptibility Maps – 2019

cc: Oregon Aviation Board
Senator Ron Wyden
Senator Jeff Merkley
Congressman Kurt Schrader
Congresswoman Suzanne Bonamici
House Speaker Tina Kotek
Senate President Peter Courtney
Representative Susan McLain (HD 29)
Representative Courtney Neron (HD 26)
Representative Christine Drazan (HD 39)
Senator Bill Kennemer (SD 20)
Metro Council President Lynn Peterson
Metro Councilor Garrett Rosenthal
Clackamas County Board of County Commissioners
Marion County Board of County Commissioners
FAA Mountain Region staff
Heather Fernuik, Director
Chris Schaffer, Planning & Programming Manager
Warren Ferrell (Acting) Manager, Seattle Airports District Office

March 11, 2021

Senator Lee Beyer, Co-Chair — *Sen.LeeBeyer@oregonlegislature.gov*
Representative Susan McLain, Co-Chair — *Rep.SusanMcLain@oregonlegislature.gov*
Joint Committee on Transportation — *patrick.h.brennan@oregonlegislature.gov*
Oregon Legislative Assembly

RE: Request for Public Hearing on HB 2497 – Proposed Legislation to Create Transparent Public Process for State Aviation Department Agency Communications and Coordination with Local Governments and Communities on Aurora State Airport Issues of Concern

Dear Co-Chairs Beyer and McLain and Members of the Committee:

We are writing to you as the elected leaders of two cities each located near the Aurora State Airport to request your support this legislative session in resolving a decade's-long controversy between the Oregon Department of Aviation (ODA) and our communities regarding the agency's uncooperative attitude with respect to the Aurora State Airport Master Plan and management of the airport.

At the request of the Aurora and Wilsonville City Councils, Representative Courtney Neron (HD-26) has introduced HB 2497 as a "process bill" that does not dictate predetermined results. Rather, the proposed legislation creates an open transparent, public process to establish formal channels of intergovernmental communication and coordination between the state Aviation agency and directly impacted local governments, which has been sorely lacking over the past 10 years.

We believe that ODA circumvented Oregon public-process laws regarding the purported adoption of the *2012 Aurora State Airport Master Plan.* Ever since we began disputing what we view as an illegal process, the state agency has been virtually unresponsive to our local communities. We are alarmed about the agency's efforts to promote increasingly urbanized levels of activity in unincorporated county territory of high-value EFU farmland without inviting meaningful public input and without supporting public infrastructure — all contrary to Oregon Goals for citizen-involvement and land-use planning. The PSU Oregon Solutions' *Aurora State Airport Assessment Report* commissioned by the legislature in 2018 found a host of agency management troubles, improper influence and poor public engagement and communications problems regarding ODA's operations and planning at the Aurora State Airport.

HB 2497 also provides for updating the controversial *2012 Aurora State Airport Master Plan* that has been the subject of significant community concern and litigation, conducting a much-needed environmental assessment of current airport pollution levels, and planning for eventual annexation of the airport by the City of Aurora to provide municipal governance and urban services.

We respectfully request that the Joint Committee on Transportation provide a public-hearing opportunity for HB 2497 as a way to prepare a roadmap forward for resolving the 10-year-long Aurora State Airport conflict between the state agency and local communities. To date, *the only open public forum* on ODA's efforts to expand the Aurora State Airport was held by the Wilsonville City Council in November 2018 that drew 200 attendees.

Sincerely,

Brian Asher, Mayor
Mayor@ci.aurora.or.us

Julie Fitzgerald, Mayor
Mayor@ci.wilsonville.or.us

cc: Senate President Peter Courtney; House Speaker Tina Kotek; Gina Zejdlik, Governor's Chief of Staff

Aurora State Airport in Relation to The Oregon Resilience Plan and DOGAMI Earthquake Susceptibility Maps - 2019

The Oregon Resilience Plan

Reducing Risk and Improving Recovery for the Next Cascadia Earthquake and Tsunami

Report to the
77th Legislative Assembly

from
Oregon Seismic Safety Policy
Advisory Commission (OSSPAC)



Salem, Oregon
February 2013

Air Transportation

The state of Oregon has an extensive aviation system that provides valuable transportation options for the public, ranging from small airports in remote regions of the state to large commercial service airports. Ninety-seven public-use airports provide support to the economic health and vitality of Oregon and contribute to the quality of life for its citizens and visitors.

- Fifty-seven public-use airports are partially supported by FAA and included in the National Plan of Integrated Airport System (NPIAS).
- Sixteen public-use airports are either owned by other municipalities or are privately owned.
- Over 400 private airports and landing strips are located within Oregon.

The 2007 Oregon Aviation Plan established five categories of airports, based on the definitions outlined within the National Plan of Integrated Airports System (NPIAS), the design criteria outlined by the Airport Reference Code (ARC), and the facilities inventory.

CATEGORY I: COMMERCIAL SERVICE AIRPORTS
These airports support some level of scheduled commercial airline service in addition to a full range of general aviation aircraft. This includes both domestic and international destinations.

CATEGORY II: URBAN GENERAL AVIATION AIRPORTS
These airports support all general aviation aircraft and accommodate corporate aviation activity including business jets, helicopters, and other general aviation activity. The primary users are business related and service a large geographic region, or they experience high levels of general aviation activity.

CATEGORY III: REGIONAL GENERAL AVIATION AIRPORTS
These airports support most twin and single engine aircraft, may accommodate occasional business jets, and support regional transportation needs.

CATEGORY IV: LOCAL GENERAL AVIATION AIRPORTS
These airports primarily support single engine, general aviation aircraft, but are capable of accommodating smaller twin-engine general aviation aircraft. They also support local air transportation needs and special use aviation activities.

CATEGORY V: REMOTE ACCESS AND EMERGENCY SERVICE AIRPORTS
These airports primarily support single-engine, general aviation aircraft, special use aviation activities, and access to remote areas; or they provide emergency service access.

The following list identifies airports within each category that have the potential to maintain or quickly restore operational functions after a major earthquake. The Transportation Task Group arranged these 29 airports into a tier system to indicate the priorities for making future investments. Tier 1 (T1) is comprised of the essential airports that will allow access to major population centers and areas

considered vital for both rescue operations and economic restoration. Tier 2 (T2) is a larger network of airports that provide access to most rural areas and will be needed to restore major commercial operations. Tier 3 (T3) airports will provide economic and commercial restoration to the entire region after a Cascadia subduction zone event.

Category I	Category II	Category III	Category IV	Category V
*Redmond (T1)	Scappoose (T2)	Tillamook (T2)	Mulino State (T3)	Independence State (T3)
PDX (T1)	Troutdale (T3)	Roseburg (T1)	Albany (T3)	Siletz Bay State (T2)
Salem (T1)	Hillsboro (T2)	Bandon State (T2)	Lebanon (T3)	Cape Blanco State (T2)
Eugene (T1)	Portland Heliport (T3)	Grants Pass (T3)	Florence (T3)	
Rogue Valley Medford (T1)	Aurora State (T3)		Creswell (T3)	
Klamath Falls (T1)	McMinnville (T3)		Cottage Grove State (T3)	
	Newport (T2)		Myrtle Creek (T3)	
	Corvallis (T3)		Brookings (T2)	

*Primary emergency response airport for FEMA Region X: Redmond municipal airport, centrally located in central Oregon, is ideally situated to be the primary FEMA emergency response airport.

Figure 5.16: Oregon Airports (Source: Oregon Department of Aviation)

The Portland International Airport (PDX) is one of Oregon's vital transportation network links. As the state's major airport, PDX will play a key role in re-establishing our economy by facilitating the movement of people, goods, and services after a major statewide emergency event. Other airports in Oregon will also play a vital role during the post-disaster emergency response and initial recovery phase. During the emergency response, for example, displaced residents, injured people, and the elderly may need to be evacuated by means of airports; and airports will also provide a staging area for needed supplies (such as water, food, medical supplies, and materials for temporary housing). Until highway and rail transportation can be fully restored, air transportation, along with ships off the coast, will be the lifelines for Oregon's citizens.

Oregon Transportation Resiliency Status

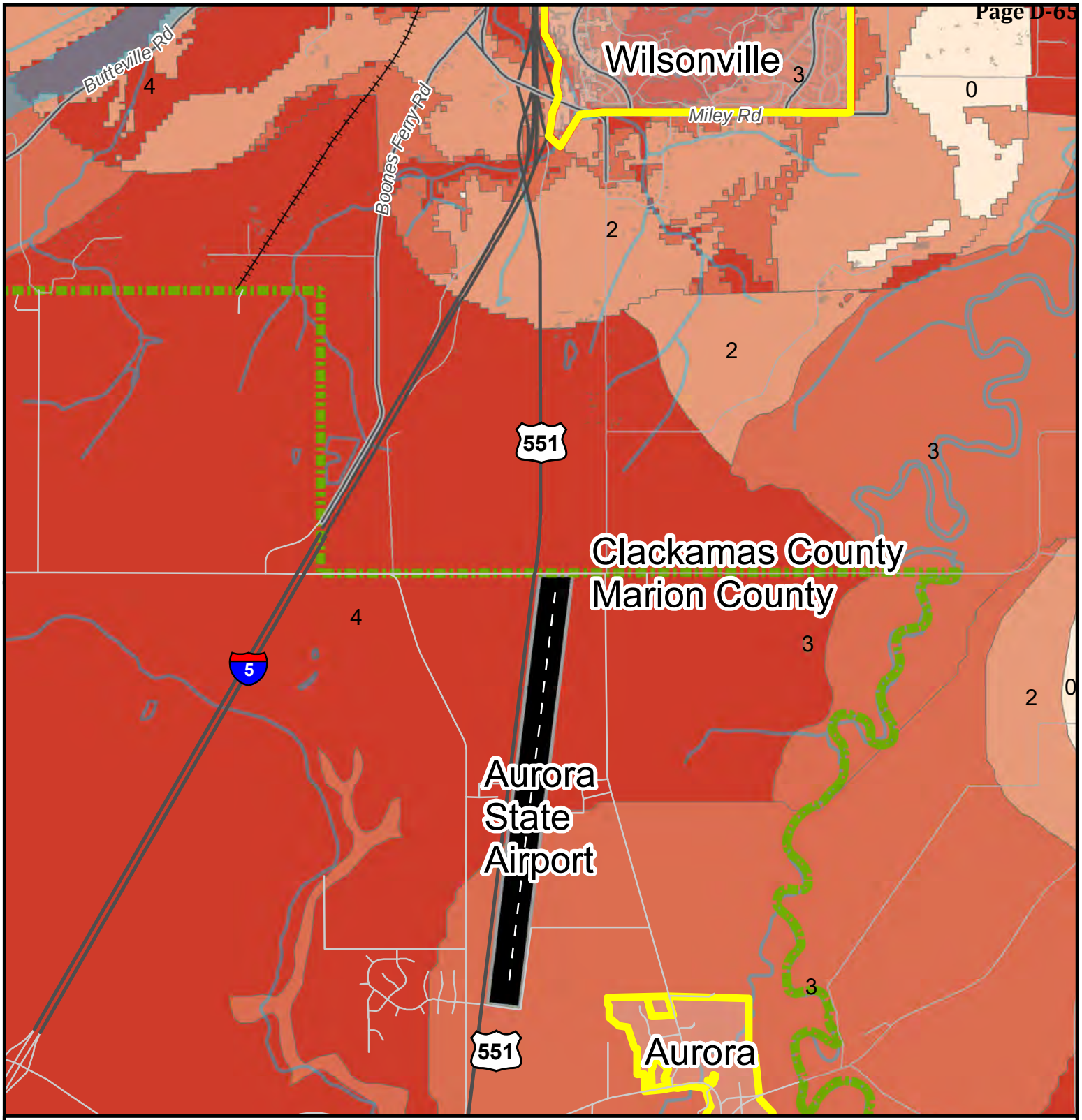
***Key to the Table**

TARGETS TO ACHIEVE DIFFERENT LEVELS OF RECOVERY:	
Minimal: (A minimum level of service is restored, primarily for the use of emergency responders, repair crews, and vehicles transporting food and other critical supplies.)	R
Functional: (Although service is not yet restored to full capacity, it is sufficient to get the economy moving again—e.g. some truck/freight traffic can be accommodated. There may be fewer lanes in use, some weight restrictions, and lower speed limits.)	Y
Operational: (Restoration is up to 90% of capacity: A full level of service has been restored and is sufficient to allow people to commute to school and to work.)	G
ESTIMATED TIME FOR RECOVERY TO **60%** OPERATIONAL GIVEN CURRENT CONDITIONS:	S
ESTIMATED TIME FOR RECOVERY TO **90%** OPERATIONAL GIVEN CURRENT CONDITIONS:	X

Comparison of Target States and Estimated Time for Recovery

Infrastructure Facilities	*Event Occurs*	*0 – 24 hours*	*1 – 3 days*	*3 – 7 days*	*1 – 4 weeks*	*1 – 3 months*	*3 – 6 months*	*6 – 12 months*	*1 – 3 years*	*3+ years*
Central Oregon Zone										
▶OREGON STATE HIGHWAY SYSTEM										
State Highway System - Tier 1 SLR [1)]			R	Y	G			S	X	
Roadways			R	Y	G/S		X			
Bridges			R	Y	G		S	X		
Landslides			R	Y	G			S	X	
State Highway System - Tier 2 SLR			R		Y	G			S	X
Roadways			R		Y	G/S		X		
Bridges			R		Y	G		S	X	
Landslides			R		Y	G			S	X
State Highway System - Tier 3 SLR				R		Y	G		S	X
Roadways				R		Y	G/S		X	
Bridges				R		Y	G		S	X
Landslides				R		Y	G		S	X
State Highway System - Other Routes					R		Y	G	S	X
Roadways					R		Y	G	X	
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
▶AIRPORTS & AIR TRANSPORTATION										
Tier I - Oregon Airports System										
Redmond Municipal Roberts Field Airport - FEMA		R	S		Y	G	X			
Klamath Falls Airport		R	S		Y	G	X			
FAA Facility			R	Y	G					
▶OREGON RAIL TRANSPORTATION										
UPRR										
CA/OR State Line to Bieber Line Jct. (Klamath Falls)			Y	G	S	X				

Infrastructure Facilities	*Event Occurs*	*0 – 24 hours*	*1 – 3 days*	*3 – 7 days*	*1 – 4 weeks*	*1 – 3 months*	*3 – 6 months*	*6 – 12 months*	*1 – 3 years*	*3+ years*
Bieber Ln Jct. (Klamath Falls) to Chemult (Shared			Y	G	S	X				
Chemult to Eugene					Y	G	S	X		
BNSF										
CA/OR State Line to Bieber Line Jct. (Klamath Falls)		G	S	X						
Chemult to Redmond		G	S	X						
Redmond to O.T. Jct. (connection with UP at Columbia			Y	G	S	X				
►OREGON PUBLIC TRANSIT										
Admin & Maintenance Facilities [2)]						R	Y	G	S	X
Local Area Paratransit On-Demand Service (critical				R	Y	S	G	X		
Local Area Paratransit On-Demand Service (full						R	Y	G	S	X
Local Roadway Fixed Route Service (emergency				R	Y	S	G	X		
Local Roadway Fixed Route Service (regular						R	Y	G	S	X
Intercity & Commuter Bus [4)]						R	Y	G	S	X
Willamette Valley Zone										
►OREGON STATE HIGHWAY SYSTEM										
State Highway System - Tier 1 SLR [1)]			R	Y	G			S	X	
Roadways			R	Y	G		S	X		
Bridges			R	Y	G			S	X	
Landslides			R	Y	G			S	X	
State Highway System - Tier 2 SLR			R		Y	G			S	X
Roadways			R		Y	G	S	X		
Bridges			R		Y	G			S	X
Landslides			R		Y	G			S	X
State Highway System - Tier 3 SLR				R		Y	G		S	X
Roadways				R		Y	G	S	X	
Bridges				R		Y	G		S	X
Landslides				R		Y	G		S	X
State Highway System - Other Routes					R		Y	G	S	X
Roadways					R		Y	G	S	X
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
►AIRPORTS & AIR TRANSPORTATION [5)]										
Tier I - Oregon Airports System										
Portland International Airport (PDX) (Tier 1)		R			Y	S		G	X	
Salem McNary Field		R			Y	S		G	X	
Eugene Mahlon Sweet Filed		R			Y	S		G	X	
Rogue Valley International Medford		R			Y	S		G	X	
Roseburg Regional Airport		R			Y	S		G	X	
Tier III Oregon General Aviation Airport System										
Troutdale			R		S	Y		G		X
Portland Heliport			R		S	Y		G		X
Aurora State			R		S	Y		G		X
McMinnville Municipal			R		S	Y		G		X
Corvallis			R		S	Y		G		X



The City of Wilsonville, Oregon

Clackamas and Washington Counties

Liquefaction Susceptibility

0 1 2 3 4 5

Lower → Higher

County Boundary

City Limits

Aurora State Airport Area Earthquake Liquefaction Susceptibility

0 **Miles** 0.5

WILSONVILLE OREGON

M:\projects\2018\100918_Liq\Liq.mxd

Summary: This map shows liquefacction susceptibility for Oregon calculated following the methods of FEMA's 2011 HAZUS-MH MR4 technical manual. The map was prepared in support of a series of ground motion and ground failure maps for a scenario Magnitude 9.0 Cascadia Subduction Earthquake developed by the Oregon Department of Geology aand Mineral Industries. The scenario maps were prepared for the Oregon Sesimic Safety Policy Advisory Commission for its use in preparing a report to the 77th Oregon Legislative Assembly entitled " The Oregon Resilience Plan; Reducing Risk and Improving Recovery for the Next Cascadia Earthquake and Tsunami".

OREGON DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
INTERPRETIVE MAP SERIES 24

GEOLOGIC HAZARDS, EARTHQUAKE AND LANDSLIDE HAZARD MAPS, AND FUTURE EARTHQUAKE DAMAGE ESTIMATES FOR SIX COUNTIES IN THE MID/SOUTHERN WILLAMETTE VALLEY INCLUDING YAMHILL, MARION, POLK, BENTON, LINN, AND LANE COUNTIES AND THE CITY OF ALBANY, OREGON

APPENDIX E:
MARION COUNTY

CRUSTAL EARTHQUAKE SCENARIO
- Scenario Details
- Ground Motion Map

SUBDUCTION ZONE EARTHQUAKE SCENARIO
- Scenario Details
- Ground Motion Map

GEOLOGIC HAZARD MAPS
- Relative Ground-Shaking Amplification Susceptibility Map
- Relative Liquefaction Hazard Susceptibility Map
- Relative Earthquake-induced Landslide Susceptibility Map
- Identified Landslide Areas Map

HAZUS-MH GLOBAL REPORT FOR CRUSTAL SCENARIO
HAZUS-MH GLOBAL REPORT FOR SUBDUCTION ZONE SCENARIO

CRUSTAL EARTHQUAKE SCENARIO DETAILS FOR MARION COUNTY

Crustal Earthquake Scenario: A magnitude 6.9 earthquake on the Mount Angel Fault.

For the magnitude 6.9 earthquake on the Mount Angel Fault scenario, we defined the fault source using the "deterministic seismic source" option within HAZUS-MH (Figure E1) (FEMA, 2003b). The fault and earthquake event were chosen by examination of USGS (2004) data and data in the Geomatrix Consultants, Inc. (1995) *Seismic Design Mapping, State of Oregon* report prepared for the Oregon Department of Transportation. In general, a likely worst-case scenario was selected. Figure E1 has the location of the fault, shown as the dark line, and the census tracts within Marion County. Figure E2 displays the peak ground acceleration (PGA) for the crustal scenario.

Scenario Name	Mount Angel M6.9
Type of Earthquake	Source
Fault Name	Mount Angel Fault
Historical Epicenter ID #	67
Probabilistic Return Period	NA
Longitude of Epicenter	−122.83
Latitude of Epicenter	45.05
Earthquake Magnitude	6.90
Depth (km)	0.00
Rupture Length (km)	30.69
Rupture Orientation (degrees)	0.00
Attenuation Function	Project 2000 West - Non Extensional

Crustal Earthquake Scenario Ground Motion Map

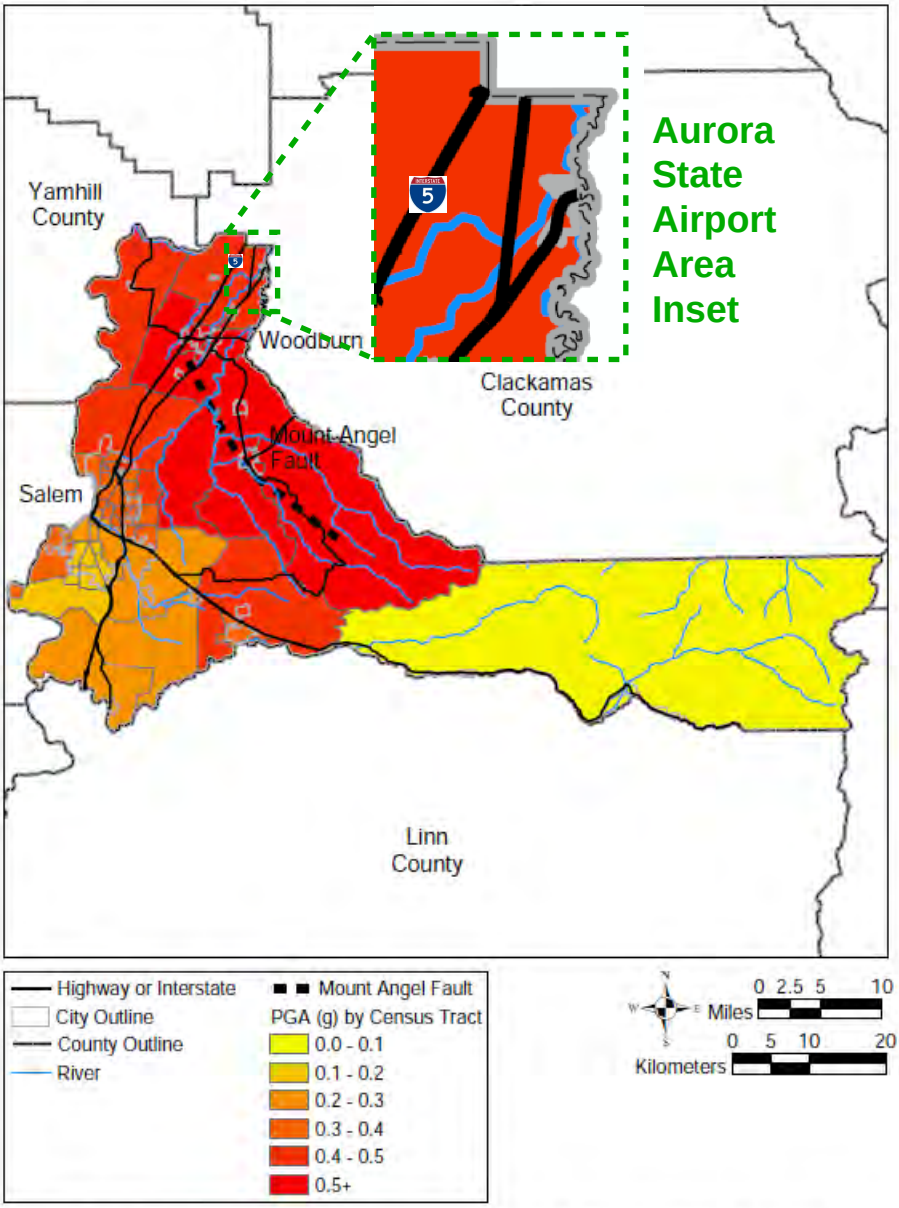


Figure E2. Peak ground acceleration (PGA) by census tracts map for the crustal earthquake scenario, Marion County, Oregon (FEMA, 2003b)

GEOLOGIC HAZARD MAPS

Relative Ground-Shaking Amplification Susceptibility Map

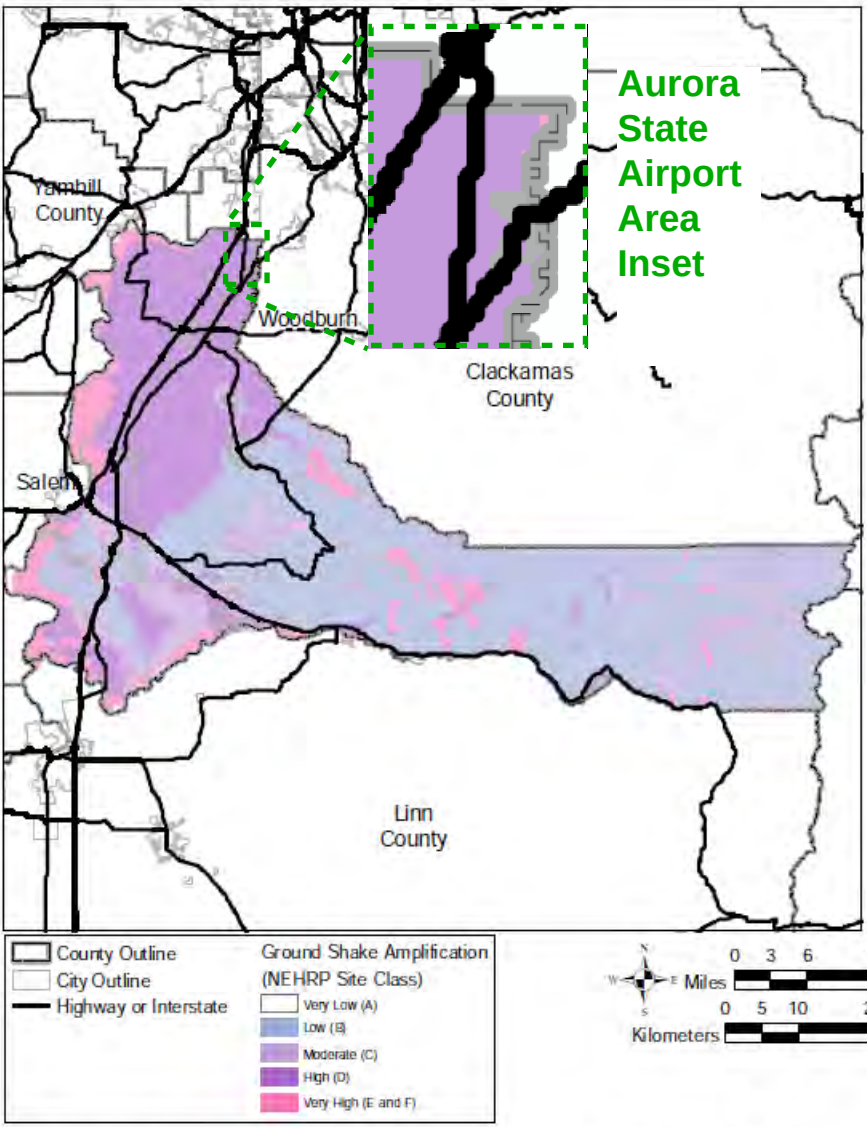
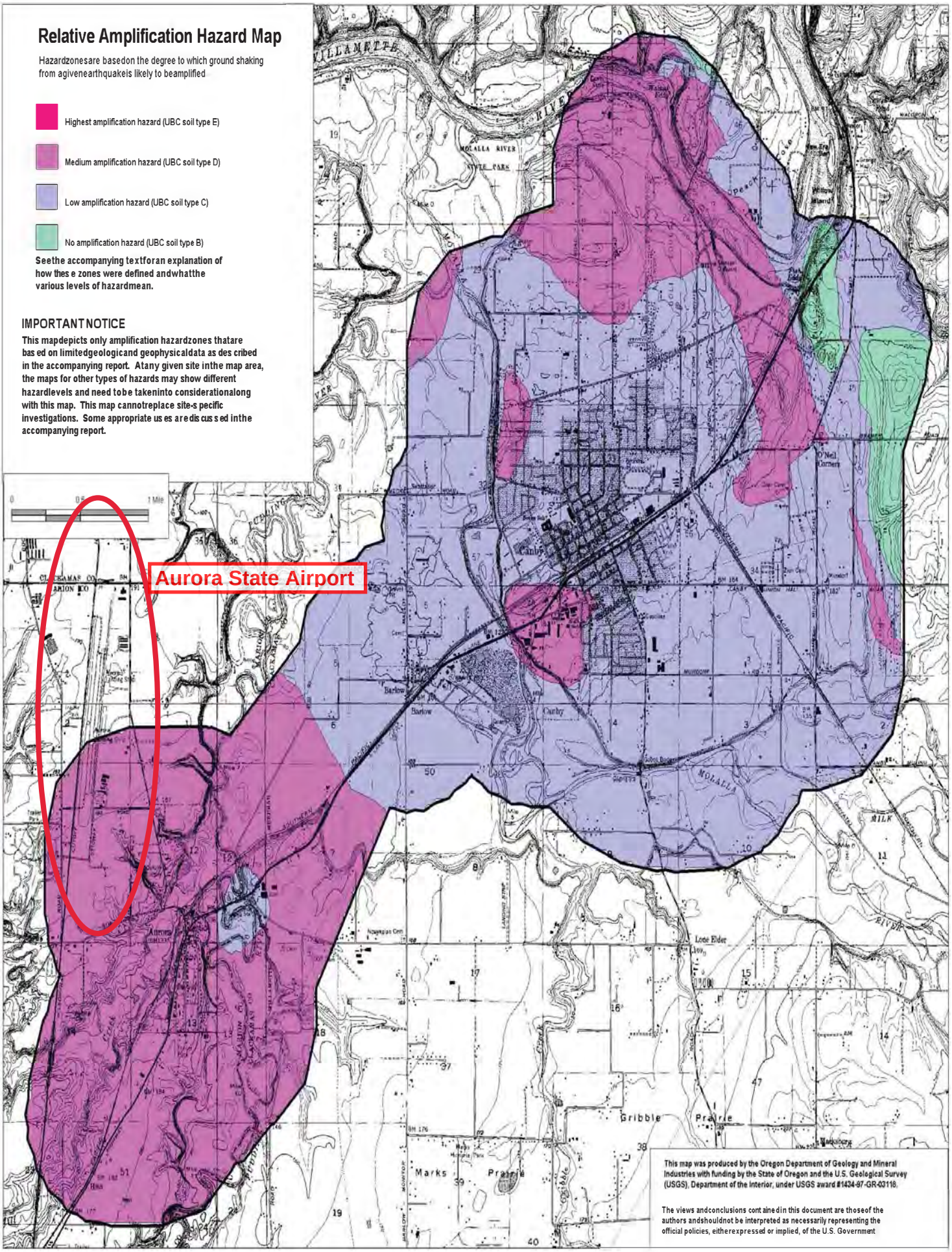


Figure E5. Relative ground-shaking amplification susceptibility map for Marion County, Oregon.


Relative Amplification Hazard Map
Hazard zones are based on the degree to which ground shaking from a given earthquake is likely to be amplified
Highest amplification hazard (UBC soil type E)
Medium amplification hazard (UBC soil type D)
Low amplification hazard (UBC soil type C)
No amplification hazard (UBC soil type B)
See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.
IMPORTANT NOTICE
This map depicts only amplification hazard zones that are based on limited geological and geophysical data as described in the accompanying report. At any given site in the map area, the maps for other types of hazards may show different hazard levels and need to be taken into consideration along with this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.
Aurora State Airport
Canby
Barlow
Gribble
Prairie
Marks
Prairie
This map was produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.
The views and conclusions contained in this document are those of the authors and should not be interpreted as necessarily representing the official policies, either expressed or implied, of the U.S. Government

Relative Earthquake Hazard Map

Hazard zones are based on the combined effects of ground shaking amplification, liquefaction, and earthquake-induced landsliding.

- Zone A -- Highest hazard
- Zone B -- Intermediate to high hazard
- Zone C -- Low to intermediate hazard
- Zone D -- Lowest hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts earthquake hazard zones that are the result of combining the maps of individual hazards and are based on limited geologic and geophysical data. These hazards and data are described in the accompanying report. At any given site in the map area, site-specific data could give results that differ from those shown on this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.

This map shows areas that are relatively more or less hazardous due to local geological conditions within a community. For a complete understanding of the earthquake hazard, see also GMS-100, Earthquake Hazard Maps for Oregon.

0 0.5 1 Mile

Aurora State Airport

This map was produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.

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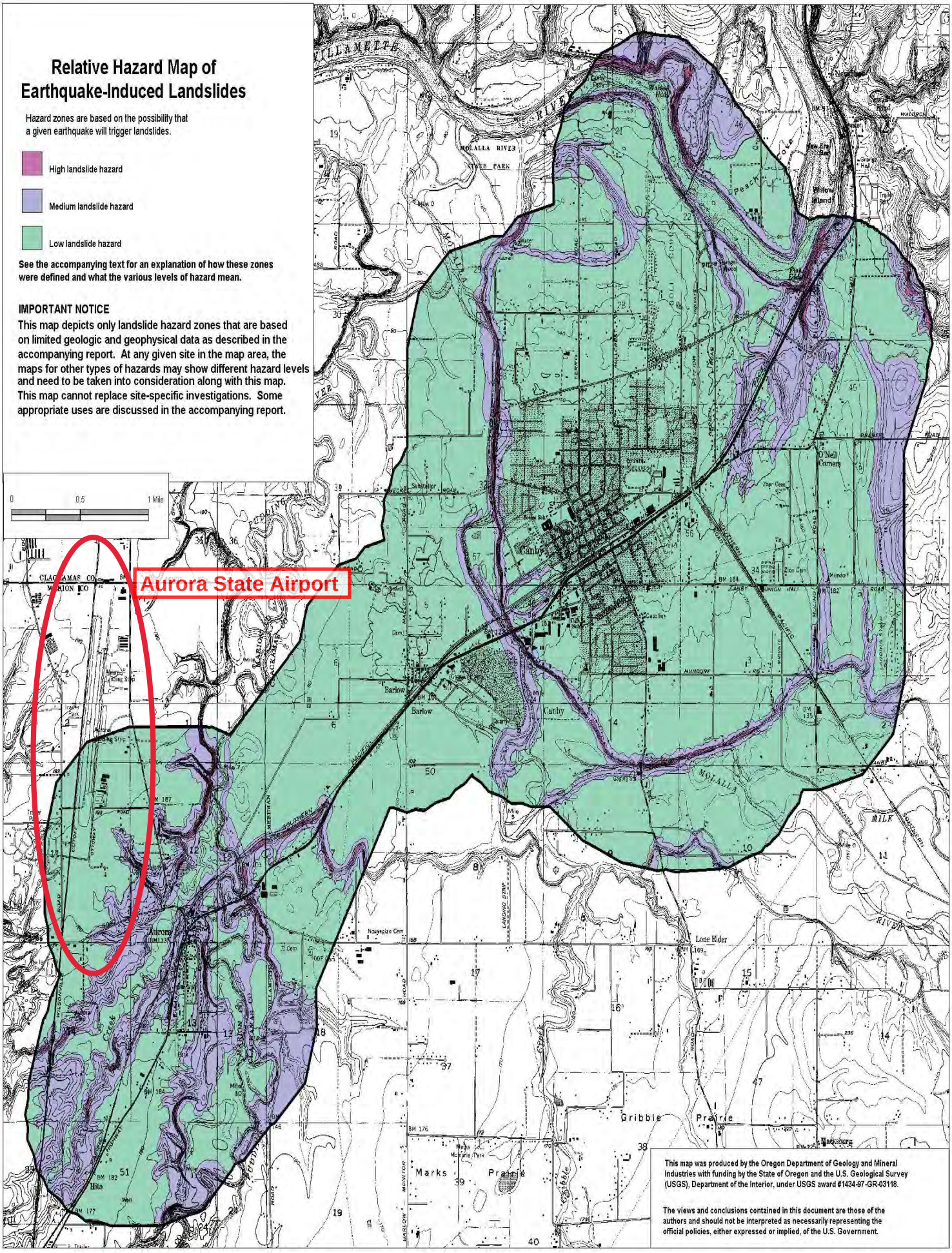
Relative Hazard Map of
Earthquake-Induced Landslides
Hazard zones are based on the possibility that a given earthquake will trigger landslides.
High landslide hazard
Medium landslide hazard
Low landslide hazard
See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.
IMPORTANT NOTICE
This map depicts only landslide hazard zones that are based on limited geologic and geophysical data as described in the accompanying report. At any given site in the map area, the maps for other types of hazards may show different hazard levels and need to be taken into consideration along with this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.
0
0.5
1 Mile
Aurora State Airport
Canby
Barlow
Aurora
Gribble Prairie
Marks Prairie
Lone Elder
This map was produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.
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STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
JOHN D. BEAULIEU, STATE GEOLOGIST

Canby-Barlow-Aurora Urban Area

IMS-8
Relative Earthquake Hazard Maps
for Selected Urban Areas in Western Oregon

By Ian P. Madin and Zhenming Wang

CANBY-BARLOW-AURORA

Relative Liquefaction Hazard Map

Hazard zones are based on the likelihood that liquefaction will occur in a given earthquake.

- Highest liquefaction hazard
- Medium liquefaction hazard
- Low liquefaction hazard
- No liquefaction hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts only liquefaction hazard zones that are based on limited geologic and geophysical data as described in the accompanying report. At any given site in the map area, the maps for other types of hazards may show different hazard levels and need to be taken into consideration along with this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.

0 0.5 1 Mile

Aurora State Airport

This map was produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.

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WILSONVILLE
OREGON

August 4, 2021

Sent via email to:
aviation.mail@aviation.state.or.us
betty.stansbury@aviation.state.or.us
cathy.rb.clark@aviation.state.or.us

Martha Meeker, Chair
Oregon Aviation Board
Oregon Department of Aviation
3040 25th Street SE
Salem, OR 97302

RE: Public Disenfranchisement by the Oregon Aviation Board for the Proposed 2021-22 Aurora State Airport Master Planning Process

Dear Chair Meeker and Aviation Board Members:

I listened with pronounced disappointment to Aviation Board members and staff conversations concerning the proposed new Aurora State Airport Master Plan, following public testimony, at the last public Oregon Aviation Board (OAB) meeting on July 15, 2021.

The majority of the meeting discussion was devoted to efforts by airport business interests to pressure the OAB into filing an appeal of the Court of Appeals decision—finding several errors and violations of state law by the Aviation Department in the adoption of the 2011 or 2012 master plan—to the Oregon Supreme Court.

As we saw today in *Schaefer v. Oregon Aviation Board,* 313 Or App 725 (2021), the Court of Appeals roundly rejected the appeal by the airport business interests of the Court's reversal and remand of the Land Use Board of Appeals decision that upheld the flawed master plan.

What was not discussed at the July 15 OAB meeting was citizen testimony, once again, requesting a more balanced and inclusive Planning Advisory Committee (PAC) for this new master plan update. In fact, the only discussion we heard on this topic was a rhetorical question by Board Member Granato to Chair Meeker asking, even if the parties requesting a seat at the table were not granted one, couldn't they still attend all the meetings? The response from Chair Meeker response was a delighted, why of course they could!

Citizens have repeatedly asked to be equitably represented with a balance of seats on the Planning Advisory Committee. Instead, they are effectively told by OAB that they can silently attend and sit at the back of the room. This action demonstrates more of the same attempts by the OAB to hear only from those they wish to hear from, to the exclusion of the greater community public interest.

The PAC does *not* need a representative for every airport business, to the exclusion of those citizens whose lives and properties will be most impacted by the proposed airport expansion and runway extension. At the June 3 and July 15 OAB meetings, the attorney for the Aurora Airport Improvement Association indicated that she represented all or a vast majority of

businesses at the airport; the appointment of an Association representative satisfies any and all needs for airport business representation on the PAC.

We are still disappointed that the Aviation Department still has not responded to my letter of June 14, 2021, and prior City of Wilsonville communication attempts to the Department.

Thank you for your consideration.

Sincerely,



Julie Fitzgerald
Mayor, City of Wilsonville

Enc. (1)
cc: Members of the Oregon Congressional Delegation:
- Senator Ron Wyden
- Senator Jeff Merkley
- Congressman Kurt Schrader

Aurora Mayor Brian Asher
Members of the Oregon Legislature:
- Speaker Tina Kotek
- Senate President Peter Courtney
- Representative Susan McLain (HD 29)
- Representative Courtney Neron (HD 26)
- Representative Christine Drazan (HD 39)
- Senator Bill Kennemer (SD 20)

Clackamas County Board of County Commissioners
Charbonneau Country Club
Aurora-Butteville-Barlow Citizens Planning Organization
Friends of French Prairie
1000 Friends of Oregon

Presentation Slides from July 15, 2021, Oregon Aviation Board Meeting

This slide shows the lopsided composition of the PAC that seats a majority of vested airport financial interests to advise on Aurora State Airport Master Planning process.

Planning Advisory Committee (PAC) Membership: To Date

AABC/TLM Holdings - Ted Millar
AAIA - Bruce Bennett
Aurora ATC - TBD
Aurora CTE, Inc - Bill Graupp
City of Aurora - Brian Asher
City of Canby - TBD
City of Wilsonville - Julie Fitzgerald
Clackamas County - Tootie Smith
Columbia Helicopters - Rob Roedts
DLCD - Matt Crall

Lynx Aviation, FBO - Tristan Dorian
Marion County - Danielle Bethell
Marion County Planning Dept. – Austin Barnes
ODA - Tony Beach, Airport Manager
ODOT - Naomi Zwerdling
Oregon Aviation Board - John Barsalou
Oregon Farm Bureau - Mary Anne Cooper
PAAM - Tony Helbling
Governor's Office - Regional Solutions - Jody Christensen
Vans Aircraft - Rian Johnson
Willamette Aviation, FBO - David Waggoner

Wilsonville Chamber of Commerce - Kevin O'Melley

This slide appears to show how community organizations and public interest groups may be relegated to a "second class" Citizens Advisory Committee (CAC).

Citizen Groups Requesting to Participate as PAC/CAC Member(s)

Charbonneau Country Club - TBD
Deer Creek Estates - TBD
Prairie View Estates - TBD
Aurora-Butteville-Barlow CPO - TBD
1000 Friends - TBD
Friends of French Prairie - TBD
Seismic/Wildfire/Emergency Management –DEOM – TBD
Local Farmer's Representative - TBD

AURORA OREGON

WILSONVILLE OREGON

July 6, 2021

The Honorable Ron Wyden, U.S. Senator
The Honorable Jeff Merkley, U.S. Senator

RE: Request for Intervention in Ensuring Proper Award of FAA Grant Funds to the Oregon Department of Aviation for Aurora State Airport Master Plan Update

Dear Senators Wyden and Merkley:

We write to you collectively, representing the local communities of over 27,000 residents in closest proximity to the Aurora State Airport (Airport), to request your assistance. The update to the Airport Master Plan provides an opportunity for improved relations among the Airport and the communities it directly impacts. This must be an integral goal of the pending master plan update. It is vital that the Scope of Work for the update be sufficient to carry out this goal. We are, however, concerned that the presently proposed Scope of Work is inadequate to achieve that goal or to bring the Airport into land use compliance. We therefore respectfully request that your offices intervene on our behalf with the Federal Aviation Administration (FAA) Northwest Region to either place on hold or add specific conditions to the award of a pending grant to the Oregon Department of Aviation (ODA) for the Airport Master Plan update in order to provide ODA with the opportunity to adopt a Scope of Work appropriate to the task.

We support and agree with the FAA's requirement that a new master plan for the Airport is past due and necessary, but the Scope of Work proposed by ODA is inadequate and does not comply with key elements of federal and state law and public processes. Rather, ODA's proposed Scope of Work for this new update is based on the legally flawed and, we contend, never legally adopted 2011 or 2012 Master Plan, as noted in more detail below. Furthermore, ODA has already publicly announced an intent to complete the new plan in as short a time frame as possible and with as little environmental due diligence and traffic analysis (air and ground) as possible. This is all being done at the urging of private airport businesses with significant speculative financial stakes in a major Airport expansion.

We believe that the legal status of the 2011 or 2012 Airport Master Plan is invalid due to failure to comply with Oregon public process and land use laws. In June, the Oregon Court of Appeals agreed. The court reversed and remanded Land Use Board of Appeals (LUBA), in our favor, for admission of critical evidence that had not been produced and reconsideration of key legal issues in accordance with the Court's direction.

As summed-up by the Salem *Statesman Journal* on June 23, 2021:

> "Oregon's aviation authority tried to circumnavigate the state's land-use system in adopting a plan to extend the runway at Aurora State Airport, the state's Court of Appeals determined.
>
> "The state's Land Use Board of Appeals' decision to uphold the aviation board's plan was flawed because "there is no evidence in the record to support LUBA's erroneous findings" in the case, the court said in reversing and remanding the body's decision.
>
> "The court said that the Land Use Board of Appeals "misunderstood its task" and mistakenly relied on testimony from Department of Aviation staff and associated businesses around the airport when making its decision."

As a result of the apparent undue influence of private businesses and jet owners, ODA has consistently demonstrated a failure to follow the law, including the FAA Grant Assurance around land use compliance, nor the capacity and an unwillingness to undertake appropriate public processes, we believe that it is imperative that the FAA ensure that ODA rigorously follows the FAA Grant Assurance requirements regarding land use, which previously did not happen.

On June 3, 2021, the Oregon Aviation Board (the Board) approved, without any documentation, accepting nearly $1 million of FAA grant funds to update the Airport master plan. There was no staff report, no resolution of adoption, and no proposed Scope of Work provided to the Board. The Board voted to accept the FAA grant to perform the master plan update but has delayed awarding the consultant's contract to do that work because of the omission of the proposed Scope of Work and the then pending Court of Appeals decision.

As necessary as a new master plan is, it is equally necessary that it be updated correctly. We obtained the proposed Scope of Work in response to a public records request. Among other things, the Scope of Work does not consider the impact of the Court of Appeals decision or pending LUBA and judicial review proceedings. Additionally, ODA has stacked the new Master Plan Public Advisory Committee with a clear majority of vested financial aviation and commercial interests, to the exclusion of impacted neighborhood associations, property owners, and conservation and public interest organizations. A momentary pause in funding the master plan update may help provide ODA with the incentive necessary to ensure an adequate Scope of Work and to provide all stakeholders a seat at the table.

Thank you for your time and consideration of our request. The favor of a response would be most appreciated.

Sincerely,

Brian Asher, Mayor
Mayor@ci.aurora.or.us

Julie Fitzgerald, Mayor
Fitzgerald@ci.wilsonville.or.us

encl: Media reports and Summary on the Oregon Court of Appeals decision on *Schaefer v. Oregon Aviation Board,* 312 Or App 316 (2021).

cc: Oregon Department of Aviation

SUMMARY OF COURT OF APPEALS RULING ON AURORA AIRPORT MASTER PLAN

prepared by Ben Williams, Friends of French Prairie

1. The 2012 Master Plan was not properly approved and adopted.
Therefore the current 2012 Master Plan is invalid and cannot be updated, requiring a new master plan!

…it is impossible to tell from the 2012 Master Plan what material was added and what was removed after 2011. LUBA erred in concluding that the 2012 Master Plan includes the 2011 Master Plan… the board never formally approved or adopted the 2012 Master Plan after October 27, 2011.

2. The master plan was never adopted into Marion County's Comprehensive Plan, and achieving compliance in itself does not provide an exemption from statewide planning goals.
Therefore airport master plans must comply with statewide planning goals to be valid!

The Master Plan proposes airport development on EFU land… LUBA misunderstood its task… But the question is not what the [Aviation] board's development plans are; the question is what development the Master Plan proposes, and whether that development is consistent with the MCCP and the goals... the Board of Commissioners "acknowledges and supports" the 2012 Master Plan… is not a determination, formal or otherwise, of the plan's compliance with the MCCP.

3. The airport and the proposed development (runway extension) are not rural uses.
Therefore, ORS statutes cannot be misapplied to achieve desired outcomes!

ORS 836.640 does not apply… LUBA misconstrued the statute… The text does not suggest that the legislature intended any section of ORS 836.642 to affect how land use requirements apply to the programs or uses of land at the identified airports; to the contrary, it explicitly makes the programs subject to "applicable statewide land use requirements.

4. The development proposed (runway extension) permits service to a larger class of airplanes.
Therefore, airport sponsors may not misrepresent FAA regulations for their benefit!

LUBA adopted the reasoning in the response briefs and concluded, without elaboration, that the improvements contemplated by the 2012 Airport Plan do not permit service to a larger class of airplanes… an upgrade to design standards for a greater ARC or a longer runway to serve planes with greater MTOW [Maximum Take Off Weight] is an expansion or alteration that permits—authorizes—service to a larger class of airplanes. Accordingly, the Master Plan proposes an alteration or expansion of the airport that permits service to a larger class of airplanes.

Summary of the Ruling [*Schaefer v. Oregon Aviation Board, 312 Or App 316 (2021)]*

To summarize, LUBA erred in excluding the 2011 Master Plan—the Master Plan document that was before the board on October 27, 2011—from the record; in holding that the 2012 Master Plan did not propose airport development on EFU land; in relying on ORS 836.642 to conclude that proposed new uses at the Aurora State Airport are rural uses for land-use purposes; and in determining that OAR 660-012-0065(3)(n) applied.

Reversed and remanded.

Court of Appeals Sides with Opponents of Aurora Airport Expansion

BY TYLER FRANCKE, CANBY NEWS -

JUNE 16, 2021

https://canbyfirst.com/court-of-appeals-sides-with-opponents-of-aurora-airport-expansion/

The Oregon Court of Appeals handed down a sweeping ruling Wednesday in favor of the cities of Aurora and Wilsonville, the land-use advocacy groups Friends of French Prairie and 1000 Friends of Oregon and others who had joined together to oppose further expansion of the Aurora State Airport.

Airport opponents hailed the ruling as a "sweeping victory" in their battle to stop a proposed 1,000-foot runway extension that supporters say is needed to safely accommodate the numbers and classes of aircraft currently using the airport.

But opponents fear the runway extension and other planned upgrades will bring larger, louder aircraft — and more of them.

Most recently, the complicated land-use case has centered on the 2012 Aurora Airport Master Plan, which is a necessary prerequisite to the expansion, and which — opponents discovered in 2019 — may have never been formally adopted by the Oregon Department of Aviation.

Aurora airport supporters, along with the state aviation board itself, maintained that the plan was approved in October 2011 — but were unable to produce any minutes, final orders or other records verifying this.

An audio recording of the October 2011 meeting — which Friends of French Prairie President Ben Williams obtained through a public records request — appeared to confirm opponents' suspicions that the master plan was never given a final stamp of approval.

The board attempted to skirt the issue in a controversial meeting held on Halloween 2019 in Sunriver, in which it attempted to formalize its version of events by approving a statement saying it had "adopted the Master Plan at its October 27, 2011, meeting."

Opponents challenged the move to the Oregon Land Use Board of Appeals, or LUBA, which dismissed the case last year, saying it did not have jurisdiction.

But the Court of Appeals disagreed, saying LUBA wrong on both the law and procedure. What's more, the court sided with appellants on the matter of the master plan, concluding "the board never formally approved or adopted the 2012 Master Plan after October 27, 2011."

The decision sends the case back to LUBA, which will now have to decide the original appeal on the merits, with no shortage of input from the appellate court. The Aviation Board and Oregon Department of Aviation may also appeal the ruling to the Oregon Supreme Court.

Opponents hailed Wednesday's ruling as a long-awaited vindication of their claims that airport backers had ignored public input, established procedure and even state law in their efforts to push through the expansion.

"This decision is a major victory for Oregon land use, affirming that even a state agency cannot create methods to circumvent the state land-use system, especially by trying to do so through

simply asserting without proof compatibility with a county comprehensive plan," Williams said in an email.

"It specifically negates the Department of Aviation's attempt to claim it was not expanding onto [exclusive farm use] land when its own master plan for Aurora shows it does, and further negates their attempt to argue that increasing the airport classification will not bring in larger aircraft when that, in fact, is precisely what airport classifications are designed to do."

"The city was right on the issues and right to act to preserve citizens' role on land use in Oregon," said Aurora Mayor Brian Asher. Aurora Planning Commission Chair Joseph Schaefer and the city had been the first to enter the fray, before being joined by Wilsonville and the Friends groups. "The decision agrees with everything we have long been saying without being heard. We have now been heard."

Wilsonville Mayor Julie Fitzgerald also weighed in a statement to *The Canby Current*, saying the June 16 decision validated her city's longstanding concerns that "the controversial 2012 Aurora State Airport Master Plan does not comply with state land-use laws."

"This ruling mandates that the state aviation agency should seek to pilot for a pending new 2021-22 Aurora State Airport master plan update a transparent, fair and equitable public process in accordance with Oregon land-use laws," she said.

"The city looks forward to the Department of Aviation balancing the new master plan advisory committee with representatives of local-area community planning organizations, homeowners associations and other conservation/public-interest organizations so as to avoid having a majority of vested airport financial interests."

But airport backers appeared unfazed by the setback.

"Supporters and businesses of the airport are still looking into the court's ruling and how it impacts the long-planned safety improvements," Friends of the Aurora State Airport spokesman Dylan Frederick said. "Regardless, the ruling doesn't distract our airport or our businesses from doing what we've always done best: conducting work that is mission-critical to local communities.

"It has long been the mission of the Aurora State Airport to be the safest and most emergency-ready general aviation airport in the state. We will keep striving toward that every day."

Aviation board accepts grant funding for Aurora plan update

By Corey Buchanan, Woodburn Independent

June 15 2021

https://pamplinmedia.com/wbi/152-news/511984-409065-aviation-board-accepts-grant-funding-for-aurora-plan-update

Improvement association lawyer asks board to move forward with disputed runway extension project rather than update plan

The Oregon Aviation Board accepted 100% funding from the Federal Aviation Administration to complete an Aurora Airport master plan update during a meeting on June 3.

However, the board agreed to wait to hire a contractor for the update until the Oregon Court of Appeals makes a decision this month on whether to uphold a Land Use Board of Appeals ruling that dismissed complaints from the city of Wilsonville and other entities about the most recent airport master plan update in 2012.

Along with the unanimous vote to accept the funding, the meeting included a plea from attorney Wendie Kellington with the Aurora Airport Improvement Association, which represents businesses and pilots at the airport, asking the board to greenlight a 1,000-foot runway extension — the main source of controversy for the past decade — without completing the master plan update. The Wilsonville government has vigorously opposed the runway extension project as well as the process that led to its addition to the 2012 plan.

She relayed a message from an airport pilot saying the extension is crucial for ensuring safe flights there. She indicated the state hasn't reciprocated the considerable investments the private sector has put into the airport.

"Isn't it worth a discussion that this runaway extension doesn't need yet another alternatives analysis and really what we need to do is move forward?" she said.

OAB Chair Martha Meeker said she understood Kellington's concern about safety, but that the department and board had no choice: They must complete the master plan update to receive FAA grant funding for airport projects.

"The bottom line is the ODA can't pay for the extension unless we have FAA money. End of story," she said.

Kellington also suggested that the master plan update likely will lead to another legal challenge from groups that oppose the extension, such as the cities of Wilsonville and Aurora and Friends of French Prairie.

Meeker and ODA Director Betty Stansbury noted that the majority of master plan updates are not legally challenged while Meeker indicated that a letter Stansbury sent early in her tenure stating that the 2012 master plan update had not been finalized (she later reversed her stance) precipitated the current litigation.

"Litigation is the exception rather than the norm," Stansbury said. "We will do everything we can to do it right and limit the potential for litigation."

Stansbury also said during the meeting that she doesn't expect the Oregon Supreme Court to take up the current airport litigation if the OCOA decision is appealed.

While the runway extension project likely will be delayed at least until after the master plan update and a subsequent environmental assessment is finalized, Stansbury expressed motivation to move quickly on a tree removal project, which Kellington said pilots also desire to improve safety.

"Those trees shouldn't be there. I will personally direct efforts to get them down as quickly as we can," she said.

The city of Wilsonville will have a seat on an advisory committee for the plan update that will have 22 other members. The department hopes to complete the update by the end of 2022.

Oregon Court of Appeals reverses Aurora Airport ruling

By Corey Buchanan, Wilsonville Spokesman

June 17 2021

https://pamplinmedia.com/wsp/134-news/512473-409771-oregon-court-of-appeals-reverses-aurora-airport-ruling

The Land Use Board of Appeals will take on the case again after initially dismissing it.

After appealing an unfavorable opinion levied by the Oregon Land Use Board of Appeals, the cities of Wilsonville and Aurora — and other groups that have objected to planning efforts at the Aurora State Airport — received the validation they wanted from the Oregon Court of Appeals.

The court not only reversed LUBA's decision to dismiss the case and remanded it for another examination by the land use body, but documented deficiencies in the 2012 airport master plan update in a decision released Wednesday, June 16. The court determined that the master plan was changed following its purported adoption in 2011 and that, contrary to LUBA's ruling, projects added to the plan would encroach on agricultural land.

Along with the cities of Wilsonville and Aurora, 1000 Friends of Oregon (with Friends of French Prairie) and Aurora Planning Commissioner Joseph Scheader, filed the litigation to contest the Oregon Aviation Board's 2019 decision to adopt the findings of compatibility and compliance with statewide planning goals, which essentially validated the plan update. The Oregon Department of Aviation and Oregon Aviation Board defended the case.

Despite the decision, the legal process will likely continue as LUBA now must revisit its original case while taking the OCOA's findings into account.

The city of Wilsonville has concerns about a runway extension project that could lead to more flights flying into the airport — potentially exacerbating noise and traffic — while the city of Aurora wants the airport to be annexed into its jurisdiction. The mayors of both cities rejoiced in the ruling in separate press releases.

"The Court of Appeals decision validates the city of Wilsonville's long-stated concerns that the controversial 2012 Aurora State Airport Master Plan does not comply with state land-use laws," Wilsonville Mayor Julie Fitzgerald said. "This ruling mandates that the state aviation agency should seek to pilot for a pending new 2021-22 Aurora State Airport master Plan update a transparent, fair and equitable public process in accordance with Oregon land-use laws."

"The city was right on the issues and right to act to preserve citizens' role on land use in Oregon," said city of Aurora Mayor Brian Asher. "The decision agrees with everything we have long been saying without being heard. We have now been heard."

On the other hand, ODA Director Betty Stansbury did not comment on the decision and said starting the new master plan update, which will begin soon, is her primary focus. The Federal Aviation Administration stipulated restarting the process as a requirement for the department to receive grant funding.

Bruce Bennett, the owner of Aurora Aviation and intervenor in the case, said the decision was disappointing but felt that it was based on technicalities and wouldn't considerably affect airport planning moving forward. He also felt that LUBA had a better understanding of land use law than the OCOA.

"Projects will continue to be done," he said. "There's not a huge change coming."

In its opinion, LUBA ruled that the ODA did not have to simultaneously comply with the Marion County Comprehensive Plan and statewide planning goals. This point alone nullified many of the arguments established by petitioners. The body also said it lacked jurisdiction in the case.

The OCOA disagreed with LUBA's opinion regarding county and statewide law.

"The agency respondents do not explain, and we do not perceive, how ODA's ability to deem the draft plan compatible with the MCCP (Marion County Comprehensive Plan) affects the board's obligation to "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," OCOA's ruling reads.

Though she knew the restarting of the master planning process was imminent months ago, city of Wilsonville Attorney Barbara Jacobson has said the local government decided to appeal LUBA's decision in large part because they felt that it would create a dangerous precedent where local control usurps state law. OCOA's ruling also states that Marion County didn't perform an analysis of the master plan's compliance with its own laws, but simply acknowledged and supported the plan.

"If LUBA's ruling would have been allowed to stand the kind of approval Marion County did for this master plan means any county could have done a resolution for any airport without any analysis and skipped over land use planning goals and analysis, which would have been really bad land use law," Jacobson said.

While LUBA did not include the original master planning document (which has yet to be produced) for the record for the case, the OCOA disagreed with that decision and expressed that the plan had been modified between the time the document was approved and when it was sent to the Federal Aviation Administration. Wilsonville has long argued this point and Jacobson said that LUBA would not need to include the document, if it exists, in the record when it revisits the case.

"That document indisputably was substantially modified after Oct. 27, 2011, by -- for example -- identifying a different development option as the preferred alternative (for the runway extension) and omitting some of the discussion and documentation relating to the original preferred alternative," OCOA wrote.

The ruling also objected to LUBA's conclusions that future projects at the airport should be considered "rural" rather than urban use and that projects listed in the plan would not extend onto land zoned for exclusive use. It asserted that LUBA must now examine whether the document complies with Marion County agricultural land policies.

"We've contended for years that the long-term consequence of the intended expansion, meaning the 35 acres of ag land, would set all the other ag land south of Keil Road and north of Ellen Road up for rezoning as commercial or light industrial aviation-related development," Friends of French Prairie President Ben Williams said.

Finally, the court rejected defendants' argument that projects in the master plan did not need to comply with certain land use goals because projects were not expansionary, i.e. would not "permit service to a larger class of airplane." Jacobson said the airport had already brought in larger planes but that improvements will make that easier and potentially more prevalent. Airport proponents have advocated for the runway extension to improve flight safety.

What this ruling means for the current master planning process remains to be seen. However, the city of Wilsonville, Rep. Courtney Neron, D-Wilsonville, and Rep. Susan McLain, D-Hillsboro, have already voiced displeasure about the composition of the advisory committee that will help oversee the update, which has fewer citizen interest groups and more business interests involved in the process than during the controversial 2011 update. Officials have posited that business interests have undue influence over airport planning.

"I don't have a high level of confidence," Williams said about the potential for an improved planning process. "What has happened so far looks very much like starting the same troubled process that began in 2009 all over again."

He also felt that the prospect for legal battles to continue after the completion of the new plan update was highly likely.

Stansbury said she did not close the door on the possibility of amending committee representation.

"We tried to get a balanced group that represented all types of interest in the airport and surrounding communities," she said. "We tried to include agriculture and education, Marion County, Clackamas County, the cities of Wilsonville and Aurora; we tried for a broad representation. If there needs to be any tweaks to that I'll consider Rep. Neron and Rep. McLain's letter."

The Spokesman could not reach attorneys representing airport businesses, which intervened in the case, for comment.

Charbonneau Country Club wants placement on Aurora Airport committee

By Corey Buchanan, Wilsonville Spokesman

June 22 2021

https://pamplinmedia.com/wsp/134-news/512842-410217-charbonneau-country-club-wants-placement-on-aurora-airport-committee

The homeowners association says it will bear the consequences of decisions made.

Local organizations, including the Charbonneau Country Club homeowners association, are lobbying the Oregon Department of Aviation to reserve spots for them on a committee that will oversee the upcoming Aurora State Airport master planning process.

Friends of French Prairie, an organization focused on farmland preservation, and the Aurora-Butteville-Barlow Community Planning Organization have joined CCC in sending letters to ODA Director Betty Stansbury asking for inclusion on the Planning Advisory Committee for the formulation of the master plan update. The committee will advise the planning effort but doesn't have decision-making power.

The department is undergoing the effort after the Federal Aviation Administration stipulated that it needed to do so to receive federal grants. The process will include assessing current and future facility needs.

Last week the city of Wilsonville, Rep. Courtney Neron, D-Wilsonville, and Rep. Susan McLain, D-Hillsboro, raised concerns that the proposed committee wouldn't have representation from community groups. The committee is also slated to have a higher percentage of business-interest representatives than the committee that advised the 2012 master plan, which has faced legal challenges from the city of Wilsonville, Aurora and others for the past two years. Stansbury told the Spokesman last week she was open to tweaking committee representation but hadn't decided yet.

Charbonneau has a strong contingent of folks who have aired concerns about noise and pollution from the airport and vehemently disagree with plans for expansion, especially a proposed and long-disputed runway extension project. The CCC also said they're concerned about property values, traffic and road construction.

"The greatest number of people, approximately 3,000 residents (1,627 residences), live in our well-planned and popular community less than 9,000 feet from the north end of the Aurora Airport runway. Take-offs and landings are increasingly disruptive to the quality of life in our community, local roads are increasingly congested and concerns about air and water pollution are increasing among area residents," CCC homeowners association president Gary Newbore wrote in a letter. "For these facts alone, Charbonneau's strong voice should be heard regarding proposed changes that impact the quality of their lives, health or property values, and the effect on our 13 neighborhood homeowners associations. We will be the ones who will live with the consequences of the decisions made about the future of the Aurora State Airport and the use of federal taxpayer funds to make changes at this airport."

As currently proposed, the cities of Wilsonville, Canby and Aurora are included in the committee along with Clackamas and Marion counties, seven businesses, the business-affiliated Aurora Airport Improvement Association and Positive Aurora Airport Management groups, the

Wilsonville Area Chamber of Commerce, four state agencies and the North Marion School Board.

Along with CCC, McLain and Neron also wanted Deer Creek Estates (a mobile home park in Aurora) to be involved in the process.

"While we appreciate that the department has accounted for business and economic interests with nine representatives, we believe the nearby communities of Charbonneau and Deer Creek Estates, community planning organizations (CPOs), conservation and land-use groups, seismic safety, wildfire and emergency management experts need to be included in the Public Advisory Committee (PAC) representation, as well," Neron and McLain wrote in a letter to Stansbury. "We note their absence in the current PAC composition and hope you will consider adding their diverse perspectives to the process."

Appeals court halts efforts to extend runway at Aurora Airport

Bill Poehler, Salem Statesman Journal

June 23, 2021

https://www.statesmanjournal.com/story/news/2021/06/23/oregon-appeals-court-halts-efforts-extend-runway-aurora-airport/5312110001/

Oregon's aviation authority tried to circumnavigate the state's land-use system in adopting a plan to extend the runway at Aurora State Airport, the state's Court of Appeals determined.

The state's Land Use Board of Appeals' decision to uphold the aviation board's plan was flawed because "there is no evidence in the record to support LUBA's erroneous findings" in the case, the court said in reversing and remanding the body's decision.

The court said that the Land Use Board of Appeals "misunderstood its task" and mistakenly relied on testimony from Department of Aviation staff and associated businesses around the airport when making its decision.

The airport, located just outside the Aurora city limits, is the third busiest in Oregon and one of 28 the state owns.

For years, the state and associated businesses advocated to extend the runway to 6,004 feet from its current 5,004 feet, arguing it wouldn't be used for allowing bigger aircraft, but would allow the planes that currently use it to fly out with larger fuel loads.

The appeal of the December 2020 ruling by LUBA was brought by Aurora planning commission chair Joseph Schaefer, who was joined by land-use advocacy groups and the cities of Aurora and Wilsonville, against the state's Department of Aviation and the Aviation Board. Several businesses that are based out of the airport joined the case on the state's side.

The Court of Appeals reversed LUBA on issues including:

- The airport's 2011 master plan was not in the state or LUBA records.
- The expansion can't be justified solely because the airport is in a rural area.
- The board incorrectly construed state law by saying the proposed changes wouldn't allow a larger class of airplane and that the plan complies with the state's land-use goals.

"It is a pretty important case because it does talk about the relationship of this state agency and (the associated businesses). It is remarkable," said Edward J. Sullivan, former legal counsel to Gov. Bob Straub and professor in planning and land use law at Willamette, Lewis & Clark and Portland State.

The plan that was never completed

The case stems from the Department of Aviation starting a new master plan for the airport in 2009.

In 2011, the state's aviation board adopted the new master plan. But the Federal Aviation Administration rejected the "displaced threshold" option for the runway extension in that plan, and the master plan was modified in 2012.

The state applied to the Federal Aviation Administration for over $30 million in 2018 to extend the airport without it being in the most recently legally adopted master plan, which came in 2000. It wasn't awarded the funds.

In 2019, the Aviation Board voted to adopt the findings from the 2012 airport plan after Department of Aviation director Betty Stansbury backtracked on a letter in which she stated the plan had not been submitted for adoption.

The 2012 master plan was never formally approved or adopted by the Oregon Aviation Board, the Court of Appeals found, rejecting that the 2019 adoption was a component of the final decision.

In its December opinion, LUBA excluded the 2011 master plan from the record and found the 2012 master plan did not propose development on exclusive farm use.

But the Court of Appeals found that LUBA "misunderstood its task" and relied on testimony from associated businesses that the state did not intend to extend the runway on land zoned for farm use.

"There's all this stuff trying to undercut the land-use system. At least this time these guys got called out on it," said Ben Williams, president of land-use advocacy group Friends of French Prairie, one of the petitioners in the case.

The state argued that the master plan was not a land-use decision, and that component would be determined later by Marion County.

As the 2012 master plan was not properly adopted, Williams said, the airport will be required to have a new master plan.

Oregon Department of Aviation planning and projects manager Heather Peck told the Marion County commissioners in May the state is at the beginning of updating the Aurora Airport master plan and will be seeking money for that.

The Court of appeals found that airport development is not an allowed use on land zoned for farm use.

What's next?

With the decision, LUBA is required to reconsider its 2020 decision and determine whether the master plan complies with Oregon's agricultural lands policies.

The Department of Aviation and the Oregon Aviation Board have 35 days, until July 14, to file a notice of intent to appeal the ruling to the Oregon Supreme Court.

"The grounds for taking something up to the Supreme Court, is it just merely wrong or is it important and wrong? If a party who did not prevail tries to take it up they bear that burden," Sullivan said.

"I would say that maybe 1 out of 20 cases is accepted for review. It's a hard sell."

It's unclear whether the defendants will appeal.

“Supporters and businesses of the airport are still looking into the court’s ruling and how it impacts the long-planned safety improvements,” the Friends of Aurora Airport, which represents business interests involved as defendants in the case, said in a statement.

“Regardless, the ruling doesn’t distract our airport or our businesses from doing what we’ve always done best — conducting work that is mission-critical to local communities. It has long been the mission of the Aurora State Airport to be the safest and most emergency-ready general aviation airport in the state. We will keep striving toward that every day.”

Unless the Supreme Court takes the case and overturns the latest ruling, the long-sought runway extension has to go back to the drawing board.

“We won round two with a knockout,” Williams said.

June 17, 2021

Sent via email to:

Martha Meeker, Chair, Oregon Aviation Board — *aviation.mail@aviation.state.or.us*
Betty Stansbury, Aviation Director — *betty.stansbury@aviation.state.or.us*
Oregon Department of Aviation

RE: 2021 Aurora State Airport Master Planning Process

Chair Meeker and Director Stansbury:

As the State Representative for one of the impacted communities and as Chair of the Joint Committee on Transportation, we write to you with both appreciation for the task at hand and with counsel for a smooth and inclusive process aligned with Oregon Land Use Goal 1 for Citizen Involvement and Goal 2 for Land Use Planning.

We appreciate that on June 3, 2021 the Aviation Board approved acceptance of an FAA AIP Grant for funding of the Aurora State Airport Master Plan update. This aligns with proposed legislation introduced in the 2021 session (HB 2497) that, among other provisions, would have required the Department to develop a new master plan update for the Aurora State Airport. We are pleased to see that the Department is advancing the new master plan update in a timely manner without the need for legislative mandate. As legislators, we hope to look to the work you are embarking on as a model for how a master planning process should proceed.

We believe the State Master Plan process should create an inclusive table for a comprehensive conversation. Best standards and practices must make sure that those that are part of the dialogue feel heard and respected. Thoughtfully adding diverse voices from impacted communities will assist in this goal and show the Oregon Department of Aviation is committed to hearing all voices. Community impact, environmental impact, economic impact and emergency preparation, must be part of the robust planning and conversation and planning. Effective collaboration will result in a resilient, strategic, and functional airport plan that is responsive to its state and local roles.

It is our sincere hope and expectation that the Oregon Department of Aviation will incorporate additional components of HB2497 relative to public engagement and collaborative state and local intergovernmental planning throughout the process, in order to ensure the best possible service to our communities, honor existing land use goals, produce an agreeable outcome, and avoid the need for future legislation.

Elected leaders of Aurora and Wilsonville, located closest to the Aurora State Airport facility and

flight paths, have indicated their concerns to the legislature regarding the need for the Department to consider important issues impacting local communities. The mayors of Aurora and Wilsonville seek to discuss land-use planning, surface transportation impacts, public infrastructure provision, agriculture-sector effects, environmental concerns and quality-of-life issues pertaining to noise and overflights with the Department. The new master-planning process is a logical place for such conversations and we hope that the Department will take full advantage of the opportunity to improve agency communications in a public forum.

While we appreciate that the Department has accounted for business and economic interests with nine representatives, we believe the nearby communities of Charbonneau and Deer Creek Estates, community planning organizations (CPOs), conservation and land-use groups, seismic safety, wildfire and emergency management experts need to be included in the Public Advisory Committee (PAC) representation, as well. We note their absence in the current PAC composition and hope you will consider adding their diverse perspectives to the process.

Being mindful of the PSU Oregon Solutions' "Aurora State Airport Assessment Report", commissioned by the legislature in 2018 that found a number of issues relative to agency planning efforts and public engagement, we anticipate that the Oregon Department of Aviation has plans to correct these issues. It is our sincere hope that the Department moves forward with an understanding of the importance of conducting an open public process for the Aurora State Master Plan that engages local communities and all stakeholders.

Given the amount of public interest and significant issues of local concern regarding the Aurora State Airport, we request that the Department undertake a transparent, inclusive and comprehensive public process with model structure that complies with Oregon's Land Use Planning Goals.

Thank you for your consideration of our concerns and expectations. We stand ready to support the process and we welcome further dialogue with the Oregon Department of Aviation throughout the phases of planning and implementation.

Sincerely,

Representative Courtney Neron, HD-26



Representative Susan McLain, HD-29



WILSONVILLE
OREGON

June 14, 2021

Sent via email to:
aviation.mail@aviation.state.or.us
betty.stansbury@aviation.state.or.us

Martha Meeker, Chair, Oregon Aviation Board
Betty Stansbury, Aviation Director
Oregon Aviation Board
Oregon Department of Aviation
3040 25th Street SE
Salem, OR 97302

RE: Proposed 2021-22 Aurora State Airport Master Planning Process

Dear Chair Meeker and Director Stansbury:

Several members of Wilsonville City staff attended the June 3, 2021 Oregon Aviation Board meeting, wherein the board accepted the FAA's AIP Grant for the funding of a new comprehensive Aurora State Airport Master Plan update. Needless to say, Wilsonville is pleased to hear that an updated Master Plan will be done, using what you both stated will be an all-inclusive and transparent process.

What Wilsonville is not pleased to see, however, is the proposed composition of the Master Plan Public Advisory Committee (PAC), which appears to be packed with self-serving special interests. In the past, both Wilsonville and Aurora, the two host communities located closest to the Aurora State Airport, have found the Department's lack of responsive communications and unwillingness to consider important issues impacting the local communities extremely troublesome. During this new Master Plan process, the mayors of Aurora and Wilsonville certainly hope to have an open dialogue with you concerning land-use planning, surface transportation impacts, public infrastructure provision, ag-sector effects, environmental concerns, and quality-of-life issues pertaining to noise and overflights. While we are hoping this will be an open, fair, and transparent process, it is not getting started that way. Wilsonville, its citizens, and its constituents are extremely concerned about the lopsided representation of vested financial interests in the proposed composition of the proposed PAC.

ODA has certainly accounted for airport business interests, with 10 representatives that constitute the majority of the PAC. The PAC, however, lacks any representation from other important members of the area community, including the nearby HOAs of Charbonneau, Prairie View Estates, and Deer Creek Estates, as well as public-interest bodies, including community planning organizations (CPOs) such as Aurora-Butteville-Barlow CPO and conservation/land-use groups, including 1,000 Friends of Oregon and Friends of French Prairie. A fair and open process requires equitable representation of both sides of any given interest. Therefore, we ask that you please add the above participants to equitably counter balance all of the airport special interest groups and also think about removing some of the duplicative special interest members. If Wilsonville is going to find this to be a fair and open process, there need to be voices on the PAC without direct financial interests at stake in expanding airport operations and extending the runway.

It is interesting to compare the composition of the proposed PAC for this 2021 Master Plan to the last go-around:

Composition of Proposed 2021-22 Public Advisory Com (PAC):

- 10 business interests reps – 43%
- 6 local gov't reps – 26%
- 5 state gov't reps – 21%
- 1 federal gov't rep – 5%
- 1 public interest rep – 5%
- **0 citizen interest reps – 0%**

Composition of 2010-12 Planning Advisory Com (PAC):

- 6 business interest reps – 38%
- 5 local-gov't reps – 31%
- **4 citizen interests reps – 25%**
- 1 state gov't rep – 6%

At the June 3 Board meeting there were several statements made about trying to push this Master Plan through in 18 months or less, rather than the standard 24-month time frame. There was also a discussion of whether an environmental assessment of any kind could be avoided. Rushing this Plan and avoiding the critical environmental work is not a good idea if ODA is hoping to avoid future litigation.

Cumulatively, between ODA's packing the PAC with airport special interests and rushing the Master Planning process, we are getting a negative sense of déjà vu. I attach, for your reference, a letter written by some of the PAC members from the last 2010-12 Master Plan, who expressed "grave concerns" that participation in the process was not intended to be meaningful:

> "As local-government and community-organization members of the Planning Advisory Committee (PAC) to the Aurora State Airport Master Plan, we have grave concerns that our participation in the process is not intended to be meaningful.
>
> * * * * *
>
> "[W]e are very concerned that the Aurora Airport master planning process is being rushed on a condensed schedule—reduced by one-third from the original timeline—without adequate discussion of issues at the PAC level in order to satisfy preconceived outcomes of a few special interests that may be detrimental to the greater public good.
>
> * * * * *
>
> "This is not the meaningful public-input practice that the Federal Aviation Administration (FAA) recommends for stakeholders in the master-planning process."

On a final note concerning the June 3, 2021 meeting, it was surprising to find that at a meeting that did not advertise or invite public testimony, an attorney who claimed to represent all of the airport businesses was allowed to present a lengthy argument about how a Master Plan

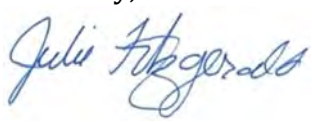
update was not needed, nor was any environmental assessment, but rather ODA should instead focus on getting that runway extended now. Fortunately, Chair Meeker clearly articulated that ODA has no funds to do so without going through the FAA's required Master Plan update first. That being said, providing the lawyer for one side of the Aurora State Airport controversy unfettered time to lobby the Board appears to demonstrate, once again, ODA's apparent airport expansion bias, as opposed to advancing a fair and equitable Master Plan process.

As this new and hopefully more open and transparent process begins, we are especially mindful of the PSU Oregon Solutions' "Aurora State Airport Assessment Report," commissioned by the legislature in 2018, that found a number of problems with agency planning efforts and public engagement. We anticipate and expect that the Department's leadership intends to correct these deficiencies and understands the importance of conducting an open public process for the Aurora State Airport Master Plan that engages local communities and all stakeholders.

I understand one of your Board members expressed concern that the new Master Plan update might just generate more protracted litigation. We certainly hope not. Given the great amount of public interest and significant issues of local concern regarding the Aurora State Airport, we expect that the Department will, in fact, seek to undertake an open, transparent public process for all interests, that is not rushed and that complies with Oregon's Planning Goals, specifically Goal 1 Citizen Involvement and Goal 2 Land Use Planning.

Thank you for your consideration.

Sincerely,



Julie Fitzgerald
Mayor, City of Wilsonville

Enc. (1)

cc: Oregon Aviation Board
Members of the Oregon Congressional Delegation:
Senator Ron Wyden
Senator Jeff Merkley
Congressman Kurt Schrader
Aurora Mayor Brian Asher
Members of the Oregon Legislature:
Speaker Tina Kotek
Senate President Peter Courtney
Representative Susan McLain (HD 29)
Representative Courtney Neron (HD 26)
Representative Christine Drazan (HD 39)
Senator Bill Kennemer (SD 20)
Clackamas County Board of County Commissioners

Members of the Planning Advisory Committee to the Aurora State Airport Master Plan

Charbonneau Country Club • City of Wilsonville • Clackamas County
Deer Creek Estates • Friends of Marion County

Mark Gardiner, Chair
State Aviation Board
Oregon Department of Aviation
3040 25th St. SE
Salem, OR 97302-1125

September 14, 2010

RE: Request for meeting to discuss Aurora State Airport master planning process and role of the Planning Advisory Committee

Dear Mr. Gardiner:

As local-government and community-organization members of the Planning Advisory Committee (PAC) to the Aurora State Airport Master Plan, we have grave concerns that our participation in the process is not intended to be meaningful. We see serious deficiencies in how the process is being conducted by the consultant, W.H. Pacific, and we seek to resolve these issues of concern.

In a nutshell, we are very concerned that the Aurora Airport master planning process is being rushed on a condensed schedule—reduced by one-third from the original timeline—without adequate discussion of issues at the PAC level in order to satisfy preconceived outcomes of a few special interests that may be detrimental to the greater public good. It seems fairly clear that the consultant intends to march steadily through construction of 'chapters' of the master plan, according to a predetermined timetable, regardless of whether or not there has been adequate discussion at the PAC of the issues. This is not the meaningful public-input practice that the Federal Aviation Administration (FAA) recommends for stakeholders in the master-planning process.

The FAA is quite clear, as outlined in the document 'Airport Master Plans,' AC 150/5070-6A, that **stakeholders must have an early opportunity to meaningfully comment before major decisions are made.** Stakeholders in the master-planning process have been asked to enunciate their individual goals, but there has been no discussion on how to integrate these into establishing the 'strategic role' and the 'study goals' as outlined by the FAA. ODA and consultant W.H. Pacific have specifically rejected the establishment of a 'vision' for the Airport as a starting point, something several members of the PAC requested at the outset of the process.

We observe from the conduct of ODA that installation of an air traffic control tower is being actively pursued prior to development of the new master plan and without consultation with the PAC. The fact that ODA is acquiring funds to build a control tower in the absence of any cost estimate and without first conducting planning demonstrates a serious lapse in judgment. ODA has indicated that concurrent to the master plan update, the agency has contracted for an air traffic control tower siting study; again an issue that the PAC should discuss has been arbitrarily removed the planning process.

Further, it seems clear that the role of the PAC has been deliberately marginalized. The forecast of future activity at the airport has apparently been compiled and is about to be sent to the FAA for

approval without any advance discussion with the PAC. It is notable that there is no accurate information available on current activity levels, since there are no records of landings and take-offs. Any methodology used to generate undocumented current activity numbers to use as a starting point for future usage projections surely should require very close scrutiny. But the PAC has not been given that opportunity for review and discussion.

Despite the absence of any discussion of the 'strategic role' and 'study goals' and any review of the activity forecast with the PAC, the process developed by the consultant, under the direction of ODA, appears to be one of justifying the preconceived idea that runway expansion and strengthening is required at Aurora Airport. The Scope of Work, dated June 19, 2009, states on page 3 that consultant "W.H. Pacific will prepare a letter on behalf of ODA to request statements [presumably from large jet operators] to *help justify* an extension" of the runway (emphasis added). This would seem to clearly demonstrate an intent that undermines any pretense of a meaningful process.

We are not aware of any impact analysis based on a forecast of future activity that was developed. In short, this appears to leave the simplistic assumption that if the demand can be somehow justified, then it must be supplied, no matter the impacts. Common sense tells us that increasing the size and types of airplanes, and the increase in the frequency of their use, will have impacts. Going from a general aviation airport with mostly small, propeller-and-piston-engine light-airplane and smaller jets under 45,000 pounds to an airport catering to larger, heavier turbine-engine jet aircraft calls for a serious, reasoned analysis of impacts.

The Aurora State Airport is located in the French Prairie area of "foundation farmland," which the Oregon Department of Agriculture indicates contains Oregon's highest-quality agricultural soils, and has been able to co-exist with its neighbors as a small-aircraft airport. However, the airport is within a mile of the Portland Metro Urban Growth Boundary and dense residential development to the north. There are serious traffic-congestion problems on roads around the airport and on nearby Interstate 5 at the Boone Bridge "bottleneck" over the Willamette River. As the FAA document 'Airport Master Plans' makes clear, the regional setting of the airport must be examined "because the impact of airport planning decisions can extend well beyond the airport property line." What will be the impacts of this greater development at the airport be on noise, pollution, the surrounding farm lands, off-site surface transportation facilities including the interstate highway, and nearby residential areas? What, if any, mitigation should occur?

While the PAC's role has been marginalized, ODA plans to select interviewees outside of the PAC and master-planning process who will be asked to give their views on at least one of the major master-planning issues. The Scope of Work, page 8, states that "up to 20 people [will be interviewed] regarding future activity at the airport." That is a critical task. Who are these people and how has ODA directed the consultant to choose them? What meaningful process is there for the PAC in this regard? Again, there has been no discussion by the consultant with the PAC on this matter.

The Scope of Work, page 5, lists the main areas under which data will be collected. Under Item E, Environmental Inventory, there is no mention of collecting data on noise and traffic impacts on nearby communities and on their transportation infrastructure, key aspects listed by the FAA on page 123 with the title 'Environmental Overview for Master Plan Purposes,' FAA AC 150/5070-6B. Nor

is there any discussion in the Scope of Work of National Environmental Policy Act (NEPA) requirements and whether or not an Environmental Impact Statement (EIS) is required. The Scope of Work states that noise contours will be developed, but only to show existing conditions and those five years into the future. As the activity forecasts will be generated for five years, 10 years and 20 years into the future, the noise contours should be developed for the same time periods.

We are very concerned that the Aurora Airport master planning process is being rushed through on a condensed schedule without adequate discussion of the issues at the Planning Advisory Committee level in order to satisfy the preconceived outcomes of a few special interests. This is not the meaningful, due process input the FAA intended in their Master Plan process.

We respectfully request that a meeting be arranged at the earliest opportunity for the undersigned with you, the Acting Director of ODA, the consultant, and appropriate representatives of the FAA to discuss these concerns. Furthermore, we request that this letter be memorialized as a part of the record of the Aurora Airport Master Plan update. Too many issues of previous inside dealings connected with ODA's handling of matters at the Aurora Airport have recently come to light, and it is important that now, under new management direction, ODA not be a part of a process that lacks meaningful input, good planning, and transparency.

We thank you for your time and consideration.

Respectfully submitted by the undersigned members of the Planning Advisory Committee to the Aurora State Airport Master Plan.

Tony Holt, Chair, Civic Affairs Committee
Charbonneau Country Club

Jim Bernard, Commissioner
Clackamas County Board of Commissioners

Steve Hurst, Councilor
City of Wilsonville City Council

Rick Kosta, President
Deer Creek Estates Homeowners' Association

Roger Kaye, President
Friends of Marion County

CLACKAMAS COUNTY
2051 Kaen Road
Oregon City, OR 97045

WILSONVILLE OREGON
29799 SW Town Center Loop E
Wilsonville, OR 97070

August 8, 2018

Honorable Kate Brown
Governor
900 Court Street, Suite 254
Salem, OR 97301-4047

Honorable Peter Courtney
Senate President
900 Court St. NE, S-201
Salem, Oregon 97301

Honorable Tina Kotek
House Speaker
900 Court St. NE, Rm. 269
Salem, Oregon 97301

RE: Request to Cancel Oregon Department of Aviation application to Federal Aviation Administration (FAA) for funds to extend the Aurora State Airport runway

Dear Governor Brown, President Courtney and Speaker Kotek:

We have just learned that the Oregon Department of Aviation ("ODA") intends to apply today for federal funding for a $33 million project to extend the runway by 1,000 feet of the Aurora State Airport. As the elected leaders of Clackamas County and the City of Wilsonville, we believe that this application is premature until the proposed project undergoes the required public-involvement process to assess potential impacts of a major airport expansion and mitigation strategies to address those impacts. We therefore request your assistance to table the pending application by ODA as referenced in a July 27, 2018, letter to the Senate President and House Speaker.

In June 2010 ODA agreed to exclude Clackamas County and the City of Wilsonville from the Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues ("IGA") pertaining to the Aurora State Airport. The IGA contained an exhibit showing a "gerrymandered" Aurora Airport Impact Area map where the 10,000-foot impact area from the airport runway intentionally excludes lands under the jurisdiction of the County and City.

The subsequent 2012 Aurora State Airport Master Plan failed to follow state law in terms of public process and resulted in an Oregon Aviation Board decision to extend the runway that was contrary to the findings and conclusions in the plan. A project of this magnitude with potential, substantial impacts to nearby surface transportation facilities, area quality-of-life, and a vital agricultural economic cluster requires a robust public-input process. Due to a lack of public review of the proposed runway extension, neither impacts nor mitigation strategies have been considered.

The County and City have a valid public interest in protecting the welfare of our residents and businesses. We respectfully request that the proposed ODA grant application to the FAA be withdrawn and a new IGA be drawn-up that includes all of the local jurisdictions in the airport impact-area and the Oregon Department of Transportation. Furthermore, we call for a new Aurora State Airport master plan to be developed that meaningfully engages the public. We can state unequivocally that the County and City are committed to working with all of the stakeholders surrounding the Aurora State Airport in an open and transparent manner. Thank you for your time and consideration.

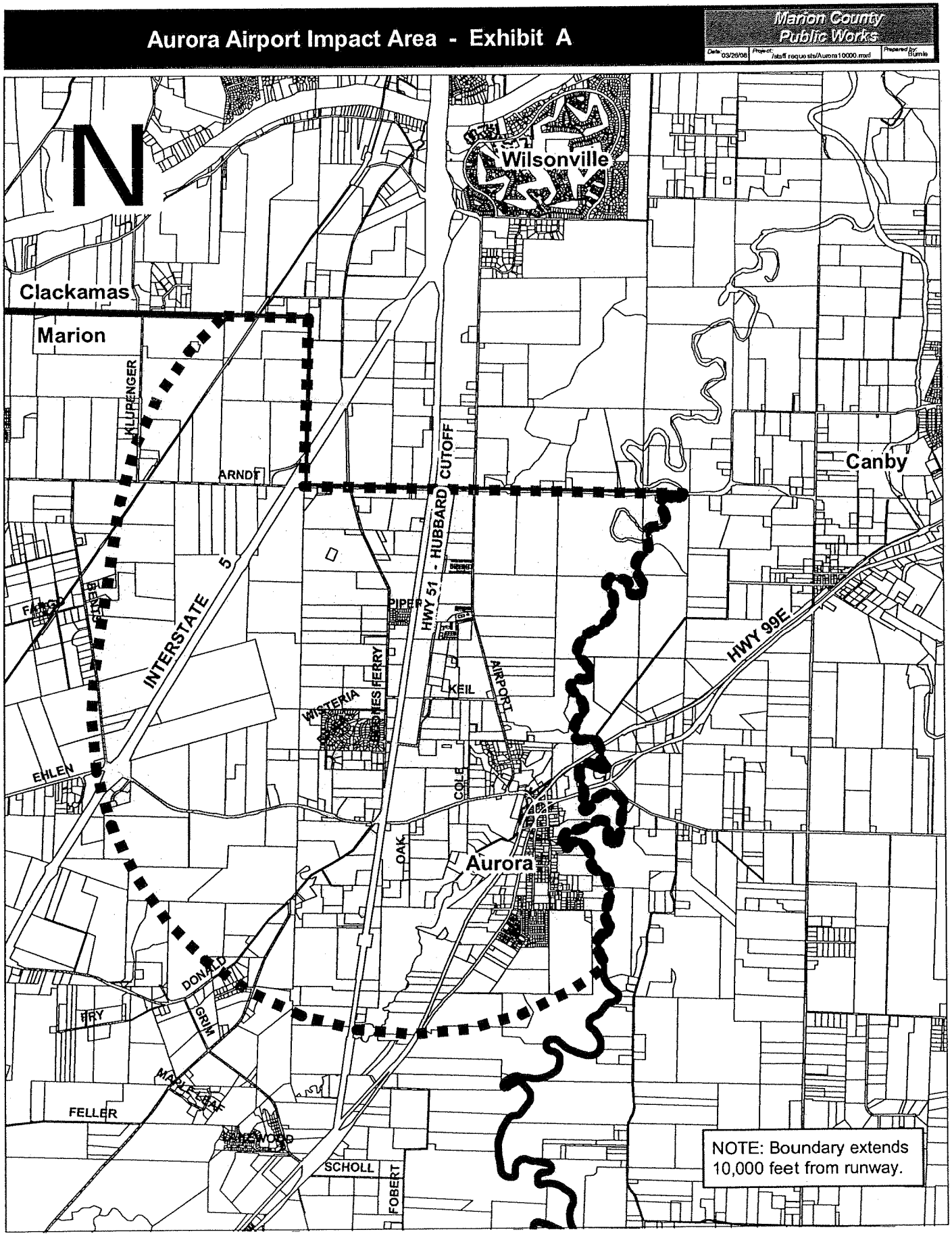
Sincerely,

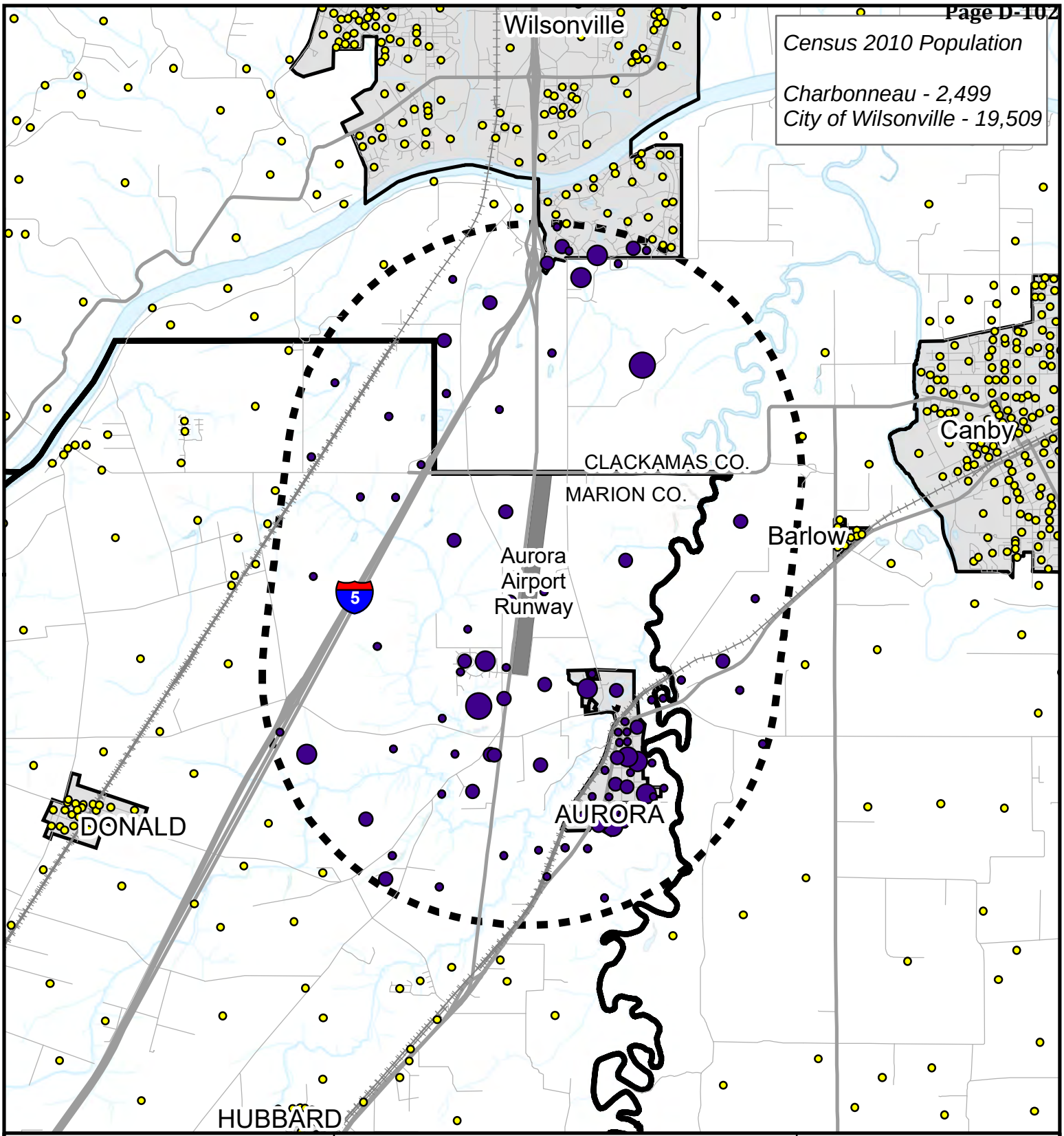
Jim Bernard, Chair
Clackamas County Board of Commissioners

Tim Knapp, Mayor
City of Wilsonville City Council

Enclosures (6)

cc: FAA—Randall Fiertz, NW Mountain Region Airports Div. Director; Joelle Briggs, Seattle Office Dist. Manager
ODA—Martha Meeker, Oregon State Aviation Board Chair; Brian DeForest, Interim Director


Aurora Airport Impact Area - Exhibit A
Marion County Public Works
Date: 03/26/08
Project: Staff requests/Aurora10000.mxd
Prepared by: Stumle
N
Wilsonville
Clackamas
Marion
Canby
Aurora
KILDRENGER
ARNDT
CUTOFF
HUBBARD
HWY 51
INTERSTATE 5
HWY 99E
PIPER
FERRY
KEIL
AIRPORT
WISTERIA
COLE
OAK
EHLEN
DONALD
GRIM
FELLER
SCHOLL
FOBERT
NOTE: Boundary extends 10,000 feet from runway.



The City of Wilsonville, Oregon
Clackamas and Washington Counties

Aurora Airport

Census 2010 Population
in 10,000 Ft. Radius = 2978

10,000 Feet from Runway

Census Block Centers

Wilsonville 183
Aurora 860
Rural Clackamas County 623
Rural Marion County 1312

Population 2010

- 0 - 22
- 23 - 64
- 65 - 138
- 139 - 346
- 347 - 579

WILSONVILLE GIS Geographic Information Systems

3/17/2015

0 **Miles** 1

M:\projects\2015\030615_Airport\AAirport2015_10.mxd

Lynn Peterson
Chair

Commissioners
Bob Austin
Jim Bernard
Charlotte Lehan
Ann Lininger

CLACKAMAS COUNTY

BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

November 3, 2009

Mr. Gregg Del Ponte
Acting Administrator
Oregon Department of Aviation
3040 25th SE
Salem, OR 97302-1125

Honorable Jim Meirow, Mayor
City of Aurora
21420 Main Street
Aurora, OR 97002

Honorable Patti Milne, Commissioner
Marion County Commission
Courthouse Square
555 Court Street N.E.
P.O. Box 14500
Salem, OR 97309-5036

Dear Director Del Ponte, Commissioner Milne and Mayor Meirow:

Consistent with our discussion concerning the Aurora Airport over the last several years, we are formally requesting that Clackamas County be added to the Aurora Airport Intergovernmental agreement as currently written.

With the commencement of the Aurora Airport Master Plan, the timing is good to have all of the local governments adjacent to the Aurora Airport at the table to discuss issues related to the Aurora State Airport planning and development.

We appreciate your favorable consideration of our request to join the Aurora Airport Intergovernmental agreement.

Sincerely,

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

Lynn Peterson, Chair
On Behalf of the Clackamas County Board of Commissioners

LAP/sp/kjb

City of WILSONVILLE in OREGON

29799 SW Town Center Loop E
Wilsonville, Oregon 97070
(503) 682-1011
(503) 682-1015 Fax Administration
(503) 682-7025 Fax Community Development

November 20, 2009

Mr. Gregg Del Ponte, Acting Administrator
Oregon Department of Aviation
3040 25th SE
Salem, OR 97302-1125

Honorable Patti Milne, Commissioner
Marion County Commission
P.O. Box 14500
Salem, OR 97309-5036

Honorable Jim Meirow, Mayor
City of Aurora
21420 Main Street
Aurora, OR 97002

RE: **Request to Join Aurora Airport Intergovernmental Agreement**

Dear Director Del Ponte, Commissioner Milne and Mayor Meirow:

Consistent with our discussions concerning the Aurora Airport over the last several years, we are formally requesting that the City of Wilsonville be added as a partner jurisdiction along with Clackamas County to the April 2008 "Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues" pertaining to the Aurora Airport area ("Aurora Airport Intergovernmental Agreement").

With the commencement of the Aurora Airport Master Plan process, the timing is good to have all of the local governments adjacent to the Aurora Airport at the table to discuss issues related to the Aurora State Airport planning and development.

We appreciate your favorable consideration of our request to join the Aurora Airport Intergovernmental Agreement. Thank you for your time and consideration.

Sincerely,

Tim Knapp
Mayor

cc: Honorable Lynn Peterson, Commission Chair, Clackamas County

Marion County
OREGON

Rec'd 6/22/10 pct

(503) 588-5212
(503) 588-5237 - FAX

BOARD OF COMMISSIONERS

Janet Carlson
Sam Brentano
Patti Milne

CHIEF ADMINISTRATIVE OFFICER

John Lattimer

June 21, 2010

Commissioner Lynn Peterson
Clackamas County
Board of Commissioners, Chair
2051 Kaen Road
Oregon City, Oregon 97045

Mayor Tim Knapp
City of Wilsonville
29799 SW Town Center Loop E
Wilsonville, Oregon 97070

Dear Lynn and Tim:

On behalf of Marion County, the Oregon Department of Aviation and the City of Aurora, I would like to present to you an updated, revised, and signed Intergovernmental Agreement regarding communications relating to the Aurora State Airport.

Over the past couple of years we have built strong working relationships that have allowed us to successfully face challenging issues that are of mutual interest to each of our individual jurisdictions. Maintaining open channels of communication will be critical as we continue to work together and face new challenges.

This revised agreement requires the signing jurisdictions to communicate with Wilsonville and Clackamas County about land use actions that affect the airport or are impacted by the airport.

As we all know, the state will begin the master plan process for the Aurora Airport with the first PAC meeting on July 22, at 6:00 p.m. in Charbonneau. We would like to invite you attend a meeting with Marion County, the City of Aurora and the Department of Aviation prior to that meeting. Please let me know your availability and we will schedule the meeting.

Please do not hesitate to contact me if you have any questions or suggestions.

Sincerely,

Patti Milne
Commissioner

cc: James Meirow, City of Aurora
Doug Hedlund, Oregon Department of Aviation

INTERGOVERNMENTAL AGREEMENT ON THE COORDINATION OF GROWTH MANAGEMENT AND TRANSPORTATION ISSUES BETWEEN CITY OF AURORA, MARION COUNTY, AND THE OREGON DEPARTMENT OF AVIATION

This Agreement is entered into by and between the City of Aurora ("Aurora"), Marion County ("Marion County"), and the Oregon Department of Aviation ("ODA"), pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

RECITALS

WHEREAS, the Aurora Airport Impact Area ("Impact Area") – Exhibit A is expected to experience substantial population and employment growth by the year 2050; and

WHEREAS, anticipated growth within the Impact Area will affect land areas within the jurisdictional boundaries of the City of Aurora, Marion County, and the State of Oregon Department of Aviation; and

WHEREAS, Aurora, Marion County, and the ODA wish to coordinate growth management and transportation related development processes and decisions within the Impact Area to ensure an appropriate opportunity is given for affected parties to review and address anticipated impacts; and

WHEREAS, to achieve this coordination, Aurora, Marion County, and the ODA are interested in identifying the Impact Area and establishing a process for coordination and cooperation; and

WHEREAS, Statewide Planning Goal 2 - Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions, relating to land use, be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, OAR 660, Division 12 requires coordination of state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS Chapter 836 and OAR 660, Division 13 requires planning and coordination of local, state and federal agencies to encourage and support the

continued operation and vitality of Oregon's airports and recognizes the interdependence between transportation systems and the communities on which they depend.

NOW, THEREFORE, Aurora, Marion County, and ODA agree as follows:

AGREEMENT

I. Purpose

The parties agree that they are mutually interested in and will work together to:

A. Establish and amend, as necessary, the Aurora Airport Impact Area ("Impact Area") as identified on Exhibit "A" attached to this Agreement.

B. Identify and resolve issues and concerns related to transportation and growth management in and around the Impact Area for the benefit of the parties as well as affected adjacent landowners, airport users, and other interested parties.

C. Coordinate on growth management and transportation development decisions within the Impact Area.

D. Encourage and support the continued operation and vitality of the Aurora Airport and recognize the interdependence between air and ground transportation systems within the Impact Area and the communities on which they depend.

E. Provide notice and an opportunity to comment on land and transportation developments within the Impact Area which may reasonably affect the parties.

F. Nothing in this Agreement shall be construed to require the parties to exercise jurisdiction beyond that which is required by state law.

II. Definitions

"Aurora Airport" means that area of land located at what is commonly known as the Aurora Airport that is designed, used or intended for use for the landing and take-off of aircraft, and any public or privately owned appurtenant areas and structures, including open space, used for airport buildings or other airport facilities or rights-of-way or which is located on lands located within the Marion County Public Zone.

"Impact Area" means the Aurora Airport, the Aurora Airpark, and those portions of North Marion County the development of which impacts the parties to this Agreement

and existing residents and businesses within each party's jurisdiction, as shown on the Aurora Airport Impact Area Map, attached as Exhibit A.

III. Amendment of Aurora Airport Impact Area Boundaries

A. Impact Area boundaries may be amended by Marion County upon its own initiative or upon the written request of Aurora and/or the ODA.

B. When amending boundaries, Marion County shall give notice to and work in cooperation and coordination with Aurora and the ODA, and shall consider the following factors:

1. Existing and future land development;

2. Existing and future local and state transportation corridors;

3. Existing and future Aurora Airport usage and flight patterns; and

4. Each affected jurisdictions' Comprehensive Plan boundaries and related goals and policies.

IV. Comprehensive Planning within the Impact Area

A. Existing Comprehensive Plan designations and zoning, as currently designated by each party to lands within its jurisdiction, shall continue to apply to those lands within the Impact Area.

B. Any party formally considering a Comprehensive Plan Amendment for lands within Impact Area boundaries shall provide for notice and opportunity for comment to the other parties to this Agreement in a manner provided in Article VI below.

C. Special plans and studies undertaken that involve lands within the Impact Area such as infrastructure, environmental, or economic planning shall be shared amongst the parties.

V. Land Use Development and Coordination within the Impact Area

A. This Agreement shall have no effect on the current local and statutory zoning and regulatory authority of each jurisdiction within the Impact Area boundaries, nor any existing intergovernmental agreements between the parties.

B. Aurora and Marion County respectively agree to provide ODA, Wilsonville, and Clackamas County, with notice and an opportunity to comment, in the same manner as currently required for affected property owners by their

respective development codes for land use applications within the Impact Area. The parties shall provide each other with requested data, maps, and other information in hard copy or digital form in a timely manner.

C. ODA shall provide Aurora, Wilsonville, Clackamas County, and Marion County with notice and opportunity to comment for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for proposed development or infrastructure improvements, relative to the Aurora Airport.

D. The parties shall discuss and work cooperatively to determine whether specific uses which would otherwise be permitted within existing exception areas under County zoning should be prohibited or restricted within the Impact Area to implement the purposes of this Agreement.

VI. Notice and Coordination Responsibilities

A. Aurora and Marion County each shall provide ODA, Wilsonville, and Clackamas County with notice and an opportunity to comment prior to the first scheduled public hearing, in the same manner provided to property owners in their applicable codes, for all of their respective legislative plan amendments, zone changes, or new land use regulations and amendments affecting property within the Impact Area.

B. Aurora and Marion County each shall provide ODA, Wilsonville, and Clackamas County with notice and an opportunity to comment prior to all of their respective administrative or public hearing actions, in the same manner provided to property owners in their applicable codes, for any quasi-judicial development applications (including, but not limited to, plan and zoning code amendments, conditional use permits and design review) within the Impact Area.

C. ODA shall provide reasonable notice and opportunity to comment to Aurora, Wilsonville, Clackamas County, and Marion County for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for its proposed development or infrastructure improvements, relative to the Aurora Airport.

D. In order to fulfill the cooperative planning provisions of this Agreement, Aurora, Marion County, and ODA shall provide each other with all requested reasonable data, maps, and other information in hard copy or digital form in a timely manner.

VII. Amendments to this Agreement

This Agreement may be amended in writing by the agreement of all parties and may be reviewed by the parties at any time.

VIII. Termination

This Agreement may be terminated by any party as to the rights and responsibilities of that party within 60 days written notice to the other parties. Termination of the rights and responsibilities of one or more parties does not affect the rights and responsibilities of the remaining parties as to each other.

IX. Reservation of Rights and Authorities

This Agreement is intended only to achieve the purposes set forth in Section I of the Agreement and is not intended to create any right or responsibility which is legally enforceable by any person or entity against any Party and creates no rights in third parties or the right to judicial review regarding the acts or omissions of any Party. Each Party reserves all rights or authorities now or hereafter existing and nothing in this Agreement waives or forecloses the exercise of any such rights or authorities.

X. Severability

If any section, clause or phrase of this Agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the Agreement shall be severed from the invalid parts and shall remain in full force and effect.

XI. Effective Date

This Agreement is effective on the date it is fully executed.

IN WITNESS THEREOF, the respective parties have caused this Agreement to be executed by their authorized officer or representative on their behalf:

CITY OF AURORA

_____ 6/8/10
James Meirow Date
Mayor, City of Aurora

ATTEST:

By: _____
City Recorder

MARION COUNTY

Janet Carlson 6/7/10

Janet Carlson
Chair, Board of Commissioners

Date

ATTEST:

By: _____
Recording Secretary

Approved as to form:

Gloria M. Roy 06/07/10

Legal Counsel

APPROVED AS TO FORM:

Peggy Mitchell 6/7/10

Marion County Contracts

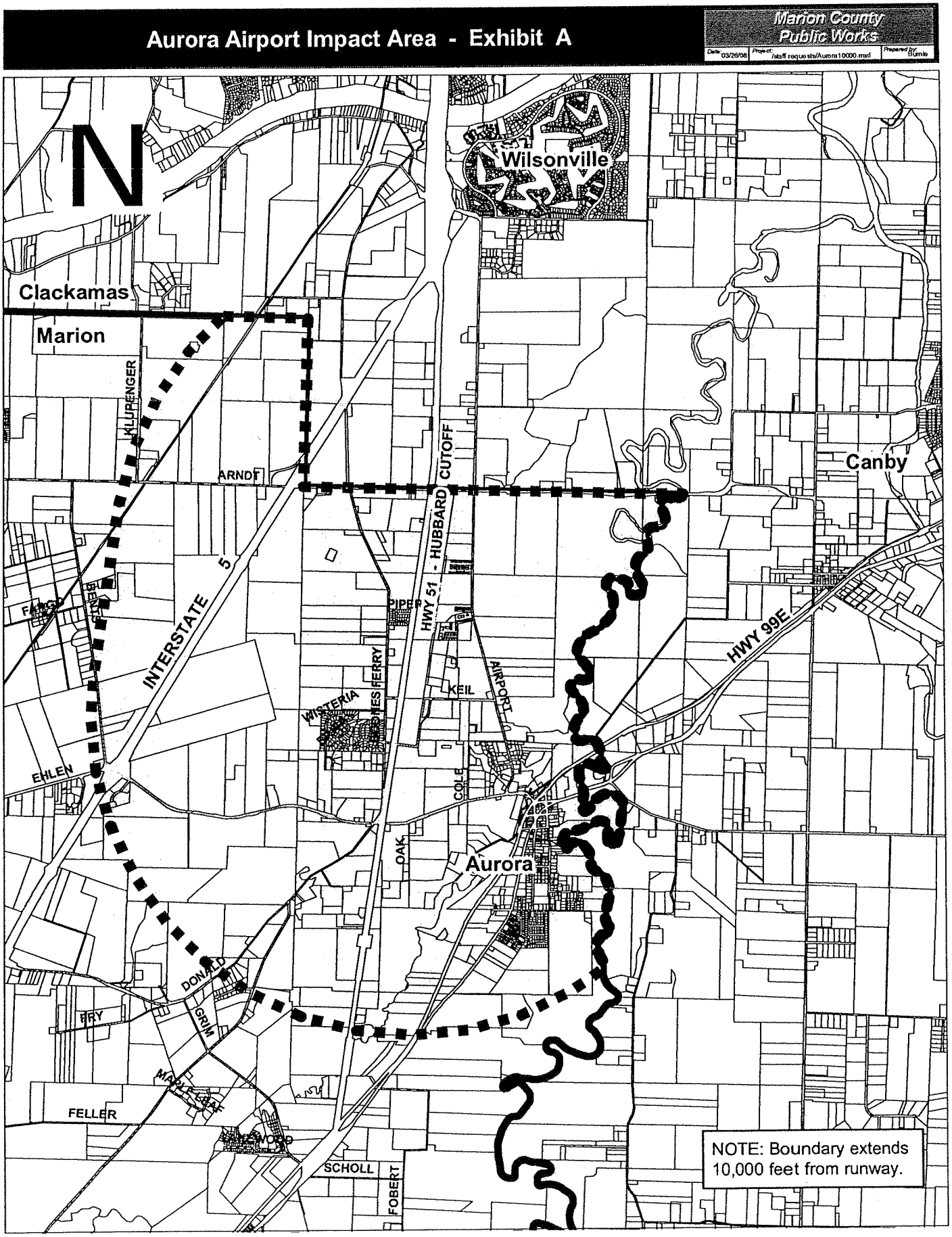
Date

OREGON DEPARTMENT OF AVIATION

_____ 6/8/10

Doug Hedlund
Director, Oregon Department of Aviation

Date


Aurora Airport Impact Area - Exhibit A
Marion County Public Works
Date: 03/26/08
Project: Staff requests/Aurora10000.mxd
Prepared by: Stumle
N
Wilsonville
Clackamas
Marion
Canby
Aurora
KILDRENGER
ARNDT
CUTOFF
HUBBARD
HWY 51
INTERSTATE 5
HWY 99E
PIPER
FERRY
KEIL
AIRPORT
WISTERIA
COLE
OAK
EHLEN
DONALD
GRIM
FELLER
SCHOLL
FOBERT
NOTE: Boundary extends 10,000 feet from runway.

A LETTER OF CONCERN

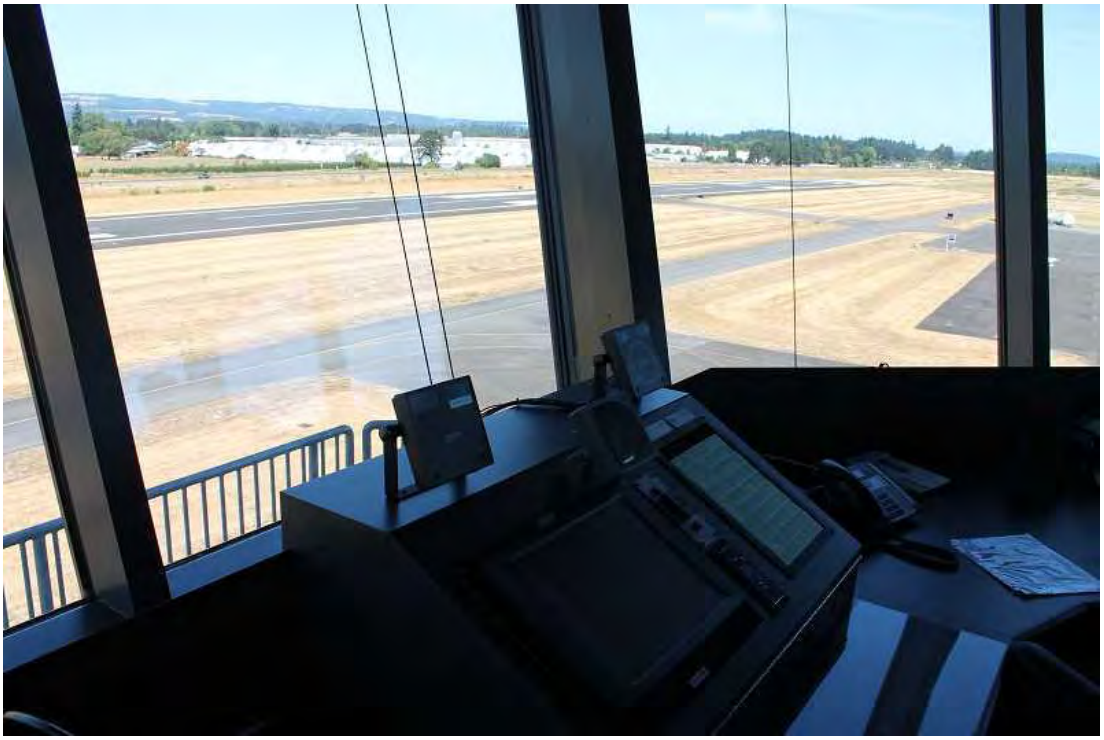
WilsonvilleSpokesman

Corey Buchanan, Wilsonville Spokesman

Tuesday, January 16, 2018

https://portlandtribune.com/wsp/134-news/384055-272627-a-letter-of-concern

City of Wilsonville expresses uneasiness about Aurora Airport legislation and the potential traffic impacts it might bring



SPOKESMAN FILE PHOTO -
A legislative bill that would expedite the process for the implementation of an Aurora Airport extension could be introduced at the Oregon State Legislature February session.

Potentially in unison with Clackamas County, the City of Wilsonville is expected to deliver a draft letter this month to Oregon Senate President Peter Courtney (D-Salem) and House Speaker Tina Kotek (D-Portland) expressing concern about a bill — which could be introduced in the Oregon State Legislature's February "short" session — that would "circumvent standard Oregon land-use and public process laws to allow a special interest to 'carve-out' to extend the runway at the Aurora State Airport," according to a draft of the letter obtained by the Spokesman.

The City of Wilsonville approved the letter Jan. 4 and sent it to the Clackamas County Board of Commissioners — which will then review the letter and determine whether to sign on. The letter could be revised before it's sent to state legislators.

Wilsonville City Council discussed the concept bill at length during a meeting Dec. 18.

"I have met with several different entities and communicated the opinion that we think it's not appropriate to have a legislative action to make an end run around Oregon land use process that would normally allow stakeholders to be part of the decision process but that's exactly what this legislation proposes," Knapp said at the meeting.

Multiple city councilors expressed concern that an airport extension could lead to increased traffic in the Wilsonville area.

"On a basic level I think back to our community survey that we do every year. The big theme from that is people are concerned about traffic. So that's all of the people that live in Wilsonville and come into work in Wilsonville, commute in, commute out. I think that has to be carefully considered, what this issue might do," Councilor Kristin Akervall said.

The legislative concept, which was put forth by Rep. Rick Lewis (R-Silverton), posits that the Aurora Airport, which is the largest state-owned airport in Oregon and employs 1,200 people, needs additional investment in order to "maintain aviation safety and commercial viability" and that the current runway is "inadequate and unsafe."'

The current runway is 5,004 feet and, according to the Aurora Airport Improvement Association, the airport is the state's third busiest and ranks 31st in terms of runway length. This plan has been in the works since the 1976 Aurora Airport Master Plan proposed increasing the runway length to 6,000 feet — which is also the proposed length in the updated master plan.

The concept bill proposes to extend the airport's boundaries, add or expand airport taxi areas and add new or expand facilities for aviation related equipment.

The letter from the City of Wilsonville says the proposed bill would set a precedent that parties who "seek special treatment" should go directly to the legislature rather than go through the goal exception process in order to pass legislation.

Lewis said he wasn't sure exactly what legislative steps the bill would be avoiding but that he assumes the process would include public hearings.

Ben Williams of Friends of French Prairie was not happy when he caught wind of the bill's legislative concept when he spoke with the Spokesman in December.

"If the public was fully informed about A, what has happened, and B, the scope of the consequences, you can bet that the majority would be opposed to it because of the consequences and the precedent," he said.

Lewis, however, says that an extensive public process took place during the crafting of the Aurora Airport Master Plan, which was updated in 2013, and would rather not use more state money and prolong the project's implementation.

He added that additional public hearings will take place if the legislative concept becomes a bill and is assigned to a committee.

"Had the state not done a recent master plan update and this bill hadn't had public hearings, there would need to be more of a public process involved but that's all been done," Lewis said.

According to the Aurora Airport Master Plan, the current runway of 5,004 feet accommodates all small aircrafts with fewer than 10 passenger seats but larger aircraft require a longer runway. Also, the runway's shorter length constrains about 500 flights a year and forces them to "eliminate fuel and cargo to take off and land," according to the Aurora Airport Improvement Association.

The airport extension could allow corporate jets to take off at the airport. According to the master plan, the extension would cost over $3 million.

Lewis is not sure why Wilsonville has raised concerns.

"As far as Wilsonville, I don't know (why) because they stand to benefit if larger corporate jets are able to land there. Corporate jets are less noisy. I would think people would look for lodging, restaurants in Wilsonville, so I'm not really sure what their issues are," he said.

Before the bill had been released, Wilsonville Chamber of Commerce CEO Kevin Ferrasci O'Malley said the WACC would likely support it.

"The Aurora Airport is a member in good standing of the Wilsonville Chamber of Commerce. Our stated WACC vision is to create and promote economic vitality for business in the south metro region," the chamber wrote in a statement. "Historically, the WACC has fully supported efforts to help the Aurora airport realize its potential. It's a powerful local generator of economic development and jobs to Wilsonville and the surrounding local area."

O'Malley says talks of massive changes regarding the airport are overblown.

"There are comments being made about it becoming an Orange County Airport by simply having a runway safety zone," he said. "That's not happening. It's fear mongering. This is allowing the small business aircrafts that are landing and taking off to do so more efficiently. That's what it's about."

Aurora Airport Improvement Association board member Tony Helbing, says the airport currently provides ample economic benefits to surrounding communities and the extension will increase the positive impact. Helbing also says businesses are more likely to use the Aurora Airport if a safer runway is implemented.

"It's important to know that as we want this runway extension, it has to do with our choice to be in business and that business we choose to do here has big ripple impacts into the surrounding community," Helbing said.

Williams believes the benefits of the expansion are more limited. "At the end of the day, the beneficiaries are developers who can have larger airport, larger jets, sell more fuel and more hangars," Williams said. "A few people are going to make a lot of money and there will be a few employment jobs working at aircraft hangars or pumping fuel but that doesn't translate to a lot of benefits for say Wilsonville or the city of Aurora. Most of the economic benefit goes to a small number of businesses and developers."

The Wilsonville letter also addresses concerns regarding "a lack of transportation options in the area," "unfair competition to adjacent jurisdictions," "environmental concerns" and "potential harm to the important agriculture economic cluster brought about by increased land-speculation and difficulty in conducting farming operations."

Additionally, the letter posits that the proposed legislation is too large and significant to be deliberated at the "short" 35-day February session, which will begin Feb. 5.

Mayors of the Aurora State Airport Area Communities

Aurora **Wilsonville**

July 17, 2026

Amelia Porterfield
Regional Solutions Director
Office of Governor Tina Kotek
900 Court St. NE, Suite 254
Salem, OR 97301-4047

Via email

RE: FAA Safety Standards and Potential Modifications of Standards for the Aurora State Airport

Dear Ms. Porterfield:

It has come to our attention that Regional Solutions has convened recent conversations regarding the Aurora State Airport and that those conversations included potential requests by the Oregon Department of Aviation (ODAV) to the Federal Aviation Administration (FAA) for Modification of Standards that would relieve ODAV of FAA safety and design standards applicable to the runway safety area and related airport design requirements.

Our understanding is that Beth Wytoski, Mid-Valley Region Coordinator for Oregon Solutions, convened a "town hall" on or about March 3, 2026 at the Aurora State Airport that included participation from ODAV Director Kenji Sugahara, State Airports Manager Tony Beach, airport property owners, and business operators. Based on available information, topics discussed included runway lengthening, non-standard conditions, potential Modification of Standards for the Runway Object Free Area, property acquisition, and related liability questions.

Notably, the cities of Wilsonville and Aurora—the communities most directly affected by airport expansion—were not aware of or invited to participate in the March 3 "town hall" meeting. Additionally, it appears that other non-aviation interests were excluded. We hope that this was an oversight and look forward to participating in future such conversations, consistent with the principles of the Regional Solutions Program, which, as stated on the Governor's official website, exists to "[bring] together the public, private[,] and civic sectors."[1] The program is further described as "a neutral forum and a place for state

[1] "Regional Solutions – Office of Oregon Governor Tina Kotek" webpage; Oregon.gov, accessed June 25, 2026.

agencies to work collaboratively with local governments, as well as civic and private interests."[2] Since several months have passed since the meeting with private interests, it disappoints us to conclude that no follow-up meeting with local governments or civic interests is planned.

The City of Wilsonville and the City of Aurora have had a long and substantive history of engagement on the Aurora State Airport and the current Draft Aurora Airport Master Plan. Concerns from our communities include emergency response capacity, air quality, water quality, stormwater and septic capacity, surface transportation traffic, aircraft overflights, noise, and impacts to nearby agricultural lands. We have jointly and severally submitted repeated comments throughout the current master planning process raising concerns that the Draft Master Plan would expand the airport's direct impacts on neighboring communities, extend the runway to approximately 5,500 feet, rely on questionable growth assumptions rather than actual tower operations data, and fail to adequately address existing environmental, infrastructure, and public safety issues.

Those concerns are especially important because the Draft Master Plan is premised on accommodating larger, heavier, more demanding aircraft than Aurora State Airport's Aircraft Approach Category/Aircraft Design Group (AAC/ADG) current B-II design standards.[3] While the 2012 Master Plan proposed increasing the AAC/ADG to C-II,[4] the 2012 Master Plan's failure to comply with Oregon land use law and exclusion of 2011 Master Plan materials from the official record, as upheld by the Oregon Court of Appeals in *Schaefer v. Oregon Aviation Board*,[5] throw the legal validity of the C-II designation in doubt. ODAV was subsequently required to assess whether proposed airport development required to move to a C-II designation, including runway-related improvements on Exclusive Farm Use (EFU) land, complies with applicable comprehensive plans and statewide planning goals. In effect, ODAV could not use the 2011 or 2012 Master Plans as a legal foundation for a higher classification.

We believe that the Aurora State Airport should comply with the applicable standards for its lawful FAA designation, its physical design, and contextual constraints in a rural area predominantly surrounded by EFU lands. It is alarming to learn that Regional Solutions and ODAV are contemplating seeking selective relief from FAA safety requirements in order to accommodate operations or facilities that exceed the airport's appropriate role. In other words, ODAV should not seek to modify only those FAA standards that ensure safe

[2] "Regional Solutions: Program Overview" March 2015; Oregon.gov, accessed June 25, 2026.
[3] Aurora State Airport Master Plan Update, Oregon Department of Aviation, December 2012; page 5-22.
[4] Aurora State Airport Master Plan Update, Oregon Department of Aviation, December 2012; page 3-32.
[5] *Schaefer v. Oregon Aviation Board*, 312 Or App 316 (2021); State of Oregon Law Library.

operation while pursuing runway lengthening that would further intensify use of the airport and add to safety issues.

We also are compelled to remind the Governor's Office, Regional Solutions, ODAV, and the public that the reason for pursuing runway expansion (and the existence of safety violations in the first place) is due to the actions of private operators who are willfully selecting to use a facility that is neither designed nor designated for the aircraft they are flying (or wish to). An email included as part of the public record of the 2012 Master Plan document verifies this—a private operator who uses Aurora State Airport states in an email to then-ODAV planning staff Sarah Lucas (who now serves on the ODAV Board):

> "We are looking at a [Cessna] Citation X. We need to go non-stop to the east coast and Bahamas. We are currently restricted with our current aircraft due to runway length requirements being to *(sic.)* short for fuel loads required for the long trips. When we get the Citation X, we will be more restricted."[6]

This exemplifies our most fundamental and longstanding concern: why has it become the public's responsibility to fund and bear the impacts of a proposed runway expansion that requires relocating a state highway and condemnation of residences because a private jet owner has decided to operate unsafely at Aurora rather than at a more appropriate airport such as Hillsboro, Troutdale, Salem-McNary, or McMinnville?

Safety hazards at Aurora State Airport are self-created by deliberate exceedance of design standards. Put another way, how would the Oregon Department of Transportation respond to a trucking company demanding to repeatedly operate on a weight-restricted bridge when alternative bridges exist to accommodate that activity? Why is ODAV allowed to operate differently?

Federally-established safety standards should not be treated as a variable to adjust in order to accommodate personal convenience or ODAV's need for additional revenue from fuels tax. FAA standards exist to protect pilots, airport users, emergency responders, nearby residents, and surrounding communities. If larger aircraft can be more appropriately accommodated at other regional airports with facilities designed for those operations, then the public interest is not served by reducing safety margins at Aurora State Airport. The appropriate course is either: no modifications of standards, with the Aurora State Airport continuing to operate within its current B-II designation; or, if ODAV seeks modifications of standards, those requests must be considered as part of a complete package that includes runway length, airport design classification, operational assumptions, safety-area

[6] Email from Tod Coombs to Sarah Lucas dated August 18, 2010; Aurora State Airport Master Plan Update, Oregon Department of Aviation, December 2012, Appendix I: Runway Length Survey, page I-6.

requirements, property impacts, emergency response capacity, and compatibility with affected local comprehensive plans. Piecemeal waivers or Modification of Standards is not in the public interest and does not promote safety at the Aurora State Airport.

We look forward to inclusion in future conversations, in alignment with Regional Solutions' purpose and objectives, and your consideration of the safety, infrastructure, environmental, livability, and land use concerns of the City of Wilsonville and the City of Aurora.

Sincerely,

Mayor Brian Asher
City of Aurora

Mayor Shawn O'Neil
City of Wilsonville

CC: U.S. Senator Ron Wyden
U.S. Senator Jeff Merkley
Congresswoman Andrea Salinas
Governor Tina Kotek
State Senator Fred Girod
State Senator Courtney Neron Misslin
State Representative Rick Lewis
State Representative Sue Rieke Smith

WILSONVILLE
OREGON

LAND USE PLANNING GOALS AND COMPATIBILITY ANALYSIS

for Submission into the Record for the Aurora Airport Master Plan and Compatibility Findings

TO: Oregon Department of Aviation Board and Director
via Fed Ex Overnight Delivery to Sunriver and Salem

FROM: City of Wilsonville
Amanda Guile-Hinman, Assistant City Attorney

DATE: October 29, 2019

RE: October 31, 2019 Public Testimony for the Record: Agency fails to enunciate factually correct and sufficient Findings of Compatibility and Compliance for Aurora State Airport Master Plan Update

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The City of Wilsonville ("Wilsonville") submits these written materials to be included in the record regarding the Oregon Aviation Board's ("Board") consideration of the alleged Aurora State Airport Master Plan Update ("Master Plan" or "Aurora Airport Master Plan") Findings of Compatibility, currently scheduled to be considered on October 31, 2019. The City received the October 25, 2019 ODA staff letter outlining findings of compatibility ("Proposed Findings") after business hours (6:05 pm) on Friday, October 25, 2019, less than one (1) calendar week and just three (3) business days prior to the Board's meeting on October 31, 2019.

The City reiterates its request in its September 24, 2019 letter that the Oregon Department of Aviation ("ODA") do the following: (1) enter into an intergovernmental agreement with local governments (City of Aurora, City of Wilsonville, Marion County, and Clackamas County) and relevant State agencies for coordination concerning the Aurora State Airport; and (2) commence a new master planning process conducted pursuant to Portland State University's *Aurora State Airport Assessment Report* and ODA's State Agency Coordination Program ("SAC Program") (OAR 738-130-0005 through 738-130-0125). The City is prepared to cooperatively work with the Department of Aviation to develop state legislation that could enable the Department of Aviation to develop an inclusive IGA and an Aurora State Airport Master Plan that complies with Oregon state law and Statewide Planning Goals.

Before beginning a discussion of how ODA has thus far failed to comply with Statewide Planning Goals in a manner compatible with acknowledged comprehensive plans, Wilsonville would like a definitive answer to the compelling question yet to be given a straight answer: "Is it the position of ODA that the Aurora Airport Master Plan was, in fact, passed in final form on October 27, 2011, or is October 31, 2019 the date that ODA will claim a public hearing was held to determine whether or not to pass the now almost ten years old Aurora Airport Master Plan that was discussed during that October 27, 2011 meeting?"

I. WHAT IS THE TRUE LEGAL STATUS OF THE AURORA AIRPORT MASTER PLAN?

A. 2011 Board Meeting Minutes and Transcript

To be valid, passage of the Aurora Airport Master Plan must have been completed in accordance with ORS 197.180, which requires state agencies to carry out their duties and take action consistent with statewide planning goals and that is compatible with acknowledged comprehensive plans and land use regulations. Statements made by ODA with respect to whether or not a final approved Aurora Airport Master Plan exists are extremely confusing and contradictory, at best, or deceptive and misleading, at worst. We will begin with the 2011 meeting minutes and tape-recorded meeting transcript, which plainly show the Board never adopted a final version of the draft Aurora Airport Master Plan and, rather, approved the final two draft chapters of the Master Plan for submission to the Federal Aviation Administration ("FAA") first for an initial review.

The written minutes of the October 27, 2011 Board meeting – subsequently approved by the Board with no changes at the November 28, 2011 Board meeting – state the following action item occurred: "ACTION ITEM – The Oregon Aviation Board Approves the Aurora Master Plan Final Chapter." *See* Exhibit 1; *see also* Ex. 3. It makes no mention of approval of the final Aurora Airport Master Plan in its entirety.

Similarly, the transcript from the October 27, 2011 Board meeting makes no mention of the Aurora Airport, let alone a public hearing for passage of an Aurora Airport Master Plan, nor a vote to adopt an Aurora Airport Master Plan. A transcript of the meeting reads, in pertinent part:

> *Rainse:* "Yes. And what we will do too is we'll get the answers from the FAA and then finalize the plan, bring the plan back here for your final approval and then start the process with the county. And we talked a little bit about that at the last meeting in terms of going through their approval process, which is a fairly lengthy process, so." (Ex. 2 at 22:34.)

Toward the very end of the meeting, then Chair Mark Gardiner (at that time an aviation industry consultant with potential financial interest in obtaining airport expansion) states, "Okay, I will entertain a motion to approve the master plan submitted and fire it off to the FAA." A motion, simply stating "so moved" was made, seconded, and passed. It is solely on this motion that Gardiner now claims he convinced Ms. Stansbury the Master Plan was, in fact, adopted. In the context of all of the tape-recorded discussions by the Board, however, it is clear that the motion and vote was to approve forwarding a draft plan to the FAA and, after receiving and incorporating FAA comments, to revise and go through all the legal processes needed for an actual adoption of an Aurora Airport Master Plan. This is consistent with the October 27, 2011 minutes, which state that only the final chapter of the Master Plan was approved. (Ex. 1.)

Moreover, the Planning Advisory Committee ("PAC") meeting minutes from the meeting held on September 15, 2011, reiterate that the final adoption of the Master Plan would not occur until after the FAA approved the Airport Layout Plan. ODA consultant, Rainse Anderson with WH Pacific, explained the next steps as follows:

> "Rainse explained that there will be an opportunity for public comments on the two chapters [of the Master Plan] until Sept. 30th. Comments may be submitted via comment forms at meeting or to staff or online.
>
> The final draft will be prepared and submitted to the ODA Board and the FAA. It will also be available on the website for review. Notification will be sent to the PAC [Public Advisory Committee] when available on the web.
>
> Typically it takes 90 days for the FAA to review and approve an Airport Layout Plan. *From there, the ODA will pursue adoption of the Master Plan as part of the Marion County Comprehensive Plan*." (Ex. 4; emphasis added.)[1]

Importantly, the Master Plan could not have been adopted on October 27, 2011 because it was modified after that date, after discussions back and forth between the FAA and ODA regarding the Airport Layout Plan. A new Chapter 5 of the Master Plan was created in October-November 2012, after the Master Plan was allegedly "adopted," to address the FAA's comments.

In simple terms, the Board understood that final adoption of the Master Plan would not occur until after the FAA approved the Airport Layout Plan. The Board's adoption of the final chapter of the Aurora Airport Master Plan on October 27, 2011 was the first step to send the Airport Layout Plan to the FAA for its approval so final adoption could then occur. The final adoption of the entire Master Plan never took place.

B. 2019 ODA Director Letters

As the new Director of Aviation for ODA, Betty Stansbury was asked, through a public records request by Friends of French Prairie, whether the Aurora Airport Master Plan had been adopted and, if so, when. In her response letter, dated April 24, 2019, Ms. Stansbury wrote: "No. The last Aurora Master Plan was completed in December 2012 but it has not been submitted to the board for adoption." She went on to write: "The board adopted ODA's State Agency Coordination (SAC) program in 2017.[2] This has been sent to the Department of Land Conservation and Development for review and certification by the Land Conservation and Development Commission. *Adoption of the 2012 Aurora state master plan is on hold until this process is complete.*" (Ex. 5; emphasis added.)

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[1] As of October 4, 2019, Marion County reported that it had taken no action whatsoever to adopt the Master Plan as part of its Comprehensive Plan. *See* Kleinman Letter dated October 4, 2019. In fact, the only evidence is a resolution by Marion County from 2013 that it acknowledged and supported the Master Plan. (Ex. 7.) That process does not equate to adopting the Master Plan as part of its Comprehensive Plan.

[2] OAR 738-130-0005 through 738-130-0125 were actually adopted in 2015.

A short four months later, however, Ms. Stansbury suddenly made a complete about face, now claiming the Master Plan actually was adopted at the October 27, 2011 meeting but was subsequently revised and printed in final form in December 2012, side stepping when or how the revised version, or any version for that matter, was presented at a public hearing, and when and where a final vote on the Master Plan was held.

Ms. Stansbury's seemingly contradictory letters resulted in the filing of an appeal with the Land Use Board of Appeals ("LUBA") by the Friends of French Prairie. As the LUBA record reflects, according to Mark Gardiner, it was he who participated in the drafting of Ms. Stansbury's second letter. *See* Ex. 18. Nowhere in Mr. Gardiner's pleadings, however, does he state where any public hearing was held to pass a final Aurora Airport Master Plan. As badly as he wants to convince everyone, including Ms. Stansbury, that it actually happened, he produces no evidence that it did.

C. ODA Board Meeting Agenda for October 31, 2019

To confuse matters even more, when ODA published the notice of its Aviation Board meeting, to be held in Sunriver, Oregon on October 31, 2019, the notice read: "The Aviation Board is scheduled to hold a public hearing and *consider the adoption of the Master Plan* at the October 31, 2019 Aviation Board Meeting…" (Ex. 8; emphasis added.) Adding further to the confusion, the ODA Agenda that was later printed reads: *"Adopt the Aurora Master Plan, Airport lay-out, Findings of Compatibility, and Findings of Compliance."* (Ex. 9.)

After reading the above agenda item, the City of Wilsonville sent a letter to Ms. Stansbury, noting the irony of the agenda item given her prior letter, and making a public records request for the listed Findings. Shortly thereafter, the Agenda was quickly revised to remove any reference to adoption of the Aurora Airport Master Plan and to read only: *"Adopt Findings of Compatibility and Compliance in Support of ODA's State Agency Coordination Program for Aurora State Airport Master Plan Update."* (Ex. 10.) The public records request for a copy of those Findings was partially fulfilled on October 21, 2019, only ten days prior to the hearing.

Similarly, in late August the Department of Aviation published another notice, reading: "The Department will prepare findings of compatibility and present the Master Plan and these findings to the Aviation Board on October 31, 2019, for adoption." (Ex. 11.) Once again, has a Master Plan actually been properly and legally adopted or not? This so-called adoption is certainly the oddest, most convoluted, and disjointed alleged adoption that could be imagined. If a local government has to go through extensive research and public records requests to figure out what ODA did or did not do over a ten-year-long period, imagine how this process looks to the average Oregon citizen who would seek to have meaningful participation in a state public process.

OAR 661-010-0010(3) provides that "a decision becomes final when it is reduced to writing and bears the necessary signatures of the decision makers…." To date, Wilsonville has received no evidence that this has occurred and requests the Board confirm, at its meeting,

whether or not this has happened and, if so, that copies of the signed and dated Master Plan or resolution adopting the Master Plan be provided to the public at that hearing.

D. State Agency Coordination Program

To further confuse the issue, in the Proposed Findings, ODA relies on OAR 731-015-0065 as the coordination procedures for adopting final master plans, arguing that OAR 731-015-0065 was the applicable rule at the time the Master Plan was allegedly adopted. First, OAR 731-015-0065 applies to decisions made by the Transportation Commission on behalf of the Department of Transportation ("ODOT"). Although ODOT used to have an aeronautics division under it, ODA became its own state agency in 1999. Thus, ODA had an obligation to create its own SAC Program consistent with ORS 197.180, ORS 197.040(2)(e), and ORS 197.090(1)(b). ODA failed to do so, which further demonstrates the agency's failure to meet the Statewide Planning Goals.

Even assuming, without admitting, that OAR 731-015-0065 applies to the Board (when it expressly states the "Transportation Commission"), the rule requires adoption of "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*." OAR 731-015-0065(6) (emphasis added). How can the Board adopt findings of compatibility when it is not adopting a final master plan but instead claiming that the Master Plan was already adopted? The process on October 31, 2019 appears to be an attempt to correct a flawed master planning process, suggesting ODA recognizes that the master planning process was in error.

In addition to the foregoing, to be a valid final land use decision, it will be the City's position on appeal, if necessary, that the alleged Master Plan had to properly apply and address the Statewide Planning Goals and address compatibility with local and impacted comprehensive plans and land use regulations at the time it was considered for adoption and that it never did so. The City's position will also be that ODA had the obligation to create its own State Agency Coordination Program prior to adoption of the Aurora Airport Master Plan, that it did not comply with ODOT's SAC Program, and that it is not now compatible with its current SAC Program. *See* ORS 197.180(1); ORS 197.015(10)(a)(B); OAR 738-130-0055(6)[3].

Under **Sections II and III** below, please find Wilsonville's analysis of how this Master Plan is incompatible with several Statewide Planning Goals, as well as its incompatibility with Wilsonville's significantly impacted Comprehensive Plan. This analysis is being written without the benefit of having the opportunity to fully analyze the Proposed Findings that will allegedly support compliance with OAR 738-130-0005 because the Proposed Findings were not published until after business hours on Friday, October 25, 2019, less than one (1) calendar week and just three (3) business days prior to the Board meeting of October 31, 2019.

For all of the foregoing reasons, and the reasons set forth below, the City respectfully requests that the Board continue this matter until the required information can be provided to the

[3] OAR 731-015-0065 if applying ODOT's SAC Program rules.

public in a timely fashion and a properly noticed and reasonably scheduled public hearing can be held open for full public testimony.

II. STATEWIDE PLANNING GOALS COMPATIBILITY ANALYSIS

The foundation of a statewide program for land use planning in Oregon is a set of 19 Statewide Planning Goals. The goals express the state's policies on land use and related topics, including, but not limited to, citizen involvement (Goal 1); thoughtful and transparent land use planning (Goal 2); preservation of farm and forest lands (Goals 3 and 4); preservation of natural resources, scenic and historic areas, and open space (Goal 5); maintenance and preservation of air, land, and water (Goal 6); areas vulnerable to natural disaster (Goal 7); to provide and encourage a safe, convenient, and economic transportation system (Goal 12); to conserve energy (Goal 13); and urbanization and public facilities and services (Goals 11 and 14), to summarize a few relevant to Wilsonville's concerns. Prioritizing profits for a select few at the expense of the public is not listed as a Goal.

Pursuant to OAR 738-130-0005, the Department of Aviation is required to implement the provisions of its SAC Program to assure that ODA's land use programs are carried out in compliance with Statewide Planning Goals and in a manner compatible with acknowledged comprehensive plans, as required by ORS 197.180 and OAR Chapter 660.

In the case of the alleged adoption of the Aurora Airport Master Plan, if, in fact, ODA is taking the position that the Master Plan was adopted, the above requirements were not met when the alleged adoption occurred. As stated above, if ODA could rely on OAR 731-015-0065 for its SAC Program, that rule required compatibility findings "when [the Transportation Commission] adopts the final facility plan." To the best of Wilsonville's knowledge, no compatibility analysis was done when ODA appears to claim that the Master Plan was adopted in October 2011. Moreover, ODA likely never read or considered the Wilsonville Comprehensive Plan, even though the nearest large concentration of residents is located within the Wilsonville city limits (the Charbonneau neighborhood) and on land subject to the Wilsonville Comprehensive Plan. To facilitate ODA's review of the Wilsonville Comprehensive Plan, a copy of the Plan is attached hereto as Exhibit 12.

The following is a brief statement with respect to each Goal not properly addressed by ODA.

A. GOAL 1: CITIZEN INVOLVEMENT

"To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

This Goal aims to engage citizens in the land use planning process. Governments should create a "citizen involvement program" that incorporates the following components: citizen involvement, communication, citizen influence, technical information, feedback mechanisms, and financial support. This Goal has been blatantly disregarded. Importantly, the first guideline of Goal 1 is "to provide for widespread citizen involvement." ODA's current SAC Program codifies this Goal by requiring ODA to involve interested parties, like Wilsonville, in developing or amending a master plan. OAR 738-130-0055(1).

Despite Wilsonville's repeated efforts to be included in the Aurora Airport Master Plan process, Wilsonville has been shut out and boundaries gerrymandered (as is already explained in the record) in an attempt to justify exclusion of those parties with actual interests that ODA prefers to ignore[4]. A prime example of this was ODA's failure to provide its Proposed Findings until after business hours on Friday, October 25, 2019, less than one (1) calendar week and just three (3) business days prior to its hearing on the matter. This practice makes it impossible to fully respond to the Proposed Findings in a meaningful and productive way. Also recently, on June 14, 2019, Wilsonville sent a renewed request to ODA's new Aviation Director, Betty Stansbury, asking to be included in the ongoing discussions of the Aurora Airport Master Plan and to be notified of future meetings. This letter is already in the record but, for ease of reference, is attached as Exhibit 13. As a courtesy to ODA, the City sent a follow-up email on July 11, 2019 to Director Stansbury, with a copy of the letter and requesting a meeting; again, ODA never responded. (Ex. 19.) No courtesy of a response was given by Ms. Stansbury and ODA's subsequent failure to give Wilsonville any notice of upcoming meetings suggests ODA's intent to continue to shut Wilsonville out of the process and ignore conflicts with Wilsonville's Comprehensive Plan. It is also noteworthy that Wilsonville's Public and Government Affairs Director, Mark Ottenad, was on ODA's Notice List but did not receive any notification from ODA of the upcoming Board meeting.

Citizens who face some of the largest impacts by an Aurora Airport expansion are the residents of Charbonneau, which is, in large part, a senior community. These Wilsonville residents are directly impacted by the aircraft noise, jet fumes, jet fuel residue, and traffic to and from the Aurora Airport. Yet, the majority of residents of Charbonneau were not included in any public process. Ted Millar, a Charbonneau resident, was certainly invited into the process as a business investor at the Aurora Airport, but Charbonneau residents, on the whole, were generally omitted from the master planning process, especially from the period starting in October 2011 when the Master Plan draft chapters were sent to the FAA for review. From this point forward, the public process record for the Master Plan 'goes dead,' and no members of the PAC or the public were subsequently informed about adoption of a final Master Plan. ODA is unable to provide any record of notice of public adoption of the Master Plan because it never was adopted.

True Citizen Involvement requires a cross-section of affected citizens in all phases of the planning process. While Wilsonville and others raised several objections regarding the lack of meaningful participation when the PAC was involved in the master planning process (*see* Ex. 15, September 14, 2010 letter), at least a PAC existed then, when drafts of chapters of the Master Plan were created and discussed. However, the PAC was dissolved prior to any alleged adoption of the Master Plan. The PAC's last meeting occurred on September 15, 2011, where ODA's consultant informed the members that ODA would "pursue adoption of the Master Plan" after FAA review and approval of the Airport Layout Plan. (Ex. 4.) Moreover, ODA ignored its own analysis that a runway extension onto farmland would be infeasible, rejected the PAC's recommendation of a no-build option for the Aurora Airport, and reversed course to include a 1000-foot expansion.

[4] In fact, ODA's Proposed Findings continue to do this by only referring to (in a conclusory fashion) Marion County's Comprehensive Plan and without addressing any of the issues that have been repeatedly raised by residents, businesses, environmental groups, Wilsonville, Aurora, or Clackamas County, among others.

ODA made no attempt to involve or notify either the members of the PAC or those citizens and groups on its notice list regarding its alleged "approved" Master Plan, as required under OAR 738-130-0055(1)[5] and OAR 738-130-0055(7)[6], or its Proposed Findings. Since a final Master Plan was never adopted and ODA did not involve the public or interested parties in reviewing its final draft Master Plan or Proposed Findings prior to publishing the Proposed Findings for consideration by the Board, there should be an officially recognized Committee for citizen involvement (CCI) to complete this master planning process. "The CCI shall assist the government in the development of the program that promotes and enhances citizen involvement in all the components." In the case of the Aurora Airport, only the opinions and desires of those who are proponents of expansion appear to have been recognized. The citizen influence component should allow the general public to be involved in all phases of the planning process, data collection, plan preparation, adoption process implementation, evaluation, and revision. *See* Statewide Planning Goal 1.

B. 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."

Goal 2 requires consistency between all land use plans and decisions with the comprehensive land use plans that have been adopted under ORS Chapter 268. It further requires that plans identify issues and problems, inventories, and other information for each applicable Statewide Planning Goal, among other information.

Goal 2 further requires a public hearing process with adoption by the governing body after the hearing. The Master Plan does not meet the requirements of Goal 2 in several respects, including, but not limited to, the following:

1. ODA's Proposed Findings do not mention or address Goal 2. Thus, the Master Plan cannot be in compliance with Goal 2 since there are no findings to that effect.

2. The master planning process did not "establish a land use planning process and policy framework" for decisions related to land use. The larger issue of land use planning and policies was never discussed; rather, a small portion of Chapter 2 of the Master Plan addresses only minor land use related solely to the Aurora Airport rather than the larger territory directly impacted by airport operations.

3. ODA did not have a public hearing before its alleged "approval" of the Master Plan. There was no noticed public hearing prior to the October 27, 2011 meeting, wherein the Board notified interested parties of their right to comment on the

[5] Or OAR 731-015-0065(1), if applicable.
[6] Or OAR 731-015-0065(7), if applicable.

proposed Master Plan and that the Board was considering adoption of the Master Plan (further evidence that the Master Plan was not adopted).

4. The Master Plan does not identify or address the various issues that Wilsonville and others raised throughout the master planning process, including issues raised in the PAC meetings.

C. GOAL 3: AGRICULTURAL LANDS

"To preserve and maintain agricultural lands."

In implementing this Goal, the zoning shall limit uses which can have significant adverse effects on agricultural and forest lands, farm and forest uses, or accepted farming of forest practices. The land surrounding the Aurora Airport is generally zoned Exclusive Farm Use ("EFU"), with few exceptions. Understanding the value in preserving farmland, Goal 3's planning guideline states: "Urban growth should be separated from agricultural lands by buffer or transitional areas of open space." The expansion of the Aurora Airport proposed in the Master Plan will lead to an urbanized industrial and commercial use of the airport in contravention of Goal 3. Already ODA proposes to acquire EFU land to complete the runway expansion, which will encourage land speculation and put pressure on public officials to change the zoning of the land surrounding the Aurora Airport. The French Prairie area in which the Aurora Airport is located is "foundation farmland," which the Oregon Department of Agriculture indicates contains Oregon's highest-quality agricultural soils, and has Class II soils (Ex. 16), which Goal 12 (discussed below) states should not have transportation facilities built upon them. The Master Plan does not adequately address how it will preserve this high-quality EFU land or how it will mitigate impacts to the land from pollution, run-off, fumes, jet residue, or any other adverse environmental impact to EFU land.

Directly related to the lack of study of impacts to farmland, the Master Plan fails to analyze potential impacts to the cluster of agricultural businesses in the area that includes not only farms, but also multi-field farm operations, and area businesses that supply farms with labor, seed, implements, and other inputs. Making farming more difficult through unmitigated development harms not just a given set of farms, but also those businesses dependent on those farms' ability to succeed and operate.

Related to potential impacts to the agricultural cluster near and around the Aurora Airport, the Master Plan fails to address how state sanctification of urbanizing EFU lands around the Aurora Airport can encourage real estate market speculation, which results in increasing the cost to own or rent land near the Aurora Airport. That is, when real estate agents see the State encouraging development in an "undeveloped" area with lower-cost EFU land, the State incentivizes real estate speculators to buy "cheap" farmland in the hopes that more development is to come and thereby increase the value of the farmland. Consequently, both the rental rate and purchase price of farmland increases due to real estate speculation brought about by increased development.

Simply put, the Master Plan seeks to take prime agricultural lands out of production, in contravention of Goal 3.

D. GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

"To conserve open space and protect natural and scenic resources."

Goal 5 seeks to protect natural resources and conserve scenic, historic, and open space areas. The Proposed Findings do not address Goal 5. The Master Plan does not address the issue of protecting the vital, prime agricultural land surrounding the Aurora Airport and does not provide any kind of inventory, study, or review of natural resources or scenic, historic, or open space areas. Thus, the Master Plan does not comply with Goal 5.

E. GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY

"To maintain and improve the quality of the air, water, and land resources of the state."

Goal 6 aims to protect air, water, and land from discharges that would harm their quality. To comply with Goal 6, plans should buffer and separate uses that would lead to conflicting requirements and impacts upon the air, water, and land resources. The Master Plan does not address the air quality that increased uses by larger jets will cause if the Master Plan is implemented. The Master Plan does not meet Goal 6, as follows:

1. The Proposed Findings do not cite or discuss Goal 6, indicating that the Master Plan does not comply with Goal 6.

2. The Master Plan does not offer any mitigation proposals for the reduced air quality that will result from the presence of larger jets that have a more significant carbon footprint than the current aircraft that utilize the Aurora Airport.

3. The Master Plan does not include a full Environmental Impact Statement to explain the full extent of the pollution that may threaten the land, water, and air at and surrounding the Aurora Airport. A 2005 Oregon Department of Environmental Quality study of landings and takeoffs of Oregon airports showed that the Aurora Airport had the third highest levels of lead-containing emissions of all Oregon airports.

4. The Master Plan does not address the valid concerns of Wilsonville residents regarding jet residue, jet fumes, and traffic that will impact air, water, and land resources quality.

5. The Master Plan does not address the "Substantive Issues," including noise and air pollution, identified in Portland State University's *Aurora State Airport Assessment Report.*

F. GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

"To protect life and property from natural disasters and hazards."

Goal 7 seeks to ensure that adopted plans include polices and implementing measures to protect people and property from natural hazards. The Aurora Airport, particularly the south end of the runway, faces a serious risk of significant damage from seismic liquefaction in the event of an earthquake. (Ex. 17.) Thus, the Master Plan does not properly address Goal 7 in the following ways:

1. The Proposed Findings do not mention or address Goal 7, despite the apparent earthquake hazards that exist in the current and future proposed expansion areas.

2. The Master Plan does not include any policies or implementing measures to protect the Aurora Airport property or any people who may be at the property, should an earthquake hit.

3. The Master Plan does not provide any study of the potential impacts to the Aurora Airport or new airport facilities from seismic activity, which can include ground shaking, soil liquefaction, and other earthquake impacts.

4. To the contrary, ODA touted the Aurora Airport as a crucial facility in the event of a Cascadia earthquake, while ignoring that it would likely face a similar fate.

5. Aurora Airport is listed at the lowest level of Tier 3 airports in the Oregon Resiliency Plan. Moreover, the Oregon Department of Geology and Mineral Industries's maps show that the Aurora Airport, particularly the southern part of the Airport, is located in an area subject to major potential damage and liquefaction in a projected 9.0 Cascadia Subduction Zone earthquake. (Ex. 17.)

G. 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."

This Goal deals with urban and rural development and limiting the public facilities and services to the appropriate needs and requirements of the areas to be served. Urban and rural development must be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served." *See* Statewide Planning Goal 11. Plans for public facilities, such as a state airport, "should be coordinated with plans for designation of urban boundaries, urbanizable land, rural uses, and for the transition of rural land to urban uses.

As noted, the Aurora Airport is generally surrounded by EFU-zoned land. The area is a rural area that, based on its EFU zoning, is intended to be preserved for farm use. This land is not urban or urbanizable. Yet, the Master Plan seeks to expand the Aurora Airport and its uses

without consideration of the necessary urban infrastructure needed for increased urbanized uses. The Master Plan fails to meet Goal 11, as follows:

1. The Proposed Findings do not mention or address Goal 11 despite the fact that the Aurora Airport is a public facility.

2. The Master Plan is not guided by the types and levels of rural public facilities and services that exist around the Aurora Airport. There is not the public infrastructure to accommodate increased commercial uses from larger jets.

3. There is no policy or implementation measure to accommodate a transition from the urban uses of the Aurora Airport to the surrounding EFU-zoned land.

4. There is no policy or implementation measure to provide for the necessary public infrastructure should the Aurora Airport be expanded to create a more urban, commercial use.

H. GOAL 12: TRANSPORTATION

"To provide and encourage a safe, convenient and economic transportation system."

Goal 12 seeks to create efficient and safe transportation systems throughout Oregon. When planning a transportation facility, "[n]o major transportation facility should be planned or developed outside urban boundaries on Class I or II agricultural land, as defined by the U.S. Soil Conservation Service unless no feasible alternative exists." *See* Statewide Planning Goal 12. Planning for a transportation facility should also consider population densities and peak hour travel patterns. *Id*. The Master Plan seeks to expand the Aurora Airport to allow for larger jets[7], and its uses on Class II agricultural land[8] in French Prairie, without consideration of the traffic impacts on the rural street infrastructure surrounding the Aurora Airport.

The Proposed Findings note that the implementation of the Master Plan will require Keil Road to be dead-ended, eliminating access to Highway 551, without any justification how this closure is in compliance with Goal 12. The Proposed Findings also "punt" the discussion of the transportation and farming impacts to a later alleged process to occur once ODA undertakes expansion of the Aurora Airport runway. When the runway expansion project is undertaken, the expansion will already be an approved project, thus eliminating the ability for interested parties and affected jurisdictions to raise issues concerning traffic that may justify foregoing an expansion. In other words, ODA can use a circular argument that it does not need to consider

[7] Importantly, OAR 660-012-0065(3)(n) states that certain transportation improvements of airports are consistent with other Statewide Planning Goals 3, 4, 11, and 14 if the expansions or alterations do not permit service to a larger class of airplanes. A major purpose of ODA in the master planning process appears to have been to expand the operations of the airport by extending the runway, adding a taxiway, and increasing the class, size, and weight of aircraft that can regularly use the airport without constrained operations.

[8] *See Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands*, ODA, p. 32 (January 2007); *see also* Exhibit 16.

traffic impacts now and then when it undertakes runway expansion project planning, it can claim that the project is already approved in a Master Plan and so can move forward regardless of traffic impacts. Great weight should be given to the analysis by the City of Aurora, the nearest incorporated city, that local infrastructure surrounding the Aurora Airport cannot support an expansion. The Master Plan does not meet Goal 12 because:

1. The Proposed Findings do not actually state how the Master Plan complies with Goal 12, instead "punting" the discussion of affected transportation systems to a later date when the runway expansion project will already be considered "approved."

2. The Master Plan does not address the impacts to local street infrastructure surrounding the Aurora Airport. Most of the roads in the vicinity of the Aurora Airport are generally older, unimproved farm-to-market roads that lack shoulders and sidewalks.

3. The Master Plan does not address the lack of alternative transportation options, meaning that additional trips cannot be offset by other transportation options.

4. The Master Plan seeks to dead-end Keil Road, which is in contravention of Goal 12 by eliminating convenient access to Highway 551 for the current residents, businesses, and farmers surrounding the Aurora Airport. *See* testimony of Mike Iverson dated February 9, 2018.

5. The Master Plan does not address the failing intersection – Arndt Road at Airport Road – surrounding the Aurora Airport, or the high number of vehicle crashes already occurring at nearby intersections (as noted in the Marion County Transportation Systems Plan).

6. The Master Plan does not address the "Substantive Issues," including traffic, identified in Portland State University's *Aurora State Airport Assessment Report.*

I. GOAL 13: ENERGY CONSERVATION

"To conserve energy."

Goal 13 requires that land use planning address methods and implementation measures that will achieve "maximum efficiency in energy utilization." *See* Statewide Planning Goal 13. One way to do so, as suggested by the Goal 13 guidelines, is to "minimize the depletion of non-renewable sources of energy." *Id*. The Master Plan seeks to expand the Aurora Airport to accommodate larger jets that utilize more non-renewable energy than the aircraft that the Aurora Airport currently serves. The Master Plan does not meet Goal 13 in the following ways:

1. The Proposed Findings do not mention or address Goal 13, even though the Master Plan proposes to increase the type of aircraft that can utilize the Aurora Airport, which will increase non-renewal energy uses from freight and jet traffic.

2. The Master Plan does not address or attempt to mitigate the increased non-renewable energy uses resulting from the expansion of the Aurora Airport.

J. 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."

The urban growth boundaries are established by cities, counties, and regional governments. The purpose behind urban growth boundaries is to preserve rural land (particularly farm and forest land) to prevent urban sprawl. As such, the implementation of Goal 14 includes analyzing the type, location, and phasing of public facilities and services to direct urban expansion. *See* Statewide Planning Goal 14. Moreover, urbanization should occur in urbanizable lands and not rural lands:

> "The type, design, phasing and location of major public transportation facilities (i.e., all air, marine, rail, mass transit, highways, bicycle and pedestrian) and improvements thereto are factors which should be utilized to support urban expansion into urbanizable areas and restrict it from rural areas." *Id*.

In other words, Goal 14 seeks to ensure that urban uses and facilities are in urban or urbanizable areas and not in rural areas. The Master Plan undercuts Goal 14 by attempting to urbanize a rural area with significant agricultural land through the expansion of the Aurora Airport to accommodate larger jets and more significant commercial and freight traffic.

The Proposed Findings essentially claim that Goal 14 does not apply because the Aurora Airport is allowed under Marion County's Comprehensive Plan and all improvements are within Marion County's P Zone, with one exception. The one exception that involves the runway expansion will require taking EFU land, but the Proposed Findings state that such a use is allowed under ORS 215.283(1)(c).

ORS 215.283(1)(c) states that certain uses may be established in any area zoned for exclusive farm use, including utility facilities necessary for public service. Such a utility facility can be established through ORS 215.275 or, if the utility facility is a transmission line, in ORS 215.274 and ORS 469.300. Since the Aurora Airport expansion is not a transmission line, the applicable statute to establish a utility facility is ORS 215.275. ORS 215.275 requires, as part of establishing a utility facility, the governing body of the county "shall impose clear and objective conditions on an application for utility facility siting … to mitigate and minimize the impacts of the proposed facility, if any, on surrounding lands devoted to farm use in order to prevent significant change in accepted farm practices or a significant increase in the cost of farm practices on the surrounding farmlands."

There is no evidence in the Master Plan or the record that Marion County allows utility facilities in its EFU-zoned land. Moreover, there is no evidence that Marion County, or ODA if so designated, prepared such clear and objective conditions.

The Master Plan fails to meet the requirements of Goal 14, as follows:

1. Rather than retaining the Aurora Airport as a facility for smaller aircraft, the Master Plan seeks to provide for larger freight and commercial air and vehicle traffic, without the supporting infrastructure necessary and in contravention of Goal 14's requirement that urban uses are generally confined to urban and urbanizable areas.

2. Neither the Master Plan, nor any Marion County record, provides evidence of clear and objective conditions to mitigate and minimize the expansion of the Aurora Airport.

III. COMPLIANCE WITH COMPREHENSIVE PLANS

A. Compliance with Wilsonville's Comprehensive Plan

The Proposed Findings state that ODA only needs to consider compatibility with Marion County's Comprehensive Plan. This is not true. OAR 738-130-0015(1) defines an "affected city or county" as "a city or county that has comprehensive planning authority over a site or area *which is directly impacted by* a proposed Board or Department action."[9] (Emphasis added.)

Moreover, OAR 738-130-0055[10] states that ODA must meet with local government planning representatives if "any statewide goal or comprehensive plan conflicts are identified." OAR 738-130-0055(3)[11]. There is no limitation that ODA only has to coordinate with the county or the city where the facility exists. It must coordinate with all counties and cities directly impacted by its action. ODA never sought input from Wilsonville regarding compatibility with Wilsonville's Comprehensive Plan, in violation of the requirement in OAR 738-130-0055.[12] The Master Plan, if adopted, will directly impact the residents of Charbonneau, a residential neighborhood of Wilsonville. Charbonneau residents are likely to experience noise, air quality, traffic, and other environmental and public facility issues as a result of the implementation of the Master Plan.

Even assuming, without admitting, that ODA does not need to make compatibility findings regarding Wilsonville's Comprehensive Plan, ODA is required to involve Wilsonville under OAR 738-130-0055(1)[13] and is further required to have a citizen involvement process that ensures the opportunity for citizen involvement in all phases of the planning process pursuant to Statewide Planning Goal 1. ODA is required to engage Wilsonville in this phase of the planning process required under OAR 738-130-0055(6)[14], which it failed to do.

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[9] OAR 731-015-0015(3) uses the same definition if the ODOT SAC Program is applicable.
[10] OAR 731-015-0065, if applicable.
[11] OAR 731-015-0065(3), if applicable.
[12] OAR 731-015-0065, if applicable.
[13] OAR 731-015-0065(1), if applicable.
[14] OAR 731-015-0065(6), if applicable.

Wilsonville's Comprehensive Plan lists several Goals. Those Goals are then broken down into adopted Policies to achieve the Goals. Implementation Measures in the Comprehensive Plan explain how Wilsonville will meet each of the Policies. Several of the compatibility issues between the Master Plan and Wilsonville's Comprehensive Plan are identified below.

1. Wilsonville Comprehensive Plan Goal 1.1 – Citizen Involvement

The City of Wilsonville's Comprehensive Plan contains several goals and policies pertaining to citizen involvement, to address Goal 1. For example, Wilsonville's Comprehensive Plan includes Goal 1.1, which seeks: "To encourage and provide means for interested parties to be involved in land use planning processes.…" (Ex. 12, p. 17.) Implementation Measure 1.1.1.f for Goal 1.1 discusses the need to establish and maintain procedures that will allow any interested parties to supply information. (Ex. 12, p. 18.) Similarly, Goal 1.2 seeks for Wilsonville "to have an interested, informed, and involved citizenry." (Ex. 12, p. 19.)

The Master Plan is not compatible with Wilsonville's Goal 1.1 because it has ignored Wilsonville's input at every stage of the Master Planning process, to the point where Wilsonville sent a letter to ODA noting the deficiencies in its process. *See* Exhibit 15 (September 14, 2010 letter). In the September 14, 2010 letter, it notes that Wilsonville, along with other entities, had been invited into the master planning process, but that ODA essentially ignored Wilsonville's input. In fact, Wilsonville was so concerned about the lack of opportunity for regular citizen involvement, pursuant to Goal 1 and its Comprehensive Plan requirements, that Wilsonville's City Council took it upon themselves to hold a Special City Council meeting public hearing on November 27, 2018 to discuss the Aurora Airport, where all sides were invited to participate, given ODA failure to offer any such opportunity. The record of that meeting was forwarded to the ODA, and Wilsonville hereby requests all documents from the public hearing be incorporated into the ODA record, along with this submittal and several other prior submittals by Wilsonville to ODA and the Board for consideration on appeal, if need be.

2. Wilsonville Comprehensive Plan Goal 3.1 – Public Facilities and Services

Wilsonville also seeks to provide public facilities and services that are able to meet community needs while assuring that growth does not exceed its ability to provide adequate facilities. *See* Ex. 12, p. 28 (Goal 3.1). One of Wilsonville's most pressing issues is the traffic congestion on Interstate 5 ("I-5") and the impact on Wilsonville's local streets. One of Goal 3.1's implementation measures is for the City Engineer to provide updates on the available capacity of urban facilities such as streets. *Id*. at p. 28 (Implementation Measure 3.1.1.b). Importantly, Wilsonville has had to provide improvements to the SW Wilsonville Road/I-5 interchange, build a third stacking lane on the southbound onramp to I-5, and re-sign and extend a right turn lane at the intersection of SW Wilsonville Road and SW Boones Ferry Road (just west of the I-5 interchange), all because the congestion on I-5 impacts Wilsonville's local streets. The Master Plan does not adequately address local and regional traffic impacts. Instead, ODA seeks to do full traffic analysis at the project level, after the Master Plan is adopted.

3. Wilsonville Comprehensive Plan Goals 3.4 and 3.5 – Transportation

Wilsonville's Comprehensive Plan Goals 3.4 and 3.5 are directed at Wilsonville's and the region's transportation networks to ensure that safe, economic, and functional transportation networks continue to operate. Goal 3.4 seeks "[t]o facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region." (Ex. 12, p. 50.) Goal 3.5 works to "protect existing and planned transportation facilities, corridors and sites for their identified functions," including the two I-5 interchanges in Wilsonville. (Ex. 12, p. 51.)

Again, the Master Plan does not address Wilsonville's or the region's transportation system impacts by allowing more commercial uses through the expansion of the Aurora Airport. ODA simply chooses to ignore the fact that the Wilsonville community will be impacted when more traffic is generated on I-5 as a result of a higher use at the Aurora Airport.

4. Wilsonville Comprehensive Plan Goal 4.1 – Economic Development

While Wilsonville supports the presence of the Aurora Airport as a general aviation airport with mostly small, propeller-and-piston-engine light-airplane and smaller jets under 45,000 pounds, Wilsonville's Comprehensive Plan recognizes that economic development should be geared toward more urban areas with the facilities for access to I-5. Implementation Measure 4.1.2.e states Wilsonville will "[m]aintain the area south of the Willamette River for residential needs and with a residential character consistent with the amended Charbonneau Master Plan." (Ex. 12, p. 64.)

The Master Plan seeks to urbanize the Aurora Airport by expanding into EFU-zoned land, which erodes Wilsonville's efforts to preserve the Charbonneau neighborhood as a primarily residential neighborhood.

Wilsonville also seeks economic development that is energy-efficient and low pollution. (Ex. 12, p. 67.) The implementation of the Master Plan is likely to cause heavier use of the Aurora Airport by larger jets which have a larger carbon footprint than the current aircraft utilizing the Airport.

Wilsonville further seeks to protect people and property from natural hazards. (Ex. 12, p. 81.) As noted in Exhibit 17, the Aurora Airport, particularly the south end of the runway, is subject to liquefaction in the event of a Cascadia earthquake, and the same area is considered an "intermediate to high hazard" earthquake area.

In addition to the other Goals, Policies, and Implementation Measures in Wilsonville's Comprehensive Plan, the above-noted provisions demonstrate that the Aurora Airport Master Plan does not address, and is not compatible with, key objectives of Wilsonville.

B. Compliance with Marion County Comprehensive Plan

ODA's deficient public process is further apparent when examining ODA's analysis of compliance with Marion County's Comprehensive Plan. Below is a summary of the deficiencies in the analysis:

1. ODA provides no actual analysis or findings to demonstrate that the Master Plan is compatible with the Marion County Comprehensive Plan, but rather relies on Marion County's assessment in 2013 that the Master Plan complied and makes the conclusory statement: "ODA staff has reviewed and evaluated Marion County's findings and agrees that the Aurora State Master Plan Update 2012 was and is compatible with Marion County's Comprehensive Plan."

2. The September 27, 2019 letter from Marion County only stated that the Marion County Board of Commissioners "acknowledged and supported" the Master Plan, but the resolution the Board of Commissioners adopted on May 8, 2013 (Resolution No. 13R-13) did not recite any findings of compatibility. *See* Ex. 7.

3. Even assuming, without admitting, that Marion County made findings of compatibility, those findings would have occurred after ODA claims the Master Plan was adopted, which does not comply with OAR 738-130-0055 or OAR 731-015-0065 (assuming ODOT's SAC Program is applicable).

4. Assuming that Marion County did perform compatibility findings, ODA does not provide any analysis explaining how a six-year-old assessment is still valid, especially considering the failing transportation infrastructure adjacent to the Aurora Airport, identified in Marion County's Transportation Systems Plan.

5. The Master Plan does not comply with Marion County's Comprehensive Plan, which states: "The airport property and the lands adjacent to it on the east are zoned for public use with two exceptions. The remainder of the property in the airport area is zoned EFU (Exclusive Farm Use) *and will experience minimal development*." *See* Marion County Comprehensive Plan, "Environmental Quality and Natural Resources" section (emphasis added). The Master Plan proposes to utilize EFU lands to expand the airport footprint, which, in addition to taking prime agricultural land, will encourage others to attempt to turn EFU land into commercial operations consistent with airport usage.

6. The Master Plan also does not comply with other provisions of Marion County's Comprehensive Plan, including, but not limited to, the following:

    a. Environmental Quality and Natural Resources – Air Quality Planning. The Master Plan contemplates increased aircraft, particularly jet, use of the Aurora Airport through expansion of the runway and the air traffic control tower. The Master Plan does not address how it will protect the air quality near the Aurora Airport and surrounding residential areas, including Charbonneau.

b. Environmental Quality and Natural Resources – Natural Areas (Exclusive Farm Use zone). To implement the extended runway identified in the Master Plan, EFU land will need to be acquired. As precious EFU land is given up for the expanded use of the Aurora Airport, the Master Plan does not address preserving EFU land.

c. Environmental Quality and Natural Resources – Noise Impacts. The Master Plan does not adequately address the increased noise that will necessarily occur if the Aurora Airport is expanded to allow for larger jets.

7. Despite claiming that ODOT's SAC Program applies, ODA relies on its current SAC Program regarding coordination of projects that are in the Master Plan. *See* page 4 of Proposed Findings.

IV. CONCLUSION

For the foregoing reasons, in addition to all prior written and oral testimony provided by the City of Wilsonville throughout the master planning process for the Aurora State Airport Master Plan, the City of Wilsonville requests that the parties enter into an intergovernmental agreement with local governments (City of Aurora, City of Wilsonville, Marion County, and Clackamas County) and relevant State agencies for coordination concerning the Aurora State Airport, and commence a new master planning process.

Oregon
John A. Kitzhaber, MD, Governor

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Oregon Aviation Board Meeting Agenda

Date: October 27, 2011

Location: PDX – Port of Portland HQ – Chinook Room
(Located on the 8th floor in the new Port of Portland Headquarters Blg.)

Time: 10:00 a.m. to 2:00 p.m. (with a working lunch)

Presenting Agenda: Board Chair, Mark Gardiner and Director of Aviation

BOARD INFORMATION & ACTION ITEMS

#	Type	Start	End	Item	Lead(s)
1	Info	10:00	10:15	Call to order & introductions	Gardiner
2	**Action**	**10:15**	**10:30**	**Approval of minutes from last board meeting**	**Gardiner**
3	Info	10:30	10:45	Public comments – Limited to 2 minutes per speaker	Gardiner
4	**Action**	**10:45**	**11:15**	**Aurora Master Plan Final Chapters**	**Peck/Anderson**
5	Info	11:15	11:45	Aurora Airport Master Plan Comments	Gardiner
6	Info	11:45	12:15	Director's Update (Working Lunch) Calendar Events Legislative Update Administrative Change Update (DAS>ODOT) Airport Manager Recruitment	Swecker
7	Info	12:15	12:30	Budget Review	Pease
8	Info	12:30	1:00	Construction Projects Update Aurora Master Plan Aurora Tower Joseph Runway Rehab Chiloquin Runway Rehab Siletz Bay Obstruction Removal Cottage Grove Obstruction Removal	Peck

8	Info	12:30	1:00	Bandon Obstruction Removal PMP	Peck
9	**Action**	**1:00**	**1:30**	**Work Session – ODA Core Functions/Structure**	**Gardiner**
10	Discussion	1:30	2:00	Executive Session (If Required)	Gardiner

Persons with disabilities who require special accommodations please call (503)378-2211 at least 48 hours before the meeting.

The board will provide time in the meeting as listed on the October 27, 2011 agenda for members of the public to speak to the board. Individuals who would like to speak must sign the public comment sign-in form at the meeting and are limited to 2 minutes per speaker. The board may discontinue the public forum after a reasonable time if there are a large number of speakers.

NOTE: Due to the uncertain length of time needed for each agenda item, the board may hear any item at any time during the meeting. If a specific time is indicated for an agenda item, an effort will be made to consider that item as close to the time as possible. Scheduled times may be modified if participants agree. Those wishing to hear discussion on an item should arrive at the beginning of the meeting to avoid missing that item.

*Agenda may include additional or unscheduled items

Oregon State Aviation Board Meeting Minutes

October 27, 2011 Portland, Oregon

Pursuant to notice made by press release to newspapers of general and local circulation throughout the state and mailed to persons on the mailing list of the Committee, a meeting of the Oregon State Aviation Board was held on October 27, 2011, at Portland International Airport (PDX) in the Port of Portland's Headquarters Building, in the Chinook room.

Board Members in attendance included: Chair Mark Gardiner, Vice-Chair Chris Corich, Board Members: Larry Dalrymple, Nan Garnick and Joe Smith.

Department of Aviation employees in attendance included: ODA Director, Mitch Swecker, ODA Fiscal Manager, Cindy Pease; ODA Planning Manager, Heather Peck; ODA Administrative Assistant, Roger Sponseller.

Presenters and guests in attendance included: ODA Director, ODA Fiscal Manager, ODA Planning Manager. Raines Anderson, WH Pacific.

CALL TO ORDER – INTRODUCTIONS

- The meeting started at 10:00 a.m.

ACTION ITEM – Approval of minutes from August 25th Aviation Board meeting.

Motion to approve by Larry Dalrymple
Motion 2nd by Chris Corich
Motion passed unanimously

Public Comments:

David Gamble: Mr. Gamble remarked to the board that 2 minutes was, he felt, not long enough for a person to make a point to the board on any subject. Mr. Gamble also commented on the barn and hangar tear-down at Mulino and that with the agency's budget already constricted perhaps ODA should try consolidating its efforts.

Aurora Master Plan Final Chapters (PowerPoint):

Raines Anderson from WH Pacific and Heather Peck of ODA briefed the Aviation Board on the Aurora Master Plan's final chapters.

ACTION ITEM – The Oregon Aviation Board Approves the Aurora Master Plan Final Chapter.

Motion to approve by Larry Dalrymple
Motion 2nd by Chris Corich
Motion passed unanimously

Aurora Master Plan Public Comments:

There were no public comments regarding the Aurora Master Plan Final Chapter.

Director's Update (handouts):

Mitch Swecker: ODA's Director, Mitch Swecker, briefed the board on the agency's current operational issues. Topics covered included:

- Calendar Events
- Legislative Update
- Organizational Changes (DAS to ODOT)
- Quarterly Pilot and Aircraft Registration Report
- Airport Manager Recruitment
- Vale Airport
- Joseph Mowing Agreement

ACTION ITEM – The Oregon Aviation Board Agrees to Drop the Insurance Requirement for the Mowing Agreement at Joseph Airport from $1,500,000 to $1,000,000.

Motion to approve by Larry Dalrymple
Motion 2nd by Nan Garnick
Motion passed unanimously

Budget Review (handouts):

Cindy Pease: Ms. Pease briefed the board on the agency's current financial standings. Issues covered by Ms. Pease included:

- Revenue Sources
- Revenue of AV/Jet Fuel Tax
- Actual Revenues
- Operations Cost Drivers
- Actual Operating Expenditures
- Search and Rescue
- Aircraft Registration
- Pavement Maintenance Program
- Cash and Limitation Balances
- Aurora State Airport Profitability Statement
- Mulino State Airport Profitability Statement
- Oakridge State Airport Profitability Statement
- Cape Blanco State Airport Profitability Statement
- Bandon State Airport Profitability Statement
- Pacific City State Airport Profitability Statement
- Upcoming Timeline – Budget Process and Focuses

The board discussed.

Construction Projects Update (handout):

ODA's Projects & Planning Manager, Heather Peck, briefed the board on the status of several construction projects. Topics covered included:

- Aurora Master Plan.
- Aurora – Air Traffic Control Tower.
  (Contract with Mead & Hunt is being finalized. Design to begin by October 1st. Project bidding is anticipated to begin in early 2012.)
- Joseph – Runway Rehab.
  (Construction is 90% complete with the final punch-list walk to be on October 6th. Construction anticipated to be completed October 16th.)
- Chiloquin – Obstruction Removal & Runway Rehab.
  (IFE is complete. The environmental review is anticipated to get started on October 1st with construction scheduled for 2012.)

- Siletz Bay – Obstruction Removal.
  (Obstruction design services are 100% complete. Obstruction removal bids were received 9/28/11.)

- Cottage Grove – Obstruction Removal.
  (Environmental study is ongoing.)

- Bandon – Obstruction Removal & Runway Blast Pad.
  (Construction is 100% complete. The project is in punch-list and closeout efforts)

- Statewide Pavement Maintenance
  (Multiple airports are completed; verbal schedule update.)

The board discussed.

WORK SESSION - ODA Core Functions (handout):

Mitch Swecker briefed the board regarding the framework to determine Core Functions for the Oregon Department of Aviation. Points covered in the briefing included:

- 10 Year Plan Guiding Principles.
- Reframing the 2 Year Budget Cycle.
- Proposed 2013 – 2015 Budget Process.
- Finishing the Strategic Plan (10 Year Framework).
- Policy Level Budget Instructions by Outcome Area.
- Mapping Programs to Outcome Areas.
- Develop Performance Metrics.
- Target Allocation.
- Interim Legislative Session.
- Finalize Budget Instructions.
- Budget Instructions – Request to Buy.
- Proposal Review.
- Initial Agency Budget Proposals.
- Initial Proposal Review.
- Buying Team Feedback.
- Finalize Proposals.
- Buying Team Recommendations.
- Buying Team Recommendations Due by October 15th.
- Governor's Recommended Budget (GRB).

Partial Summary and Transcript Oregon State Aviation Board Meeting October 27, 2011

At 7:27 – The consultant advised the ODA Board the entire Aurora Airport master plan was in their packet – that they tried to save paper so that Chapters 1-5 which the Board had seen before and was on a CD and Chapters 6 and 7 were provided in print for Board review and approval. Then at 29:46 ODA Board chair Mark Gardner clearly states, "Ok, I will entertain a motion to approve the master plan as submitted, fire it off to the FAA."

Someone clearly says, "so moved"

Someone else clearly says, "second"

Mark then asks if there is any discussion – none

Mark asks all in favor – Ayes are heard on the recording

Mark asks for opposed – silence

Mark passes the Aurora Airport Master Plan and congratulates all on a job well done.

***Please include the entire audio of this meeting in the record of this proceeding.**

TRANSCRIPT OF OREGON AVIATION BOARD MEETING 10-27-11
(Transcribed 9-26-19)

At 0:05 minutes

Chair: This is the relatively obscure Board of Aviation Board. Thanks to those of you for coming. And we will in fact have time for public comment. We will start with introductions. Let's start with you Raines, since you are on the corner there.

At 0:24

Raines: Okay. Raines Anderson, WH Pacific

At 0:26

Cindy: Cindy Pease, ODA Fiscal Manager

At 0:28

Heather: Heather Peck, ODA Planning Manager

At 0:30

Mitch: Mitch Swecker, ODA Fiscal Manager

At 0:32

Larry: Larry Dalrymple, Board Member, Pendleton

At 0:37

Mark: Mark Gardiner, Board Member Portland

0:38

Chris: Chris Corich, Vice-Chair, Portland

0:41

Nan Nan Garnick, Board Member, Redmond

Joe: Joe Smith, Board Member

Roger: Roger Sponseller, Oregon Department of Aviation, Administrative Assistant

Members of the Public

David Gamble

At 3:54

Chair: We have the next item on the agenda is the Aurora Master Plan Final Chapters. I assume this is another of Raines.

At 4:02 minutes

Cindy?: We will let Raines go ahead present and get started and I am here for any questions, as well. Raines, do you want to present it?

At 4:11 minutes

Raines Anderson:

The attempt this morning is to very quickly go through the summary of the last advisory committee meeting. PAC number 6 that was held in the middle of September. And as you recall, at the end of June made a presentation here to the board regarding where we were with the alternatives and the preferred alternative and the board directed us at the time to put forward with our draft master plan two alternatives. One for the 800 foot extension or 800 foot displaced threshold to the north and a 1,000 foot extension to the south. And then both of those would be submitted to the FAA for their review and comment and the preferred alternative by the board is the 800 foot displaced threshold. So from that direction we prepare the Chapter 6 and Chapter 7 which is the ALP and the Capital Improvement Plan Chapters and so, those were presented with in the at that PAC meeting. Again, here's the agenda from that meeting and it was set up as we have set up the previous meetings where we get the presentation to the PAC and then have a essentially kind of an open house for the public to go around and end with the boards. And I've got all the drawings from Chapter 6 which is airport layout in here, if you have any questions. We didn't put them in the presentation because as you can see there, they are very detailed, very difficult to read up on the screen and so we just didn't take the time, but we did have those displayed at the meeting

and had a lot of participation of those that were there. There were about 15 of the PAC members, and probably in the neighborhood of 15 to 20 of the general public that was there, which is considerably down from, you know, 80 to 100 that I've seen throughout the whole process. So, and I will go over a couple of their comments later, so. Again, the purpose was to go over Chapter 6 and 7. I will go through these real quick. Went through the overview which talked about how did we get to where we were from the original preferred alternative back the March April time frame. And then the board's decision June 23. And go with the two options that I'd mentioned. And that was the 800 foot displaced threshold and then basically if the FAA comes back and does not approve the displaced threshold, then the board recommends pursuing the 1,000 foot extension. And in the CIP we actually show both of them, but we've got it broken out to where you can see the difference. And I'll show that in a minute. And you have in your binder there a CD of the full draft Master Plan and all the appendices. It's, it's a pretty large document so we thought we would save some paper and just give you the CD that you can look at in your leisure and if you have any questions, email me, call me and we can go through those. But, so again, this is the option of the 800 foot displaced threshold to the north and declare distances gives you on runway 17, 5,800 feet in terms of runway length in the take off direction. And then the 1,000 foot extension to the south. All the new pavement will be on existing airport property and then the hatched here is acquisition of the RPZ and the intent that all of the RPZ would remain in agriculture zoned the way it is right now. There is residential in this segment right here and those residents would be purchased. A couple of other things that we did was we moved the fire hall and it's not shown on this one, but the Aurora fire station's in this location and we brought it down over here adjacent to the, very close to the new tower location.

At 8:57 minutes

Chris: Okay chair. Comment for that?

At 8:58 minutes

Chair: The fire chief out there Rod Yoder asked if we would consider incorporating the firehouse, the place they store the fire truck with the

tower out of networking. He determined it wasn't economically feasible for him to join us in paying for that. To put a new firehouse in down by I-5. And so we kind of backed away from incorporating the firehouse with the tower. I think there's not going to be any economic benefit for us or them to do that. So, it's kind of going to go back where it was. Now, since I had that conversation, he sent me something else after a board meeting. Saying, they may want to reconsider it and I haven't had a chance to engage in it since then.

At 9:46
Chair: So what are they are putting in down by I-5?

At 9:52
Raines: They are putting in a new fire station by I-5. The Aurora Fire Station.

At 9:53
Chair?: What cross road is that? Is that Ehlen Road or?

At 9:58
Raines: I think so.

(Number of people speaking simultaneously including the woman who spoke at the beginning.)

At 10:00 minutes
Chair?: By the Interstate on ramp. Fairly close to that?

At 10:04
Raines: It gives them better access to their district.

At 10:05
Chair?: Right. So does that mean there wouldn't be all or just then.

At 10:12
Raines: They would just be responsible for paying for it.

At 10:14
Chair?: We just don't have the funds to do that. This is a not a Part 39 airport. It isn't a requirement to have a fire station on airport for non Part 39 which we will never be.

At 10:30
Raines: Another thing that we adjusted was there was a statement right here that you can't read, but it states that this property, which is off airport property is suitable for airport development. And that was, there was some objection to that and so we went ahead and we took that language off, because again, it is not really up to the state to determine the disposition of property off airport. So, it wasn't easy, easy change and the state will have.

At 11:05
Chair?: 1,000 Friends of Oregon

At 11:06

?: The background for the folks who were involved that was the concern was that the previous master plans had included that kind of language what could be engaged in the FDC, to use in the land use process as a means of getting over objections to it. So, he really didn't want to be in that situation again where something it had no force of law in our mapping we use in those situations.

At 11:48
Raines: This just outlines what all the drawings within Chapter 6 begin. Those are all for your review Blaine to see those later.

At 11:57
Blaine: Okay.

At 12:02
Raines: This is the airport layout plan. And, again, it is a very technical drawing. You have all seen these before, and that's over behind Roger there. I point out here that we also have an indication of relocation of Keil Road, if the 1,000 foot extension were to occur then Keil would be closed, and so we were just showing a possible alternative route and that would go down to Ehlen Road. In our discussions with ODOT, they really don't want to see it being relocated here because of its close proximity to Ehlen Road. And the, so, there is an alternative. There was quite a bit of discussion over this with a number of the people from the public that were there, because

there was some property owners in here and, there's been some discussion on the local basis in the city of Aurora on just what to do with Keil Road, so there's already some people out there planning for this to occur, which is probably a good thing. But they are seeing the need in the future for that road to be relocated.

At 13:25 minutes

Chair?: Our conversation with the county has been that it's really a coordinated thing with them because that's property that would have the permitting for. So that's a notional idea right there. That might not be what happens at all, it's up to working with the landowner and the county.

At 13:43

Other: Right, and maybe the city.

At 13:45

Raines: There were, you know, a couple of other options that were tossed around at the meeting as we were in the discussion with individuals. So, again, that's just depicting one option.

At 13:56

Other: Okay.

At 13:58

Raines: So then we moved into Chapter 7 which is the development of the capital improvement program. And, it's divided into three phases. The short term, which is phase 1. It's a five year period from 2012 to '16 intermediate phase. Phase 2, another five year period from '17 to '21. Then long term is a ten year period from '22 to '31. And then we also conducted a financial analysis of the state's expenses and revenues. And, so this is real quick a summary of the first phase. The first project that is getting under way is the air traffic control tower. And then portions of the service road that would service the tower. It's like a perimeter road that would also alleviate traffic and any incursions that might happen on the airport keeping automobiles away from the parallel taxiway at the intermediate taxiway that is at the airport. Again, safety related item. Pavement management plan and then another major item here is the ramp reconstruction. And that's the Aurora Aviation ramp that's the state owner property and

that would be upgraded to 60,000 pounds to match the taxiway and runway pavement strength. And then there are some taxi lane and hangar development all that is private funding. A little over 2 million dollars. And then later in the period in 2016, is the starting the environmental assessment for the runway improvements. So it's about four or five years out. And then we get into phase 2.

At 15:56
Other: Bryce, before you leave, we met with the FAA recently and they've locked their money down through 2013. So these time lines are fairly ambitious. I'm not sure that we can do them in the timelines that are listed right there. We're probably looking closer to 2017.

At 16:14
Other: The tower. Looking at the tower.

At 16:20
Raines: The things that would occur is we have a PMP in '13 and '16 as well, but yeah, the major items that would need some discretionary money might be that ramp relocation. That may slide as well a little bit.

At 16:35
Other: It's a bit unfortunately. I think it needs to be done, but I think we're constrained by what the FAA has locked there, at least through 2013. They don't want to change anything through 2016. So we can work them. We actually have a meeting with them on the first, second, or third of November. So we can talk about it.

At 16:45
Other: Right.

At: 17:06
Raines: Whether it would be successful, because that would require some additional funding there. They are discretionary. Then in phase 2, I'm not going to go through this than to point out that, here we have the displaced threshold costs highlighted. And then the runway extension highlighted, so. We have a couple. Again, it will be one or the other. So phase 2, with the displaced threshold, the subtotal is 7 and a half million and it would be 20 million for the runway extension. Again, the main difference in the cost, a little longer pavement, but really the

property acquisition that would be associated with the runway extension for the RPZ and the homes there. So, that's the major difference between those two alternatives. And then phase 3 just continues on with airport development PMP and so on for a total program of 20 million with a displaced threshold and almost 25 million for the runway extension over the twenty year period. Any questions on the scappy (phonethic)?

Then we went through the financial analysis portion. I'm not going to spend a whole lot of time on this, because you already know a lot about the finances in Aurora, expense and revenue. So we will go through that and we just looked at the history over the last four years and then projected ahead. For 2011, and then on through the planning period looking at what the revenues would be and the expenses and then the operating income in those periods. And this just outlined the analysis that we went through for the financial.

(Coughing in the background, and unable to hear all of what was said.)

At 19:15

Raines: And from a comment stand period, that standpoint, when we came back from the comment period. There were a number of things that surrounded, like I said, Keil Road. The location of the fire hall. A couple of individuals there were wondering about losing their homes and how that process would work. Other word from further south of the airport had questions about noise and planes flying over their house and those types of things so. Again, nothing out of the ordinary that we haven't heard before at the meetings. It was a pretty sedate meeting actually in comparison, so. And unfortunately that was your first meeting and you didn't get to see all the fun.

(A discussion with several people all talking at once.)

At 20:14

Raines: So then we went through what the next steps will be and we had a public comment period to the end of September and we only received, I don't know, it was a letter from Tony Holt, the Charbonneau folks.

That I think all of you received. If not, it's, I think it's in the packet. Or it's definitely in the appendices of the plan. And then there were just a couple other minor comments that we received, some other individuals. Again, very minor in comparison, so. And this just outlines what will happen at. **We're basically looking for the plan that you have is to give us direction to go ahead and submit it to FAA and have them, so they can start their 90 day review period. Divisional review. And, so at that time, I think it's also appropriate to request that the district office, the regional office submit the request from ODA to have the plan reviewed or at least the displaced threshold concept reviewed back in D.C. We know what we're going hear again. We just ask the same question, we know the answer to that from the regional and district office level. So, I think it, uh, it would be a discussion and I've had some discussions with Sam Allison and Bruce Fischer with the FAA and both of them are saying, yes, it needs to go somewhere else to where they look at that. So that's all I was planning on presenting today. And answering any questions you might have, and then again looking for direction from the board on the next step.**

At 22:20
Other: We have this as an action item for a board vote today. So are there any questions from board members, to Raines, or the rest of the team?

At 22:29
Other 2: Are we are going to have to wait for answers from FAA before you submit it to Marion County?

At 22:34
Raines: Yes. And what we will do too is we'll get the answers from the FAA and then finalize the plan, bring the plan back here for your final approval and then start the process with the county. And we talked a little bit about that at the last meeting in terms of going through their approval process which is a fairly lengthy process, so.

At 23:04
Unidentified woman: And they are interested in starting that process?

At 23:05
Other: FAA?

Woman: No, county.

At 23:06
Other: Did you send a courtesy copy to Clackamas County?

At 23:12
Other: We will.

At 23:13
Other: They are part of the PAC. We don't want to hear them . . . push them out again.

At 23:24
Other: They've been included since Day 1.

At 23:26
Other: Ben, anything?

Ben: No.

At 23:28
Other: Chris, anything?

Chris: No.

At 23:31
Other: We do have public comment period built in. I don't know if there is anyone interested in public comment about the Aurora master plan?

At 23:38
Other 2: Did you make them come up with an exact dollar amount that the tower's going to cost?

At 23:45
Other: We're having engineering working on that.

At 23:51
Other: We are getting an estimate from them and then you will get the exact cost on bidding.

At 23:54
Other: And how much are you getting from Connect Oregon 2 for the tower?

At 23:56
Other: 2.6 million.

At 24:01
Lady: And its location is interesting.

At 24:04
Other: Everyone okay?

At 24:13
Other: I can come back a little bit. I can jump ahead a little bit and start on some of the record update stuff while we're waiting.

At 24:21
Other: Dave. It's the first line right there.

At 24:24
Dave: 2.6 million.

At 24:27
Other: Right there. FAA shares 250. ODA's.

At 24:34
Other: Actually, the FAA's share is included in the ODA shares.

At 24:35
Other: The FAA has now changed their mind on putting money into the tower?

At 24:42
Other 2: They paid for the site survey.

At 24:51
Other: So that's that 250.

At 24:54
Other 3: So since Larry raised the question about the county, the other participant there, where we've had some challenges with the City of Wilsonville.

At 25:05
Other: You have done well.

At 25:08
Other 3: And we now have a much more simpatico relationship with the City of Wilsonville. So that stuff is all smoothed out.

At 25:20
Other: We did.

At 25:21
Other 3: This was an extensive involved process in Clackamas County, Wilsonville, and all along Marion County, the fire district and the City of Aurora.

At 25:35
Other: You guys handled that very well. It is not an easy issue.

At 25:37
Other 3: So I think that's it.

At 25:39
Chair: And we worked. We had very good input from people like 1000 Friends. They had productive suggestions about how we might pursue things. They were not anti-airport. Not against anything happening, just wanting to make sure we did as much as we did to preserve farming.

At 25:56
Other: They want the process to go through properly.

At 25:58

Other: Out of curiosity, since we have time. Those two parcels, one in particular that we wanted to change the comment about developable land. The other one just isn't right. Why are they included in the PLP if they are not part of aviation-farm dwelling-you know?

At 26:22
Other 3: Basically, well this is aviation development. This is being developed by HDS right here. Okay. And so, we're just showing because we've got Airport Road coming down, Keil Road here, Hart Road here. You know. If we're going to show this as a parcel. That is Aviation Lane. That just happens to be in between, you know, state property and private property.

At 26:50
Other: That's a good point though, Raines, because this just aviation-related but it is not, the way they put it is not an airport accessed property which was the source of some confusion and then will continue to be given the nature of this airport. That, you know, people think that it's a through the fence operation, but it's not.

At 27:13
Other 2: Right.

At 27:18
Other: Right here.

At 27:21
Other: If we use that logic.

At 27:22
Other 4: So the FEDEX sorting them.

At 27:26
Other: Columbia Helicopters does not have access agreement with us. We are also in the same boat as HDS.

At 27:30
Other: Right.

At 27:33

Other 2: A lot of decisions were made relative to runway length. Based on them so.

At 27:41
Other: I think it's fine. I have been there, but I am taking that language out.

At 27:46
Other: This just shows it as a precaution.

At 27:52
Other: I did mention. I neglected to mention up here that we're looking at navigation easement with Columbia. Again, for height issues. And then for the parallel taxiway the displaced threshold goes through required parallel taxiway that would be property acquisition through here with Willamette Aviation.

At 28:20
Chair: Potentially be able get this part of this also in the run up area.

At 28:23
Other: Right.

At 28:25
Other: If this goes through, there would be a run up area right up to protect the north end. If it does not, in the south if the runway extends and goes through then the run up area would be right here at Aurora Aviation with it just adjacent to where the fuel tanks are now. Fuel tanks will be relocated in the run up area at that end.

At 28:44
Other: Dave's hangar's in here. It's what we'll do now according to the FAA.

At 29:00
Chris: We will stop on the taxiway. Run up and block everybody's access.

At 29:06
Chair: Okay Chris.

At 29:07
Chris: Just to point out a couple of other things. One other item, a

modification of standard, which a lot of times can be a big issue for the FAA. Because of the proximity to the Wilsonville-Hubbard Highway, the runway object free area basically comes right up to the highway, just right on it. So we've already talked to the FAA about gaining the modification standard for that, because they realize, it's right on the edge, and we're not going to relocate the highway for 10 or 15 feet when we encroach on the LFA. So.

At 29:47
Chair: Okay, I will entertain a motion to approve the master plan submitted and fire it off to the FAA.

At 29:56
Larry: So moved.

At 29:57
Chris: Seconded.

At 29:59
Chair: The discussion we have already talked about? All those in favor?

At 30:01
Group Aye.

At 30:03
Chair: Opposed? Excellent. Good work by the staff. Excellent work. Major milestone passed.

Oregon State Aviation Board
Meeting Minutes

November 28, 2011 Portland, Oregon

Pursuant to notice made be press release to newspapers of general and local circulation throughout the state and mailed to persons on the mailing list of the Committee, a meeting of the Oregon Aviation Board was held on November 28, 2011 at Portland International Airport (PDX) in the Port of Portland's Headquarters Building, in the Multnomah conference room.

Board Members in attendance included: Chair Mark Gardiner, Vice-Chair Chris Corich and Board Members Larry Dalrymple, Jack Loacker and Joe Smith. Also present by teleconference was Board Member Nan Garnick.

Department of Aviation employees in attendance included: ODA Director, Mitch Swecker; State Airports Manager, Matthew Maass; ODA Fiscal Manager, Cindy Pease; ODA Planning Manager, Heather Peck; ODA Administrative Assistant, Roger Sponseller.

Presenters and guests in attendance included: ODA Director; ODA Fiscal Manager; ODA Planning Manager; Lynn Peterson, Governor's Office and Dennis Smith, President of Oregon Pilots Association (OPA).

CALL TO ORDER - INTRODUCTIONS

- The meeting started at 10:00 a.m.

ACTION ITEM – Approval of minutes from October 27th Aviation Board meeting.

Motion to approve by Larry Dalrymple
Motion 2nd by Chris Corich
Motion passed unanimously

Public Comments:

There were no public comments.

Director's Update (handouts):

Mitch Swecker: ODA's Director, Mitch Swecker, briefed the board on the agency's current operational issues. Topics covered included:

- Calendar Events (Note: The next Aviation Board meeting is tentatively set for January 27, 2012)
- Legislative Updates
- Administrative Changes
- Impact of Aviation on Economy

Budget Review (handouts):

Cindy Pease: ODA's Fiscal Manager, Cindy Pease, briefed the board on the agency's current financial standings. Issues covered by Ms. Pease included:

- Revenue Sources
- Revenue of AV/Jet Jet Fuel Tax
- Actual Revenues
- Operations Cost Drivers
- Actual Operating Expenditures
- Search and Rescue
- Aircraft Registration
- Pavement Maintenance Program
- Cash and Limitation Balances
- All Other State Owned Airport Profit and Loss Statement

Construction Projects Update (handout):

Heather Peck: ODAs Projects and Planning Manager, Heather Peck, briefed the board on the status of several construction projects (AIP – Airport Improvement Projects and Capital Programs Statewide). Topics covered included:

AIP (ODA Airports)

- Joseph – Runway Rehab
  (Construction work is substantially complete. All pavement work is 100% complete, signage and electrical work is 60% and marking and striping is 25%. The striping and marking is to be completed in spring of 2012 when the final engineering report is being assembled. Warranty inspection is scheduled for summer of 2012.)

- Aurora – Air Traffic Control Tower
  (Contract with Mead & Hunt executed. Mead & Hunt is completing construction estimate which will be due 12/30/12.)

- Lebanon – Lighting and Taxiway Repair
  (Project is complete. Close-out in process.)

- Siletz Bay – Obstruction Removal
  (Project is 95% complete. Site work is expected to be complete 11/30/11.)

- Cottage Grove – Obstruction Removal
  (Environmental assessment is underway. Work is scheduled to begin in spring of 2012.)

- Chiloquin – Obstruction Removal
  (IFE is complete. Environmental assessment is underway as well as pre-design and engineering services. Construction work is scheduled to begin in spring of 2012.)

Capital Statewide Programs

- Statewide Pavement Maintenance Program (PMP 2011)
  (Multiple airports are complete. Bandon, Cape Blanco, Gold Beach, Brookings and Illinois Valley are done. Roseburg is 95% finished and Pinehurst and Oakridge are about 60%-70% complete. Approximately $239K of work has been completed to date. The amount comes out around 32% of the overall project completed.

- Statewide Capital Improvement Program (FAA)
  The SCIP program has officially kicked-off a new phase in which all states are continuing efforts to collect CIP's from all airports statewide and setting-up meetings with all airport sponsors to help educate them to the FAA's intent towards this program. Oregon, Washington and Idaho are sending joint

correspondences and collaborating on the most efficient ways to ensure program success.

Pinnacle Ranch AP Closure by Bureau of Land Management:

Dennis Smith: Dennis Smith, President of OPA, addressed the board concerning the airport at Pinnacle Ranch. Mr. Smith expressed his and other pilots concerns to the board over the closing of the strip by BLM.

ODA Core Functions and Structure: (handout):

Transportation Advisor to the Governor, Lynn Peterson, spoke to the board about the direction of the Governor's transportation plan and how it related to aviation.

Other topics covered included:

- Product Completion Timeline
- Strategic Planning
- Outcome Areas / Buying Teams
- Core Missions
- Airports
- Metrics Development

Executive Session:

The Aviation Board went into Executive Session at 12:45 p.m.

Meeting was adjourned at 1:00 p.m.

Aurora State Airport Master Plan

Planning Advisory Committee (PAC) Meeting #6

September 15, 2011
North Marion School District, Intermediate School, Aurora, OR

MEETING SUMMARY

Attendees

Oregon Department of Aviation (ODA) – Mitch Swecker, Heather Peck , Sandra Larsen, and John Wilson

WHPacific – Rainse Anderson and Sarah Lucas

JLA Public Involvement –Adrienne DeDona and Sylvia Ciborowski

Public Advisory Committee (PAC) –Greg Taylor (new Aurora Mayor), Ray Phelps, Randy Carson, Patti Milne, Nick Kaiser, Jim Hansen, Tony Helbling, Bruce Bennett, Tony Holt, Mark Ottenad (alternate for Wilsonville), Fred Netter, David Waggoner, and Alternate for Dan Riches, Columbia Helicopters.

Public Attendees – see attached sign in sheets

Welcome and Introductions:

Mitch Swecker, Director of the Oregon Department of Aviation (ODA), welcomed the group and kicked-off the meeting. Mitch introduced Heather Peck, ODA's new construction project manager and Greg Taylor, the new mayor of Aurora.

Rainse Anderson introduced himself as the project manager for the Aurora Airport Master Plan update. Rainse introduced Sarah Lucas, project planner and John Wilson and Sandy Larsen from ODA. Rainse explained that there were comment forms and sign in sheets at the front for people to leave written comments at the meeting or send to staff later. Comments can also be made through the project website. Comments will be taken until Sept. 30th. Rainse added that this is the last meeting for the project and that he's enjoyed working with the community here in Aurora.

Rainse reviewed the meeting agenda which includes a project update and presentation on Chapters 6 and 7 (Airport Layout Plan and Capital Facilities Plan). Rainse reminded the public that this is a working session for the PAC and during the presentation, PAC members may have questions, but the public is asked to hold their comments until the end of the meeting. He explained there would be a break for a public workshop during which time the public and the PAC members could review project materials and interact with staff to ask detailed questions about Chapters 6 and 7. After the public workshop, the PAC will reconvene to discuss what was heard, then there will be time for public comment.

Rainse reviewed the project purpose, which is to update the 20 year plan that will guide the future development of the Airport. He went on to explain that at previous meetings, we have reviewed the first five chapters of the Master Plan document. We will now begin review of the Airport Layout Plan and the Capital Improvement Plan. Over the last five months, several alternatives were developed and public comment was generated related to these alternatives. Following public comment, project staff presented the outcomes to the ODA Board on April 28th, where they came up with the displaced threshold concept. The Board requested another public meeting to discuss the displaced threshold. Public comment was generated on the displaced threshold option until June 21st. At that time the ODA Board gave the direction to move forward with the 800-foot displaced threshold to the north, so that will be presented to the FAA within the draft Master Plan as the preferred option. If the FAA does not approve the displace threshold, a 1,000-foot extension to the South would be recommended for their review and opinion. Only one option will be carried forward.

Displaced threshold:

Rainse explained the displaced threshold option, which is recommended to mitigate the runway length deficiency at Aurora Airport. The following distances will be included in the displaced threshold option.

- Take-off run available (TORA): Runway 35, 5,004 feet and Runway 17, 5,804 feet
- Take-off distance available (TODA): Runway 35, 5,004 feet and Runway 17, 5,804 feet
- Accelerate-Stop distance (ASDA): Runway 35, 5,004 feet and Runway 17, 5,804 feet
- Landing Distance Available (LDA): Runway 35, 5,004 feet and Runway 17, 5,004 feet

Note: there is no change to the landing distance available.

Runway extension to the South:

Rainse explained the various concepts included in the proposed 1,000 foot runway extension to the South. The following distances will be included in the displaced threshold option.

- Take-off run available (TORA): Runway 35, 6,004 feet and Runway 17, 6,004 feet
- Take-off distance available (TODA): Runway 35, 6,004 feet and Runway 17, 6,004 feet
- Accelerate-Stop distance (ASDA): Runway 35, 6,004 feet and Runway 17, 6,004 feet
- Landing Distance Available (LDA): Runway 35, 6,004 feet and Runway 17, 6,004 feet

This option would require property acquisition, however pavement options are all on property owned by the Airport.

PAC Discussion:

Bruce Bennett asked why the landing distance wasn't extended in the displaced threshold. Rainse replied that this is how the displaced threshold is calculated since the pavement is only usable in one direction. Bruce asked if it can be considered as a stop-way. Sarah replied that you can only use the 5,000 feet to calculate the distance available. Bruce asked if the Runway 17 run-up pad was shown. Rainse replied that it was included in both alternatives, however it is shifted down to the very end of Runway 17 in the displaced threshold scenario. Rainse also added that easement acquisition is needed at Columbia Helicopters for the displaced threshold to the North.

Chapter 6 – Airport Layout Plan:

Rainse reviewed the Airport Layout Plan (Chapter 6). He explained that the Airport Layout Plans are a pictorial culmination of the master planning process. In order to be eligible to receive funding from the FAA, projects must be shown in the FAA-approved Airport Layout Plan. The drawings include:

- Cover sheet
- Airport Layout Plan
- Airport Airspace
- Airport Approach Surfaces
- Inner Portion of the Runway 17/35 Approach Surfaces
- Terminal Area Plan
- Land Use and Noise Contours
- Runway Departure Surfaces
- Airport Property Map

The Airport Layout Plan includes runway safety areas, displaced thresholds, location for the control tower (northern – CAA ramp area), fire station (centrally located), service road, relocation/closure of Keil Road, and modification of the runway object free area.

PAC Discussion:

Fred Netter said that at the last meeting, we talked about the tower and its proximity to the fire station and there being an issue with homeland security. He asked how close the tower is to the fire station in the Airport Layout Plan and whether that will be an issue. Mitch replied that ODA has appealed this to the FAA and the threat didn't justify the security clearance. Fred asked whether it is possible to connect the fire station facility to other buildings. Mitch replied that if there is some way of funding it from a grant or other source, then that would make it feasible. He added that if there is outside funding, they should talk. Fred replied that there might be other funding sources available. Mitch added that they would need to identify funding, etc. pretty quickly since an engineer has already been hired for the control tower.

Nick Kaiser asked if there are any changes in the previous chapters based on discussions with the ODA Board, such as the land use areas, etc. Rainse replied that in the alternatives chapters, we outlined all the issues relative to the alternatives discussed at that time, and the chapter content will remain the same since it provides the context for developing the preferred alternative shown in the ALP. Mitch added that if ODA gets approval for the displaced threshold distances to the north, you would probably see airplanes taking off to the south. Nick asked if there will be any changes in the noise levels.

Tony Holt suggested including the assumptions related to departures on the maps that show the conditions for 2010. Rainse replied these are listed in Chapter 5, but they can be summarized on the ALP noise drawings as well.

Chapter 7 – Capital Improvement Plan:

Sarah reviewed the Capital Improvement Plan Chapter and explained that this provides the basis for implementing the improvements in the Master Plan. She also explained that the Capital Improvements would be implemented within three separate phases:

- Short-term (Phase I): 2012-2016
- Intermediate-term (Phase II): 2017-2021
- Long-term (Phase III): 2022-2031

A Financial implementation analysis was also conducted to examine the various facets of the financial operating condition of the Airport. The Capital Improvement Plan is a living document and is updated as projects are completed or priorities change. As of right now, this is the prioritization of projects:

Phase I:

1. Construct Air Traffic Control Tower (ATCT) – 2012
2. Service Road – 2012
3. Pavement Maintenance – 2013
4. Helicopter Landing Pads – 2014
5. Ramp reconstruction – state leased – 2014
6. Taxi-lane Development (Hangar Access) - 2014
7. Hangar Development – 2015
8. Carryover Entitlements – 2015
9. Environmental Assessment for Runway Improvements – 2016
10. Pavement Maintenance – 2016

Total cost of Phase I Improvements - $8 million (ODA share = $583,000, FAA share = $2.5 million, Private share = $2.1 million, other funding = $2.7 million)

Phase II:

11. Aurora Fire Response Facility – 2017
12. Carryover Entitlements – 2017

Displaced Threshold Improvements Only:

13. Property Acquisition – 2018
14. Avigation Easement Acquisition – 2018
15. Carryover Entitlements – 2019
16. 800 foot Displaced Threshold to the north – 2020
17. Install Runway – 2020
18. Runway 17 Run-up Area – 2020

Runway Extension to the South Only:

19. Property Acquisition – 2018
20. Keil Road Relocation – 2019
21. Runway 35 1,000 Extension to the south – 2020
22. Install Runway 17 Precision Approach – 2020

Other improvements not related to above alternatives:

23. Pavement Maintenance – 2019
24. Taxi-lane development (hangar access) – 2019
25. Runway 17 & 35 Strengthening Overlay – 2020
26. Hangar Development – 2021
27. Master Plan Update – 2021

Total cost of Phase II Improvements - $7.6 million for Displaced Threshold (ODA share = $263,000, FAA share = $4.6 million, Private share = $2.7 million). $12 million for Runway Extension to the South (ODA share = $487,000, FAA share = $8.9 million, Private share = $2.7 million).

Phase III (2022 – 2031):

28. Pavement Maintenance
29. Apron Development/Run-up area
30. Taxi-lane development (Hangar Access)
31. Hangar Development
32. Cargo Apron
33. Relocate Fuel Tanks
34. Runway 17 run-up area

Total cost of Phase III improvements – $4.5 million (ODA share = $200,000, FAA share = $2.2 million, Private share = $2.1 million)

Sarah explained that ODA and the FAA share the cost of improvements. The Airport pays 5% and FAA pays the remainder for the majority of Airport Improvement Program (AIP)-eligible projects. One exception would be pavement maintenance through the Pavement Maintenance Program, where the Airport supplies 75% of the funding. Items related to hangar development were shown to be 100% private funding, as the FAA rarely funds revenue-generating projects.

Sarah explained that the financial analysis explored the feasibility of implementing these projects. This process entailed looking at the following conditions at the Airport:

- Financial operating condition
- Historical operating revenues and expenses
- Projected future revenues and expenses, with focus on Capital Improvement Plan development phases

The approach to the analysis was to:

- Review financial documents
- Evaluate rates and charges
- Review existing operating and financial environment
- Review Master Plan Capital Improvement Plan
- Analyze sources and timing of capital funding
- Analyze historic and projected operating revenues and expenses

Sarah said that the historical operating revenue and expenses at Aurora State are included in two funds – Public Transportation and Capital Projects. The following shows the revenues and expenses for both funds:

Public Transportation Fund	**FY2007**	**FY2008**	**FY2009**	**FY2010**
• Licenses and fees	$869.64	$116,748	$122,970	$128,358
• Rents and royalties	$149,206	$55,342	$44,461	$63,428
• Other misc. revenues	$11,833	$1,807	$11,649	$12,310
Revenues	*$161,909*	*$173,898*	*$179,081*	*$204,096*
• Salaries and wages	$19,288	$19,234	$19,263	$14,426
• Services, supplies, other	$65,793	$56,667	$38,435	$81,609
Expenses	*$85,081*	*$75,901*	*$57,698*	*$96,035*
Operating Income	*$76,827*	*$97,996*	*$122,382*	*$108,060*
Capital Projects Fund	**FY2007**	**FY2008**	**FY2009**	**FY2010**
• Revenues	$207,856	$2,905,882	$1,857,084	$13,198
• Expenses	$155,561	$3,524,431	$1,005,192	
Fund total	*$52,294*	*$(618,548)**	*$851,891*	*$13,198*

*Taxiway relocated

The projected Aurora State operating revenues and expenditures for the Public Transportation Fund are shown below.

- The Capital Project Fund is not shown as it is dependent upon eligibility and grant availability, which fluctuates.
- Does not include federal or other grant revenues or professional service expenses as they will vary and do not reflect true operating income.

Public Transportation Fund	**Current FY2011**	**FY2015**	**FY2020**	**FY2025**	**FY2030**
• Licenses and fees	$128,358	$145,000	$176,000	$224,000	$300,000
• Rents and Royalties	$63,428	$71,000	$87,000	$111,000	$148,000
• Other misc. revenues	$12,310	$14,000	$17,000	$22,000	$29,000
Revenues	*$204,096*	*$230,000*	*$280,000*	*$357,000*	*$477,000*
• Salaries and wages	$14,337	$16,000	$19,000	$24,000	$33,000
• Services, supplies, other	$96,035	$108,000	$128,000	$164,000	$219,000
Expenses	*$110,372*	*$124,000*	*$147,000*	*$188,000*	*$252,000*
Operating Income	*$93,723*	*$106,000*	*$133,000*	*$169,000*	*$225,000*

Sarah summarized the financial analysis by stating the following:

- Demand and the availability of financial resources for capital projects will dictate when facility improvements will be implemented.
- Continuation of the FAA's AIP entitlement program is essential for funding capital projects.

- The ODA does not allocate any indirect revenues or expenses to any of their 28 airports. Any additional ODA revenues would not be allocated to Aurora State Airport until the project costs are incurred and revenues are transferred.
- Based on ODA acceptance of the Capital Improvement Plan projects and the understanding that funding for the state's obligation will be met at the time of project implementation, the Capital Improvement Plan is financially feasible.

Sarah also noted that based on historic revenues, the ODA has funding to move forward with the first two phases of the Capital Improvement Plan.

PAC Discussion:

Tony commented that it was interesting that the cost to extend the runway to the South is two and half times the cost of the displaced threshold.

Bruce Bennett said he would like to point out that the revenues reported are 100% from aviation.

Public Workshop:

Sarah explained the format for the public workshop. Members of the public were then invited to review the display boards and ask project staff any questions during a 25-minute public workshop. Public comments were captured on flip charts by the facilitation team.

Adrienne and Sylvia recapped the comments heard from participants during the public workshop session:

- The sooner the better with improvements – especially the overlay because that will reduce maintenance costs and increase the life of the runway.
- Will there be any analysis of increased traffic at other airports by pilots who don't want to deal with the Aurora Air Traffic Control Tower after it is built?
- How do you prioritize the projects on the Capital Improvement Plan?
- What uses will be permitted on the service road?
- Are there caretaker facilities and can others be located on the airport?
- Run-up area is essential
- Why won't the run-up area be done sooner?
- Will the FAA buy off on the displaced threshold?
- Where/what are the required vertical clearances?
- What is the timing of the various improvements?
- Where will Keil Road be located to?
- Where will property acquisition/easement acquisition take place? What properties are impacted?
- What are the noise impacts/future flight patterns?
- Why are we doing the Master Plan Update?
- What is entailed in each alternative (Displaced Threshold and Runway Extension to the South)?
- Where are the developable properties?
- How will the Instrument Departure/noise mitigation process work?

Rainse explained that other than the Air Traffic Control Tower and the service road, there wouldn't be a lot of development over the next 5 years in order to save up entitlements for future improvements such as the runway extension or the displaced threshold. Mitch added that there are opportunities to re-prioritize projects based on need and available funding, such as the run-up area.

PAC Discussion:

Fred asked where Keil Road would be relocated to if relocation does occur. Rainse replied that is really up in the air at this time. He said they looked at the area and took a shot at it, but if and when that happens a variety of options will be reviewed if and when it comes up in the phasing plan. Mitch replied that it has to be coordinated with property owners and the County and there isn't a pre-determined outcome at this time.

Bruce recommended as a compromise, that the helicopter pads could be moved to make way for other projects even though it's a worthy project.

Jim asked if there was any way to move up the fire facility or co-locating it with another facility as opposed to duplicating utility needs, etc. He added that this would benefit the airport and the community. Fred replied that now that there is an engineer on board, he will arrange to talk with ODA to put something together. He asked whether or not the timeframe needed to conform with the phasing plan. Rainse said that the timing did not necessarily need to conform with the phasing plan since the funding is on the private side.

Mark asked if the service road was indicated on the Airport Layout Plan. Rainse replied that it was and indicated that it starts at the existing road and goes down to the existing taxilane (it is shown as a blue dashed line on the ALP). Fred asked if it started where you come off of Keil Road (near Metal Innovations). Rainse replied that it was.

Public Comment:

Karen Batte, lives on Ehlen Road. She stated that obviously with the tower coming in, you must be anticipating growth. What kind of growth are you anticipating and what are the impacts to Ehlen Road? At 5 p.m. it is blocked. How will you influence the state to get that road fixed? Mitch replied that this has been a discussion item at several meetings. He said that they will have to work with the County and the State when it comes to road improvements. Rainse said that as far as the tower is concerned, it is a safety related item, not to promote growth. The airport has been growing without the tower. It is a safety need to control aircraft movements in the air and on the ground. He said he could review the forecasts for future growth and type of aircraft with Ms. Batte after the meeting. Rainse added that staff are available for questions after the meeting for anyone who was interested.

Comment Forms- One public comment form was submitted with the following comments:
General comments regarding the Airport Layout Plan – Keil Road should not be closed or moved. The majority of local citizens and tax payers want the airport left as it is. No tower or Runway lengthening. I guess the local citizens have no say in this. These proceedings are dishonest and a waste of time.

Next Steps:

Rainse explained that there will be an opportunity for public comments on the two chapters until Sept. 30th. Comments may be submitted via comment forms at meeting or to staff or online.

The final draft will be prepared and submitted to the ODA Board and the FAA. It will also be available on the website for review. Notification will be sent to the PAC when available on the web.

Typically it takes 90 days for the FAA to review and approve an Airport Layout Plan. From there, the ODA will pursue adoption of the Master Plan as part of the Marion County Comprehensive Plan.

Mark Ottenad asked if the FAA's decision to adopt one of the two options would create some changes to the plan. Mitch replied that both options will be included in the Master Plan, but one will be indicated as the preferred alternative. He added that they are still going to present the 800-foot displaced threshold to the FAA and wait for them to say no before moving forward with any other option. Rainse said that after the decision is made, the document will be revised to show the chosen alternative. It will show the progression of the decision-making process. The other chapters will remain the same, but the Airport Layout Plan and the Capital Improvement Plan chapters will be updated. There will be a statement about what decision was made by the FAA.

Tony requested that when the final document is posted on the website, PAC members be notified where the significant changes are so they don't have to go through it page by page.

Jim asked whether the last time Master Plan update was adopted in the Marion County Comprehensive Plan. He said that we need to do it right this time and we need to answer questions about the impacts to roads and land use. He asked what the next step is for getting the plan adopted in the Marion County Comprehensive Plan. Nick replied that the County must agree to change the Comprehensive Plan, but it takes funds to do it because it's an extensive process. He said that doesn't mean you can't implement it, but the land use portions need to be brought on board. He added that the Master Plan does have land use impacts that need to be addressed. Patti said that the Comprehensive Plan adoption is another formal process with additional opportunity for public input, but we will have something to work from that will be presented and requested to be adopted. She added that doesn't eliminate anyone from coming forward and sharing any concerns that they might have. Jim said he really wants to make sure it gets adopted as part of the Comprehensive Plan because that could help developers as well as create a greater understanding of the Master Plan. He said that we should make sure we are able to produce a profit and make some money for the community.

Rainse thanked everyone on the PAC and the hard work they've done and thanked the public for coming out and asking questions.

Jim thanked Rainse and the consultant team for the work they've done.

Mitch thanked WHPacific, ODA staff and those that aren't here and have since moved on. He also thanked the PAC for spending their time studying the issues and making comments. He thanked the

public for their time and participation. He also stated the PAC and public comments had influenced and changed the course of the Master Planning process.

Meeting adjourned at approximately 6:45 p.m.

Oregon
Kate Brown, Governor

Oregon Department of Aviation
3040 25th Street SE
Salem, OR 97302-1125
Office: 503-378-4880
Fax: 503-373-1688

April 24, 2019

Jeffrey Kleinman
Attorney at Law
1207 SW Sixth Avenue
Portland, OR

Re: your January 28, 2019 Letter

Dear Mr. Kleinman:

I apologize for the delay in responding to your January 28th letter. I became Director on February 4th, 2019, and delayed responding to your letter until I could better understand the history and issues related to the Aurora Airport. I understand that our Assistant Attorney General, Lucinda Jackson, has been in contact with you regarding your public records request, and that you have submitted a revised scope of what documents you would like to receive.

The following are answers to the questions in your January 28th letter:

1) Has a draft master plan been submitted to the State Aviation Board for adoption?

No. The last Aurora Airport Master Plan was completed in December 2012 but it has not been submitted to the board for adoption.

2) Has the Board in fact adopted or approved a master plan for Aurora Airport? If so, when?

When the 1976-1995 Aurora Airport Master Plan was developed, there was no independent department of aviation in Oregon. Instead, the plan was prepared by the Aeronautics Division of the Oregon Department of Transportation and was subject to approval requirements of the Oregon Transportation Commission. The Aeronautics Division became the Oregon Department of Aviation in 1999. ORS 835.100. The State Aviation Board was also created at that time. ORS 835.102. The board has not yet adopted a master plan for Aurora.

3) If no master plan has been submitted to the Board, what is its current status?

The board adopted ODA's State Agency Coordination (SAC) program in 2017. This has been sent to the Department of Land Conservation and Development for review and certification by the Land Conservation and Development Commission. Adoption of the 2012 Aurora State Master Plan is on hold until this process is complete.

4) What is the status of the Department's state agency coordination efforts with respect to the master plan? Have these been carried out? If not, how and when will they be carried out and completed?

See the answer to #3.

5) What citizen involvement efforts have been undertaken with respect to the master plan? What further citizen involvement efforts are planned or being planned?

When the 2012 Aurora Airport Master Plan was prepared, ODA established a Planning Advisory Committee (PAC), representing Airport users and neighbors, which participated in the planning process. In addition to six PAC meetings, public involvement in the master plan update included a website that disseminated information and gathered comments and questions, and ODA held five open houses for the general public.

Once ODA's SAC program is certified, ODA will comply with any applicable requirements in the SAC program when adopting the airport master plan.

I hope this answers your questions. If not, please feel free to continue to contact Lucinda Jackson for further information as well as for the public records request. Thanks again for your patience as I learn the history and issues surrounding the Aurora Airport.

Sincerely,

Betty Stansbury, AAE
Director

Oregon
Kate Brown, Governor

Oregon Department of Aviation
3040 25th Street SE
Salem, OR 97302-1125
Office: 503-378-4880
Fax: 503-373-1688

August 21, 2019

Jeffrey Kleinman
Attorney at Law
1207 SW Sixth Avenue
Portland, OR 97204

Re: Aurora State Airport Master Plan

Dear Mr. Kleinman:

We have completed a review of our historical file on the 2012 Aurora State Airport Master Plan Update (Master Plan) and found some discrepancies in the information I previously provided you in my April 24, 2019, letter. Please consider this letter a clarification and correction of that information.

In your first two questions, you asked if the Master Plan had been submitted to the Oregon Aviation Board (OAB) and whether the OAB had adopted the Master Plan. The Master Plan was submitted to the OAB at several of its meetings in 2011. On October 27, 2011, the OAB approved the Master Plan for submittal to the Federal Aviation Administration. Subsequent to this, the FAA approved the Airport Layout Plan (ALP) on October 12, 2012. The Master Plan was revised to incorporate changes suggested by the FAA and the ALP. It was printed in final form December 2012.

You also asked what the status of the Department's (ODA) state agency coordination (SAC) efforts were with respect to the master plan. ODA is currently in the process of gathering information on the compatibility of the Master Plan with applicable land use plans and statewide planning goals. ODA will present findings of compatibility to the OAB at its October 31, 2019, meeting. Since this meeting is being held in Sunriver, ODA has chosen to hold a meeting in Salem to receive comment from the public. This meeting is on September 24 from 3:00-5:00 p.m. I have enclosed a copy of the notice.

Sincerely,

Betty Stansbury, AAE
Director

Oregon Department of Aviation's mission is to provide infrastructure, financial resources, and expertise to ensure a safe and efficient air transportation system

RECEIVED
AUG 26 2019
JEFFREY L. KLEINMAN
ATTORNEY AT LAW

NOTICE OF PUBLIC MEETING
Aurora State Airport Master Plan

The Oregon Department of Aviation (ODA) is in the process of gathering information on the compatibility of the Federal Aviation Administration approved 2012 Aurora State Airport Master Plan Update with applicable land use plans and statewide planning goals. The Department will prepare findings of compatibility and present the Master Plan and these findings to the Oregon Aviation Board on October 31, 2019, for adoption. This meeting will be held in Sunriver.

To provide opportunity for public input on this, the Department will hold a public meeting on September 24, 2019, from 3-5pm at the Salem Airport – Terminal Building: 2990 25th St SE, Salem, OR 97302. The Department will only consider comments on the issue of compatibility with applicable land use plans and statewide land use goals. Each person, who wishes to speak, will be limited to 2 minutes. The Department strongly encourages that comments also be submitted in writing.

All members of the public, Department of Land Conservation and Development, affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of the Master Plan are invited to participate.

Copies of the 2012 Aurora State Airport Master Plan Update are available for public review at the Oregon Department of Aviation, 3040 25th St SE, Salem OR 97302; North Marion Community Library, 21553 Liberty St NE, Aurora, OR 97002; online at the Department's website: Oregon.gov/aviation.

Aviation Board Meeting

The Aviation Board is scheduled to hold a public hearing and consider adoption of the Master Plan at the October 31, 2019 Oregon Aviation Board meeting to be held at the Sunriver Resort – Abbot Room, 17600 Center Drive, Sunriver, OR 97707. The meeting is scheduled to start at 10 am. Last day for public comments will be: **October 4, 2019**. Comments received after this date may be considered and will be given to the Board prior to the meeting as part of the public record. Please submit 15 copies if comments are submitted in person on the date of the hearing.

Written comments can be emailed to the Department prior to the October 4, 2019 deadline. Email: aurora@aviation.state.or.us or via USPS: Oregon Dept. of Aviation, ATTN: Aurora Master Plan, 3040 25th St SE, Salem, OR 97302

For additional information, please see Department Website:

Website: Oregon.gov/aviation
503-378-4880 – phone
503-373-1688 – fax
Email: aurora@aviation.state.or.us

Accessible Meeting Information

This meeting location is accessible. Special accommodations are available upon advance request. Please contact Mary Buell at 503-378-2217 or Mary.Buell@aviation.state.or.us) at least 48 hours prior to the event to discuss specific needs.

Marion County
OREGON

PUBLIC WORKS

(503) 588-5036

BOARD OF COMMISSIONERS
Kevin Cameron
Sam Brentano
Colm Willis

DIRECTOR
Brian Nicholas, P.E.

ADMINISTRATION

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ENGINEERING

ENVIRONMENTAL SERVICES

OPERATIONS

PARKS

PLANNING

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COPY

September 27, 2019

Betty Stansbury, Director
Oregon Department of Aviation
3040 25th Street SE
Salem, OR 97302

Re: 2012 Aurora State Airport Master Plan

Dear Ms. Stansbury:

This letter is in response to the Oregon Department of Aviation's (ODA) request that Marion County review the 2012 Aurora State Airport Master Plan Update (December 2012) to determine its consistency with the Marion County Comprehensive Plan.

Staff participated in a review of the master plan during its development in 2011. In 2013, the Marion County Board of Commissioners adopted a resolution acknowledging and supporting the master plan (attached). As was pointed out in the resolution, ODA was advised to apply for land use permits for uses and projects listed in the Capital Improvement Plan (CIP) of the 2012 Aurora State Airport Master Plan Update at such times as ODA was ready to proceed with those uses and projects.

ODA would be able to apply for conditional use approval consistent with the existing Public zoning applied to the property for the capital improvement uses and projects listed in the airport plan. This would be consistent with the property's zoning which implements the county's comprehensive plan.

Additionally, the capital improvement projects in the 2012 Aurora State Airport Master Plan Update appear generally consistent with the 1976 Aurora State Airport Master Plan, which was adopted by the county and was incorporated into the county comprehensive plan as a component of the comprehensive plan's background and inventory in 1982.

Sincerely,

Joe Fennimore
Planning Director

attachment

BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON

In the matter of acknowledging and supporting the 2012 update to the Aurora State Airport Master Plan)

RESOLUTION NO. 13R-13

WHEREAS, Oregon Revised Statutes 197.173 recognizes the importance of coordination between state agencies and local governments on land use regulations and local permitting procedures; and

WHEREAS, Oregon Revised Statutes 195.025 gives the county coordination responsibility of all planning activities affecting land uses within the county to assure an integrated comprehensive plan for the entire area of the county; and

WHEREAS, Oregon Administrative Rule 660-013-0030 encourages the coordination of state airport plans with local government land use regulations; and

WHEREAS, the Oregon Department of Aviation requested that Marion County acknowledge and support the 2012 update to the Aurora State Airport Master Plan; and

WHEREAS, the Aurora State Airport and surrounding airport related uses constitute a unique and significant economic asset of Marion County and are an important component in general aviation travel in the State of Oregon; and

WHEREAS, the Aurora State Airport and surrounding airport related uses have the potential to impact non-airport properties and uses in the area; now therefore,

BE IT RESOLVED that the Marion County Board of Commissioners acknowledges and supports the 2012 update to the Aurora State Airport Master Plan; and

BE IT FURTHER RESOLVED that the Oregon Department of Aviation is advised to apply for land use permits for uses and projects listed in the Capital Improvement Plan of the 2012 Aurora State Airport Master Plan at such times as the Department is ready to proceed with those uses and projects.

DATED this 8th day of May 2013.

MARION COUNTY BOARD OF COMMISSIONERS

Chair

Commissioner

Commissioner

Public Notice: Notice of Public Meeting, Aurora State Airport Master Plan

Oregon Department of Aviation sent this bulletin at 08/21/2019 01:15 PM PDT

The Oregon Department of Aviation (ODA) is in the process of gathering information on the compatibility of the Federal Aviation Administration approved 2012 Aurora State Airport Master Plan Update with applicable land use plans and statewide planning goals. The Department will prepare findings of compatibility and present the Master Plan and these findings to the Oregon Aviation Board on October 31, 2019, for adoption. This meeting will be held in Sunriver.

To provide opportunity for public input on this, the Department will hold a public meeting on September 24, 2019, from 3-5pm at the Salem Airport – Terminal Building: 2990 25th St SE, Salem, OR 97302. The Department will only consider comments on the issue of compatibility with applicable land use plans and statewide land use goals. Each person, who wishes to speak, will be limited to 2 minutes. The Department strongly encourages that comments also be submitted in writing.

All members of the public, Department of Land Conservation and Development, affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of the Master Plan are invited to participate.

Copies of the 2012 Aurora State Airport Master Plan Update are available for public review at the Oregon Department of Aviation, 3040 25th St SE, Salem OR 97302; North Marion Community Library, 21553 Liberty St NE, Aurora, OR 97002; online at the Department's website: www.oregon.gov/aviation/Airports/Pages/AIRPORTS/UAO.aspx.

Aviation Board Meeting
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Accessible Meeting Information
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Oregon
Kate Brown, Governor

OREGON DEPARTMENT OF AVIATION

AVIATION BOARD MEETING AGENDA

DATE	October 30-31, 2019
LOCATION	Sunriver Resort The Abbot Room (Main Lodge) 1700 Center Drive Sunriver, OR 97707
DIAL IN	(888) 251-2909 - Access Code: 5634428 (please mute your phone)
TIME	October 30, 2019 at 8:00 AM to 2:30 PM, Airport Tour at 3:00 PM October 31, 2019 at 10:00 AM to 2:00 PM
PRESENTING AGENDA	Board Chair, Martha Meeker and Director of Aviation, Betty Stansbury

BOARD INFORMATION & ACTION ITEMS*

#	TYPE	START	END	ITEM	LEAD(S)
Wednesday, October 30, 2019					
1	Info	08:00 AM	08:05 AM	Call to order & Introductions	Meeker
2	**Action**	**08:05 AM**	**08:10 AM**	**Approve Consent Agenda** ▪ August 1, 2019 Board Meeting Minutes ▪ Next AVB Meetings – December 5, 2019 in Corvallis, OR	**Meeker**
3	**Action**	**08:10 AM**	**08:15 AM**	**Approve ARC Member(s)**	**Peck**
4	Info	08:15 AM	08:30 AM	Public Comments *Limited to 2 minutes per speaker*	Meeker
5	Info	08:30 AM	09:00 AM	Director's Update	Stansbury
6	Info	09:00 AM	09:20 AM	Administration & Finance Update	Forest
7	Info	09:20 AM	10:00 AM	Planning & Programs Update ▪ Rulemaking	Peck
8		10:00 AM	10:10 AM	Break	

9	Info	10:10 AM	11:10 AM	Legislative Concepts: ▪ Elimination of the Sunset Provision ▪ Fuel Tax Revenue Limitations ▪ Drone Ports	Stansbury
10	Info	11:10 PM	12:10 PM	Agency Benchmarking	Stansbury
11		12:10 PM	12:20 PM	Break	
13	Info	12:20 PM	01:20 PM	Working Lunch + Board Training: Overview of responsibilities, records and rulemaking	Bertoni
14	Info	01:20 PM	02:20 PM	Preview of Upcoming Rulemaking	Stansbury/ Bertoni
15	**Action**	**02:20 PM**	**02:30 PM**	**Approve Delegation Order**	**Peck**
16		02:30 PM		Adjourn	
17	Activity	03:00 PM	05:00 PM	Airport Tour	
Thursday, October 31, 2019					
18	Info	10:00 AM	10:05 AM	Call to order & Introductions	Meeker
19	Info	10:05 AM	10:20 AM	Public Hearing on the Aurora Master Plan, Airport Layout, Findings of Compatibility, and Findings of Compliance	Meeker
20	**Action**	**10:20 AM**	**02:00 PM**	**Adopt the Aurora Master Plan, Airport Layout, Findings of Compatibility, and Findings of Compliance:**	**Peck**
21		02:00 PM		Adjourn	

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*Agenda may include additional or unscheduled item

Oregon
Kate Brown, Governor

OREGON DEPARTMENT OF AVIATION

AVIATION BOARD MEETING AGENDA

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19	Info	10:05 AM	10:20 AM	Staff Presentation on Findings of Compatibility and Compliance in Support of ODA's State Agency Coordination Program for Aurora State Airport Master Plan Update	Peck
20	Info	10:20 AM	1:45 PM	Public Hearing on the Adopt Findings of Compatibility and Compliance in Support of ODA's State Agency Coordination Program for Aurora State Airport Master Plan Update	Meeker
21	**Action**	**1:45 PM or at the end of public testimony if earlier**	**2:00 PM**	**Adopt Findings of Compatibility and Compliance in Support of ODA's State Agency Coordination Program for Aurora State Airport Master Plan Update**	**Peck**
22		02:00 PM		Adjourn	

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RECEIVED
AUG 26 2019
JEFFREY L. KLEINMAN
ATTORNEY AT LAW

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For additional information, please see Department Website:

Website: Oregon.gov/aviation
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City of Wilsonville

Comprehensive Plan

WILSONVILLE
OREGON

October 2018

Updated June 2019

CITY OF WILSONVILLE

COMPREHENSIVE PLAN

Table of Contents

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The Wilsonville Comprehensive Plan was revised in entirety and adopted by City Council Ordinance No. 517 on October 16, 2000. It has been amended since then by the ordinances below. These ordinances have been incorporated into the December 2016 Comprehensive Plan.

Ordinance #	Description	Adoption Date
835	Town Center Plan	6/5/19
834	Comp. Plan and Map Amendments related to Basalt Creek Concept Plan	4/15/19
825	Accessory Dwelling Units and Other Housing	10/15/18
810	Old Town Development code	11/20/17
806	Frog Pond Master Plan Adoption	7/17/17
Res. 2536	Memorial Park Master Plan	5/2015
742	Wilsonville Residential Land Study	5/19/14
718	2013 Transportation System Plan (Replaces prior Transportation Systems Plan)	9/6/12
707	Water System Master Plan (*Replaces all prior Water System Master Plans)*	9/6/12
700	Stormwater Master Plan (*Repeals Ordinance No. 515)*	2/23/12
676	Accessory Dwelling Units	3/3/10
671	Transportation-related amendments	11/16/09
653	Transit Master Plan	7/7/08
638	Statewide Planning Goal 9: Economic Opportunities Analysis	12/3/07
637	Coffee Creek 1 Master Plan *(Repeals Area H)*	10/15/07
625	Parks and Recreation Master Plan	9/17/07
623	Bicycle and Pedestrian Master Plan	12/20/06
609	Villebois Village Master Plan Amendments	5/15/06
610	Public Works Standards	5/1/06
594	Villebois Village Master Plan Amendments	12/3/05
574	Reduction of Allowable Commercial Uses in Industrially-Zoned Land	11/1/04
571	Wastewater Facility Plan	8/30/04
566	Villebois Village Master Plan Amendment	6/21/04
556	Villebois Village Master Plan (adoption of)	8/18/03
552	Transportation Systems Plan	6/2/03
555	Villebois Village Concept Plan - Comprehensive Plan Map amendment	6/2/03
554	Villebois Village Concept Plan text amendment	6/2/03
553	Villebois Village Concept Plan (adoption of)	6/2/03
549	Metro Title 5 Compliance	10/21/02
531	Water System Master Plan *(Replaced by Ordinance No. 707, adopted 9/6/12)*	1/24/02
530	Wastewater Collection System Master Plan	7/17/01
515	Stormwater Master Plan (*Repealed by Ordinance No. 700, adopted 2/23/12)*	6/7/01
516	Natural Resources Plan	6/7/01

INTRODUCTION

BRIEF HISTORY

Wilsonville is located within the traditional territory of the Kalapuyan people who occupied nearly all of the Willamette River watershed above the Falls (at Oregon City). The Tualatin Kalapuyans occupied the north bank of the Willamette and all of the Tualatin River watershed. The Santiam Kalapuyans occupied the south bank of the Willamette (including what is now the Charbonneau District of Wilsonville).

The opening of overland and sea routes to Oregon brought Old World diseases which repeatedly devastated Kalapuyan populations in a series of epidemics that ranged from smallpox to malaria in the late 18th and early 19th centuries. After that, the expansion of white and multi-racial immigration restricted Kalapuyan land management and undermined the native economy. Following treaties in the 1850s, the remnants of both the Santiam and Tualatin Kalapuyans were moved to the Grand Ronde Reservation.

Early settlement of the Wilsonville area by people other than the indigenous Native Americans dates back to the early 1800s. In addition to scattered farms, the early settlement began providing needed support services for travelers using a ferry crossing the Willamette River. The ferry was operated by Alphonse Boone, a relative of Daniel Boone, and provided access to the southern Willamette Valley from the Portland area. The town was named after early postmaster Charles Wilson. In 1908 the railroad came to the area, creating a transportation link that still continues today. Electricity, natural gas lines, telephone service, automobiles, paved roads and eventually the I-5 Interstate freeway came to Wilsonville, inducing more growth. The freeway brought Wilsonville to within a 20-minute drive to Portland, and a 30-minute drive to Salem. With the completion of I-205, connecting with I-5 just north of Wilsonville, the area's advantageous position for interstate trucking and commerce was substantially enhanced. Freeway and rail access and an abundance of open land have made Wilsonville a desirable place for commercial and industrial development. The peaceful, rural setting also provided a pleasant atmosphere for residential development. As a result, Wilsonville has been one of the fastest growing cities in the state and has one of the highest ratios of jobs to housing.

HISTORY OF LOCAL PLANNING EFFORTS

The creation of the Interstate-5 freeway in the late 1950s, followed by the first sections of I-205 in the 1960s, increased the pressure for development within this area. In a move to increase local control, the local residents voted to incorporate. On January 1, 1969, Wilsonville became a City.

It should be noted that the term "City," as used in this document, refers to the land where the City of Wilsonville is located, the collective citizenry of the community, and the political entity providing governance of the community – subject to the City Charter.

Almost immediately after incorporation, the newly-formed City began work on a General Plan that was intended to help the City preserve the natural qualities of the area, while also ensuring efficient land use as development occurred.

Wilsonville's General Plan, completed in 1971, was adequate for its time. However, changes in economic and social circumstances, as well as adoption of new state planning legislation, soon outdated the General Plan. Requirements for land use plans in Oregon changed substantially with the adoption of new state legislation (Senate Bill 100) in 1973. In 1975, a new Comprehensive Plan Map was adopted which included an urban growth boundary as required by LCDC. Subsequent Comprehensive Plan amendments were adopted on July 7, 1980, by Resolution No. 144; on May 3, 1982, by Ordinance No. 209; and on November 7, 1988, by Ordinance No. 318. The last two of those major amendments were the result of periodic review processes.

The adoption of SB 100 established the Land Conservation and Development Commission (L.C.D.C.) and empowered the Commission to adopt Statewide Planning Goals. All cities and counties in Oregon were required to adopt Comprehensive Plans and implementing ordinances in conformance with the Statewide Planning Goals and to coordinate their Plans with affected units of government and special districts under the State Legislation. Since that time, Comprehensive Plans have become the dominant legal documents directing land use and development within local jurisdictions. The requirement to conform to the Statewide Planning Goals has also made local Plans more comprehensive in content. Plans must also be supported by adequate documentation and analysis of alternatives, impacts, etc., and must be legislatively adopted by the City. Wilsonville's Comprehensive Plan and implementing ordinances must also be coordinated with the plans of both Washington and Clackamas Counties. In the Portland area, local plans and ordinances must also be reviewed by the Metropolitan Service District (Metro) for compliance with regional plans and policies.

The Metro Charter, approved by two-thirds of the region's voters in November 1992, established growth management as Metro's primary task and gave Metro's elected Council broad powers affecting city and county planning programs throughout the region.

Wilsonville's planning programs are required to support Metro's 2040 Regional Framework Plan, and any Functional Plans that are formally adopted by the Metro Council. Such Metro plans are intended to direct the region's urban growth and development.

With the adoption of Metro's 2040 Plan, Wilsonville joined other cities and counties as an active participant in a regional planning effort. This is particularly important to Wilsonville because Metro's decisions on the regional UGB will have a direct effect on land supply and housing demands in this area.

Wilsonville's history of growth is partly the result of its physical location, its position in the regional economy, and its relationship to the interstate freeway system. Wilsonville continues its cooperative and participatory approach to growth management in order to preserve the local quality of life as additional people move into the urban area. Also, as a participant in regional planning efforts, Wilsonville must deal with the issues accompanying growth - traffic congestion,

loss of open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality, demands on infrastructure such as transportation systems, schools, water and sewer treatment plants, and vulnerability to natural hazards - within a common framework. A planning program that recognizes each of these issues and provides a means of balancing and equitably resolving the conflicts between competing interests enhances the community's ability to manage urban growth successfully and creates the opportunity for a livable future.

In addition to meeting Metro requirements, Wilsonville's Comprehensive Plan must be reviewed by LCDC for compliance with the Statewide Planning Goals. All local land use decisions must be made in conformance with the provisions and policies of the City's Comprehensive Plan.

The Comprehensive Plan is an official statement of the goals, policies, implementation measures, and physical plan for the development of the City. The Plan documents the City's approach to the allocation of available resources for meeting current and anticipated future needs. In doing so, it records current thinking regarding economic and social conditions. Because these conditions change over time, the Plan must be directive, but flexible, and must also be periodically reviewed and revised to consider changes in circumstances.

Periodic Review is a State-mandated process through which a local government reviews its Comprehensive Plan and land use regulations to ensure continued compliance with the Statewide Planning Goals and other legal requirements.

The current amendments to the Comprehensive Plan are a result of the Periodic Review process that was initiated in 1996. In the years since the previous major update of the Comprehensive Plan, Wilsonville has experienced significant increases in both population and employment. The Comprehensive Plan has been updated so that the City's actions will be based on recent trends and future projections.

Wilsonville's Comprehensive Plan has been re-evaluated, updated, and in some places re-written, to produce a more user-friendly, current document that will guide the City's growth and development for some years into the future.

Comprehensive Plan Land Use Map

The Land Use Map of the Comprehensive Plan shows land designated for Public, Industrial, Town Center, Commercial, and Residential use.
[Section amended per Ordinance No. 835, 05/06/2019]

The residential designations include planned density ranges which have been changed to reflect Metro's requirement that minimum densities be at least 80% of maximums. In order to meet that requirement, the lower end of the planned density range has been increased and the higher end left unchanged. For example, properties that were previously designated for residential development at 7 to 12 units/acre are now planned for 10 to 12 units/acre. Most of the residential development that has occurred in Wilsonville has been at densities within 80% of the maximum, so this change is not expected to significantly alter the patterns of housing development that have already been established.

The City historically protected natural resources through the Primary Open Space (POS) and Secondary Open Space (SOS) designations in the Comprehensive Plan and Comprehensive Plan Land Use Map. Primary Open Space was a protected resource category that did not allow any development, and Secondary Open Space, which served as a buffer to Primary Open Space, allowed limited development through a Conditional Use permit review process.

In order to comply with the requirements of Statewide Planning Goal 5-Natural Resources, Title 3 of Metro's Urban Growth Management Functional Plan and the Endangered Species Act (ESA) related to the listing of salmonids in the Willamette River as threatened, the City has completed a public process and has created a Significant Resource Overlay Zone. This overlay zone and implementing ordinance replaces the POS/SOS designations in the Comprehensive Plan and on the Comprehensive Plan Land Use Map.

Additional to the Land Use Map, the Plan includes the following text:

1. Separate sections as follows:
   A. Citizen Involvement;
   B. Urban Growth Management;
   C. Public Facilities and Services; and
   D. Land Use and Development.

2. Each section includes background information and a listing of the Goals, Policies, and Implementation Measures which describe the desired form, nature and rate of City development. Goals state what the community intends to achieve through the implementation of the Comprehensive Plan. Policies are clearly stated commitments from the City Council that are intended to help achieve the stated Goals. Implementation Measures describe the actions that the City will take in support of the Policies. None of these things are intended to be merely guidelines. Policy statements address the entire range of topics included in the Statewide Planning Goals. Also included are references to the Metro 2040 Plan, as well as the Framework and Functional Plans that apply to Wilsonville's planning program.

3. A land use map shows what kind of use is planned for each piece of land, and how these uses are related to adjacent uses. Uses include residential, public, commercial, and industrial activities. For residential areas, the map shows anticipated densities. Public uses include streets, parks, schools, fire stations, public water and sewer facilities and other City buildings.

4. The City uses a two-map system for land use planning (the Land Use Map of the Comprehensive Plan and the Zoning Map). Those researching the potential uses of land should see both maps and read the applicable portions of the City's Development Code, as well as the text of the Comprehensive Plan.

Supporting Documents:

All of the following documents, including amendments that may subsequently be made, should be considered to be supportive of the contents of the Comprehensive Plan. However, only those documents that have been specifically adopted by the City Council as part of this Comprehensive Plan, or implementing this Plan, shall have the force and effect of the Plan.
[Section amended per Ordinance No. 835, 05/06/2019]

- Capital Improvements Plan Summary Findings and Recommendations (on-going),
- Development Code (Chapter 4 of the Wilsonville Code) and other implementing City ordinances.
- Federal Emergency Management Agency Floodway and Flood Ins. Rate Maps (2008)
- Frog Pond Area Plan (2015)
- Frog Pond West Master Plan (2017)
- City of Wilsonville Town Center Plan (2019)
- Guidelines for a Water Wise Landscape (1998)
- Master Public Facilities and Capital Improvements Plan (on-going).
- Memorial Park Trails Plan (2004)
- Metro's Region 2040 program (1995), Regional Framework Plan (1997), Urban Growth Management Functional Plan (1997) and subsequent titles (chapters), Regional Transportation Plan (RTP) and supporting documents (including the Regional Housing Needs Analysis, 1997).
- Metro's Title 13 (Nature in Neighborhoods) compliance (with Metro's Urban Growth Management Functional Plan)
- Physical Inventory – The Natural Environment Research/Analysis (1979)
- Public Works Standards (2014)
- Statewide Planning Goal 9: Economic Opportunities Analysis (2007)
- Statewide Planning Goals and Guidelines, as amended. Please see the end of this Introduction section for a list of the Statewide Planning Goals.
- Street Tree Study (1998)
- Urban Renewal Plans
- Villebois Village Concept Plan (2003)
- Villebois Village Master Plan (2006)
- Wastewater Collection System Master Plan (2001)
- Wastewater Facility Plan (2004)
- Water Moratorium and Public Facility Strategy Information (1998 – 2000)
- Water Supply Study Report (1997)

- Water System Master Plan (2012)
- West Side Master Plan (1996)
- Wilsonville Residential Land Study (2014)

PROCEDURES

How to Use the Plan

The purpose of this Plan is to guide the physical development of the City. Following this introduction, the text of the Plan is presented in four major sections that provide a framework for land use decisions. The four sections are:
[Section amended per Ordinance No. 835, 05/06/2019]

A. Citizen Involvement – this section describes the City's on-going citizen involvement program.

B. Urbanization – this section defines where and when urban level development will be permitted and recognizes Metro's authority relative to the regional urban growth boundary.

C. Public Facilities and Services – this section determines what facilities and services must be available to support urban development, and therefore, further defines when development can occur.

D. Land Use and Development – this section determines future zoning and how a parcel of land may be developed. It provides basic standards for residential, public, town center, commercial, and industrial uses and establishes general planning districts for each of these types of uses. The planning districts are visually represented on a land use map.

This Plan consists of general background and explanatory text, City of Wilsonville Goals, Policies, Implementation Measures, and a Plan Map. When any ambiguity or conflict appears to exist, Goals shall take precedence over Policies, Implementation Measures, text and Map; Policies shall take precedence over text, Implementation Measures, and Map. The land use map is only a visual illustration of the intent of the Plan. Therefore, the lines separating uses on the map are not rigid and inflexible. The lines for residential districts do, however, provide a basis for computing permitted densities or total number of allowable units, or zoning densities within a given development.

The Planning Commission, Development Review Board, and Planning Director are authorized to interpret the standards and requirements of either the text or maps of the Comprehensive Plan. The City Council shall have final authority for the interpretation of the text and/or map when such matters come before the Council for consideration.

Plan Amendments

This Plan has been designed to provide some flexibility in interpretation in an effort to be market-responsive and to minimize the need for Plan amendments. However, since it is impossible and impractical to allow for all possible combinations of land development proposals, it is probable that occasional Plan amendments will be necessary. In addition, economic and social conditions change over time, as do land use laws. Therefore, Plans must be periodically reviewed to consider changed circumstances. As noted above, periodic review of local Plans is also required by state law.

The Planning Commission, Development Review Board, and City Council all provide the public with opportunities to comment on non-agenda items at each regularly scheduled public meeting. Any interested person has the opportunity to suggest changes to the Comprehensive Plan that those decision-making bodies may wish to consider. The Commission, DRB, or Council may initiate a Plan amendment, by motion, as prescribed in #1, below.

1. Who May Initiate Plan Amendments? An amendment to the adopted Plan may be initiated by:

    a. The City Council
    b. The Planning Commission (for legislative amendments) or Development Review Board (for quasi-judicial amendments); or
    c. Application of the property owner(s) or contract purchaser(s) affected or their authorized agents, as specified in #2, below.

2. Application for Plan Amendments:

    An application for an amendment to the Plan maps or text shall be made on forms provided by the City. The application, except when initiated by the City Council, DRB, or Planning Commission, as noted in #1, above, shall be accompanied by a Plan Amendment Fee.

3. The Consideration of Plan Amendments:

    a. Amendments to the maps or text of the Comprehensive Plan shall only be considered by the City Council after receiving findings and recommendations from the Planning Commission (legislative) or Development Review Board (quasi-judicial) at their regular or special meetings, except as specifically noted in Section 4.198 of the Development Code. [This section was amended by Ordinance #812, 2/5/2018]

    b. Amendments must be initiated as provided in this section, sufficiently in advance of the first evidentiary hearing on the proposal to allow adequate time for providing public notice and preparing a staff report on the proposal. The first evidentiary hearing is usually the first public hearing held by the Planning Commission or Development Review Board on the proposal.

    c. This Plan, and each of its elements, is always open for amendments that consider compliance with the Statewide Planning Goals and Plans of Metro. Amendment

and revision for compliance with the above regional Goals, Objectives, and Plans shall be consistent with any re-opening of local Plans as approved by the Land Conservation and Development Commission (LCDC).

This provision is not to be construed as waiving any legal rights which the City may have to challenge the legality of a regional Goal, Objective or Plan provision.

d. The Planning Commission or City Council may conduct a public hearing at any time to consider an amendment to the Plan text or Plan map when the Commission or Council finds that the consideration of such amendments are necessary to comply with the rules, regulations, goals, guidelines or other legal actions of any governmental agency having jurisdiction over matters contained in said text or Plan map.

4. Standards for approval of Plan Amendments.

In order to grant a Plan amendment, the City Council shall, after considering the recommendation of the Development Review Board (quasi-judicial) or Planning Commission (legislative), find that:

a. The proposed amendment is in conformance with those portions of the Plan that are not being considered for amendment.

b. The granting of the amendment is in the public interest.

c. The public interest is best served by granting the amendment at this time.

d. The following factors have been adequately addressed in the proposed amendment:
   - the suitability of the various areas for particular land uses and improvements;
   - the land uses and improvements in the area;
   - trends in land improvement;
   - density of development;
   - property values;
   - the needs of economic enterprises in the future development of the area;
   - transportation access;
   - natural resources; and
   - the public need for healthful, safe and aesthetic surroundings and conditions.

e. Proposed changes or amendments to the Comprehensive Plan do not result in conflicts with applicable Metro requirements.

5. Public Notice Requirements.

a. Notice of public hearings before the Development Review Board, Planning Commission, and City Council concerning proposed Plan amendments shall be

published in a newspaper of general circulation as prescribed by the state. A written notice of proposed amendments shall be posted in at least three conspicuous public places within the City not less than ten (10) days prior to the hearings(s). Written notice of map amendments shall be mailed to owners of property within 250 feet of the properties or property described in the notice at least ten (10) days prior to the date of the hearing(s).

The City of Wilsonville regularly meets and exceeds the typical standards for public notice concerning land use planning matters. This practice will continue, including City-wide notice, in appropriate situations, to all property owners.

b. The public notice shall include the date, time, and place of the public hearing(s); a description of the properties involved in the proposed amendment; and a general statement of the nature of the proposed amendment to be considered by the reviewing body.

c. In the process of amending any Comprehensive Plan provision or implementing ordinance, the City will continue to give notice to Metro as required. At such time as any notice is given to the Director of the Department of Land Conservation and Development pursuant to ORS 197.610 or 197.615, a copy shall be sent to Metro's Executive Officer. In addition to the content of the notice required by ORS 197.610 or 197.615, the notice furnished to Metro shall include an analysis demonstrating that the proposed amendments are consistent with applicable Functional Plans. However, if the analysis demonstrating consistency with Functional Plans is not included in the initial notice, Metro requirements specify that a report containing the analysis shall be delivered to Metro no later than fourteen (14) days before the City conducts a final hearing on the proposed amendment.

Planning/Zoning Procedures

The City is gradually building out, with much less undeveloped property than in the past. Portions of the undeveloped areas are currently served with adequate public facilities for urban level development. Other areas are not adequately served and the service levels vary greatly throughout the City.

Therefore, in order to provide a process to insure orderly development consistent with the availability of adequate public facilities, the provisions of this Plan shall be administered through case-by-case zoning and Site Plan review procedures set forth in the Wilsonville Code. The Development Code clearly defines the standards that must be met to obtain a Zone Change and/or Site Development Permit.

The purpose of the case-by-case review is two-fold. First, the zoning process is intended to serve as an administrative procedure to evaluate the conversion of urbanizable land to urban land consistent with the conversion criteria set forth in the Statewide Planning Goal 14 (Urbanization).

Because the service levels vary throughout the City, the zoning process will allow for a case-by-case analysis of the availability of public facilities and services and to determine specific conditions in terms of phasing of development related to needed facility improvements.

Secondly, not all types of development create equal community impact. Therefore, each development must be evaluated on its own merits and liabilities. For this reason, a case-by-case Site Development Plan review is intended to provide site specific analysis of impacts related to particular development proposals, rather than general use categories such as residential, commercial or industrial.

All land development proposals shall be reviewed for conformity to the Plan and specific standards set forth in implementing Ordinances.

The applicable Statewide Planning Goals, as of March 2000, have been copied in full below to help the reader to understand the City's role in the State's overall planning program.

OREGON'S STATEWIDE PLANNING GOALS

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

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

3. Agricultural Lands: To preserve and maintain agricultural lands.

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.

5. Natural Resources, Scenic and Historic Areas, and Open Spaces: To conserve open space and protect natural and scenic resources.

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

7. Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.

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.

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.

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

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.

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

13. Energy Conservation: To conserve energy.

14. Urbanization: To provide for the orderly and efficient transition from rural to urban land use.

15. Willamette River Greenway: To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

CITIZEN INVOLVEMENT

In one way or another, directly or indirectly, the Comprehensive Plan affects all citizens in the City, whether they own property or not. The Plan allocates land to various residential, public, commercial and industrial uses. It also establishes standards for how and when such lands may be developed for the designated purposes. The Comprehensive Plan is not a document created by one faction and imposed upon another, but rather an ongoing planning process that needs and depends upon input and direction developed by all concerned. For these reasons, citizen involvement is a vital part of the planning process. In fact, under Oregon law, citizen involvement is required. Statewide Planning Goal No. 1 requires each community to adopt, implement, and periodically review a citizen involvement program.

Since its incorporation, including development of the 1971 General Plan; and each subsequent revision of the Comprehensive Plan, as well as routine planning and zoning administration, the City of Wilsonville has encouraged citizen involvement in the decision-making process. For a number of years, Wilsonville Interested Neighbors (WIN) served as the City's official Citizen Advisory Committee. WIN ceased meeting in 1991 and after that a number of different ad hoc committees have been appointed to provide for citizen involvement. The City's Planning Commission has continued to serve as the primary citizen involvement organization throughout that time. Given this history, the City has chosen to recognize the Planning Commission's continuing role in facilitating and encouraging public involvement. This does not preclude the use of other ad hoc or adjunct groups to gain public participation but it does formalize the Planning Commission's responsibilities in advising the City Council about the City's overall citizen involvement program.

Wilsonville's Planning Commission, made up of people with diverse interests in the community, now fulfills the role as the City's official Committee for Citizen Involvement. Unlike most Planning Commissions that have quasi-judicial authority, Wilsonville's Planning Commission deals only with legislative and long-range policy issues. The Planning Commission's quasi-judicial functions were transferred to the Development Review Board in 1997, in order to allow the Commission to focus on advising the City Council on legislative policy issues. The Planning Commission's advisory duties make the Commission especially qualified to fulfill the role as the City's Committee for Citizen Involvement. The Planning Commission frequently conducts work sessions and other informal public meetings that are deliberately intended to encourage an exchange of ideas and opinions without the formality of public hearings. These meetings are intended to "open" the City's planning processes for greater public participation.

The Commission may conduct both work sessions and public hearings in one meeting. For instance, it is fairly typical for the Commission to have a work session or informal public meeting before or after a public hearing. The Commission conducts regularly scheduled meetings each month and frequently schedules additional meetings to deal with a wide range of issues. All Planning Commission meetings are open to the public.

Wilsonville's Planning Commission meets the two principal requirements of Statewide Planning Goal No. 1 to serve as the City's official Committee for Citizen Involvement:

* members are broadly representative of geographic areas and interests related to land use; and

* members are selected through an open, well-publicized public process.

All City residents and interested parties are allowed and encouraged to participate throughout the City's planning processes. Citizens also regularly participate in decision-making or advisory capacities as members of:

Development Review Board
Planning Commission
Parks and Recreation Advisory Board
Library Board
Budget Committee
Other special study task forces

The City has long recognized the importance of citizen involvement and understanding in government decisions. In support of past involvement activities and to guide future citizen involvement, the following goals, policies, and implementation measures are established.

Local planning decisions also affect other public agencies. Therefore, elements of the Plan and the supporting database will continue to be coordinated with numerous other public agencies.

GOAL 1.1 To encourage and provide means for interested parties to be involved in land use planning processes, on individual cases and City-wide programs and policies.

Policy 1.1.1 The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.

Implementation Measure 1.1.1.a Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes. Whenever practical to do so, City staff will provide information for public review while it is still in "draft" form, thereby allowing for community involvement before decisions have been made.

Implementation Measure 1.1.1.b Support the Planning Commission as the City's official Citizens Involvement Organization with regular, open, public meetings in which planning issues and projects of special concern to the City are discussed and resultant recommendations and resolutions are recorded and regularly reported to the City Council, City staff, and local newspapers. The Planning Commission may schedule special public meetings as the Commission deems necessary and appropriate to carry out its responsibilities as the Committee for Citizen Involvement.

Implementation Measure 1.1.1.c Support the Planning Commission as the Committee for Citizen Involvement, which assists City Officials with task forces for gathering information, sponsoring public meetings and/or evaluating proposals on special projects relating to land use and civic issues, when requested by officials or indicated by community need.

Implementation Measure 1.1.1.d Support the Planning Commission as a public Citizens Involvement Organization which assists elected and appointed City Officials in communicating information to the public regarding land use and other community issues. Examples of ways in which the Commission may accomplish this include conducting workshops or special meetings.

Implementation Measure 1.1.1.e Encourage the participation of individuals who meet any of the following criteria:

1. They reside within the City of Wilsonville.
2. They are employers or employees within the City of Wilsonville.
3. They own real property within the City of Wilsonville.
4. They reside or own property within the City's planning area or Urban Growth Boundary adjacent to Wilsonville.

Implementation Measure 1.1.1.f Establish and maintain procedures that will allow any interested parties to supply information.

Implementation Measure 1.1.1.g The Planning Commission will continue to conduct three different kinds of meetings, all of which are open to the public. Whenever feasible and practical, and time allows, the Commission and staff will conduct additional informal meetings to gather public suggestions prior to drafting formal documents for public hearings. The different kinds of meetings conducted by the Commission will include:

1. Public hearings;
2. Work sessions and other meetings during which citizen input is limited in order to assure that the Commission has ample time to complete the work that is pending; and
3. Informal work sessions and other meetings during which the general public is invited to sit with the Commission and play an interactive part in discussions. These sessions are intended to provide an open and informal exchange of ideas among the members of the general public and the Commissioners. Such meetings will happen at least two or three times each year.

Implementation Measure 1.1.1.h In preparing public notices for Planning Commission meetings, the staff will clarify whether the meeting will involve a public hearing and/or a work session.

GOAL 1.2: For Wilsonville to have an interested, informed, and involved citizenry.

Policy 1.2.1 The City of Wilsonville shall provide user-friendly information to assist the public in participating in City planning programs and processes.

Implementation Measure 1.2.1.a Clarify the process of land use planning and policy formulation so citizens understand when and how they can participate.

Implementation Measure 1.2.1.b Using press releases or other means, publicize the ways in which interested parties can participate and the topics which will be considered by public boards.

Implementation Measure 1.2.1.c Establish procedures to allow interested parties reasonable access to information on which public bodies will base their land use planning decisions.

Policy 1.3 The City of Wilsonville shall coordinate with other agencies and organizations involved with Wilsonville's planning programs and policies.

Implementation Measure 1.3.1.a Encourage members of the Wilsonville Chamber of Commerce and other interested organizations to serve on City Boards and Planning Commission.

Implementation Measure 1.3.1.b Where appropriate, the City shall continue to coordinate its planning activities with affected public agencies and private utilities. Draft documents will be distributed to such agencies and utilities and their comments shall be considered and kept on file by the City.

Elements of this Plan and the supporting database have been coordinated with the following agencies:

- Dept. of Land Conservation and Development (DLCD)
- Metropolitan Service District (Metro)
- Tri-Met
- Washington County
- Clackamas County
- Cities of: Tualatin, Sherwood, West Linn, Rivergrove, Canby, Durham, Lake Oswego, Tigard, Aurora, Woodburn, and Newberg.
- Sherwood, Canby, and West Linn-Wilsonville School Districts
- Oregon Department of Environmental Quality
- Oregon Department of Transportation and Parks and Recreation Dept.
- Oregon Department of Economic Development
- Oregon Department of Fish and Wildlife
- Oregon Department of Forestry

- Port of Portland
- U.S. Army Corps of Engineers
- Bonneville Power Administration
- The franchise utilities operating within the City.

URBAN GROWTH MANAGEMENT

Wilsonville is located within the jurisdiction of Metro, and coordinates the management of urban growth in and around Wilsonville with the affected county and regional governments. This section of the Comprehensive Plan recognizes that land around Wilsonville, especially land within the Urban Growth Boundary (UGB), is intended to meet urban growth needs for many years to come. This section is closely tied to the public facilities element to assure the orderly economic provision of urban services. This prioritizes areas for phased urban development, and specifies policies for the conversion of rural land to urban uses.

Wilsonville's rapid growth is clearly demonstrated by the following statistics: of the land within the current City limits, three times as much was developed in 1999 as was the case in 1988; and the City's population increased by nearly 400 percent in the same period. Economic development has grown just as rapidly, yielding an employment base that has grown as rapidly as the population. Figures provided by Metro in 1996 indicated that Wilsonville had more than three jobs for each housing unit within the City.

Based on Metro's (1981) regional growth allocation statistics, Wilsonville's population was projected to grow to 15,600 by the year 2000. In the same time period, the City's economic growth is expected to generate a total of 14,400 jobs. Those projections proved to be surprisingly accurate. In fact, Wilsonville's population in 2000 approached the 15,600 figure, and the number of jobs exceeded the 14,400 figure.

The City has found that uncontrolled rapid growth can seriously impact and overload the available public facilities and services. However, the City recognizes that the Portland metropolitan region continues to grow, and the City has made the commitment to do its fair share to accommodate part of the region's urban growth. Doing its fair share includes expanding the capacity of public facilities and services to keep pace with growth. The City also recognizes that if growth is uncontrolled, the City's current pleasant living and working environment will deteriorate. Therefore, the following provisions have been established as a framework for growth management policies and procedures.

It is a basic premise of this Plan that the purpose of designating land for urban development is to provide for needed housing, employment, and community services. Therefore, while public facilities are used as a controlling factor in growth management, it is not the intent of this Plan to place a priority on the provision of public facilities and services over that of providing for housing and employment. Rather, it is the intent of the Plan to seek a balance of these factors by insuring that a reasonable service level of public facilities is maintained to support urban growth.

The policies and Implementation Measures of this section of the Comprehensive Plan have been established for the management of urban growth in, and adjacent to, the City of Wilsonville.

CITY LIMITS

Wilsonville's City limits establish the boundary of the City's authority and jurisdiction. Only in cases where the City has an intergovernmental agreement (IGA) with one or both of the surrounding counties will the City have jurisdiction over outlying properties.

The City of Wilsonville intends to enter into and maintain such IGAs with both Washington and Clackamas Counties, to allow the City to continue to prepare long-range plans for the properties within Wilsonville's planning area and outside the City limits. Additional authority to zone, provide urban services to, or issue development approvals for, lands outside the City will require separate IGAs. Wilsonville's Planning Commission has strongly encouraged the City staff to enter into these IGAs as soon as possible after the enactment of this Comprehensive Plan.

The City will actively participate in the land use planning decisions of nearby jurisdictions that may have an effect on Wilsonville.

The City limit line is used to clearly indicate the edge of urban development at any given time. It provides for flexibility within the land development market, to assure that there are choices in type, location, and density or intensity of residential, commercial, and industrial development.

While the entire City, other than land that is designated as open space, is planned for immediate growth, the City recognizes that not all areas within the City can be equally served by existing facilities and services. This pattern is likely to continue in the future as the City grows out into previously rural land.

By allowing development to occur anywhere within the City limits, maximum market efficiency is maintained, and a greater variety of development proposals are made possible. The emphasis is then placed on the timing or phasing of actual site development in accordance with the ability to provide services.

Even within the City limits, it is important to place a priority on contiguous development. In so doing, capital improvements can be concentrated from the center portion of the City (near the freeway) outward, thus, providing for maximum efficiency in the street and utility systems.

In spite of the rapid rate of growth and development in Wilsonville since the City's incorporation, there are still portions of the City that lack full urban level services and street improvements. Development master plans and subdivision plats may be approved within these areas, but site development will be restricted to the service level capacities of the existing primary facilities until such time as urban level services are provided, as specified in Section 'C' of the Comprehensive Plan (Public Facilities and Services). The approval of development plans and subdivision plats in such areas with phased development controls will provide specific service demand information which is needed for efficient public facility planning and capital improvements.

URBAN GROWTH BOUNDARIES

Consistent with the Statewide Planning Goals, and statutory mandates, Metro has established, and will periodically expand the urban growth boundary for the region. Upon a demonstration of need, the Metro Council is required to add land to the Urban Growth Boundary to meet projected growth requirements for twenty years.

Once land has been added to the Urban Growth Boundary established by Metro, the City may annex adjacent parts of the UGB into the City limits. This allows for development, subject to the City's review procedures. Only in highly unusual situations would the City annex land outside the regional UGB, and then only after coordination with Metro, the affected county, and any other affected jurisdictions.

At the City's request, Metro has added land to the UGB adjacent to Wilsonville. However, there are still substantial land areas outside the City limits that the City considers to be within its planning area for long-range urban growth. The City does not have the legal authority or responsibility to plan for areas outside the City limits unless that land has been added to the UGB or the City has an approved Urban Growth Management Agreement (i.e., intergovernmental agreement) with the affected county. Given the demand for urban development in Wilsonville, it makes sense for the City to begin planning for outward expansion into those areas and to coordinate such planning with Metro, the counties and the state.

GOAL: 2.1 To allow for urban growth while maintaining community livability, consistent with the economics of development, City administration, and the provision of public facilities and services.

Policy 2.1.1. The City of Wilsonville shall support the development of all land within the City, other than designated open space lands, consistent with the land use designations of the Comprehensive Plan.

Implementation Measure 2.1.1.a. Allow development within the City where zoning has been approved and other requirements of the Comprehensive Plan have been met.

Implementation Measure 2.1.1.b. Allow urbanization to occur to provide adequate housing to accommodate workers who are employed within the City.

Implementation Measure 2.1.1.c. Encourage a balance between residential, industrial, and commercial land use, based on the provisions of this Comprehensive Plan.

Implementation Measure 2.1.1.d. Establish and maintain revenue sources to support the City's policies for urbanization and maintain needed public services and facilities.

Implementation Measure 2.1.1.e. Allow new development to proceed concurrently with the availability of adequate public services and facilities as specified in Public Facilities and Services Section (Section C) of the Comprehensive Plan.

Implementation Measure 2.1.1.f. To insure timely, orderly and efficient use of public facilities and services, while maintaining livability within the community, the City shall establish and maintain growth management policies consistent with the City's regional growth allocation and coordinated with a Capital Improvements Plan.

1. The Planning Commission shall periodically review growth-related data, e.g., the availability of public facilities, scheduled capital improvements, need for housing, commercial development and/or industrial development, etc.; and shall, as determined necessary following a public hearing, make recommendations to the City Council regarding Growth Management Plans.

2. To maximize design quality and conformity to the Comprehensive Plan, the City shall encourage master planning of large land areas. However, as an added growth management tool, the Development Review Board may, as a condition of approval, set an annual phasing schedule coordinated with scheduled Capital Improvements, particularly streets and related transportation facilities.

Implementation Measure 2.1.1.g. To discourage speculative zoning and to provide for maximum responsiveness to new design concepts and a changing market, site plan approvals shall carry an expiration date with substantial progress towards site development required to preserve the approval.

Policy 2.2.1. The City of Wilsonville shall plan for the eventual urbanization of land within the local planning area, beginning with land within the Urban Growth Boundary.

Implementation Measure 2.2.1.a. Allow annexation when it is consistent with future planned public services and when a need is clearly demonstrated for immediate urban growth.

Implementation Measure 2.2.1.b The City of Wilsonville, to the best of its ability based on infrastructure provided at the local, regional, and state levels, shall do its fair share to increase the development capacity of land within the Metro UGB.

1. The City of Wilsonville shall comply with the provisions of the Metro Urban Growth Management Functional Plan, unless an exception to the requirements is granted as provided in that Functional Plan.

2. The City shall comply with the provisions of Metro's Urban Growth Management Functional Plan, as long as that compliance does not violate federal or state law, including Statewide Planning Goals.

3 The City of Wilsonville recognizes that green corridors as described in the 2040 Growth Concept are critical to interurban connectivity. If the City at some future date annexes an area that includes a Metro-designated green corridor, it will be the City's policy to do the following:

   a. Control access to the transportation facility within the green corridor to maintain the function, capacity and level of service of the facility and to enhance safety and minimize development pressures on rural reserve areas; and

b. Provide adequate screening and buffering to adjacent development and limit signage in such a way as to maintain the rural character of the green corridor.

[Implementation Measure 2.2.1.b(3) added per Ordinance 549, October 21, 2002.]

Implementation Measure 2.2.1.c In conjunction with Metro, Washington County, and Clackamas County, the City shall periodically review and recommend revisions to the Urban Growth Boundary containing buildable land of a quality and quantity adequate to meet urban growth needs for twenty years.

Implementation Measure 2.2.1.d The City shall review all proposed UGB and urban reserve amendments in the Wilsonville area for conformance with Wilsonville's Comprehensive Plan.

Implementation Measure 2.2.1.e Changes in the City boundary will require adherence to the annexation procedures prescribed by State law and Metro standards. Amendments to the City limits shall be based on consideration of:

1. Orderly, economic provision of public facilities and services, i.e., primary urban services are available and adequate to serve additional development or improvements are scheduled through the City's approved Capital Improvements Plan.
2. Availability of sufficient land for the various uses to insure choices in the marketplace for a 3 to 5 year period.
3. Statewide Planning Goals.
4. Applicable Metro Plans;
5. Encouragement of development within the City limits before conversion of urbanizable (UGB) areas.
6. Consistency with legislative Master Plans and other applicable provisions of the Comprehensive Plan and Development Code.

Implementation Measure 2.2.1.f Washington and Clackamas Counties have agreed that no new lots shall be created outside the City and within the Urban Growth Boundary that contain less than ten acres. Development of existing lots of record and newly created lots of 10 or more acres shall be limited to single-family dwellings, agricultural activities; accessory uses which are directly related to the primary residential or agricultural use and necessary public and semi-public uses. *(Note that this Implementation Measure may need to be revised after the State has completed pending revisions to Statewide Planning Goal 14.)*

Implementation Measure 2.2.1.g Urban sanitary sewer and water service shall not be extended outside the City limits, with the following exceptions:

1. Where an immediate demonstrable threat to the public health exists, as a direct result of the lack of the service in question;
2. Where a Governmental agency is providing a vital service to the City; or

3. Where it is reasonable to assume that the subject area will be annexed to the City within a reasonable period of time.

Implementation Measure 2.2.1.h To assure consistency between Comprehensive Plans and establish the City's interest in the area, the City shall jointly adopt dual interest area agreements with Washington and Clackamas Counties for comprehensive planning of the land outside the City and within the UGB and the Wilsonville planning area.

PUBLIC FACILITIES AND SERVICES

Public facilities and services include sanitary sewer, water, fire and police protection, libraries, storm drainage, schools, parks and recreation, transportation, solid waste and general governmental administrative services. Semi-public facilities are privately owned and operated, but have general public benefit and may be regulated by government controls. They include a wide range of services from electric utilities to day care.

As a growing City, Wilsonville has learned through experience the importance of community facilities and services that are adequate to serve urban growth. In the late 1990s, the City adopted two Public Facilities Strategies and a City-wide water moratorium on new development approvals. Those actions were due to proposed developments that, if approved, would have exceeded the City's ability to provide concurrent facilities and services.

Wilsonville uses a three-step approach to planning for public facilities. First, general Policies and Implementation Measures are contained in the Comprehensive Plan. Second, individual master plans (e.g., Parks and Recreation Master Plan, Stormwater Master Plan, Transportation Systems Plan, etc.) are prepared and periodically updated to deal with specific facility requirements. Finally, the City annually updates a rolling five-year Capital Improvement Program, based on these master plans, that is used for scheduling and budgeting of improvement projects.

Relying heavily on the formation of Local Improvement Districts (LIDs) and the use of Systems Development Charges (SDCs), Wilsonville typically requires developers to pay for the costs of major facility expansions to serve new development.

As development increases, so does the requirement for improved and greater capacity facilities and services. Providing facilities in response to growth rather than in anticipation of growth is ineffective and causes gaps in service capabilities. In the worst case situations, failure to provide needed facilities and services can result in threats to the public's health or safety. In recognition of this circumstance, the City continues to emphasize the need for providing adequate facilities and services in advance of, or in conjunction with, urban development. However, it also recognizes that not all facilities and services require the same level of service adequacy, simultaneous with development. The Comprehensive Plan, therefore, prioritizes facilities into primary and complimentary categories and establishes specific development policies for each facility or service.

The City's policies for the provision of public facilities and services can be divided into three categories. The first is the City's overall commitment to provide, or coordinate the provision of, facilities and services to meet the community's needs. The second concerns the timing of the provision of facilities and services relative to development (i.e., concurrency issues). The third concerns the costs of providing facilities and services and who is responsible for paying.

This Plan also includes provisions dealing specifically with different types of facilities and services. They are covered in the following order:

Primary facilities and services include: those which significantly impact public health and safety and are directly linked to the land development process, in terms of service capacity, location, and design, or directly affect public health and safety. Therefore, adequate provision must be made for these facilities/services prior to or concurrently with urban level development. These facilities and services include:

Sanitary sewer;
Water service;
Roads and transportation;
Storm drainage;
Fire protection; and
Police protection and public safety.

Complementary Facilities and Services include: those which complement the public health, safety and general welfare of urban residents and workers, but are not necessarily directly linked to the land development process or public health and safety. These facilities include:

Schools, library, and educational services;
Parks, recreation, and open space;
Solid waste;
Semi-public utilities;
City administration; and
Health and social services.

While these complementary facilities and services affect the overall quality of urban living and should be planned for in anticipation of development, in some cases it is more economical and practical to determine service levels subsequent to actual development.

The following provisions apply to public facilities and services in general. More specific Policies and Implementation Measures applying to specific facilities and services follow later in the document.

GOAL 3.1: To assure that good quality public facilities and services are available with adequate, but not excessive, capacity to meet community needs, while also assuring that growth does not exceed the community's commitment to provide adequate facilities and services.

Policy 3.1.1 The City of Wilsonville shall provide public facilities to enhance the health, safety, educational, and recreational aspects of urban living.

Implementation Measure 3.1.1.a The City will continue to prepare and implement master plans for facilities/services, as sub-elements of the City's Comprehensive Plan. Facilities/services will be designed and constructed to help implement the City's Comprehensive Plan.

Implementation Measure 3.1.1.b The City Engineer shall report annually, and at other times as needed, to the Planning Commission, Budget Committee, and City Council, and other City

committees or commissions on the status and available capacity of urban services/facilities, including streets, bicycle and pedestrian facilities, water, sanitary sewer, and storm drainage.

Implementation Measure 3.1.1.c Developments shall continue to be required to extend services/facilities to the far side of the subject property – assuring that the adjacent properties have access to those services/facilities. It is noted that unusual existing circumstances may necessitate creative solutions for the extension of services/facilities.

Implementation Measure 3.1.1.d The City shall periodically review and, where necessary, update its development densities indicated in the land use element of the Plan, based on the capacity of existing or planned services and/or facilities.

TIMING -- CONCURRENCY ISSUES

Wilsonville emphasizes the importance of providing the needed public facilities and services in advance of, or concurrently with, development. In fact, much of the text of the Comprehensive Plan deals with concurrency.

In the course of the most recent Comprehensive Plan revision process, the various provisions dealing with concurrency have been reorganized and listed below:

Policy 3.1.2 The City of Wilsonville shall provide, or coordinate the provision of, facilities and services concurrent with need (created by new development, redevelopment, or upgrades of aging infrastructure).

Implementation Measure 3.1.2.a Urban development will be allowed only in areas where necessary facilities and services can be provided.

Implementation Measure 3.1.2.b Development, including temporary occupancy, that threatens the public's health, safety, or general welfare due to a failure to provide adequate public facilities and services, will not be permitted. Development applications will be allowed to proceed on the following basis:

1. Planning approvals may be granted when evidence, including listing in the City's adopted Capital Improvement Program, supports the finding that facilities/services will be available within two years. Applicants may be encouraged or required to plan and complete development in phases, in order to assure that the rate of development does not exceed the capacity of needed facilities/services.

2. Building permits will be issued when planning approvals have been granted and funding is in place to assure completion of required facilities/services prior to occupancy. Applicants must sign a statement acknowledging that certificates of occupancy will not be given until adequate facilities/services, determined by the Building Official, after consulting with the City Engineer, are in place and operational. Parks, recreation facilities, streets and other transportation system improvements may be considered to be adequately in place and operational if they

are listed in the City's adopted Capital Improvement Program, or other funding is committed for their completion within two years. In such cases, water, sewer, and storm drainage facilities must be available, to the satisfaction of the City Engineer, on at least a temporary basis, prior to occupancy.

3. Final certificates of occupancy will not be given until required facilities/services are in place and operational. Temporary certificates of occupancy may only be granted when the Building Official determines, after consulting with the City Engineer, that needed facilities/services will be in place and operational at the conclusion of the time period specified in the temporary certificate of occupancy. Nothing in this policy is intended to indicate that a temporary certificate of occupancy will be granted without assurance of full compliance with City requirements.

Implementation Measure 3.1.2.c Where a shortage of facilities/services exists or is anticipated in the near future, and other alternatives are not feasible to correct the deficiency, the City shall take steps to implement a moratorium on development activity or to manage growth through a public facilities strategy, as provided by statute. In the event that State laws provide other alternatives to address shortages of facilities/services, the City will consider those alternatives as well.

Implementation Measure 3.1.2.d As an alternative to denying a development application that otherwise meets all applicable standards and criteria, the City shall impose reasonable conditions of approval on that development, in terms of the provision of adequate services/facilities.

Implementation Measure 3.1.2.e When development is proposed in areas of the City where full urban services/facilities are not yet available, development approval shall be conditioned on the provision of adequate facilities and services to serve the subject property. Where the development can reasonably proceed in phases prior to the availability of full urban services/facilities, such development may be permitted. However, the use of on-site sewage disposal and private water systems shall only be approved where permitted by City ordinance.

Implementation Measure 3.1.2.f Coordinate with the appropriate school district to provide for additional school sites substantially ahead of the anticipated need.

PAYING FOR NEEDED FACILITIES AND SERVICES

Policy 3.1.3 The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.

Implementation Measure 3.1.3.a Developers will continue to be required to pay for demands placed on public facilities/services that are directly related to their developments. The City may establish and collect systems development charges (SDCs) for any or all public

facilities/services, as allowed by law. An individual exception to this standard may be justified, or SDC credits given, when a proposed development is found to result in public benefits that warrant public investment to support the development.

Implementation Measure 3.1.3.b The City will continue to prepare and implement a rolling five-year Capital Improvement Program, with annual funding decisions made as part of the municipal budget process.

Implementation Measure 3.1.3.c The City shall continue to employ pay-back agreements, development agreements, and other creative solutions for facilities that are over-sized or extended from off-site at the expense of only some of the benefited properties.

PRIMARY FACILITIES AND SERVICES

Sanitary Sewer Plan

The City operates its own wastewater treatment plant and sewage collection system, independent of any other agencies. The wastewater treatment plant was significantly expanded in the late 1990s. The wastewater treatment plant has now undergone four major expansions to keep pace with community growth since its original construction. The latest improvements were designed to serve the community through approximately the year 2015.

The City recognizes Metro's role in coordinating water management and waste treatment planning as well as the Department of Environmental Quality's role in monitoring water quality.

The City recognizes and assumes its responsibility for the operation and maintenance of the wastewater treatment plant and the collection system, including public lines and pump stations that have been designed and constructed to City standards. The City also assumes the responsibility for assuring that wastewater treatment plant capacity expands to keep pace with community growth.

Policy 3.1.4 The City of Wilsonville shall continue to operate and maintain the wastewater treatment plant and system in conformance with federal, state, and regional water quality standards.

Implementation Measure 3.1.4.a The City shall continue to maintain a sewer service capacity monitoring and expansion program to assure that adequate treatment and trunk main capacity are is available to serve continued development, consistent with the City's urban growth policies and the concurrency standards noted above.

Implementation Measure 3.1.4.b The City shall continue to manage growth consistent with the capacity of sanitary sewer facilities.

Implementation Measure 3.1.4.c Based on the service capacity and the permit monitoring program, the City shall plan and appropriately schedule future expansions of the wastewater treatment plant.

Implementation Measure 3.1.4.d. While the City assumes the responsibility for maintaining the treatment plant and collection system, it does not assume the responsibility for extending lines to serve individual properties and developments.

Implementation Measure 3.1.4.e The City shall continue to require all urban level development to be served by the City's sanitary sewer system.

Implementation Measure 3.1.4.f The cost of all line extensions and individual services shall be the responsibility of the developer and/or property owners(s) seeking service. When a major line is to be extended, the City may authorize and administer formation of a Local Improvement District (LID). All line extensions shall conform to the City Sanitary Sewer Collection System Master Plan, urbanization policies, and Public Works Standards.

Water Service Plan

The City's water system has expanded significantly from the original well and reservoir located on Elligsen Road. The water system has four reservoirs with a total storage capacity of 7.95 million gallons and eight wells with a total production capability of 5.2 million gallons per day (MGD). Following voter approval in 1999, a surface water treatment plant on the Willamette River was designed to provide up to 20 MGD of capacity for the local system with up to 50 additional MGD available to be pumped to neighboring communities north of Wilsonville. The initial phase of the treatment plant construction is intended to meet the average daily water demands predicted through the year 2015. Additional phases of treatment plant expansion will be built as the demand actually occurs, so system expansion will occur on a regular basis. It is also anticipated that a water system master plan update (due for completion in fiscal year 2000-2001) will indicate the need for additional reservoir capacity before the year 2020. As future growth occurs, it will be necessary to incrementally expand the existing water system to provide additional storage, pumping, and pipeline capacity.

The City recognizes and assumes the responsibility for developing and maintaining the community's basic water system.

Policy 3.1.5 The City shall continue to develop, operate and maintain a water system, including wells, pumps, reservoirs, transmission mains and a surface water treatment plant capable of serving all urban development within the incorporated City limits, in conformance with federal, state, and regional water quality standards. The City shall also continue to maintain the lines of the distribution system once they have been installed and accepted by the City.

Implementation Measure 3.1.5.a The City shall review and, where necessary, update the Water System Master Plan to conform to the planned land uses shown in the Comprehensive Plan and any subsequent amendments to the Plan.

Implementation Measure 3.1.5.b All major lines shall be extended in conformance to the line sizes indicated on the Master Plan and, at a minimum, provisions for future system looping shall be made. If the type, scale and/or location of a proposed development negatively impacts operating pressures or available fire flows to other properties as determined by the City Engineer, the Development Review Board may require completion of looped water lines, off-site facilities, pipelines, and/or facility/pipelines to achieve or maintain minimum pressures or fire flows as a conditions of development approval.

Implementation Measure 3.1.5.c Extensions shall be made at the cost of the developer or landowner of the property being served. When a major line is extended that is sized to provide service to lands other than those requiring the initial extension, the City may:

1. Authorize and administer formation of a Local Improvement District to allocate the cost of the line improvements to all properties benefiting from the extension; or
2. Continue to utilize a pay-back system whereby the initial developer may recover an equitable share of the cost of the extension from benefiting property owners/developers as the properties are developed.

Implementation Measure 3.1.5.d. All water lines shall be installed in accordance with the City's urban growth policies and Public Works Standards.

Implementation Measure 3.1.5.e The City shall continue to use its Capital Improvements Program to plan and schedule major water system improvements needed to serve continued development (e.g., additional water treatment plant expansions, transmission mains, wells, pumps and reservoirs).

Policy 3.1.6 The City of Wilsonville shall continue a comprehensive water conservation program to make effective use of the water infrastructure, source water supply and treatment processes.

Implementation Measure 3.1.6.a. The City will track system water usage through production metering and service billing records and take appropriate actions to maintain a target annual average unaccounted for water volume of less than 10% of total production.

Implementation Measure 3.1.6.b. The City will maintain other programs and activities as necessary to maintain effective conservation throughout the water system.

Policy 3.1.7 The City of Wilsonville shall maintain an accurate user demand profile to account for actual and anticipated demand conditions in order to assure an adequately sized water system.

Implementation Measure 3.1.7.a. The City will track system water usage through production metering and service billing records and take appropriate actions to maintain a target annual average unaccounted for water volume of less than 10% of total production.

Implementation Measure 3.1.7.b. The City will maintain other programs and activities as necessary to maintain effective conservation throughout the water system.

Policy 3.1.8 The City of Wilsonville shall coordinate distribution system improvements with other CIP projects, such as roads, wastewater, and storm water, to save construction costs and minimize public impacts during construction.

Storm Drainage Plan

Conventionally designed urban development tends to result in an increase in impervious surfaces. Increased quantities of impervious surface increase both the volume and speed of storm water flows, while also damaging water quality. As a rapidly urbanizing and growing area, Wilsonville now experiences the effects of increased impervious surfaces with every major storm event. Increases in impervious surface area in Wilsonville also have the potential to impact downstream locations along the Willamette River.

There are increasing regulatory requirements that affect stormwater and the various drainage ways that convey that water. Federal standards regulate water quality (including temperature and turbidity) and the Endangered Species Act calls for the protection of native salmonid species. The City must set its own standards for development and land use activities to comply with relevant federal standards, and must also comply with regional and state requirements in the process.

The City's storm drainage responsibilities range from controlling the volume and speed of run-off through storm water detention facilities, to regulating land development activities to assure that individual private construction projects do not overburden the public systems or damage the environment without adequate mitigation. Additionally, the City must now regulate land uses to protect or improve riparian vegetation as feasible, along drainage ways.

To identify deficiencies in the City's storm drainage system, to improve uniform drainage information, to create specified storm drainage standards, and establish a systems development and maintenance program, the City has prepared a Stormwater Master Plan.

Policy 3.1.7 The City of Wilsonville shall develop and maintain an adequate storm drainage system. However, where the need for new facilities is the result of new development, the financial burden for drainage system improvements shall remain primarily the responsibility of developers. The City will use systems development charges, user fees, and/or other funding sources to construct facilities to improve storm water quality and control the volume of runoff.

Implementation Measure 3.1.7.a In order to adequately provide for urban development, the City has established and will maintain a Stormwater Master Plan, development

policies/standards for control of an on and off-site drainage, Public Works Standards, and a Capital Improvements Program to upgrade deficient structures and drainage ways.

Implementation Measure 3.1.7.b. To assure maximum efficiency and effectiveness of the drainage system, a maintenance program has also been established to assure compliance with the City's NPDES (National Pollution Discharge Elimination System) permit. In some circumstances, private maintenance of facilities (by homeowners associations or other entities) may be required, as has been the case for the maintenance of neighborhood parks in Wilsonville.

Implementation Measure 3.1.7.c. A storm drainage systems development charge shall continue to be collected from developers prior to issuance of a building permit. The Stormwater Master Plan and the Capital Improvements Program will continue to be the basis of establishing Systems Development Charges for storm drainage. The funds are used to upgrade the storm drainage system beyond those improvements required to serve individual developments. Provision of drainage control within a given development shall remain the responsibility of the developer, with the City assisting only insofar as the system will also accommodate off-site drainage. In reviewing planned improvements, the City Engineer may specify the use of on-site or off-site storm water detention, based on specific site characteristics and drainage patterns of the area.

Implementation Measure 3.1.7.d Major natural drainage ways shall be retained and improved as the backbone of the drainage system and designated as open space. The integrity of these drainage ways shall be maintained as development occurs. Where possible, on-site drainage systems will be designed to complement natural drainage ways and designated open space to create an attractive appearance and will be protected by conservation, utility, or inundation easements. Alteration of minor drainage ways may be allowed provided that such alterations do not adversely impact stream flows and in-stream water quality of the major drainage ways and provide for more efficient use of the land. Such alteration must be approved by the City. Remnant creek channels, which previously carried water that has since been diverted, shall be evaluated for their wildlife habitat value before being selected for use as drainage ways. Where a remnant creek channel is found to provide unique habitat value without being a riparian zone, and that habitat value would actually be diminished through the re-introduction of storm water, alternate methods of conveying the storm water will be considered and, if feasible, used.

Implementation Measure 3.1.7.e Existing culverted or piped drainage ways will be "daylighted" (converted from underground to surface facilities) when doing so will help to achieve the City's goals for storm drainage without overly conflicting with development.

Implementation Measure 3.1.7.f Conversion of existing swales or drainage ways to culverted or piped systems shall be permitted only where the City Engineer determines that there is no other reasonable site development option. See Option A, above.

Implementation Measure 3.1.7.g Conversion of existing meandering swales or drainage ways to linear ditches shall be permitted only when the City Engineer determines that there is no other reasonable site development option.

Implementation Measure 3.1.7.h Open drainage ways may be used to meet a portion of the landscaping and open space requirements for developments, provided that they meet the design requirements of the Development Review Board.

Implementation Measure 3.1.7.i It is the intent of these measures to maximize the use of the natural drainage system to allow for ground water infiltration and other benefits to community aesthetics as well as habitat enhancement. This does not mean that natural drainage ways will be left unimproved.

Implementation Measure 3.1.7.j The natural system must also be improved and maintained to handle the anticipated run-off in a manner that meets the requirements of the Stormwater Master Plan. Where wetlands are constructed for the purpose of accommodating storm drainage, certain areas of those wetlands may be designed to accumulate sediment. The City will periodically dredge and maintain those areas in constructed wetlands, or will permit others to do so, as necessary to maintain the storm drainage functions of those constructed wetlands.

Implementation Measure 3.1.7.k One-hundred year flood plains and floodways have been established through the Federal Flood Insurance program, for all flood-prone areas of the City except Coffee Lake Creek, north of Barber Street. For that area along Coffee Lake Creek, a hydrology study to establish the 100-year flood elevation will be required prior to development approval. The floodways must continue to be protected from encroachment. Development within the flood plain shall be regulated consistent with the standards of the Federal Flood Insurance Act, and Title 3 of Metro's Urban Growth Management Functional Plan. Storm water runoff from upstream development shall be controlled so as to not adversely impact the peak flood flow in the mainstream channels.

Implementation Measure 3.1.7.l The City will regulate new land divisions to prevent the creation of additional lots for building sites within 100-year floodplains. This is not intended to prohibit the creation of new lots that are partially within flood plains, provided that the developable portion of each lot will be outside of the 100-year flood plain, and FEMA standards are met.

Implementation Measure 3.1.7.m The City will regulate cuts and fills within flood plains to assure that the amount of fill material added will not exceed the amount of cut material that is removed.

Implementation Measure 3.1.7.n Wilsonville has established a single-storm drainage runoff standard that is applied throughout the City. That standard requires developers to plan for at least a 25-year storm event. However, the differences in the natural characteristics of the Boeckman Creek and Seely Ditch Basins and their sub-area basins will require developers and their engineers to plan for different types of detention or retention facilities

in one basin than would be used in another. The appropriate criteria will be established and implemented through the City's Public Works Standards.

Implementation Measure 3.1.7.o Based on facility capacities identified in the Stormwater Master Plan, appropriate storm run-off standards shall be implemented through the City's Public Works Standards.

Implementation Measure 3.1.7.p In the course of site development, developers may be required to retain or improve native vegetation in identified riparian zones and landslide prone areas to decrease the amount of surface water run-off, to shade areas of surface water, to preserve areas of natural percolation, help stabilize landslide-prone areas, and reduce erosion. Replacement, enhancement, and/or restoration of vegetation, including the removal of invasive plants, may also be required depending on the type, scale, and location of development.

Implementation Measure 3.1.7.q Natural drainage ways shall be stabilized as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion. The City Engineer may require the use of energy dissipaters to help minimize erosion.

Implementation Measure 3.1.7.r Sediment and erosion control shall be provided consistent with the Public Works Standards. All approved open drainage channels and open detention/retention basins shall be designed, constructed, and maintained with appropriate safeguards to insure public health and safety.

Implementation Measure 3.1.7.s All drainage facilities shall be designed to be consistent with state and federal standards for the passage of fish and wildlife.

Implementation Measure 3.1.7.t All development proposals shall be accompanied by a storm drainage plan and hydrologic analysis adequate to meet the above policies and standards, unless waived by the City Engineer for good cause. No development permit shall be issued for any project until a storm drainage plan has been approved by the City Engineer and/or the Development Review Board.

Fire Protection Plan

Fire protection is very adequately provided by the Tualatin Valley Fire and Rescue District. The District has responsibility for maintaining and upgrading fire-fighting apparatus and making necessary capital improvements such as new fire stations. However, the overall effectiveness of their operations is significantly affected by the location and design of urban development.

Policy 3.1.8 The City of Wilsonville shall continue to coordinate planning for fire safety with the Tualatin Valley Fire and Rescue District.

Implementation Measure 3.1.8.a All development plans, as approved by the Development Review Board, shall be approved by the City's Building Division for consistency with the state Uniform Fire Code (as amended by the Tualatin Valley Fire and Rescue District and subsequently adopted by the City of Wilsonville).

Implementation Measure 3.1.8.b The City shall update Chapter 9 of the Wilsonville Code by adopting the Fire Prevention Code of the Tualatin Valley Fire and Rescue District as it is updated.

Implementation Measure 3.1.8.c The City shall require that all buildings be designed to a maximum fire flow rating of 3,000 GPM at 20 p.s.i. or such other standard as may be agreed to by the City and the Fire District.

Implementation Measure 3.1.8.d The City's Public Works Standards shall be reviewed for conformity to minimum Fire District Requirements.

Implementation Measure 3.1.8.e The City shall continue to coordinate with the Fire District in maintaining accurate maps (including addressing) and land development records. The City should also take advantage of the District's computer capacity, when operational, for the storage and retrieval of such land use data.

Implementation Measure 3.1.8.f Provide fire protection consistent with the health, welfare, and safety of Wilsonville citizens.

Semi-Public Utilities

Semi-public utilities are privately owned and operated companies, but have general public benefit and may be regulated by governmental controls. They include energy and communications facilities and services.

Utilities in this category, serving Wilsonville include GTE, Century Telephone, Northwest Natural Gas Company and Portland General Electric. These services and facilities are currently generally adequate.

Policy 3.1.13 The City of Wilsonville shall coordinate planning activities with the utility companies, to insure orderly and efficient installation of needed service lines and equipment.

Implementation Measure 3.1.13.a. To enhance aesthetic quality, promote public safety and to protect service lines from damage (e.g., ice/wind storms or vehicle accidents), as new development occurs all utility service lines serving the developing property shall be placed underground, in accordance with the City's Public Works Standards.

Implementation Measure 3.1.13.b The City shall encourage the utility companies to underground existing above-ground services, at the earliest possible time.

Implementation Measure 3.1.13.c Above-ground facilities such as transformers, etc., shall be located in a manner that minimizes their visual impact. Where possible such facilities should be coordinated with the landscaping to provide screening.

Implementation Measure 3.1.13.d To reduce future demands for electrical energy, the City shall:

1. Encourage incorporation of alternative energy sources (e.g., solar, etc.) into new construction, as well as retrofitting of existing development.
2. Encourage energy efficient site and building designs. The City should also consider joint efforts with PGE and the Army Corps of Engineers and other government agencies, to study the potential for local power generation.
3. To set an example for proposed developments, the City will incorporate energy-efficient designs into construction of City buildings and facilities.
4. The City will review and revise existing street lighting standards to provide adequate safety while minimizing the demand for power (e.g., use of minimum number of lights, use of energy-efficient lights such as high pressure sodium lamps, etc.).

Police Protection And Public Safety

The City's police protection is provided through a contract with the Clackamas County Sheriff's Department. Supplemental services are also available from the State Police.

Policy 3.1.9 The City of Wilsonville shall continue to provide adequate police protection.

Implementation Measure 3.1.9.a To augment formal police protection and minimize public financing of police services, the City shall:

1. Work in concert with the County Sheriff's office and local citizens to develop community crime prevention and safety programs, i.e., citizen patrol.
2. Incorporate where appropriate defensible space and other safety and security design concepts/standards in site and building design review.
3. Encourage local businesses to utilize private security personnel for site specific property protection.

Implementation Measure 3.1.9.b Provide police protection consistent with the health, welfare, and safety of Wilsonville citizens.

COMPLEMENTARY FACILITIES/SERVICES PLAN

These services support urban growth and add to or complement livability in a community. The adequacy of their service levels also tend to be less definable than those in the primary category.

Service levels in this category typically lag behind demand and are generally more economical to provide in response to specific rather than projected demands. Even so, it is important to plan for these facilities and services in advance, and if significant service deficiencies exist, to regulate growth accordingly.

School And Educational Services

Public educational facilities/services in Wilsonville are currently provided by three school districts. The West Linn – Wilsonville School District serves the majority of the City but portions of the City also lie within the Canby and Sherwood Districts. Current services provided by the districts are adequate and provisions are being made for new or expanded facilities where existing capacities have been exceeded.

While existing services and facilities are adequate, the division of the City into three districts tends to detract from continuity in community identity.

Policy 3.1.10 The City of Wilsonville shall continue to coordinate planning for educational facilities with all three local school districts and Clackamas Community College.

Implementation Measure 3.1.10.a To provide better continuity throughout the community and realize the maximum benefit to the local tax structure, the City will continue to support the consolidation of the entire City limits into one school district.

Implementation Measure 3.1.10.b Residential development directly impacts school facilities and services. However, the City does not have the responsibility for providing educational services. For this reason, the City will provide information to the school districts about proposed and actual residential developments within the City.

Implementation Measure 3.1.10.c The City shall continue to coordinate with the school districts for the planning, scheduling, and construction of needed educational facilities. To minimize unnecessary duplication, the City will also work in concert with the school districts for the provision of recreational facilities and programs.

Implementation Measure 3.1.10.d The City will encourage private educational services and will work with organizations or individuals proposing such activities in an effort to meet their needs while complying with the appropriate elements of the Comprehensive Plan.

Implementation Measure 3.1.10.e It is the basic reasoning of these policies that development within the City should not be regulated based on the availability of school facilities and services. Rather, these services should be planned for and provided to meet the demands created by development. If, however, school facilities and/or services were determined to be severely inadequate and the school districts unable to provide satisfactory improvement, then growth limitations would be appropriate.

Parks/Recreation/Open Space

Parks and recreational facilities in and around Wilsonville are provided for by the City, County, State and local school districts. The City's close proximity to Portland provides local residents with numerous recreational and entertainment opportunities provided throughout the metropolitan area, all within a 30 to 40 minute drive. Even the ocean beaches, Mt. Hood and other Cascade Mountains and several campgrounds, rivers and lakes are close at hand, within a couple of hours drive, thus providing an abundance of recreational activities.

Within the City, recreational planning is coordinated with the West Linn-Wilsonville School District. The District provides traditional physical education programs as part of their regular school curriculum plus competitive sports programs in the upper grade levels. Other youth sports programming is provided by the City and a variety of non-profit organizations. The School District's community education program also provides recreational programs for both youth and adult activities and coordinates the use of District facilities.

As the City continues to grow, additional facilities and services will need to be developed.

The following Park and Recreation policies are further supported by policies in the Land Use and Development Section of the Comprehensive Plan regarding the natural environment, natural resources, and general open space.

The 1971 General Plan and the 1988 Comprehensive Plan sought to:

1. Preserve the natural integrity of the Willamette River. Provide for frequent contact with the river. Encourage development of an adequate park and recreation system which would contribute to the physical, mental and moral health of the community.

2. Encourage the school/park concept as a basic feature of the park element of the Plan.

3. Develop parks and open spaces where the land and surrounding development make it least suited for intensive development.

4. Develop an extensive system of trails along stream courses and power line easements.

5. Encourage early acquisition of recreation sites to protect them from development and to reduce the public cost of acquiring the land.

6. Encourage commercial recreation carefully sited within, or adjacent to, other uses.

These standards recognize the importance of an adequate park and recreation system to the physical, mental and moral health of the community. They also represent a common-sense

approach to parks planning and are, therefore, reaffirmed by this Plan. The Park and Recreation system envisioned is a combination of passive and active recreational areas including specified park lands, schools, and linear open spaces in both public and private ownership. It is a basic premise of this Plan that the availability of conveniently located open recreational spaces is more important than the form of ownership.

In planning for such a system, it is helpful to classify the individual components (neighborhood parks, community parks, Greenway, etc.) which will or could comprise the park system. In addition, the establishment of a reasonable acquisition and development program requires a listing of priorities and a guide to desirable service levels. To maximize effectiveness, however, the actual development of such a system requires relating the provision of facilities and services to the particular needs and recreational desires of the residents to be served.

In recognition of Statewide Planning Goals and to provide a framework for development of park and recreation facilities, the following policy and implementation measures have been established:

Policy 3.1.11 The City of Wilsonville shall conserve and create open space throughout the City for specified objectives including park lands.

Implementation Measure 3.1.11.a Identify and encourage conservation of natural, scenic, and historic areas within the City.

Implementation Measure 3.1.11.b Provide an adequate diversity and quantity of passive and active recreational opportunities that are conveniently located for the people of Wilsonville.

Implementation Measure 3.1.11.c Protect the Willamette River Greenway from incompatible uses or developments.

Implementation Measure 3.1.11.d Continue the acquisition, improvement, and maintenance of open space.

Implementation Measure 3.1.11.e Require small neighborhood parks (public or private) in residential areas and encourage maintenance of these parks by homeowner associations or other entities as deemed appropriate by the City.

Implementation Measure 3.1.11.f Maintain and develop the current park system for centralized community-wide park facilities, but emphasize the future acquisition of small parks in localized areas.

Implementation Measure 3.1.11.g Where appropriate, require developments to contribute to open space.

Implementation Measure 3.1.11.h Protect residents from bearing the cost for an elaborate park system, excessive landscape maintenance, and excessive public facility costs.

Implementation Measure 3.1.11.i Develop limited access natural areas connected where possible by natural corridors for wildlife habitat and watershed and soil/terrain protection. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.

Implementation Measure 3.1.11.j Identify areas of natural and scenic importance and where appropriate, extend public access to, and knowledge of such areas, to encourage public involvement in their preservation.

Implementation Measure 3.1.11.k Protect the river-connected wildlife habitat.

Implementation Measure 3.1.11.l Encourage the interconnection and integration of open spaces within the City and carefully manage development of the Willamette River Greenway.

Implementation Measure 3.1.11.m Provide for legal public access to the river only through and within the City parks, right-of-ways, easements, or other public property.

Implementation Measure 3.1.11.n Park classifications and standards shall be developed to guide a program for acquisition and development of a park and open space system to insure an adequate supply of usable open space and recreational facilities, directly related to the specific needs of the local residents.

Implementation Measure 3.1.11.o Individual park and recreational sites, as defined by the parks and open space standards and classification system will be developed according to the following priorities:

1. Where possible, facilities within a park should be adjusted to meet the needs and desires of the local residents and the characteristics of the site. Park and/or recreational facilities in demand and least supply should receive the highest priorities.
2. Parks should be planned to insure maximum benefit to the greatest number of local residents. For this reason, acquisition and development of community level parks should be given the highest park priority.
3. Development of additional neighborhood Parks will have a lower priority for public funding except where a higher priority is established for a specific area by a legislative Master Plan or other provision of the Comprehensive Plan. To assure localized benefit, development and maintenance of neighborhood parks shall continue to be accomplished through homeowner associations or other entities as deemed appropriate by the City.
4. Small neighborhood parks have the lowest development priority and should be supplied at public expense only if an area is determined to be isolated from access to other parks, or where deemed to be needed by a legislative Master Plan, or where space is extremely limited, and the park is supported by the

adjacent neighborhood the park is serving. Maintenance of such parks should be assigned to a homeowners' association or other neighborhood organization or the City. Small neighborhood parks tend to benefit a very localized population. It is, therefore, the intent of these standards to assign, where possible, or appropriate to specific areas, the financial burden of maintenance and even development to those that benefit the most. In addition, a significant factor affecting maintenance costs is one of transporting equipment from park to park. Therefore, by concentrating public maintenance efforts to a few community parks, efficient use of maintenance dollars can be maximized.

5. Provision of regional park facilities will only be considered as an inter-jurisdictional project; and should have a low priority unless unusual circumstances arise.

6. The City will encourage dedication or acquisition of land for parks and other public purposes in excess of lands needed to satisfy immediate needs.

Implementation Measure 3.1.11.p New developments shall be responsible for providing specified amounts of usable on-site open space depending on the density characteristics and location of the development, considering the provisions of applicable legislative Master Plans. Where possible, recreational areas should be coordinated with and complement Willamette River Greenway, and other open space areas identified as environmentally sensitive or hazardous areas for development.

Implementation Measure 3.1.11.q All development within the Willamette River Greenway shall be controlled through the conditional use permit process and shall be subject to Design Review approval.

It is the reasoning of these policies that the need for open space is closely related to density. There is a relationship between the amount of interior space provided within living units and the desire for outdoor space. That is, if the interior living space creates a confined or crowded feeling, the availability of outdoor space becomes more important than if the interior area is spacious and comfortable. Therefore, while standards for open space will be set, they may be adjusted based on individual site design characteristics. The standards further recognize the value of urban land for development and attempts to reasonably balance the need for open or recreational space with competing uses.

The West Linn – Wilsonville School District currently provides recreational facilities and programs for City residents. They have developed facilities at Wood Middle School and at Wilsonville High School. These facilities and services are considered a vital part of the City's park and recreational system.

Implementation Measure 3.1.11.r The City shall continue to work on cooperative arrangements with the school districts to encourage provision of adequate year-round recreational programs and facilities, and to eliminate unnecessary overlap of facilities. Joint ventures in providing facilities and programs should be carefully considered in order to maximize the use of public funds in meeting local needs.

Safe and convenient access to park and recreation facilities is an important factor in a successful park system. The pedestrian/bicycle/equestrian paths are essentially an element of the City's transportation system and policies regarding their development are included in the Transportation Systems Plan. Pathways do, however, also serve a recreational function and are, therefore, referenced in this element. This is particularly true with respect to coordination/alignment of proposed pathways with park and recreational facilities, including schools.

Implementation Measure 3.1.11.s Facilities constructed to implement the Bicycle and Pedestrian Master Plan shall be designed to insure safe and convenient pedestrian, bike and, where appropriate, equestrian access from residential areas to park, recreational and school facilities throughout the City.

Park System Classifications

Detailed park development standards are included in the City of Wilsonville Parks & Recreation Master Plan, dated December 1994. That document includes standards for the following:

Neighborhood parks;
Community parks;
Regional parks;
Minor limited-use recreation center and minor multi-use recreation centers;
Major limited-use recreation centers;
Major multi-use recreation centers;
Activity Centers; and
Nature trails, minor pathways, and major pathways.

Solid Waste

Within the City of Wilsonville, solid waste disposal is currently handled by United Disposal Service which operates under an exclusive franchise agreement with the City.

Within the Portland metropolitan area solid waste disposal has been a concern for many years. The average family of four generates about 4 tons of garbage a year, which ends up in sanitary landfills. The existing landfills in the metropolitan area have been filled up and it is no longer feasible to site new ones. In fact, garbage from the Portland region is now hauled, at considerable expense, to Eastern Oregon for disposal.

This Plan also recognizes, however, that a successful solid waste management plan will have to deal with much broader issues than just landfills. Such a regional plan must address the issue of throwaway products and emphasize programs for waste reduction rather than discard as a long-term solution.

Policy 3.1.12 The City of Wilsonville shall continue to acknowledge Metro's legislative authority for regional solid waste management and landfill siting. The City may

also, from time to time, recommend adoption of solid waste management strategies or programs.

Implementation Measure 3.1.12.a. In an effort to minimize the solid waste problem, the City will continue to support the local recycling/reuse program as well as supporting regional efforts in waste reduction programs.

City Administration

Decisions about the growth of City staff and how to fund operations are properly within the purview of the City Council, after receiving recommendations from the Budget Committee. Therefore, no specific staffing standards are established.

Policy 3.1.14 The City of Wilsonville shall, pursuant to Statewide Planning Goal 11 and within the confines of the City budget, maintain a qualified staff adequate to support the various service functions of the City. The City shall plan for the provision of adequate work spaces and facilities in order to maximize the accessibility of City services to the public. Facilities shall be funded in the manner deemed most cost-effective and efficient by the Budget Committee and City Council.

Health And Social Services

Health care facilities and services are provided by a variety of public and private agencies throughout the metropolitan area. Legacy - Meridian Park Hospital located just north of the City, in Tualatin, is the closest facility with general medical and emergency services available.

Social services are also provided by a variety of agencies, including State and County facilities and volunteer or non-profit organizations. Many of these facilities are, however, extremely limited in capacity and additional facilities will be needed to support future population growth.

Policy 3.1.15 The City of Wilsonville shall periodically monitor the availability of health and social services, including day care, and where feasible, will cooperate with the appropriate agencies in providing additional services and facilities. The adequacy of these facilities should be considered during the process of planning for future growth.

For information on public facility construction projects, please see the City's Capital Improvement Program, which is updated annually.

TRANSPORTATION

[This section was amended by Ord. # 718, 6/17/13]

Under the State's Transportation Planning Rule (TPR), planning for transportation must "encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation".

In MPO areas, (i.e. Metro), "regional and local Transportation Systems Plans (TSP) shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile". It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today".

Both the Transportation Planning Rule and the federally mandated State Air Quality Plan call for reductions in vehicle miles travelled (VMTs) per capita. The goal is to adopt plans and measures that are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The Metro Regional Transportation Plan (2035 Federal component) states that, "Improvement in non-single occupancy vehicle (non-SOV) mode share will be used to demonstrate compliance with per capita travel reductions" [VMT reductions] "required by the TPR."

Transportation plans must also "facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation".

Communities must "protect existing and planned transportation facilities, corridors and sites for their identified functions' and also "provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans".

Transportation plans must include a transportation financing program.

The Wilsonville Comprehensive Plan includes, as sub-elements of the Plan, the City's Transportation Systems Plan (2016), the Bicycle and Pedestrian Master Plan (2006) and the Transit Master Plan (2017). There are no airports or marine transportation facilities within the city. The City has adopted 1-Year and 5-Year Capital Improvement Plans which provide for the construction of transportation facilities, improvements and services necessary to support the City's Transportation Systems Plan, the Bicycle and Pedestrian Master Plan and the Transit Master Plan.

The Transportation Network

Wilsonville is bisected by I-5, just south of its intersection with I-205. I-5 is classified as an Interstate Highway. It is part of the National Highway system and is a designated freight route between Portland and points south. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.

Two I-5 interchanges are located within Wilsonville, Interchange 283, I-5 at Wilsonville Road, and 286, I-5 at Elligsen Road. Both interchanges provide a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial and industrial vehicles, must have safe and efficient access to and from the freeway.

In the late 1990s, substantial public improvements were made to upgrade both interchanges. Ten years later, both interchanges again had capacity limitations. A major modernization project completed in 2012 reconstructed the I-5/Wilsonville Road interchange. The I-5/Wilsonville Road project created elevated bike/pedestrian pathways on both sides of the street, expansion of the travel way to eight lanes under the I-5 Bridge, and wider and longer on and off ramps.

Capacity limitations also existed at the 95th/ Commerce Circle /Boones Ferry Road intersections. The improvements in 2012 added an additional right-turn lane southbound off I-5 to Boones Ferry Road, an additional left-turn lane from Boones Ferry Road to 95th Avenue, and an additional right-turn lane from 95th Avenue to Boones Ferry Road, as well as making Commerce Circle a right-in / right-out intersection with 95th Ave thereby minimizing congestion at this intersection.

The City has a network of streets which serve the east side or the west side, with only three connection points east–west across I-5. These are Wilsonville Road, Boeckman Road and Elligsen Road. The recent extension of Boeckman Road to Grahams Ferry Road has provided an alternative east-west route resulting in a reduction of the trip levels on both Wilsonville and Elligsen Roads.

City street standards require provision of bicycle facilities and sidewalks on all new streets. Developments in areas without bicycle facilities and sidewalks are required to provide them as part of the development of their site. The City also maintains a sidewalk infill fund for construction of missing sidewalk segments in older neighborhoods. The Bicycle and Pedestrian Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

Local and regional trails and community pathways traverse the community and connect neighborhoods with other destinations. The City is a partner in the 2013 Master Plan for the Ice Age Tonquin Trail, which will connect the communities of Tualatin, Sherwood, and Wilsonville.

The City operates a transit system, SMART, which provides local service, and connects with WES, Cherriots in Salem and Tri-Met in the Portland area. WES, the Westside Express Service Commuter Rail, operates during weekday commuter hours in the morning and evening, connecting Wilsonville with the Beaverton Transit Station and the MAX system. The Transit Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

GOAL 3.2: To encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other

transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation.

Policy 3.2.1 To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.

Implementation Measure 3.2.1.a Provide a safe, well-connected, and efficient network of streets and supporting infrastructure for all travel modes.

Implementation Measure 3.2.2 The City may adopt street demonstration plans and other illustrative guidance to street, bicycle and pedestrian connectivity, and require development to show consistency with those plans.

Policy 3.2.2 To provide for a mix of planned transportation facilities and services that are sufficient to ensure economical, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.

Policy 3.2.3 If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.

GOAL 3.3: To achieve adopted standards for increasing transportation choices and reducing reliance on the automobile by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.

Policy 3.3.1 The City shall provide facilities that allow people to reduce reliance on single occupant automobile use, particularly during peak periods.

Implementation Measure 3.3.1.a. Encourage a balance among housing, employment, and commercial activities within the City so more people are able to live and work within Wilsonville, thereby reducing cross-jurisdictional commuting.

Implementation Measure 3.3.1.b. Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.

Implementation Measure 3.3.1.c. Plan for increased access for alternative modes of transportation, such as bicycling, transit and walking.

Implementation Measure 3.3.1.d. Continue use of the Planned Development/ Master Plan process to encourage developments that make it more convenient for people to use transit, to walk, to bicycle, and to drive less to meet daily needs.

Implementation Measure 3.3.1.e. Provide more and better options for travel from one side of the freeway, the railroad, and the Willamette River to the other.

Implementation Measure 3.3.1.f. Support provision of full day and Saturday transit service in the WES corridor.

Implementation Measure 3.3.1.g. Advocate for the extension of WES to Salem.

Implementation Measure 3.3.1.h. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.

Policy 3.3.2 The City shall work to improve accessibility for all citizens to all modes of transportation.

Implementation Measure 3.3.2.a. Provide pedestrian and bicycle connections between residential neighborhoods and major commercial, industrial, and recreational activity centers throughout the city, as shown in the Bicycle and Pedestrian Master Plan. Coordinate the system of pathways planned by adjacent jurisdictions to allow for regional travel.

Implementation Measure 3.3.2.b. Concrete sidewalks will be provided on both sides of all streets unless waived when alternative provisions are found to adequately address pedestrian needs.

Implementation Measure 3.3.2.c. Transportation facilities shall be ADA-compliant.

Implementation Measure 3.3.2.d. Fill gaps in the existing sidewalk and off-street pathway systems to create a continuous network of safe and accessible bicycle and pedestrian facilities.

GOAL 3.4: To facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region.

Policy 3.4.1 Upgrade and/or complete the street network on the west side of I-5, including in the Coffee Creek and Basalt Creek areas, to serve the warehousing, distribution, and other industrial uses located there.

Implementation Measure 3.4.1.a Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.

Policy 3.4.2 The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, continued development of a local street network within and connecting cities along I-5, access management, and completion of targeted improvements on I-5 such as auxiliary lanes, improvements at interchanges, etc.

Implementation Measure 3.4.2.a. Consistent with the City's policy that needed public facilities and services are provided in advance of, or concurrently with, development, proposed land use changes within the I-5/Wilsonville Road IMA shall be consistent with planned future transportation projects.

GOAL 3.5: To protect existing and planned transportation facilities, corridors and sites for their identified functions, including protection of the function and operation of the I-5/Wilsonville Road Interchange and the I-5/Elligsen Road Interchange, together with the local street network within the Interchange Areas.

Policy 3.5.1 Develop and maintain a transportation system that balances land use and transportation needs in a manner that enhances the livability and economic vitality of the city.

Implementation Measure 3.5.1.a. Establish and maintain design standards for each arterial and major collector street, in accordance with the Functional Street Classification System. The conceptual location of proposed new major streets identified in the TSP will be refined based on detailed engineering specifications, design considerations, and consideration of local impacts.

Implementation Measure 3.5.1.b. Evaluate the alignment and design of local streets on a project-by-project basis in coordination with the overall purposes of the TSP.

Implementation Measure 3.5.1.c. The Transportation Systems Plan shall be used to establish the Functional Street Classification System.

Implementation Measure 3.5.1.d. The Development Review Board or City Council may approve specific modifications through the planned development process. Such modifications shall be made in consideration of existing traffic volumes and the cumulative traffic generation potential of the land uses being developed.

Implementation Measure 3.5.1.e. All arterial and collector streets shall be dedicated public streets.

Policy 3.5.2 Review all land use/development proposals with regards to consistency with the TSP transportation impacts.

Implementation Measure 3.5.2.a. All development proposals shall be required to provide for a transportation impact analysis by payment to the City for completion of such study by the city's traffic consultant unless specifically waived by the City's Community Development Director because the scale of the proposed development will have very limited impacts.

Implementation Measure 3.5.2.b. The City may approve local private streets through the Planned Development process, provided that adequate emergency access is available and that proper maintenance by private entities is ensured.

Implementation Measure 3.5.2.c. Any proposed change to the Comprehensive Plan or Zoning Maps that would result in additional trips above that allowed under the city's concurrency policies may be denied unless mitigation measures are identified and provided.

Policy 3.5.3 Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.

I-5/Wilsonville Road IMA:

Implementation Measure 3.5.3.a. The City will require future development to plan for and develop local roadway connections consistent with the I-5/Wilsonville Road IAMP as part of the development permit approval process.

Implementation Measure 3.5.3.b. Bicycle and pedestrian connections within the IMA will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

Implementation Measure 3.5.3.c. System operational improvements, including signal synchronization, transportation demand management measures and incident management shall be implemented within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

Implementation Measure 3.5.3.d. The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as adopted in the Wilsonville Road IAMP.

Implementation Measure 3.5.3.e. The City will approve development proposals in the I-5/Wilsonville Road Interchange Management Area (IMA) only after it is demonstrated that proposed access and local circulation are consistent with the Access Management Plan in the I-5/Wilsonville Road IAMP.

Implementation Measure 3.5.3.f. Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

Implementation Measure 3.5.3.g. Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the current zoning and assumed in the I-5/Wilsonville Road IAMP must include a review of transportation impacts consistent with OAR 660-12-0060.

Implementation Measure 3.5.3.h. The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.

I-5/Elligsen Road Interchange

Implementation Measure 3.5.3.i. The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as required by the Oregon Highway Plan.

Implementation Measure 3.5.3.j. Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

Implementation Measure 3.5.3.k. Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

Implementation Measure 3.5.3.l. System operational improvements, including signal synchronization, transportation demand management measures and incident management shall be implemented within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

GOAL 3.6: To provide for the construction and implementation of transportation facilities, improvements and services necessary to support the TSP, the Transit Master Plan and the Bicycle and Pedestrian Master Plan.

Policy 3.6.1 The City will plan, schedule, and coordinate implementation of all street improvements through the on-going five-year Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.

Implementation Measure 3.6.1.a. Complete the major street system improvements shown in the Transportation Systems Plan. The City may not be able to finance all of these improvements. Some may be financed by other entities, or a combination of public and private funds.

Implementation Measure 3.6.1.b. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

Policy 3.6.2 **Require each development to provide all collector and local streets, unless the benefit to the entire community warrants public participation in funding those collector streets.**

GOAL 3.7: **Maintain a transportation financing program for the construction and implementation of transportation facilities, improvements and services necessary to support the TSP, the Transit Master Plan and the Bicycle and Pedestrian Master Plan.**

Policy 3.7.1 **To ensure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.**

GOAL 3.8: To maintain coordination with neighboring cities, counties, Metro, ODOT local businesses, residents and transportation service providers regarding transportation planning and implementation.

Policy 3.8.1 **The City shall work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions to develop and implement a Regional Transportation Plan that is complementary to and supportive of the City's Plan while addressing regional concerns. The City expects a reciprocal commitment from the other agencies. This policy recognizes that there is a need for a collective and cooperative commitment from all affected agencies to solve existing and future transportation problems. The City will do its part to minimize transportation conflicts, but it must also have the support of County, regional, State and Federal agencies to effectively implement this Plan.**

Implementation Measure 3.8.1.a. The City shall advocate for the State, Metro, and Counties to improve regional transportation facilities which, due to inadequate carrying capacities, limit implementation of the City's Transportation Plan.

LAND USE AND DEVELOPMENT

The previous sections on urbanization and public facilities have addressed the City's intent in terms of where and when development should occur. This section discusses the "what" (type) and "how" (design) of development.

The City of Wilsonville is required to utilize standards to help implement the Metro 2040 Growth Concept and Metro functional plans. Such standards include allowing the creation of smaller lots and more flexible use of land, strategies to encourage land assembly, more flexible zoning, and improvements in the pre-application process to ensure timely and thorough review.

The following plan policies are divided into five sections. The first deals with general development standards applying throughout the City. The second deals with commercial development; followed by sections on the Town Center, industrial development and residential development.
[Section amended per Ordinance No. 835, 05/06/2019]

The last section deals with resource areas and natural hazards and it discusses the City's intention to protect environmental resources. It also supports the establishment of community design standards. It provides guidelines for integrating development with the natural features of the community, as well as with surrounding uses. In combination, these standards yield an integrated community design that blends the natural environment with urban development. The design criteria ensure the protection of significant natural resources and enhance the visual attractiveness of the community.

In reviewing this section of the Comprehensive Plan, it is important to remember that Wilsonville is required to conduct its planning efforts in conformance with state and regional requirements. The fundamental theme of the statewide planning program is that urban areas (especially cities) are expected to provide urban services and accommodate urban densities and intensities of development in order to reduce the development pressure on farm and forest lands. The fundamental theme of Metro's regional requirements is that the cities and counties in the urban Portland region must cooperate in meeting urban growth needs in order to reduce the development pressure on farms and forest lands outside the regional Urban Growth Boundary.

Metro has established its own standards for design that the City must consider in amending the local Comprehensive Plan. These "design types" can be found in Metro's 2040 Growth Concept. It is important to note that Wilsonville's Comprehensive Plan does not necessarily use the same terminology as Metro's Growth Concept and the results can be different. The following Metro design types do not necessarily have the same meaning as the words used in Wilsonville's Comprehensive Plan:

Town Center - Local retail and services will be provided within this area, with compact development and transit service. Note that the boundaries of Wilsonville's Town Center area, as defined in the local Comprehensive Plan and zoning, are more refined than Metro's Town Center designation. Recommended average density - 40 persons (residents and employees) per acre.

[Section amended per Ordinance No. 835, 05/06/2019]

Station Communities - Include nodes of development centered approximately one-half mile around a light rail or high capacity transit station that feature a high-quality pedestrian environment. Depending on the location and design of a station within Wilsonville for commuter rail, a Station Community may be developed within the City. It should be noted, however, that commuter rail stations tend to have different operating characteristics than light rail stations because they have fewer arrivals and departures throughout the course of a day. Because of those different operating characteristics, development planned around Wilsonville's commuter rail station should not be expected to meet the same standards as light rail areas elsewhere in the region. Recommended average density - 45 persons (residents and employees) per acre.

Main Streets - Include the neighborhoods served by main streets, typically including retail and service developments, as well as housing, served by transit. Wilsonville's plans for the Old Town District along Boones Ferry Road would help to establish that neighborhood as a Main Street. Recommended average density - 39 persons (residents and employees) per acre.

Corridors - Along good quality transit lines, corridors feature a high-quality pedestrian environment, convenient access to transit, and generally high-densities. Corridor areas in Wilsonville include Parkway Drive from Town Center through the north Wilsonville freeway interchange, and the northern end of Boones Ferry Road leaving the city limits. Recommended average density - 25 persons (residents and employees) per acre.

Employment Areas - Various types of employment and some residential development are encouraged in employment areas, with limited commercial uses. Wilsonville has three employment areas according to Metro maps. Metro's employment areas are regarded primarily as industrial development sites in the City's Comprehensive Plan. The site that previously housed the Burns Brothers Truck Stop (Area of Special Concern 'A') is labeled as an employment area by Metro, but is zoned for commercial development by the City. Such sites with existing commercial zoning have been exempted from Metro requirements limiting large retail developments in employment areas. Recommended average density - 20 persons (employees) per acre.

Industrial Areas - Industrial areas are set aside primarily for industrial activities with limited supporting uses. Metro maps designate one large industrial area within the City. Most of Wilsonville's industrial properties have been categorized by Metro as employment areas. Recommended average density - 9 persons (employees) per acre.

Inner Neighborhoods - Residential areas accessible to jobs and neighborhood businesses with smaller lot sizes, are classified as inner neighborhoods. It should be noted that the residential designations on Wilsonville's Comprehensive Plan Land Use Map cover a wide range of densities. Overall, properties with residential zoning in Wilsonville will exceed the recommended density established by Metro. Recommended average density - 14 persons per acre.

Outer Neighborhoods - Residential neighborhoods farther away from large employment centers with larger lot sizes and lower densities, are classified as outer neighborhoods. (Please see the

notes on residential densities in inner neighborhoods, above.) Recommended average density - 13 persons per acre.
[Section amended per Ordinance No. 835, 05/06/2019]

It should be noted that the City will revisit and reconsider Metro's design types as part of the on-going revisions to the Comprehensive Plan. The City will be considering possible changes to the Land Use Map of the Comprehensive Plan in the process of completing the Transportation Systems Plan in 2000 or 2001. The potential for changing City land use designations to better match Metro's design types will be considered at that time.

ECONOMIC DEVELOPMENT

Industrial development has been the primary element in Wilsonville's growth in recent years. However, commercial development, particularly professional offices, has begun to be of interest to business developers. Housing development has also increased substantially. Metro has now projected growth that will more than double both the number of housing units and the number of jobs in Wilsonville between the year 2000 and approximately 2020. If this growth occurs as predicted, the existing imbalance between jobs and housing (estimated at more than three jobs for each housing unit in 1996) will continue into the future.

Economic trends have fluctuated significantly, although perhaps cyclically, since Wilsonville was incorporated in 1969. As with much of Oregon, the local economy hit a low point in the early 1980s but boomed throughout the 1990s.

Commercial and industrial developments accounted for a total local employment that exceeded 17,000 jobs in 1996 (Metro data – ES 202). As of October 1999, the ten top employers within the City had a total of approximately 5,200 employees. Of those top-ten employers, only one was a retail store. The rest would be considered to be industrial uses of one kind or another. Although the number of workers in the ten largest local employers was impressive for a City of less than 15,000 residents, it also indicated how many smaller companies were employing people in Wilsonville. This is a clear indication of the economic diversity that the community now enjoys.

Industrial development is the basic element of economic growth as it produces goods for marketing, as well as being the primary employment generator. Commercial development is also important in that it creates secondary employment and provides retail outlets for manufactured goods. The commercial sector also provides support services for industry and personal goods and services (e.g., doctors, lawyers, food, clothing, etc.) for local residents and workers. It should be noted that having adequate commercial services in proximity to homes and other businesses reduces the need for travel and helps to meet state and regional goals for air quality and traffic congestion.

While commercial and industrial developments are generally associated with economic growth, housing is also an important element of the local economy. Housing development provides employment in planning, engineering, architecture, construction and real estate. More important, however, is the relationship of the availability of affordable housing to the local labor market. The first section of this element of the Plan is oriented to commercial and industrial development.

However, this Plan recognizes the importance of providing housing commensurate with the social and economic needs of local employees and is, therefore, followed by a section on housing.

The State's Economic Development Goal (Goal 9) is, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Prior to adoption of this statewide goal, Wilsonville had developed the 1971 General Plan. The 1971 General Plan's goals and objectives included:

> To develop an attractive and economically sound community.
>
> Encourage commercial and industrial development to provide a balanced tax base and take advantage of the City's strategic location along I-5 and the rail line.
>
> Maintain high-quality industrial development that enhances the livability of the area and promotes diversified economic growth.
>
> Protect industrial lands from incompatible uses.
>
> Encourage only industries interested in and willing to participate in development and preservation of a high-quality environment.
>
> Encourage incorporation of large office complexes in industrial parks.
>
> Develop performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial uses.
>
> Plan for industry to take advantage of the railroad and I-5 where necessary services can be provided.

These goals and objectives are still as much value today, as they were in 1971. In addition, the 1971 Plan attempted to provide for a reasonable amount of commercial facilities in a planned relationship to the people they will serve. Commercial areas were designated to reinforce existing development patterns and to be centered along Wilsonville Road and the north freeway interchange.

Existing commercial and industrial development has generally conformed to these guidelines and the 1988 Plan reaffirmed them as desirable objectives. The Comprehensive Plan continues to retain a focus on commercial development in the form of centers, rather than strip development.

Wilsonville is strategically located on the fringe of the metropolitan area, just south of the confluence of the I-5 and I-205 freeways, making it very desirable for economic development. Because of this, the City has an excellent opportunity to actively plan and guide its commercial and industrial development rather than remain in a passive review role. In this way, the City can ensure the type of development it wishes to occur.

GENERAL DEVELOPMENT

The rate of business and residential growth experienced by Wilsonville between 1980 and 2000 clearly indicates the popularity of this community as a place to do business, a place to work, and a place to live. The City has historically focused considerable attention on economic development without losing sight of the importance of protecting natural resources and developing attractive residential neighborhoods. The City has a well-established history of designating and protecting open space areas. Wilsonville residents also voted to support regional efforts to acquire large tracts of open space outside the City.

The City completed the West Side Master Plan in 1996, covering most of the City limits west of I-5 and south of Boeckman Road. The implementation of that Master Plan was delayed pending the prison-siting decision by the State and the completion of Wilsonville's Transportation Systems Plan. Much of the text of the West Side Master Plan can now be incorporated into the Comprehensive Plan.

Throughout this section of the Comprehensive Plan, provisions have been made for allowing certain mixes of uses to occur within the separate land use districts. This flexibility is provided to allow for the realization of benefits derived from complementary relationships in land uses. The benefits to be derived from these mixed-uses are primarily related to improvements in transportation and related utilization of energy and subsequent emissions of pollutants. The mixed-use provisions are not intended merely to increase property values.

GOAL 4.1 To have an attractive, functional, economically vital community with a balance of different types of land uses.

Policy 4.1.1 The City of Wilsonville shall make land use and planning decisions to achieve Goal 4.1.

Implementation Measure 4.1.1.a To ensure overall economic stability, the City will continue to coordinate its policies with those of Clackamas County's and Washington County's Overall Economic Development Plans (OEDP), as well as the Oregon Economic Development Department.

Implementation Measure 4.1.1.b To guide the local economic development program, the City will work with the local Chamber of Commerce to plan and promote economic growth in the community. In this regard, the City will maintain the base data and mapping necessary to assist economic development activities. The City will establish a process to update the base data at least annually.

Implementation Measure 4.1.1.c The City will continue to support a cooperative and active working relationship with the business community through the Chamber of Commerce as well as those businesses that are not members of the Chamber of Commerce and will seek their input when making decisions having economic impacts on the business community.

Implementation Measure 4.1.1.d In the process of administering the City's Comprehensive Plan, careful consideration will be given to the economic impacts of proposed policies, programs and regulations. Efforts will be made to simplify and streamline the planning and zoning review process while maintaining the quality of development.

Implementation Measure 4.1.1.e The City shall protect existing and planned industrial and commercial lands from incompatible land uses, and will attempt to minimize deterrents to desired industrial and commercial development.

Implementation Measure 4.1.1.f Through the City's public facilities, transportation, and Capital Improvements Plans, priorities will be established to ensure that adequate public facilities are available to support desired industrial and commercial development. A high priority shall be given to improvements to water, storm drainage, traffic circulation, and safety. It is not the intent of this Implementation Measure for the City to subsidize commercial or industrial development. Developers continue to be primarily responsible for providing needed improvements. The City merely acts as the coordinating agent to ensure that adequate facilities coincide with development.

Implementation Measure 4.1.1.g The City of Wilsonville will continue to help implement the Metro 2040 Growth Concept and the Urban Growth Management Functional Plan through the use of development standards allowing the creation of smaller lots and more flexible use of land, strategies to encourage land assembly, more flexible zoning and improvements in the pre-application process to ensure timely and thorough review.

Implementation Measure 4.1.1.h Application for proposed developments will be accompanied by site plans which at a minimum:

1. Identify and protect adjacent properties.
2. Designate access points; and where possible, coordinate these points with adjacent uses.
3. Provide for adequate on and off-site vehicular and pedestrian/bike circulation.
4. Identify proposed building locations, heights, set-backs, and landscaped areas, architectural drawings or sketches sufficient to demonstrate the intent, impact, character, and intensity of use of the proposed development. Detailed specifications will be required as part of final development plans, which may occur in phases.

Implementation Measure 4.1.1.i In reviewing proposed developments, the City will continue to examine:

1. The intensity of use, which includes percentage of lot coverage.
2. Number of employees per acre.
3. Peak vehicle trips per hour per acre.
4. Total trips per day per acre.

Implementation Measure 4.1.1.j Development will coincide with the provision of public streets, water, and sanitary sewer and storm drainage facilities as specified in Section 'C,' above. These facilities shall be: (a) capable of adequately serving all intervening properties as well as the proposed development; and, (b) designed to meet City standards.

Implementation Measure 4.1.1.k Unless otherwise specified in a legislative master plan or the development code, a minimum of 15% of the total gross area of all developments shall be landscaped and, where possible, integrated with the open space system. Areas identified as having significant natural resources may require enhancement in order to be considered part of the required open space for a given development. Additional landscaping may be required by the Development Review Board depending on the scale of the proposed development and its compatibility with abutting properties and their respective uses. *[Section 4.1.1.k was amended per Ordinance No. 835, 05/06/2019]*

Implementation Measure 4.1.1.l Continue to utilize performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses.

Implementation Measure 4.1.1.m Encourage a balance between light industrial and residential growth within the City.

Implementation Measure 4.1.1.n As existing businesses are renovated and new ones are constructed, the Development Review Board will require high standards of compatibility with surrounding development, landscaping, architecture and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.

Implementation Measure 4.1.1.o Applications for proposed developments will be accompanied by detailed site plans as specified in the City's Development Code.

Implementation Measure 4.1.1.p Require the placement of utilities underground in new developments and seek means of undergrounding existing above-ground utilities, other than storm drainage facilities.

Implementation Measure 4.1.1.q Implement those portions of the text of the West Side Master Plan that do not conflict with the remainder of the Comprehensive Plan. Changes to the Land Use Map of the Comprehensive Plan, implementing the West Side Master Plan, will not be made until the Transportation Systems Plan has been adopted by the City Council.

To further guide economic growth, specific goals, objectives and policies have been established for residential, commercial, and industrial land use decisions.

COMMERCIAL DEVELOPMENT

Commercial development is often a major identifying feature in a community, offering impressions to resident and visitor alike of the quality of life available. The Plan, therefore, urges that shopping areas be pleasant environments to live near and to do business within. They should not be designed in a manner only to attract attention. Buildings need not be painted in an offensive manner or have obtrusive signs to secure their share of the shopping public. In fact, the reverse trend tends to be the case, with centers providing a pleasant shopping environment often being more prosperous.

Commercial development demands special consideration in terms of traffic. On one hand, most commercial businesses need lots of customers coming and going in order to thrive. On the other hand, traffic jams at commercial locations can adversely affect the quality of the lives of other people in the area. The City must balance the needs of both the commercial and non-commercial sectors of the community in reviewing proposed development and considering the traffic impacts that will result. This is not intended to imply that commercial development is the only source of traffic problems. It is not. Rather, it is intended to point out that some commercial land uses may thrive in an environment where the traffic is excessive for other uses.

Commercial areas designated on the Plan recognize and reinforce existing development patterns, at the north (Elligsen Road) and south (Wilsonville Road). The Plan also recognizes the commercial development potential within the Charbonneau District, and the need for complementary commercial uses within or near the industrial area of the City. All commercial districts are planned in the form of centers or complexes rather than as a strip development along major streets. Five types of commercial centers have been recommended in Wilsonville's Comprehensive Plan since 1971. They are:

Town Center (please see the Town Center Development section below);
Service Centers;
Office Complexes;
Commercial Recreation Centers; and
Neighborhood Commercial Sites.

[Section amended per Ordinance No. 835, 05/06/2019]

At this time, it is apparent that there are commercial areas of the City that do not clearly fall into the categories listed above. For that reason, the Planning Commission and City Council are continuing to discuss potential changes to commercial land designations. More changes to the commercial designations of the Comprehensive Plan are expected with the completion of the City's Transportation Systems Plan in the months ahead.

The Town Center or City Center was, prior to the preparation of the Town Center Plan, described in the Comprehensive Plan as the City's, "major commercial district". Through the extensive community process to create the Town Center Plan, the vision has been broadened to be a mixed use heart of the City. Please see the Town Center sections below. . *[Commercial Development was amended per Ordinance No. 835, 05/06/2019]*

Service Centers are primarily related to the motoring public and should be located at the freeway interchanges, particularly the Stafford Interchange These centers would be the sites for motels,

restaurants, automobile and truck service centers, and other large site users dependent on easy access for freeway travelers. Such centers may also be incorporated into industrial developments. Service centers will be "on view" to a maximum number of visitors to the City and, accordingly, their appearance and their physical and visual relationship to abutting land uses are critical. Such uses should not compete for the same retail market as that intended to be served by the Town Center.

Office Complexes are distinguished from other commercial centers primarily because they are expected to generate less traffic than retail operations. A limited amount of retail is expected to occur within office complexes, but the amount of retail space is intended to be accessory or incidental to the primary office functions. Structures that will be located in these locations should be relatively small in scale if they are to form a transition between abutting residential areas and more intensive uses. The offices should be set back from streets a distance not less than that of abutting residential areas. Larger office complexes are appropriate in larger commercial or industrial locations. Parking areas and yards should be landscaped and signing should be subtle and "in keeping" with a quality environment. Large-scale and technology-oriented office facilities should be encouraged to locate in the Town Center and in large planned development commercial or planned development industrial zones.

Commercial Recreation - One such center has been developed in Charbonneau and is related to the golf courses contained within the development. Commercial recreation developments should be carefully introduced into the natural or constructed landscape of which they are a part, such as river or other water-oriented park sites. Such developments may also serve the convenience shopping needs of nearby residences.

Neighborhood Commercial Centers are established to provide for daily convenience needs of nearby residential or industrial areas. They will consist primarily of a small markets. Other related uses such as barber and beauty shops, laundry and dry cleaner pickup and delivery facilities, small bakery shops and other similar uses would also be appropriate in these small centers. If located in a residential area, parking facilities, signs, landscaping and the architecture of these centers must be of a quality at least equal to that of surrounding housing. Neighborhood Commercial Centers should be sensitively designed so that they are physically and visually compatible with the residential world of which they are generally a part.

Because large portions of the designated commercial areas are undeveloped, the opportunity exists to develop master plans, i.e., Town Center, or Wilsonville Square '76, to coordinate uses within a given area. The use of master plans for development within Wilsonville has been employed by the City since its incorporation. When small areas or individual lots develop, it also makes sense to coordinate them with adjacent properties. Therefore, under the commercial designation, a Planned Development Review process will continue to be the primary method of administration.

The intent of the Planned Development Review process is to allow for more flexible and creative designs and to encourage coordinated master planning of large areas. It is a further intent to provide for a logical mix of uses in relation to the surrounding uses without necessitating a Plan Amendment.

Policy 4.1.2 The City of Wilsonville shall encourage commercial growth primarily to serve local needs as well as adjacent rural and agricultural lands.

Implementation Measure 4.1.2.a Encourage commercial uses which are compatible with the residential nature of the community, and are complementary to or supportive of industrial development in the City.

Implementation Measure 4.1.2.b Provide opportunities for a basic mix of needed goods and services.

Implementation Measure 4.1.2.c Encourage a rate of commercial development consistent with serving the needs of residents of the City and adjacent rural and agricultural lands.

Implementation Measure 4.1.2.d Cluster commercial activity near the freeway interchanges and encourage service or freeway-oriented commerce to locate near the Stafford Interchange. Encourage retail and other local-oriented commerce to locate in commercial districts along Wilsonville Road to minimize transient traffic impacts on the Wilsonville Interchange.

Implementation Measure 4.1.2.e Maintain the area south of the Willamette River for residential needs and with a residential character consistent with the amended Charbonneau Master Plan (which includes some commercial development).

Implementation Measure 4.1.2.f The City, in accordance with Title 4 of the Metro Urban Growth Management Functional Plan, will encourage development of lands designated by Metro as "Employment" and "Industrial" areas to include supportive retail development. Commercial uses in those areas can be expected to include some limited retail uses, primarily to serve the needs of people working or living in the immediate area and office complexes housing technology-based industries. Where the City has already designated land for commercial development within Metro's employment areas, the City has been exempted from Metro development standards.

Implementation Measure 4.1.2.g The location and development of commercial areas within the community should be given very careful consideration. Although they may occupy a relatively small percentage of the total land area, commercial developments customarily occur at points of maximum traffic movement and, therefore, have a tremendous impact on people's impressions of the visual quality of the community. If Wilsonville is to retain an image as a desirable place to live, its commercial areas must reflect that quality.

Implementation Measure 4.1.2.h Non-commercial uses may be permitted within a planned development commercial zone, provided that the predominant uses remain commercial. In many locations, the development of residential uses is appropriate and desirable in upper floors, while ground-floor uses remain commercial.

Implementation Measure 4.1.2.i As existing businesses are renovated and new ones are constructed, the Development Review Board will require high standards of compatibility with surrounding development, landscaping, architecture, and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.

Implementation Measure 4.1.2.j Neighborhood commercial, limited to convenience goods and services for local residents and workers, may be permitted as part of a Planned Development in a residential or industrial area provided the following criteria are met:

1. Sites shall be separated from other commercial uses by at least one-half (1/2) mile.
2. Each neighborhood commercial area shall be limited to no more than 5% of the total planned development acreage (gross) or one acre, whichever is less.
3. Sites shall have direct access to a street of at least a collector classification. Pedestrian access to surrounding development areas should also be provided.
4. Sites shall not include more than one quadrant of an intersection and will not result in undue traffic congestion.

Implementation Measure 4.1.2.k In order to assure compliance with Metro standards, retail uses with more than 60,000 square feet of gross leasable floor area per building or business shall not be permitted within areas zoned for industrial development.

TOWN CENTER DEVELOPMENT

In the early 1970's, a proposal by Payless Drugs to locate its warehouse and headquarters in Wilsonville led to the relocation of Wilsonville's Town Center land from the west side of I-5 to the current location east of I-5 and north of Wilsonville Road. A group of landowners in the new Town Center convened and hired architect Mel Kroker to prepare a master plan for Town Center. The Wilsonville City Center Plan (1973) recommended a suburban village approach to development with a mix of housing and commercial uses lining a loop road with a park or lake in the center. Kroker envisioned that one day the land would be in high demand and new development would fill in the center of the loop. As a result, the City Council amended the City's Comprehensive Plan in 1978 to reflect the adopted Wilsonville City Center Plan. After three decades of development and a lot of change, the City recognized the need for a new vision for the Town Center. In 2014, the City Council adopted Wilsonville's Urban Renewal strategy and the Tourism Development Strategy, both of which identified a Town Center Redevelopment Plan as a priority action item. In 2015, the City of Wilsonville was awarded a Metro Community Planning and Development Grant to help fund the Wilsonville Town Center Plan. Through an extensive outreach process, the Wilsonville community developed and adopted the City of Wilsonville Town Center Plan, which envisions the Town Center as a vibrant, walkable destination and heart of Wilsonville. The following policies state that vision in full, and the implementation steps to achieve it.

Policy 4.TC.1. The vision for Wilsonville's Town Center is:

"Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville.

It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment."

All development in the Town Center shall be consistent with the above stated vision.

Policy 4.TC.2. The Wilsonville Town Center Plan shall be a supporting document of the Comprehensive Plan, adopted by the City as a part of this Comprehensive Plan with the full force and effect of the Plan.

Policy 4.TC.3. The planning area in the Wilsonville Town Center Master Plan shall be designated Town Center on the Comprehensive Plan Land Use Map. This map designation shall be implemented by the Town Center Zone. The purpose of the Town Center Zone is to implement Wilsonville's vision for the Town Center, these policies, and the Wilsonville Town Center Master Plan.

Policy 4.TC.4. Development in the Town Center shall create a highly connected and walkable street and multi-modal transportation network that is consistent with the Wilsonville Town Center Master Plan. Policy 4.TC.5. Development in the Town Center shall create open spaces that are linked, that serve as attractive amenities for the Town Center, and are consistent with the Wilsonville Town Center Master Plan.

Policy 4.TC.6. The Town Center Zone shall include design and development standards that will:

A. Provide high quality design in new development and redevelopment that promotes a sense of community identity and implements the Wilsonville Town Center Vision.
B. Provide a well-defined pedestrian, bicycle and vehicular network, good connections to adjacent land uses and efficient connections to transit stops.
C. Provide quality and usable open space, increase street tree canopy, and create transitions between land uses.
D. Provide sustainable development through the adaptive reuse of existing buildings and increase the use of low-impact development best practices.

Policy 4.TC.7. The City may use a variety of strategies to fund improvements in the Town Center. These include but are not limited to: funding by developers; public-private partnerships; partnerships with public agencies; urban renewal funding, special fees, and others authorized by the City Council.

[Town Center Section added per Ordinance No. 835, 05/06/2019]

INDUSTRIAL DEVELOPMENT

[Industrial Development section was amended per Ordinance No.834, 04/15/2019]

Wilsonville is basically a compact City, for this reason all industrial development should be compatible with adjacent or nearby commercial and/or residential areas. Therefore, there is little need for more than one industrial designation. For all practical purposes, all development should be guided by the same general standards; dealing with intensity, etc.

Policy 4.1.3 City of Wilsonville shall encourage light industry compatible with the residential and urban nature of the City.

Implementation Measure 4.1.3.a Develop an attractive and economically sound community.

Implementation Measure 4.1.3.b Maintain high-quality industrial development that enhances the livability of the area and promotes diversified economic growth and a broad tax base.

Implementation Measure 4.1.3.c Favor capital intensive, rather than labor intensive, industries within the City.

Implementation Measure 4.1.3.d Encourage industries interested in and willing to participate in development and preservation of a high-quality environment. Continue to require adherence to performance standards for all industrial operations within the City.

Implementation Measure 4.1.3.e Site industries where they can take advantage of existing transportation corridors such as the freeway, river, and railroad.

Implementation Measure 4.1.3.f Encourage a diversity of industries compatible with the Plan to provide a variety of jobs for the citizens of the City and the local area.

Implementation Measure 4.1.3.g Encourage energy-efficient, low-pollution industries.

Implementation Measure 4.1.3.h The City, in accordance with Title 4 of the Metro Urban Growth Management Functional Plan, supports appropriate retail development within Employment and Industrial Areas. Employment and Industrial areas are expected to include some limited retail commercial uses, primarily to serve the needs of people working or living in the immediate Employment or Industrial Areas, as well as office complexes housing technology-based industries. Where the City has already designated land for commercial development within Metro's employment areas, the City has been exempted from Metro development standards.

Implementation Measure 4.1.3.i The City shall limit the maximum amount of square footage of gross leasable retail area per building or business in areas designated for industrial development. In order to assure compliance with Metro's standards for the development of industrial areas, retail uses with more than 60,000 square feet of gross leasable floor area per building or business shall not be permitted in areas designated for industrial development.

Implementation Measure 4.1.3.j All industrial areas will be developed in a manner consistent with industrial planned developments in Wilsonville. Non-industrial uses may be allowed

within a Planned Development Industrial Zone, provided that those non-industrial uses do not limit the industrial development potential of the area.

Implementation Measure 4.1.3.k Encourage high-growth employment industries in which the City is already competitive, including advanced manufacturing, corporate and professional services, and health care and medical-related fields.

Implementation Measure 4.1.3.l Encourage growth in industrial business types prevalent in the region but new to the City, such as "craft" manufacturing (such as bicycle manufacturing, breweries, distilleries). Consider integrating live/work units into "craft" manufacturing areas.

Implementation Measure 4.1.3.m Encourage new industrial development that contributes to employment districts with a high density of jobs and a range of employment opportunities.

Implementation Measure 4.1.3.n Encourage development that incorporates active urban green spaces, such as trails, linear parks, and pocket parks, and use vegetation for buffering where possible.

RESIDENTIAL DEVELOPMENT

Housing is a basic human need which concerns everyone. With today's housing costs, satisfying this basic need is becoming an increasingly difficult task. Governments at all levels are giving more and more attention to housing issues.

In the process of adopting the Statewide Planning Goals, LCDC established the goal providing for the housing needs of citizens of the State. To meet this goal, all local jurisdictions in the State must develop plans, "that encourage the availability of adequate number of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

As of October 1999, the existing housing stock of 6,788 units consisted of 41.2% single-family 52.4% multi-family (including duplexes and condominiums), and 6.4% manufactured housing (mobile homes). This mix of housing types indicates that the City met the intent of the State's "Metro Housing Rule" applying to housing mix. It is also important to note that the total number of housing units within the City increased by more than 200% in thirteen years. During that period, there were 476 more multiple-family units than single-family units added to the City's housing mix. The number of mobile and manufactured housing units actually declined during that period, in spite of the fact that local codes were amended to permit those units to be located alongside conventionally built houses and multiple-family units.

Even prior to the adoption of the Statewide Planning Goals, Wilsonville's 1971 General Plan contained a goal that supported affordable housing, plus the following objectives:

Establish residential areas that are safe, convenient, healthful, and attractive places to live;

Encourage variety through the use of clusters and planned developments; and

Develop a renewal program to update the "Old Town" area.

In compliance with these objectives, numerous residential developments, including apartments, single family subdivisions, planned developments, and a mobile home park were approved by the City. However, during the review hearings of many of these projects, questions of need, related to the timing, type, and number of units continually arose. Subsequently, as part of the 1988 Plan update, a detailed housing and economic development analysis was conducted (the Housing and Economic Development Report). While the report discussed several factors, it identified two significant factors related to housing. They were as follows:

The majority of workers employed in Wilsonville did not live in the City.

The prevailing vacancy rates for all types of housing as of January 1987, within the City were extremely low. This indicates that the demand for housing in Wilsonville exceeded the supply.

Many members of the community's sizable work force still cannot afford to live in Wilsonville because of their incomes and the lack of affordable housing.

The City recognizes that some of the existing mobile home parks were originally approved as temporary transitional uses, eventually to be phased out for commercial or industrial uses in conformance with the designations of the 1975 Plan map. The City also recognizes that existing residents within these parks have chosen to live in mobile or manufactured homes based on personal preference and economic factors. They have also invested money in their homes and, if their parks are phased out, will be faced with finding suitable relocation sites, be forced to relocate outside of the City or sell their mobile homes.

The City is required by Metro to assure that residential densities in new developments are not less than 80 percent of maximum-zoned densities. The City is also required to determine the calculated capacity of dwelling units and jobs by the year 2017, using the capacity of its current Comprehensive Plan and implementing ordinances.

Additionally, the City is required to periodically review its public facility capacities and plans to assure that planned public facilities can be provided to accommodate the calculated capacity within the planning period.

The City is required to calculate the increases in dwelling unit and job capacities by the year 2017 from any proposed changes to the current Comprehensive Plan and Development Code that must be adopted and add the increases to the calculation of expected capacities.

The City is required to determine the effect of each of the following on calculated capacities, and include any resulting increase or decrease in calculated capacities:

1. Required dedications for public streets, consistent with Metro's Regional Accessibility requirements;

2. Off-street parking requirements, consistent with the Metro Urban Growth Management Functional Plan;

3. Landscaping, setback, and maximum lot coverage requirements;

4. The effects of tree preservation ordinances, environmental protection ordinances, view preservation ordinances, solar access ordinances, or any other regulations that may have the effect of reducing the capacity of the land to develop at the zoned density;

5. The effects of areas dedicated to bio-swales, storm water retention, open space dedications, and other requirements of local codes that may reduce the capacity of the land to develop at the planned density.

If any of the calculated capacities are determined to be less than the City's target dwelling unit and job capacities specified by Metro, either jurisdiction-wide or in mixed-use areas, or both, then the City is required to increase calculated capacities, as needed, to comply with the calculated capacities of Metro's Urban Growth Management Functional Plan. The City is required to achieve the target capacities for both dwelling units and jobs.

As stated above, housing is a basic human need. Therefore, residential development is considered a primary element of this Plan. A priority is given to satisfying the housing Goal. In so doing, however, it is not the intent of this section to ignore other sections of the Plan. Rather, the intent is to balance conformance to other provisions of the Plan so as to best satisfy housing needs within the City. To complete the framework for evaluating residential development, the following Implementation Measures have been established.

Policy 4.1.4 The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.

Implementation Measure 4.1.4.a The City shall encourage that at least an area of land equal to that now utilized for existing mobile home parks within the City, shall be identified within the City for development of replacement mobile or manufactured parks or subdivisions prior to redevelopment of the existing parcels for other uses. Preservation of existing parks will be encouraged where consistent with other provisions of this Plan.

Implementation Measure 4.1.4.b Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services. It is the City's desire to provide a variety of housing types needed to meet a wide range of personal preferences and income levels. The City also recognizes the fact that adequate public facilities and services must be available in order to build and maintain a decent, safe, and healthful living environment.

Implementation Measure 4.1.4.c Establish residential areas that are safe, convenient, healthful, and attractive places to live while encouraging variety through the use of planned developments and clusters and legislative Master Plans.

Implementation Measure 4.1.4.d Encourage the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall, manufactured homes, mobile homes, modular homes, and condominiums in various structural forms.

Implementation Measure 4.1.4.e Targets are to be set in order to meet the City's Goals for housing and assure compliance with State and regional standards.

Implementation Measure 4.1.4.f Accommodate the housing needs of the existing residents of the City of Wilsonville. The future status of existing mobile home dwellers within the City is a particular concern in establishing this Measure.

Implementation Measure 4.1.4.g Coordinate housing development with the social and economic needs of the community.

Implementation Measure 4.1.4.h Require new housing developments to pay an equitable share of the cost of required capital improvements for public services.

Implementation Measure 4.1.4.i Restrict the number of housing starts to the capacities of public facilities and services.

Implementation Measure 4.1.4.j The City shall have a diverse range of housing types available within its City limits.

Implementation Measure 4.1.4.k The City shall adopt specific goals for low and moderate cost housing to ensure that sufficient and affordable housing is available to households of all income levels that live or have a member working within the City of Wilsonville.

Implementation Measure 4.1.4.l The City shall work to improve the balance of jobs and housing within its jurisdictional boundaries.

Implementation Measure 4.1.4.m The City will consider the use of the following tools identified by Metro to improve availability of sufficient housing affordable to households of all income levels and manufactured housing to assure a diverse range of available housing types.

1. Donation of buildable tax-foreclosed properties to nonprofit organizations or governments for development as mixed-market affordable housing.
2. Development of permitting process incentives for housing being developed to serve people at or below 80% of area median income.

3. Provision of fee waivers and property tax exemptions for projects developed by nonprofit organizations or governments serving people at or below 60% of area median income.

4. Creation of a land-banking program to enhance the availability of appropriate sites for permanently affordable housing.

5. Adoption of replacement ordinances that would require developers of high-income housing, commercial, industrial, recreational or government projects to replace any affordable housing destroyed by these projects.

6 Creation of linkage programs that require developers of job-producing development, particularly that which receives tax incentives, to contribute to an affordable housing fund.

7. Committing locally controlled funds, such as Community Development Block Grants, Strategic Investment Program tax abatement funds, or general fund dollars, to the development of permanently affordable housing for people at or below 60% of area median income.

8. Within the limits set by State law, consider inclusionary zoning requirements, particularly in tax incentive programs, for new development in transit zones and other areas where public investment has contributed to the value and developability of land.

Implementation Measure 4.1.4.n Amend the Development Code to permit manufactured homes configured as duplexes, triplexes, fourplexes, etc. outside manufactured dwelling parks, consistent with zoning densities.

Implementation Measure 4.1.4.o The City will encourage the development of housing of various types and densities. Guided by the urbanization, public facilities, and economic elements, the City will, however, manage residential growth to ensure adequate provision of public facilities and that proposed housing satisfies local need and desires, i.e., type, price and rent levels.

Implementation Measure 4.1.4.p In an effort to balance residential growth with the City's employment base, the City shall encourage the development of housing to meet the needs of the employees working in the City.

Implementation Measure 4.1.4.q The City will continue to allow for mobile homes and manufactured dwellings, subject to development review processes that are similar to those used for other forms of housing. Individual units will continue to be allowed on individual lots, subject to design standards. Mobile home parks and subdivisions shall be subject to the same procedures as other forms of planned developments.

Implementation Measure 4.1.4.r All development, except as indicated in the lowest density districts, will coincide with the provision of adequate streets, water, and sanitary sewerage and storm drainage facilities, as specified in the Public Facilities and Services Section of

the Plan. These facilities shall be (a) capable of adequately serving all intervening properties as well as the proposed development and (b) designed to meet City standards.

Implementation Measure 4.1.4.s Residential subdivisions, including mobile home subdivisions, shall be developed with paved streets, curbs and gutters, street lights and walkways, according to City standards. All utilities, other than storm water facilities, will be placed underground.

Implementation Measure 4.1.4.t Site plans will provide for adequate open space to (a) protect adjacent properties; and (b) provide ample yard space and play areas for residents. The residential character of established neighborhoods, particularly low density developments, shall also be protected as surrounding development occurs. Site development standards shall continue to be applied to ensure compatibility with adjacent land uses. High design standards will be established for signage and appearance, including the landscaping of setback areas and the designation of access points.

Implementation Measure 4.1.4.u To provide variety and flexibility in site design and densities, residential lands shown on the Land Use Map and legislative Master Plans of the Comprehensive Plan have been divided into districts, with different density ranges for each district. In all residential developments, other than those that are so small that it is not mathematically feasible to achieve the prescribed minimum density, the 80% minimum shall apply. The following density ranges have been prescribed for each district:

Density:	0-1 units/acre
	2-3 units/acre
	4-5 units/acre
	6-7 units/acre
	10-12 units/acre
	18-20 units/acre

Densities may also be defined for specific areas in legislative Master Plans.

Implementation Measure 4.1.4.v Site development standards and performance criteria have been developed for determining the approval of specific densities within each district. Densities may be increased through the Planned Development process to provide for meeting special needs (e.g., low/moderate income, elderly, or handicapped). Site development standards, performance criteria, density flexibility and other standards may be established for specific areas in legislative Master Plans.

Implementation Measure 4.1.4.w These Implementation Measures shall not be administered in such a manner as to violate other provisions of this Plan.

Implementation Measure 4.1.4.x Apartments and mobile homes are to be located to produce an optimum living environment for the occupants and surrounding residential areas. Development criteria includes:

1. Buffering by means of landscaping, fencing, and distance from conflicting uses.
2. Compatibility of design, recognizing the architectural differences between apartment buildings and houses.
3. On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenience shopping.
4. The siting of buildings to minimize the visual effects of parking areas and to increase the availability of privacy and natural surveillance for security.

Implementation Measure 4.1.4.y Housing units shall be designed, constructed, and maintained so that the community is assured of safe, sanitary, and convenient living conditions in dwellings that are sound, energy efficient, and attractive in their appearance. Conservation of housing resources shall be encouraged through code enforcement, renovation, and rehabilitation of the existing housing stock.

Implementation Measure 4.1.4.z The City shall continue to apply a minimum density standard to all zones allowing residential use, such that all development, including subdivisions, will result in the eventual build-out of 80 percent or more of the maximum number of dwelling units per net acre permitted by the zoning designation for a given development. The minimum density requirement does not apply inside areas designated by the City as open spaces or significant resource sites. The maximum-zoned density does not include the density bonus for zones that allow them.

Implementation Measure 4.1.4.aa The City will continue to allow partitioning or subdividing where existing lot sizes are two or more times that of the minimum lot size in the Development Code, and all other applicable requirements are met.

Implementation Measure 4.1.4.bb The City allows the construction of one accessory dwelling unit with any detached dwelling or attached single-family dwelling permitted to be built in any zone, subject to standards in the Land Development Code. Regulations of such units include size and parking requirements. [Amended by Ord. #825, 10/15/18]

Implementation Measure 4.1.4.cc In order to encourage originality, flexibility, and innovation in land development, and minimize monotonous standardized subdivisions, all subdivisions over two acres in size require Planned Development review (P.D.R.). Multi-plexes and single-family attached units may also be approved as part of a planned development.

Implementation Measure 4.1.4.dd Continue the development of a renewal program to update/upgrade the "Old Town" area of Wilsonville.

RESIDENTIAL PLANNING DISTRICTS SHOWN ON THE LAND USE MAP OF THE COMPREHENSIVE PLAN

Density (0-1 du/ac)

The purpose of this district is to provide for very low density housing areas to satisfy individuals desiring to own a large lot within an urban setting. This district recognizes and protects existing

and future large-lot developments within the City. This density would generally fall under the PDR-1 zoning district category as outlined in the Development Code.

The following areas should be designated and developed at this density:

1. Areas which are currently developed at suburban densities and where little need exists for redevelopment.

2. Areas where transportation is limited to minor collector and local streets, and where high volume traffic would create safety problems.

3. Areas where sensitivity to the natural environment or natural hazards warrant a reduced density.

Density (2-3 or 4-5 du/ac)

The purpose of this district is to provide for low density residential areas. The 2-3 du/acre density would generally fall under the PDR-2 zoning district category as outlined in the Development Code. The 4-5 du/acre density would generally fall under the PDR-2 and PDR-3 (or other categories that could work out to this level of density) zoning district category as outlined in the Development Code.

The following areas should be designated and developed at this density:

1. Areas with access to a minor arterial, collector, or local streets. However, direct vehicular access from individual lots onto a minor arterial will be restricted.

2. Undeveloped areas adjacent to existing lower density developments, or near the fringe of the Urban Growth Boundary.

3. Areas where sensitivity to the natural environment or natural hazards warrant a reduced density.

Density (6-7 or 10-12 du/ac)

The purpose of this district is to ensure an efficient use of urban land by providing for the development of medium density housing areas. This density would generally fall under the PDR-3 and PDR-4 (or other categories that could work out to this level of density) zoning districts category as outlined in the Development Code.

The following areas should be designated and developed as urban medium density:

1. Areas with access to a major or minor arterial or collector street. Siting should not, however, result in significant traffic impacts through lower density residential areas.

2. Areas located near or adjacent to commercial areas, employment centers and/or mass transit routes.

3. Areas adjacent to urban lower density developments or planning districts.

Permitted uses in this district typically include single family dwellings, whether detached or attached, accessory dwelling units, multi-family dwellings, including duplexes and tri-plexes, and mobile home parks or subdivisions, multi-family developments, including duplexes and multi-plexes and mobile home parks or subdivisions, will be subject to Development Review approval.

Neighborhood or convenience commercial uses may be permitted as part of a Planned Development but should be integrated into the design of the surrounding residential development, i.e., first floor of multi-story structure or similar design as residential units. Such commercial developments shall be limited to locations where there is clearly demonstrated local need. All such uses shall be subject to Development Review approval.

Density (18-20 du/ac)

The purpose of this district is to provide for efficient use of land near the major commercial or employment centers by providing for high-density residential development. It is a further purpose of this district to encourage mixed uses in commercial areas. This density would generally fall under the PDR-6 and PDR-7 (or other categories that could work out to this level of density) zoning district categories as outlined in the Development Code.

The following areas may be designated urban high-density residential:

1. Areas located on major or minor arterials and where such development will not result in significant traffic impacts through low- or medium-density residential areas.

2. Areas located within or adjacent to major shopping centers, employment centers and/or adjacent to mass transit routes.

Because of the land use intensity allowable in this district, the zoning will be restricted to a Planned Development review.

All developments will be subject to Development Review Board approval, including lot sizes, setbacks, open space, and parking requirements. Where feasible, under-structure parking will be encouraged on structures over two (2) stories in height.

Residential – Village
See the Compact Urban Development section of this Plan for the description of the Residential Village designation.

Residential – Neighborhood
See the Residential Neighborhood section of this Plan for the description of the Residential Neighborhood designation.

ENVIRONMENTAL RESOURCES AND COMMUNITY DESIGN

At a glance, most land appears to be much the same as the lands surrounding it, with the exception of obvious differences such as topography and vegetation. However, a more detailed analysis can reveal distinct differences in the land composition and physical characteristics of nearly any two adjacent parcels of land. These differences can affect the overall suitability of a particular parcel of land for various types of land use. Each piece of land has a natural land use intensity potential which results from variations in its physical features and their interrelationships with natural processes, such as:

1. Underlying geological deposits and associated characteristics.
2. Types of surface soils and associated characteristics.
3. Water, the hydrologic cycle and natural drainage.
4. Slope of the land.
5. Vegetative cover (type, size, and location).
6. Weather conditions.
7. Character of adjoining natural features and developments.

Certain combinations of these natural features and processes can create inherently hazardous or unstable conditions which have special significance to humans and their land use activities. These conditions, referred to as natural hazards, are more appropriately labeled physical or natural limitations and occur in the form of:

1. Flood plains and wetlands
2. Runoff and erosion potentials.
3. Soil instability, including landslides, settlement, shrink/swell potential and earthquakes.

In addition to natural limitations, there are also natural potentials which can provide a more desirable living environment if given proper consideration in determining land use patterns and development design. The elements which offer these potentials are:

1. Existing vegetation.
2. Topography.
3. Wildlife and their associated habitats.
4. River, streams, lakes, and ponds.

In nature, there is a balanced system of events and processes that affect and shape the land on which we live. Because these processes continually and ultimately affect land and property, it follows that we should respect these natural processes in making land use decisions. For example, unless mitigated, it would not be wise to make a land use decision that encourages subdivisions to be built in areas that are known to flood.

By using nature as a guide to initial land use decisions, it is possible to minimize potential development hazards due to physical limitations of the land. It is also possible to maximize the preservation of nature and natural processes, thereby insuring that development occurs in harmony with the natural features of the community. This approach can also maintain and even enhance the natural aesthetic qualities of the community.

Following a detailed analysis of the characteristics of Wilsonville's natural environment, several areas of special concern were identified. They are:

1. Areas containing weak foundation soils, which are soft or compressible or those prone to liquefaction in the event of earthquakes and require special foundation engineering for construction.

2. Areas subject to seasonal or periodic flooding.

3. Areas with seasonally high ground water tables.

4. Areas of steep slope and subject to landslide and/or erosion.

5. Fish and wildlife habitat and associated water courses and native vegetation.

These areas are discussed in detail in the Physical Inventory report. The most significant areas identified are as follows:

1. Coffee Lake Creek/Seely Ditch - this area contains historically hydric soils with a high water table and low compressive strength. The wet soil conditions are compounded by winter rains resulting in standing water over much of the area during the winter months.

2. Boeckman Creek and other small streams have formed steep-sided canyons and ravines as they drain into the Willamette River. These steep slopes, as well as the steep banks along the Willamette River itself, include locations that are extremely unstable and subject to landslide and/or excessive erosion.

3. The flood plains along the Willamette River, Coffee Lake Creek, and Seely Ditch which are subject to seasonal and/or periodic high water following heavy storms.

4. Several stands of native vegetation scattered throughout the City, particularly along natural drainage ways. These areas provide visual relief from urban development plus run-off erosion control and habitat for wildlife.

Generally, all intensive urban development creates conflicts with open space and associated wildlife areas. However, careful management within and adjacent to these areas can significantly reduce these conflicts. Open-space-use management can also increase public safety by controlling development in hazardous areas while preserving valuable natural resources.

The City has identified significant natural resource areas that warrant special use management consideration in order to preserve water quality, visual quality, and sensitive wildlife habitats. Uncontrolled development of adjacent properties could diminish the natural quality of these areas. Therefore, it is necessary to establish development standards for properties along the fringe of the sensitive areas. The management and protection of these natural resource areas is implemented through the provisions of the Significant Resource Overlay Zone ordinance. The economic loss of development of open space lands can be compensated for through such techniques as density

transfers. In order for such a technique to work, the City must take an effective and creative approach to proposed developments, without placing unnecessary limitations on the density of development that will be permitted.

Many of these open space areas also provide scenic views, although no significant site-specific viewpoints have been identified. The Physical Inventory Report identifies the following general scenic views:

1. The Willamette River from the water, its bank, and from the I-5 bridge.
2. Numerous stands of trees throughout the City.
3. Mount Hood.
4. Boeckman Creek.

These views can be observed from numerous locations throughout the City and are infrequently threatened by development in accordance with current standards. Therefore, special scenic view standards are considered impracticable and unnecessary.

The City has determined that there is limited commercial timber resource in the numerous stands of trees throughout the City. However, as noted, they have been considered worthy of protection to preserve wildlife habitats and the community's air and visual quality, as well as providing shade, soil stabilization, and erosion control.

Other environmental resources investigated in the Physical Inventory Report include mineral and aggregate deposits. Based on the Report, there are no known mineral deposits in the City. There are some gravel deposits along the I-5 corridor north of the Willamette River. However, these deposits are of low grade in both quality and quantity. In addition, further excavation of these deposits would significantly conflict with the urban uses planned along the I-5 corridor. Therefore, no provisions have been made to protect this resource.

In addition to these factors, one of the major aspects of Wilsonville's natural environment is its relationship to agricultural land. Statewide Planning Goal #3 is intended to preserve agricultural lands.

Wilsonville's 1971 General Plan and 1988 Comprehensive Plan set objectives to allow for the continuation of agriculture as a viable part of the community's economy. Agricultural activities still exist as an interim use within the City, and they are the primary land use outside of the City. In recognition of this factor, Metro has established an urban growth boundary to protect prime agricultural lands outside of the urban area. The urban growth boundary has been established in consideration of the placement of existing and planned utilities in relation to existing and planned development patterns and provides sufficient vacant land for continued growth over the next 20 years.

As a basic framework for land use decisions in these areas, the following Policies and Implementation Measures have been established. Many of these Policies and Implementation Measures are complemented by policies in the parks and open space sections of the Public Facilities Element.

In combination, these Policies and Implementation Measures form the foundation for an integrated community design that preserves the integrity and aesthetic quality of the natural environment while allowing for development. It is the underlying intent of the Plan to reconcile these factors through site planning and design, so that they complement each other. Wilsonville's agricultural and rural heritage has long given it a sense of openness accented by lines and clusters of trees and other natural vegetation. As the City has become more urban, there remains a desire to create the sense of openness and to preserve natural features, while allowing for higher density development, as expected in urban areas.

Noise, water quality, and air quality affect our health, our economic interests and quality of life. High noise levels affect a person's mental and physical well being and ability to work. Poor water and air quality can be a health hazard. Because of their complexities, air and water quality and noise control require both local and regional action. A regional and urban growth boundary has been established to concentrate urban growth within a specified area and to reduce sprawl. Wilsonville is within the regional growth boundary. While urban growth will be contained by the boundary, the boundary, without the necessary safeguards (such as performance standards), could simultaneously exaggerate and concentrate urban pollution.

Wilsonville is located within the Portland/Vancouver Air Quality Maintenance Area (AQMA). Within the AQMA there are three non-attainment areas (CO, TSP, 03). Only the 03 non-attainment area includes Wilsonville (it has the same boundaries as the AQMA). Consequently, the City is subject to the policies and standards set forth in the State Implementation Plan jointly adopted by Metro and State Department of Environmental Quality (DEQ).

Full compliance with these standards could result in some development constraints with the City and at a minimum could require installation of air pollution control devices on some industries. Air quality will remain a concern as urban development occurs.

Similarly, water quality is regulated by Federal Standards enforced by DEQ at the State level. For example, the City's sanitary sewer treatment system is monitored to insure compliance with DEQ wastewater discharge standards.

The major source of noise pollution within the City is the I-5 Freeway. Other noticeable sources include boats on the river and trains passing through town.

In recognition of the noise conflicts with the Freeway and railroad tracks, the City has made an effort to minimize the location of residential development adjacent to the Freeway or tracks. In addition, site design and sound control devices, i.e., berms and walls can be used to reduce noise conflicts.

In considering the overall character of the community, it is important to look to the past. As a community develops, it should not discard its past for the sake of the future. Historic features provide a link with the past and add character and variety to the community's design.

The Statewide Inventory of Historic Sites and Building identifies one historic site in the City, the Boones Ferry Landing Site. There is no physical evidence of this landing site, except that

Boone's Ferry Road terminates at the river's edge. The site is part of a six-acre City Park and is located within the Willamette River Greenway Boundaries. Other than documentation and recognition that this landing site exists, no additional standards or measures are considered necessary to preserve its historic value.

Additional Wilsonville sites and buildings have been inventoried and the results have been included as an appendix to the Comprehensive Plan as potential historic sites and structures. The City has worked with the local Historical Society on that inventory in the past and is expected to continue to coordinate with that group in completing the Goal 5 process for historic resources in the future.

Policy 4.1.5 Protect valuable resource lands from incompatible development and protect people and property from natural hazards.

Implementation Measure 4.1.5.a Require the placement of utilities underground in new developments and seek means of undergrounding existing above-ground utilities, other than storm drainage facilities.

Implementation Measure 4.1.5.b Help to preserve agricultural land by protecting the agricultural lands outside the Urban Growth Boundary, by guiding development within the boundary. Discourage long term agricultural uses within the urban boundary.

Implementation Measure 4.1.5.c Provide a buffer use or transition zone between urban and adjacent agricultural areas.

Implementation Measure 4.1.5.d Conserve and create open space throughout the City for specified objectives.

Implementation Measure 4.1.5.e Protect the beneficial uses and functional values of resources within the Water Quality and Flood Management Areas and Habitat Conservation Areas identified by Metro by limiting or mitigating the impact on these areas from development activities.

Implementation Measure 4.1.5.f Ensure protection of Water Quality and Flood Management Areas and Habitat Conservation Areas pursuant to Title's 3 and 13 of the Metro Urban Growth Management Functional Plan by either:

1. Adopting the relevant provisions of the Metro Water Quality and Flood Management model ordinance and Metro Water Quality and Flood Management Conservation Area Map; or
2. Adopting the relevant provisions of the Metro Title 13 model ordinance and Habitat Conservation Areas Map; or
3. Demonstrating that the City's plans and implementing ordinances substantially comply with the performance standards, including the map, contained in Title 3. In this case, the purpose of this map is to provide a performance standard for evaluation of substantial compliance for the City; or

4. Demonstrating that the City's plans and implementing ordinances substantially comply with the development standards, including the Habitat Conservation Areas Map; or
5. Any combination of 1 and 3 above that substantially complies with all performance standards in Section 4 of Title 3 of Metro's Urban Growth Management Functional Plan.
6. Any combination of 2 and 4 above that substantially complies with all development standards in Section 6 of Title 13 of Metro's Urban Growth Management Functional Plan.

Implementation Measure 4.1.5.g Encourage identification and conservation of natural scenic and historic areas within the City.

Implementation Measure 4.1.5.h Develop an attractive and economically sound community.

Implementation Measure 4.1.5.i Identify buildings of unusual or outstanding architectural style from earlier eras. Encourage preservation of these structures.

Implementation Measure 4.1.5.j Ensure that open space conforms to the characteristics of the land, type of land use, adjacent land uses and City needs.

Implementation Measure 4.1.5.k Develop open, limited, or restricted access natural areas connected where possible by natural corridors, for wildlife habitat, watershed, soil and terrain protection. Preservation of contiguous natural corridors throughout the City for the protection of watersheds and wildlife will be given priority in land use decisions regarding open space.

Implementation Measure 4.1.5.l Identify areas of natural and scenic importance and give them priority in selection of public open space. Where legal rights of access have been acquired, extend public access to, and knowledge of such areas, in order to encourage public involvement in their preservation.

Implementation Measure 4.1.5.m Protect the river-connected wildlife habitat and encourage the integration and inter-connection of the Willamette River Greenway to open space areas of the City. Continue to regulate development within the Greenway boundaries. Provide for public access to the river only through and within the City parks or other properties intended for public access.

Implementation Measure 4.1.5.n Adopt performance and development standards, in accordance with Metro, to conserve, preserve, protect, and enhance fish and wildlife habitat within the fish and wildlife habitat conservation areas identified on Metro's water quality and flood management area map and Habitat Conservation Areas Map.

Implementation Measure 4.1.5.o Adopt Metro's Habitat-Friendly Development Practices, which provide a method of developing property that protects natural resources and focuses on

land development and site design that mimic natural processes. The design and construction practices include the following categories:

1. Minimize hydrologic impacts
2. Minimize impacts on wildlife corridors and fish passage
3. Protect and enhance native landscaping

Implementation Measure 4.1.5.p Require compliance with Oregon Department of Fish and Wildlife (ODFW) seasonal restrictions for in-stream work. Limit development activities that would impair fish and wildlife during key life-cycle events according to the guidelines contained in ODFW's "Oregon Guidelines for Timing of In-water Work to Protect Fish and Wildlife Resources."

Implementation Measure 4.1.5.q The Administrative Review, Variance and mitigation procedures within the Development Code may be used to consider claims of map error and unique hardship, to assure that the standards do not render any legal tax lot to be unbuildable by application of requirements for natural resource protection.

Implementation Measure 4.1.5.r Continue to regulate development in potential disaster and hazard areas to minimize risks to life or property.

Implementation Measure 4.1.5.s Housing development, and any other development intended for human occupancy, shall occur, to the greatest extent possible, on lands designated for development that are free from flood hazard, severe soil limitations, or other hazards.

Implementation Measure 4.1.5.t Ensure adequate storm drainage.

Implementation Measure 4.1.5.u Define risks of development by using Federal Emergency Management Agency maps showing flood plains and floodways. Restrict buildings in the flood plains and prohibit buildings in the floodway.

Implementation Measure 4.1.5.v Require engineering where necessary to minimize the potential effects of natural hazards.

Implementation Measure 4.1.5.w Require all future utilities to be placed underground, other than storm drainage facilities.

Implementation Measure 4.1.5.x Provide available information, when requested, to those interested in developing land in areas of the following hazards:

a. 100 year floods;
b. slides and earthquake damage; or
c. wind damage, possible tree topping.

Implementation Measure 4.1.5.y Protect the Willamette River Greenway from incompatible uses or development activities, using the standards of the Greenway section of the Development Code.

Implementation Measure 4.1.5.z Riparian corridors, wetlands and wildlife habitat that are determined to be significant through the Goal 5 process shall be designated as one or more overlay zones on the City Zoning Map.

Implementation Measure 4.1.5.aa Protected natural resources within the Significant Resource Overlay Zone are intended to remain undeveloped with the possible exceptions of passive recreation and underground public facilities. These areas include the following:

1. Riparian corridors, wetlands and wildlife habitat that are determined to be significant through the Goal 5 process and are included in the Significant Resource Overlay Zone.
2. Water quality resource areas as defined by Metro's Title 3 of the Urban Growth Management Functional Plan.
3. Habitat Conservation Areas as defined by Metro's Title 13.

Implementation Measure 4.1.5.bb An Area of Limited Conflicting Use is defined as an area located between the riparian corridor boundary, riparian impact area or the Metro Urban Growth Management Functional Plan Title 3 Water Quality Resource Area boundary, whichever is furthest away from the wetland or stream and the outside edge of the SROZ or an isolated significant wildlife habitat area as defined by Goal 5. These areas can serve as a buffer between development and conservation. Limited development impacts may be permitted in accordance with special development standards found within the Planning and Land Development Ordinance.

Implementation Measure 4.1.5.cc Undeveloped portions of the Significant Resource Overlay Zone may be used towards satisfaction of open space requirements. A density transfer credit of not more than 50% of the designated Significant Resource Overlay Zone will also be allowed except where legislative Master Plans have defined subdistricts or use other means to determine the amount and location of residential density outside of the SROZ without the use of a density transfer credit.

Implementation Measure 4.1.5.dd In vegetated areas, the positive visual impact of the trees, etc., is to be preserved. Any clearing of trees for development is subject to arboricultural standards and the requirements of the Planning and Land Development Ordinance.

Implementation Measure 4.1.5.ee Due to potential hazards to human health, the high voltage powerline easements within the City are regulated by the Planning and Land Development Ordinance. No residential structures shall be allowed within the easements and any development, particularly residential, adjacent to the easements will be carefully reviewed. While these corridors offer some potential for recreational use, their use is also somewhat limited by utility requirements. Any proposed non-residential development within powerline easements shall also be coordinated with, and approved by, the Bonneville Power Administration or Portland General Electric Company, depending on the easement ownership.

Implementation Measure 4.1.5.ff To protect the integrity of the Willamette River Greenway, the City has established standards for the development of non-water-related and non-water-dependent uses consistent with Greenway standards. These standards:

a. Direct incompatible (non-water-related and non-water-dependent) development away from the river.

b. Establish a minimum setback from the top of bank where no native vegetation can be removed, and only allow selective vegetation removal within the remaining portion of the Greenway Boundaries with revegetation required.

c. Establish a minimum setback from the river banks for all uses that are not appropriate river-dependent or river-related land uses.

d. Provide protection of public and private property, as well as public safety.

e. Provide necessary and needed public access to the river oriented through public lands, without precluding legal river access at appropriate locations across private property. Such public access shall be based upon recorded easements or other legal instruments.

Implementation Measure 4.1.5.gg Where possible, on-site drainage should be designed to preserve natural drainage channels and to allow for ground water infiltration. Man-made structures should be designed to complement the natural system. It is not the intent of this Measure to encourage unsightly and unsafe open ditches. Rather, open drainage systems should be designed to: (1) accent natural creeks and drainage channels and provide an attractive natural area-like appearance; and/or (2) be an integrated part of the streetscape; and/or (3) be designed as an attractive and functional amenity within a development.

Implementation Measure 4.1.5.hh Minimize the impact of urban development on adjacent rural and agricultural lands. Buffering of open space and low density land use designation may be employed.

Implementation Measure 4.1.5.ii The design of developments within the community can be regarded from two viewpoints: the design of structures as they relate to site and function (architectural design) and, their relationship to the surrounding area (community design). Both aspects shall be considered to be of equal importance. Good architectural design is necessary to provide visual variety and allow for individual identity. At the same time, good community design provides a sense of unity with other development while eliminating conflicting appearances.

Implementation Measure 4.1.5.jj All proposed developments, except single family dwellings outside of designated significant natural resource areas, shall continue to be subject to site plan (including landscaping) and architectural development review approval. Single-family subdivisions are subject to development review for approval of street tree plans. Individual (single-family) dwellings to be located within a designated significant natural resource area are subject to site plan review for removal of trees and vegetation and impacts to natural resources. They are not, however, subject to architectural review.

Implementation Measure 4.1.5.kk Minimum open space and landscaping standards have been established, emphasizing the incorporation of native vegetation and unique topographic features in site design. Additional landscaping may be required based on the scale and type of development and its compatibility with abutting land uses. Legislative Master Plans may further direct open space standards appropriate to their planning areas.

Implementation Measure 4.1.5.ll Landscaping and/or open space may be used to buffer non-compatible uses. It is intended to soften the visual impact and provide a sense of openness and should be used to complement good building designs and may be used to screen certain types of development.

Implementation Measure 4.1.5.mm Sign standards have been established to control the visual impact of signs on the community and minimize sign clutter. Legislative Master Plans may specify sign standards appropriate to their planning area.

Implementation Measure 4.1.5.nn The City shall coordinate with and encourage the State and other appropriate agencies to assist in developing noise controls and mitigation measures.

Implementation Measure 4.1.5.oo Industrial and other potential noise generating activities will be located and designed so as to minimize noise conflicts with adjacent uses. The City will cooperate with DEQ and ODOT in establishing and where practicable assisting in enforcing noise control standards.

Implementation Measure 4.1.5.pp In reviewing all major residential, commercial, industrial and public facility uses, the City shall coordinate with DEQ to insure compliance with the Portland AQMA Plan and standards as well as other applicable regional, State and Federal air, water and environmental quality standards.

Implementation Measure 4.1.5.qq The City will further cooperate with the appropriate State and Federal agencies for enforcement of air, water, noise and other environmental quality standards.

Implementation Measure 4.1.5.rr The City recognizes that historic features form a desirable link with the past and that they form a vital part of and contribute to the overall character of Wilsonville. The City, therefore, will cooperate with the Wilsonville Historical Society, the State Historic Preservation Office, Clackamas County and other interested parties to evaluate and identify potential historic sites and structures and proceed with the Goal 5 process. The City shall determine which sites and structures, if any, are suitable for inclusion on the Plan Inventory and will contact the owners of potentially historic properties to determine whether they object to having their properties listed.

COMPACT URBAN DEVELOPMENT

Several hundred acres of the Metro Urban Growth boundary are affected by the directives of the Villebois Village Concept Plan (Ordinance No. 533). These properties, bounded generally on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen Roads, and east to the current City western boundary, can be designated "Residential-Village" on the Comprehensive Plan Map.

Including Dammasch State Hospital property, development and redevelopment will integrate a mixed-use land pattern that combines natural resources, transportation facilities and land uses to create over 2300 residential units that are configured around three neighborhood areas.

The Residential-Village Plan Map Designation fulfills and replaces the intent of previous Comprehensive Plan language that addressed this portion of the City as Special Area of Concern B on the Comprehensive Plan Map. A Residential-Village Plan Map designation carries additional requirements and implementation tools as described below.

The City's "Village" Zone District will implement this area's development. The Villebois Village Master Plan will direct necessary infrastructure improvements. The Significant Resource Overlay Zone District will govern how identified natural resources are integrated under the Concept Plan.

Specific development proposals will be guided and directed by "specific area plans" and pattern books. In many cases a development proposal will be reviewed by the City's Development Review Board for conformance with development requirements for this area.

Policy 4.1.6 Require the development of property designated "Residential-Village" on the Comprehensive Plan Map to create livable, sustainable urban areas which provide a strong sense of place through integrated community design, while also making efficient use of land and urban services.

Implementation Measure 4.1.6.a Development in the "Residential-Village" Map area shall be directed by the Villebois Village Concept Plan (depicting the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies), and subject to relevant Policies and Implementation Measures in the Comprehensive Plan; and implemented in accordance with the Villebois Village Master Plan, the "Village" Zone District, and any other provisions of the Wilsonville Planning and Land Development Ordinance that may be applicable.

Implementation Measure 4.1.6.b The Villebois Village Master Plan shall contain the following elements:

1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.
2. Direction for cohesive community design based on sustainable economic, social and environmental principles; pedestrian and transit friendly principles; mitigation of

traffic impacts; and enhanced connectivity within proposed development as well as to the remaining Wilsonville environs.

3. Identification of opportunities for employment and services within a village core area to reduce vehicle trip lengths.
4. Incorporation of designs or an indication of where those designs shall be developed that will implement Villebois Village Concept Plan principles of innovative rainwater management, aesthetic vistas, nature corridors and pathways, active and passive parks, wildlife corridors, protection of trees, wetlands, and other sensitive natural resources.
5. Identification of how the properties will accommodate a mix of housing types and densities so that an ultimate buildout of over 2300 housing units is accommodated.
6. Direction for provision of community housing consistent with Oregon Revised Statute 426.508.
7. Identification of architectural patterns and types, creating neighborhoods that encourage bicycle and pedestrian travel, human interaction, and appreciation for natural features and systems.

Implementation Measure 4.1.6.c The "Village" Zone District shall be applied in all areas that carry the Residential-Village Plan Map Designation.

Implementation Measure 4.1.6.d The "Village" Zone District shall allow a wide range of uses that befit and support an "urban village," including conversion of existing structures in the core area to provide flexibility for changing needs of service, institutional, governmental and employment uses.

[*Compact Urban Development* added per Ordinance No. 554, June 2, 2003.}

RESIDENTIAL NEIGHBORHOOD DEVELOPMENT

Since the original 1971 General Plan, Wilsonville has planned for expansions of the City for residential growth. With the addition of the Frog Pond Area to the Urban Growth Boundary in 2002, and subsequent designation of Urban Reserve Areas in 2010, the vision for the expanded city gained new focus and attention. Overall, the City intends for these urban expansion areas to be walkable neighborhoods that are a connected part of the larger community. The vision for the Frog Pond Area Plan is indicative of the city's intent to coordinate development and ensure a high level of livability in these new neighborhoods. The Frog Pond Area Plan's vision statement is:

"The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville." (Frog Pond Area Plan, adopted November, 2015)

Policy 4.1.7.a New neighborhoods in residential urban growth expansion areas may be designated "Residential Neighborhood" on the Comprehensive Plan Map.

The purpose of the Residential Neighborhood designation is to:

a. Implement legislative Area Plans and Master Plans for new neighborhoods in Wilsonville.

b. Create attractive and connected residential neighborhoods.

c. Regulate and coordinate development to result in cohesive neighborhoods that include: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.

d. Encourage and require high quality architectural and community design.

e. Provide transportation choices, including active transportation options.

f. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and physical access to nature.

Implementation Measure 4.1.7.a Area Plans (also called Concept Plans) shall be prepared to guide the overall framework of land use, multi-modal transportation, natural resources, parks and open space, public facilities, and infrastructure funding. Master Plans shall direct more detailed planning. The City may at its discretion combine Area Planning and Master Planning.

Implementation Measure 4.1.7.b Legislative Master Plans for Residential Neighborhood areas shall be tailored to the needs of the specific area being planned and coordinated with the needs of the larger community. Master Plans should include but are not limited to:

1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.
2. Zoning which directs the land uses, densities and development standards needed to regulate and guide development.
3. Identification of how the properties will accommodate a mix of housing types and densities to accommodate the City's housing needs and variety of housing that is appropriate to each neighborhood.
4. Recommendations that promote community interaction and the creation of community gathering places.
5. Community and site design standards that ensures quality development and implementation of the vision for the neighborhood.
6. Transportation recommendations that promote travel choices, including active transportation choices.
7. Street, path and trail designs that create complete and pedestrian-friendly streets, pedestrian and bicycle routes.
8. Park, open space and natural resource strategies that tie together green spaces into connected networks of open space and protect natural resources.
9. Design studies and strategies that illustrate the intended built form of the neighborhood and show how many individual developments can be knit together over time.
10. Infrastructure plans and funding strategies.
11. Strategies for promoting compatibility between new development and adjacent areas.

Implementation Measure 4.1.7.c The "Residential Neighborhood" Zone District shall be applied in all areas that carry the Residential Neighborhood Plan map designation, unless otherwise directed by an area plan or master plan.

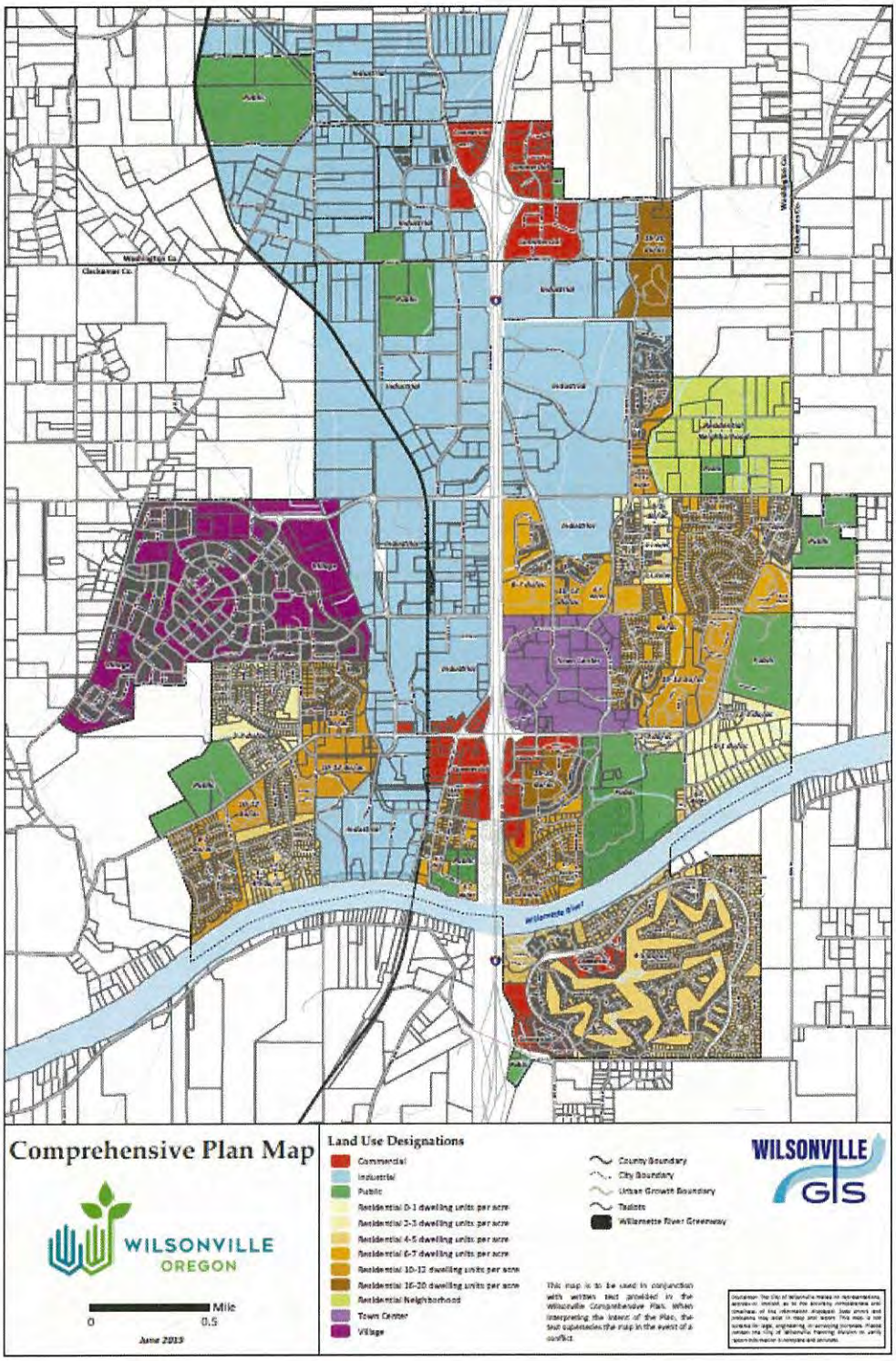
[*Residential Neighborhood Development* was added by Ordinance No. 806, 07/17/2017]

THE PLAN MAP

The Plan Map represents a visual illustration of the general land use concepts presented in the Plan. It establishes a basic land use pattern by allocating specific areas or districts to various land uses, including residential, commercial, industrial, public and open space. The map illustrates a typical separation of uses, consistent with conventional zoning. However, the Plan text recognizes that certain combinations of uses can be beneficial and, therefore, language in the text provides for a mixing of those combinations through a Planned Development Review process. When interpreting the intent of the Plan, the text supersedes the map in the event of a conflict.

[*The Plan Map* was added by Ordinance No. 806, 07/17/2017]

This Comprehensive Plan Map is dated June 5, 2019 to accommodate adopted Ord. 835 and does not include amendments made to the Map after that date.



AREAS OF SPECIAL CONCERN

In reviewing and updating the Plan map, several areas of special concern were identified. It was felt that the general language in the text did not adequately address these concerns in these areas.

The following section includes specific language describing special considerations that must be addressed in development of these areas.

AREA A

This area is comprised of land in the southeast quadrant of the I-5/Stafford (Exit 286) interchange. The designated development for this area is a mixture of commercial, industrial, and residential activities, with the majority of the area designated as industrial park. While this is a logical land use pattern, generally conforming to the City's original General Plan goals and objectives, the potential impacts of these designations were considered great enough to warrant special attention.

Ideally, the entire area would be redeveloped under a common master plan, with a development agreement involving all of the property owners and the City. In fact, the various owners worked jointly with the City in developing the original designations on the Comprehensive Plan Map. Specific concerns for this area are related to transportation, land use, and environmental/community design issues. Each development of this area shall be consistent with or complimentary to the following objectives:

Transportation Objectives

1. Assure that congestion at the I-5/Stafford interchange, including conflicts between the freeway on-off ramps and Parkway Avenue, does not exceed the City's adopted level-of-service standards.

Environmental Resources and Community Design Objectives

1. Capitalize on special development opportunities provided by existing topography and natural vegetation. Concentrate sensitive residential uses in areas where privacy may be provided by natural vegetation and topographic variety.
2. Minimize the disruptive and incompatible impacts of the high voltage power lines which transverse the area. Housing should be located away from the power line easements. Less sensitive uses (e.g., short term parking/storage and open space) may effectively utilize areas adjacent to and within the power line easements.
3. Future development shall be designed and located so as to soften the intense appearance of large buildings or expanses of asphalt.

AREA B
[Deleted per Ordinance No. 554, June 2, 2003]

AREA C

This area is located between Memorial Drive and Rose Lane and south of Wilsonville Road. Considerable concern was expressed over the potential impacts of development on the low-density Montgomery Way area and also over potential traffic impacts on Rose Lane and Wilsonville Road.

Design Objectives

1. Provide low-density and/or open space buffers adjacent to existing large lot development.
2. Maximize the visual buffering effect of Boeckman Creek and associated vegetation by locating higher densities southwest of the Creek.
3. Provide a master plan for the development of the east side of Memorial Park and for the Boozier property that has been acquired by the City.

AREA D

This area is the site of the Village at Main Street development located south of Wilsonville Road and east of Parkway Avenue. The area is now undergoing commercial and residential development. The majority of the site is designated for residential development. The frontage of the area is designated for commercial development intended to create a vital village atmosphere. Concerns for this area are related to traffic, design, and use.

Design Objectives

1. Minimize direct access to Wilsonville Road. Primary access to this site shall be provided at signalized intersections to Wilsonville Road aligned with the Town Center Loop Road and the central access to the Town Center. An internal street network shall provide connectivity to and from Parkway Avenue, Memorial Drive, Rogue Lane, Holly Street, the library and the commercial frontage. Provisions for transit access and coordination with existing and planned pedestrian and bike pathways to the City library and City Park are also concerns in this area.
2. The predominant use of the site is intended to be residential. Commercial uses shall be located as designated on the Comprehensive Plan Map and shall be subject to careful design review for compatible and complementary design with the adjacent residential uses. Uses are intended to be convenience and neighborhood oriented to serve the local residents, but may include service commercial and office uses provided they are found to be consistent with the design objectives established in the Planned Development review process. Uses shall interrelate to each other to create a dynamic and vital sense of place. Buildings shall be oriented

to each other and to court yards or plazas to facilitate connectivity. All commercial uses and buildings are subject to Development Review Board approval as part of the Stage I Master Plan and Stage II Site Development Plan.

3. Residential building design shall maintain human scale and provide a mix of public and private spaces resulting in a safe, healthful, attractive, and engaging community. Sign lines and visual reference points shall be created and/or enhanced throughout the site to strengthen the overall aesthetics of the development.

4. The heavy stand of fir trees along the southern portion of the property shall be maintained, providing continuity in the vegetation line extending west from the City Park. A visual corridor and pedestrian/bikeway connection shall be provided between the residential areas and the park.

5. The Village at Main Street development is recognized as a sub district of the Town Center. The core area is located immediately across Wilsonville Road. As such, the subject property creates an opportunity for a unique complementary relationship to the Town Center as a mixed use development. While not physically part of the core area of Town Center, the commercial portion of the Village at Main Street development shall be designed to function as a special sub district with a neighborhood or main street that complements the City's major commercial district. This also recognizes that the predominant use within the subject site is residential.

6. As a special sub-district of the Town Center, the entire development shall be designed with a strong pedestrian orientation both internally and externally to the site. This is of particular concern within the commercial portion where there is an opportunity to create a less auto-dominated environment than has occurred within the Town Center. This special design orientation also recognizes the site's unique geographic location adjacent to the Town Center, City Library, City park and nearby City Hall which are all within easy walking distance. To create a vital pedestrian-oriented environment, the commercial development shall be designed with multiple linkages between storefronts and main doorways. While building sizes may vary, it is the orientation between buildings, store fronts, building entries, walkways and plazas that is of specific concern to maximize the pedestrian environment. Second story uses such as office and residential are also encouraged to strengthen the mix of use and activity within the center.

AREA E

This is the area planned for industrial use between Boeckman Road and Barber Street, from Boones Ferry Road to the railroad tracks. It also includes the property west of the railroad, immediately north of Barber Street, that has been identified as a potential commuter rail station and park-and-ride lot. The primary concerns for this area have been related to continuity in design and protection of the existing mobile home park.

The area has been previously divided into numerous small lots, many of which are in separate ownerships. For this reason, the opportunity to design development under a common master plan is minimized. Therefore, there is a potential for an uncoordinated patchwork development pattern to occur.

The Walnut Park mobile home park is also located in this area. While economics may ultimately force redevelopment of the park to industrial use, the life of the park can be prolonged through careful design considerations of surrounding development. Doing so will help to retain one of the City's affordable housing opportunities.

Design Objectives

1. Encourage consolidation of smaller lots to allow for master planning of large areas.
2. Provide buffers adjacent to the mobile home park, e.g., increased landscaped setbacks, or complementary uses.
3. Minimize traffic (truck) conflicts with residential activities, including pedestrians.
4. Provide an attractive and easily accessible park-and-ride facility in conjunction with a commuter rail station. If necessary to meet these objectives, prepare a master plan for the area around the selected commuter rail station site.
5. Determine the appropriate alignment for a road connecting 95th Avenue and Kinsman Road through this area.

AREA F

This area is situated west of I-5 and primarily, although not entirely, south of Wilsonville Road and includes commercial and residential properties in the Old Town neighborhood. It includes the existing retail centers, both north and south of Wilsonville Road, plus land to the south along both sides of Boones Ferry Road to the Willamette River. Future development applications in Area 'F' must address the design objectives listed below, as well as all other applicable Development Code requirements.

This Area of Concern specifically includes the "Old Town" area of the City. A portion of Old Town includes properties previously master planned as "Wilsonville Square 76." As a result of the West Side master planning effort, additional emphasis has been placed on creating a special

Old Town District (through overlay zoning), and reinforcing the appearance of the City's historic beginnings.

Existing development within Old Town includes a gas station, bank building, prior post office, the Old Methodist Church, the Wilsonville Primary School, apartments, a mini-storage facility, two historic commercial structures, a manufacturing facility, and two mixed-use commercial/industrial buildings, as well as many residential properties with varying densities. One of the mixed-use buildings was recently developed as the first historic replica facade envisioned for the Old Town District discussed below.

Through the planning effort that led to the preparation of the West Side Master Plan, additional emphasis has been placed on creating a special Old Town Overlay Zone. The purpose of the Overlay Zone is to reinforce the appearance of the city's historic beginnings and to create a unique commercial main street. The Old Town District is envisioned as a modern representation of the community's past, and is intended to promote compatibility of commercial designs with Old Town residential development and to create a functional main street.

By moving in the direction of recreating an "Old Town" it is recognized that the Wilsonville Square Plan is outdated, falling short of new design objectives. Therefore, there is a need for coordinated planning and broader based master planning that addresses all of the commercial development in Old Town, not just that on the east side of Boones Ferry Road.

The portion of Area 'F' that is north of Wilsonville Road includes properties between Boones Ferry Road and the freeway, the Riverwood Shopping Center at the northwest corner of Boones Ferry and Wilsonville Roads, and other properties to the north and west of the Riverwood Center. There has not been much continuity of design in this area in the past and access control is expected to be of increasing importance in the future as traffic congestion increases.

The Design Objectives listed below include provisions dealing with both commercial and non-commercial properties.

Design Objectives

1. Establish Old Town as a special overlay zoning district, with design criteria reflecting the character of Willamette Valley architecture that was prevalent between 1880 and 1930.
2. As noted above, not all of Area 'F' is within the Old Town Overlay Zone. Because of this, there are two different standards of review for new development proposals in the area. Require master planning (Stage I) coordinating access, circulation, and streetscape, linking both sides of Boones Ferry Road, for any proposed development as far south as 4th Street. For properties within the Old Town Overlay Zone, include architectural design and general building orientation within the Stage I review process. A "main street" pedestrian-oriented feel and look is the desired outcome of such coordinated design. In order for that to be accomplished, on–street parking will need to be provided wherever feasible in the Old Town area.

3. Coordinate public facilities, and in particular master planning of commercial accesses and circulation options, consistent with Old Town Overlay zoning regulations. These requirements apply to all properties in Area F.

4. Coordinate street improvements, including alternate routes to help relieve traffic impacts on Old Town neighborhood residents and on Wilsonville Road near the I-5 Interchange. The new coordinated access and circulation plan is intended, in part, to replace and expand upon the old local street plan set forth in the Wilsonville Square 76 Plan. Internal circulation is intended to provide flow-through access from site to site, not limited by property lines. However, such access need not be via dedicated public streets.

5. Maintaining reasonable access is an important factor in accommodating additional commercial development in this area. Commercial development will create additional traffic. Therefore, it will be necessary to balance maintaining an acceptable level of service and safety while providing reasonable and functional commercial access.

6. Almost all of the long-standing businesses in this area of the community are now in need of modernization or redevelopment, and may also be planning to expand. Therefore, allowing for appropriate remodeling and/or redevelopment of the existing commercial sites or buildings is a concern for the current owners of these properties. There needs to be flexibility allowed to accommodate normal modernization and even redevelopment of existing commercial operations while still making provisions for coordinated design, access, and circulation.

7. New development and redevelopment is expected throughout most of the old Wilsonville Square 76 area. Redevelopment of the school property and the Lowrie's property (on the west side of Boones Ferry Road) is also anticipated. The anticipated redevelopment plan for the school site includes stores fronting Boones Ferry Road. There is also an intent to preserve and remodel the old church on the east side of Boones Ferry Road as some form of public space.

8. Community members have expressed concern about the loss of the park and play facilities which were part of the historic school site. The City will seek ways to replace the recreational space and explore incentive mechanisms to protect and encourage enhancement of the historic residential character of the neighborhood, while preserving appropriate public open space.

9. Minimize the disruptive and incompatible nature of the railroad, which abuts this District. The City may consider pursuing a second commuter rail stop in or near Old Town, at such time as commuter rail service is extended south toward Salem. If a park & ride is added in this area, it will need to be sized and sited to be complimentary with the needs of the commercial district, without drawing unnecessary freeway traffic into the neighborhood.

10. Minimize non-residential traffic impacts south of 4th Street, while planning for improving the recreational potential of the Willamette River and Boones Ferry Park.

11. Allow flexible mixed-use development, including retail commercial, offices, service commercial and light industrial, residential, and public activities within the Old Town Overlay Zone. Limit the area of service commercial development based on traffic capacity.
12. Coordination of utilities and street locations, alignment, and connections will require cooperation among property owners. The City will need to work with private landowners and developers to deliver the desired outcomes.
13. Two-story buildings shall be encouraged along Boones Ferry Road in the Old Town area in order to add to the "Main Street" feel.

AREA G

This area, located west of the railroad tracks and south of Wilsonville Road, contains a mix of planned and existing uses. Existing uses in the area include a concrete plant, building products distribution, and an office building which also houses a church. There are several houses and barns towards the south end of the area. The rest of the area is currently farmed, and includes Coffee Lake Creek, which flows to the Willamette River in this area.

Wilsonville Concrete has conducted gravel and concrete operations at the south end of this area adjacent to the river since prior to the incorporation of the city. The plant is an aggregate resource-based operation that has relied upon the river for transport of raw materials, such as sand and gravel. Aggregate is not mined at the site, but it is brought there for processing. The continuing operation of the plant is important to meet the needs of the construction industry, which relies on the aggregate and concrete products. For that reason, there need to be provisions made to manage conflicts with neighboring uses and activities, while allowing for appropriate continued operations. At the same time, there will be a continuing need to provide for appropriate modernization, including environmental protection as the operation continues within an increasingly urbanized setting.

The owners of the concrete/gravel operation have taken steps to mitigate the effects of their operation on nearby residential development and to separate the truck traffic from their operation from non-industrial traffic. Operational changes at the site will need to be carefully considered in relation to other long-term uses planned for this area. Future planning will need to balance and mitigate conflicts between potentially non-compatible uses. Continued urbanization of this area creates some inherent potential conflicts for which there is a need for creative and cooperative solutions.

The extension of Kinsman Road, south to Industrial Way, and extension of Bailey and/or 5th Streets, west at least to Industrial Way/Kinsman, would improve access to and from Old Town. It would also provide a signalized intersection for the industrial truck traffic generated to the south. An extension from Kinsman Road, west to Brown Road, would further enhance access and circulation in this area, providing an alternative to Wilsonville Road, which is congested during rush-hour times.

Improved access into and through this area could actually result in conflicts between industrial truck traffic and general commercial and residential vehicles. These conflicts will be exaggerated if pedestrian paths and bikeways are not adequately separated from other street improvements. Such anticipated conflicts could increase resistance to the cooperation necessary in developing streets south of Wilsonville Road and west of the railroad tracks. Therefore, the City will likely need to participate in a cooperative public/private partnership.

The West Side Master Plan also acknowledged public desire for more recreational access along the riverfront, and supported commercial and residential mixed-uses along the river frontage, east of Wilsonville Concrete and west of the railroad. This would also bring more non-industrial traffic and use into the area, although the various ravines provide separation between some of those uses. It should also be noted that those ravines provide important natural resource benefits to the area and will necessitate special designs for bridges or other crossings.

A portion of Area 'G' adjacent to Wilsonville Road was previously designated for commercial use. However, this designation conflicted with the city's policy to avoid strip-commercial development. Therefore, that area was designated for industrial development in 1980. During the formulation of the West Side Master Plan, commercial and industrial activities were reconsidered. In particular, the frontage south of Wilsonville Road, just west of the railroad, was recommended to be zoned for offices as well as industrial uses.

Design Objectives

1. Require master planning (Stage I) of large areas to provide long-term protection of the concrete/gravel operation, accommodate the city's water treatment plant and associated water feature park, accommodate new compatible residential, industrial, and office development, and provide for continuity of design and coordination of uses. Note that residential development at moderate densities may be one alternative to other uses that would otherwise generate excessive traffic on Wilsonville Road.
2. Provide coordinated access and circulation that accommodates industrial development, minimizes conflicts with residential neighborhoods, provides an alternate route for Boones Ferry Road and Old Town, and that helps to minimize congestion on Wilsonville Road, particularly where capacity is limited.
3. The city shall work with property owners to identify appropriate street alignments that provide needed access and circulation while serving adjacent properties and Old Town.
4. Provide buffering along the western perimeter of the area for adjacent residential developments. Buffering can be provided by open space, walls, or berms; residentially sensitive buildings such as offices or light industrial; by visual barriers and sound control mechanisms and structures; or combinations thereof.
5. Maintain and enhance the aesthetic and environmental quality of Seely Ditch, Coffee Lake Creek, and the Willamette River.
6. Carefully limit incompatible uses in this area, while minimizing noise and air quality impacts on adjacent residential neighborhoods.

7. If possible, without damaging the viability of the railroad, minimize the disruptive and incompatible nature of the railroad, which abuts this area Pursue appropriate commuter rail service, which ultimately may extend south of Wilsonville.

AREA H

[Area H was repealed per Ordinance No. 637, 10/15/2007]

AREA I

Note: the previous Area 9 has been replaced with Area I, dealing with the land along Elligsen Road, north of the current City limits. This area includes the Pheasant Ridge RV facility, a City water reservoir, and another 50 or more acres that are still in agricultural use. Interesting development proposals have been discussed for this area, including an amphitheater for outdoor concerts. However, the City has not yet approved a master plan for the area, and future uses are uncertain.

The development of Area I will need to be coordinated with the redevelopment of the old Burns Brothers property, south of Elligsen Road, because of traffic issues in close proximity to freeway interchange #286.

AREA J

The City has long viewed the Boeckman Road crossing of I-5 as a suitable location for construction of an interchange with I-5. However, the City also recognizes that I-5, being an interstate freeway, has state and national functions which may have to be balanced-with local interests. The Oregon Department of Transportation (ODOT) has authority along with the Federal Highway Administration for the design, construction, and operation of I-5. Only recently has ODOT agreed to work with the City to study the feasibility of a Boeckman Road interchange.

The land between the Wilsonville Road / I-5 and the North Wilsonville-Stafford Road / I-5 Interchanges was planned initially with a transportation system which included an interchange at Boeckman Road. The City and ODOT will be evaluating all aspects of need, as well as preliminary interchange design for Boeckman Road at I-5. There are many potential impacts on surrounding land use patterns and other aspects of the local transportation network that will depend on the outcome of the study of interchange feasibility for Boeckman Road at I-5.

As viewed by the City, the rationale for an interchange at this location is at least threefold. (1) Interchange congestion could be reduced by distributing the number of trips among three rather than two interchanges, (2) traffic associated with development allowed by the Wilsonville Comprehensive Plan in the vicinity of Boeckman Road (and especially the Dammasch area, noted in 'D,' above) could be expedited more effectively, and (3) options for improving traffic upon other roadways serving the City of Wilsonville could be enhanced. The City recognizes that if

item three is verified, then the improvement to I-5 at Boeckman Road may be viewed by ODOT as a local improvement which is inconsistent with the purpose of the interstate freeway. This may be sufficient or additional reason for ODOT to reject the interchange.

Because of these, and perhaps other, benefits to the City, the City Council has chosen to highlight the City's interest in this potential project by including this special section in the Comprehensive Plan. The City will continue to cooperate with other interested parties to conduct feasibility analyses of a Boeckman Road interchange. As appropriate, City consultants, staff, the Planning Commission and City Council will conduct reviews and hold public meetings on the options.

In the event that the City determines, with ODOT's concurrence, the feasibility of the interchange, the City will proceed with a plan amendment to add the Boeckman Road interchange to the Transportation Systems Plan. In the event this project is to be included in the City's Plan, the City will prepare amendments necessary to include in the Plan the other roadways required to complete the City's transportation network. In this regard, the City realizes that, because a Boeckman Road interchange can only be implemented with the cooperation of ODOT. The City will need to obtain agreement from ODOT demonstrating compliance with state and federal regulations pertaining to the addition of new interchanges before the proposed Boeckman Road interchange can be included in the City's Transportation Systems Plan and capital improvement plans.

AREA K

Note: Area K, land along the Willamette River, west of Boones Ferry, has been designated in the West Side Master Plan for river-focused development. Text applying to this Area of Special Concern will be completed when the Natural Resource Plan has been adopted.

AREA L

[*Area L section* was deleted per Ordinance No. 806, 07/17/2017]

AREA M

[Area M section was added per Ordinance No.834, 04/15/2019]

This area, known as Basalt Creek, is located to the northwest of Wilsonville in Washington County. The area is generally oriented east-west, and is bound by Interstate 5 (I-5) to the east, the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility to the west, and Clay Street and Day Road to the south. The northern boundary is the location of the Basalt Creek Parkway, which extends from 124th Avenue and connects to Grahams Ferry Road. The Basalt Creek Parkway will run east-west between Grahams Ferry Road and Boones Ferry Road, and eventually extend over I-5. The Parkway is designed as a high-capacity major freight arterial with limited access to local streets providing industrial access between Tualatin, Sherwood, and Wilsonville.

The primary existing land uses in Basalt Creek are rural agriculture, industrial and rural residential consisting of low-density single-family housing. South of the area within the City of Wilsonville are existing and planned commercial, office, and industrial uses. The employment areas around Commerce Circle, Ridder Road, and 95th Avenue include advanced manufacturing, clean tech, warehouse, distribution, and logistics businesses. Abutting Area M along the south side of Day Road is the Coffee Creek Industrial Area, which has an adopted Master Plan and Industrial Form-based Code to enable the creation of a high-caliber business district.

The Cities of Wilsonville and Tualatin prepared the Basalt Creek Concept Plan to provide a framework for development and the provision of services in the area between the two cities. Land uses planned within the Wilsonville portion of Basalt Creek include a mix of employment development types and modest opportunities for live/work housing to support the nearby employment areas. The Concept Plan identifies three land use categories within Basalt Creek.

- High Tech Employment District. Most of the buildable acres in this area are devoted to a mix of higher density employment land. The High Tech Employment District is expected to accommodate jobs in manufacturing and high tech, with warehousing components. This land use is in the southern and eastern sections of the area, covering all land east of Boones Ferry Road, and most of the land south of Clay Street, extending to Day Road and bordered to the west by Coffee Creek Correctional Facility.
- Craft Industrial. The southwest corner of the intersection of Boones Ferry Road and the future Basalt Creek Parkway is planned as Craft Industrial, which allows for a mix of smaller scale commercial uses. This area allows less than 20 percent residential use and is expected to accommodate live/work units. This development responds to the topography on these parcels and their location directly south from residential land and southwest of the neighborhood commercial node north of the Basalt Creek Parkway. Craft Industrial provides a transition to the higher intensity employment uses to the south.
- Light Industrial District. This land is located along the southern edge of the Basalt Creek Parkway just north of the Coffee Creek Correctional Facility and will accommodate jobs primarily in warehousing and light manufacturing.

The 2013 Basalt Creek Transportation Refinement Plan (TRP) sets the layout of major new roads and improvements for the area. As the area develops, property owners will plan and build local roads connecting to this network. These roadway improvements will include enhanced bike and pedestrian facilities and connections to the future SMART transit system.

Design Objectives

1. Consider adoption of a form-based code, similar to that adopted in the Coffee Creek Industrial Area, for new industrial development located in Basalt Creek. A form-based code in Basalt Creek would guide the development of a well-designed and uniquely attractive business community, while providing flexibility for development.
2. Protect key natural resources and sensitive areas while making recreational opportunities accessible by integrating the new parkland, open spaces, natural areas and trails in Basalt Creek into existing regional networks. The area has distinctive natural features, particularly its namesake - Basalt Creek - and the surrounding

wetlands habitat running north-south through the eastern half of the area. Development should protect, enhance, and provide access to these natural resources.

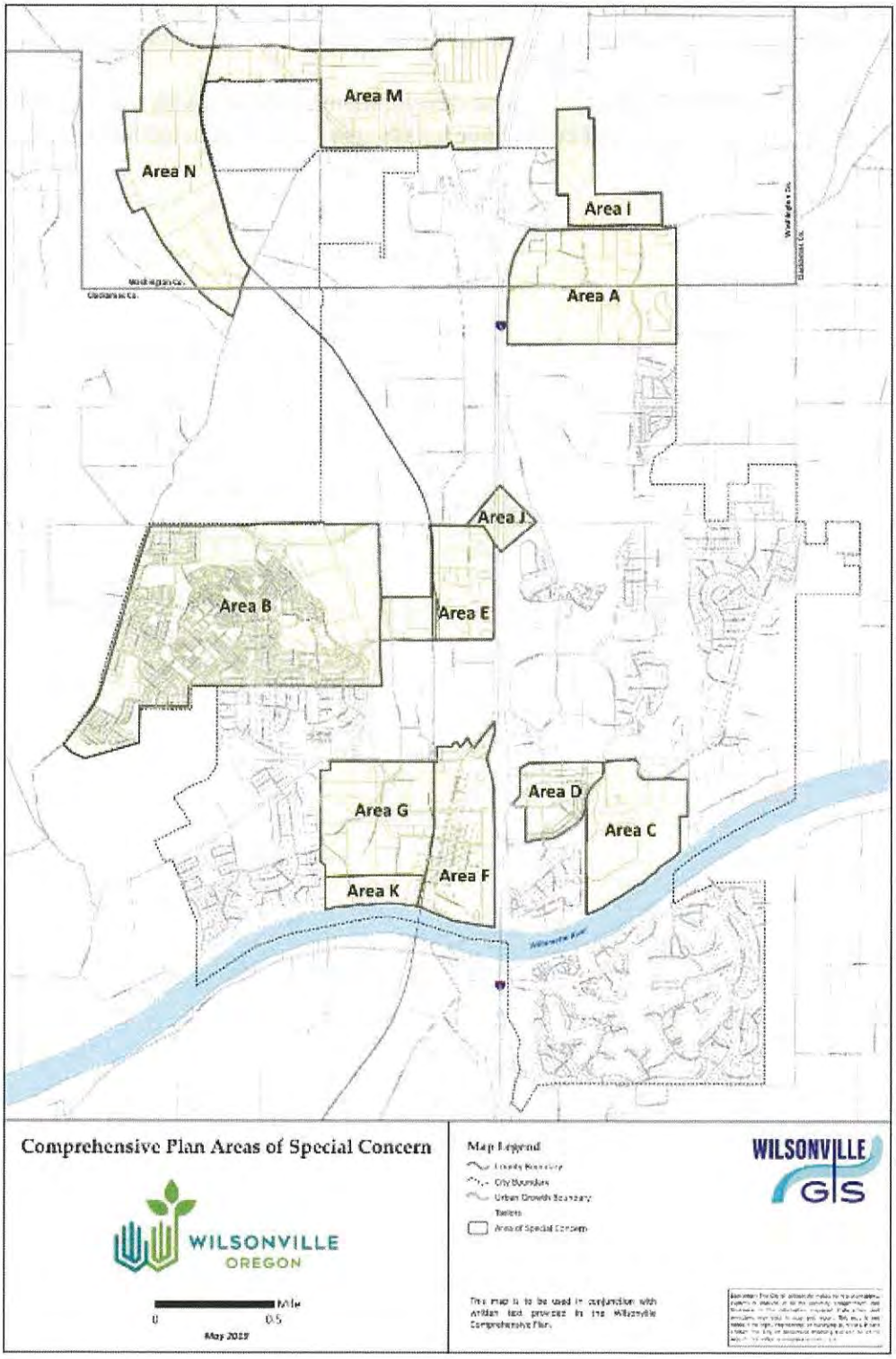
3. Locate north to south trails near the Basalt Creek Canyon and provide bicycle connections that would connect to other cities and trail systems, serving as an asset for both residents and employees in the area.
4. Provide strong transit access to support employment within Basalt Creek. Integrate transit access with the bike, pedestrian, and trail services at key access points along Grahams Ferry Road, Boones Ferry Road, Day Road, SMART Central, and the Coffee Creek Correctional Facility.

AREA N

[Area N section was added per Ordinance No.834, 04/15/2019]

This area, known as West Railroad, is south of the Basalt Creek Parkway and in City of Wilsonville jurisdiction. The West Railroad area is divided from the Basalt Creek area by the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility. The area is heavily constrained by wetlands habitat, steep slopes, limited access, and fragmented property ownership. Without addressing any of these constraints, development potential is limited, and initial estimates show it would be costly to serve this area with adequate water, sewer, and transportation infrastructure. However, once development and the extension of infrastructure occurs in the rest of Basalt Creek as well as the Coffee Creek Industrial Area, additional analysis should be completed on infrastructure service costs and appropriate land uses. The area also has potential for resource conservation and future public access to nature. The area will require master planning before any development occurs.

Areas of Special Concern Map is dated April 15, 2019 to accommodate adopted Ord. 834 and does not include amendments made to the Map after that date.



HISTORIC SITES OR FEATURES

NOTE: information on the historical sites survey, including that generated in 1999, has been moved to the background inventory until the Goal 5 process has been completed.

The City will coordinate its review of land development proposals with the local historical society when any uses are proposed that could have an adverse impact on listed historical features.

WILSONVILLE
OREGON

June 14, 2019

VIA CERTIFIED MAIL
AND FIRST CLASS MAIL

Return Receipt Requested

Betty Stansbury, Director
Oregon Department of Aviation
3040 25th Street SE
Salem OR 97302-1125

RE: Aurora State Airport Master Plan Process

Dear Ms. Stansbury:

Congratulations on your recent appointment as Director of the Oregon Department of Aviation. The City of Wilsonville looks forward to establishing a cooperative and congenial working relationship with you, with open lines of communication.

As you are aware, the City of Wilsonville has had serious concerns about the lack of a meaningful public process in past Aurora State Airport Master Planning processes. We understand that, to date, the latest 2012 version of the Aurora State Airport Master Plan has not been legally adopted by the Aviation Board. Therefore, we now have the time and opportunity to rectify that situation and improve relationships. To that end, when the Airport Master Planning process gets back on track, Wilsonville renews its long-standing request that both Wilsonville and Clackamas County be included meaningfully in that process.

Under both the previously binding ODOT State Agency Coordination Program and the more recently adopted program, Wilsonville is both an impacted and interested party with respect to future Aurora State Airport Master Planning and the potential expansion of a runway to accommodate larger aircraft and ancillary development of adjacent farmland. Wilsonville city limits are in close proximity to the Airport and the numerous residents of one of our largest and oldest communities, Charbonneau, are significantly impacted by Airport operations. Additionally, the roads in and out of Charbonneau and the I-5 on- and off-ramps are over capacity and, thus, of serious concern to both the City and the County.

Substantial changes have been made to the draft Aurora State Airport Master Plan since the public process closed in 2012. For whatever reason, however, Wilsonville and Clackamas County were effectively excluded from that process in the past. That being said, when the Master Plan process is reopened, we are confident that under your leadership the ODA will

seek participation and input from Wilsonville and Clackamas County. It is always better to work cooperatively up front in order to avoid taking adversarial positions late in the process.

In the meantime, we hereby request that Wilsonville be notified of all agenda items and pending actions by the ODA or the ODA Board relating to the Aurora State Airport or any master plan. After the 2019 legislative session concludes, we would appreciate the opportunity to meet with you personally and discuss ideas to best improve collaborative relationships going forward. I understand you have already had a good conversation with City public-affairs consultant Greg Leo, and we would like to continue that dialogue. May I contact you to arrange for a meeting time and place so we can get better acquainted and discuss matters of mutual importance and concern?

Sincerely,

Bryan Cosgrove, City Manager
City of Wilsonville

Aurora Airport Master Plan Notice List

x		Mike Wright	Northwest Aircraft	22285 Yellow Gate Ln NE	Aurora, OR 97002	503-678-6976	mwright@nwaircraft.com						x		x				
x		John Davis					mytmite@pacifier.com												
x		Nan Garnick	OAB				nan@butleraircraft.com												
		Frank Neitz		32544 SW Juliette Dr	Wilsonville, OR 97070	503-694-5602	neitz6920@comcast.net			x						x			
		Fred and Teresa Netter	Aurora Fire	15082 Ottaway Rd	Aurora, OR 97002	503-678-5614	netterland@gmail.com		x		x	x	x		x				
		Nick Kaizer	Aurora	14635 Kasel Ct	Aurora, OR 97002	503-678-1531	nkgemini@centurytel.net		x		x				x				x
	6/13/2011	Neil Shepherd		14102 Kimberly Circle	Lake Oswego, OR 97035	503-348-8660	nwnshepherd@yahoo.com								x		x		
x		Niel Sheperd					nwnshepherd@yahoo.com												
	6/13/2011	Jon Bickford	Aurora Jet Center	26380 SW Canyon Creek Rd #202	Wilsonville, OR 97070	503-899-7676	nwrunr31@gmail.com								x				
		Mark Ottenad	City of Wilsonville	29799 SW Town Center Loop E	Wilsonville, OR 97070	(503) 570-1505	ottenad@ci.wilsonville.or.us		x		x		x		x				x
	4/4/2011	Robert Graham		32105 SW East Lake Pt	Wilsonville, OR 97070		pabo2005@comcast.net							x					
		Paige Baker	Sally Jones	17360 NW Barnard Pl	Portland, OR 97006	503-621-8301	paige1@ipns.com				x								
		Walter Palubiski	Helicopter Transport S	5806 SW Plumley St	Corvallis, OR 97333	541-754-2400 &	palubiskiw@htshelicopters.com		x	x									
	3/21/2011	Jerry & Jeanine Springer		7400 SW Fairway Dr	Wilsonville, OR 97070		papajer@comcast.net							x		x			
	6/22/2011	Paula Williams		23013 Yeary Lane NE	Aurora, OR 97002	503.678.5675	paula.williams@liturgica.com										x		
	3/28/2011	Paul Bollinger		2122 Nolan Lane	West Linn, OR 97068		paulb1@rocketmail.com							x					
		Phillip Rissel		PO Box 2533	Wilsonville, OR 97070	503-780-4916	phil@flyinghconstruction.com			x			x	x					
		Mark Pilon	Helicopter Transport S	5806 SW Plumley St	Corvallis, OR 97333	541-754-2400	pilonm@htshelicopters.com		x										
		Peter Hoff		7450 SW Bunker Post Ct	Wilsonville, OR 97070	503-694-5392	pjhoff43@aol.com; pjhoff43@comcast.net			x	x			x	x	x			
	3/28/2011	Peter Aamodt		PO Box 813	Canby, OR 97013		pmaamodt@yahoo.com							x					
		Patti Milne	Marion County BOC	PO Box 14500	Salem, OR 97309	503-589-3268	pmilne@co.marion.or.us		x		x	x	x			x			x
		N811DD, LLC		15255 SW 72nd Ave	Portland, OR 97224	360-606-8631	premier-air@comcast.net			x									
	4/14/2011	R. Roger Watson		1851 Ranchland Trail	Longwood, FL 32750	503-267-4106; 5(	r2w2@centurytel.net							x			x		
	6/22/2011	Richard Anderson		17800 S. Upper Cherry Lane	Lake Oswego, OR 97034	503-635-2568	raacorp@aol.com										x		
x		Dick Anderson					raacorp@aol.com												
	6/16/2011	Rae Nelson		8805 SW Illahee Ct #1007	Wilsonville, OR 97070	503-750-2876	raekaynelson@comcast.net								x				
	3/21/2011	Raj Savara		17970 Royce Way	Lake Oswego, OR 97034	503-201-4338; 5(	raj@dmipallet.com							x					
		Rainse Anderson	WH Pacific	9755 SW Barnes, Suite 300	Portland, OR 97225	503-626-0455	randerson@whpacific.com		x										
		Harper Poling		PO Box 63, 22775 #2 Airport Rd N	Aurora, OR 97002	503-248-7618	rawer@comcast.net			x				x					
	6/20/2011	Sandra and Robert Batte		32345 SW Del Monte Drive	Wilsonville, OR 97070	503-694-8137	rebatte@gmail.com	scbatte@gmail.com								x			
x		Renata Wakely	COG	105 High Street SE	Salem, OR 97301	503-588-6177	renatac@mwvcog.org										x		
		Leanne Gilliam	Representative Vic Gi	900 Court St NE H-389	Salem, OR 97301	503-986-1418	rep.vicgilliam@state.or.us				x								
	6/13/2011	Richard Miller		32535 SW Arbor Lake Drive	Wilsonville, OR 97070	503-694-6122	rhmill2653@aol.com								x				
		Suzanne & Clark Rhudy		6815 SW Wheatland Run	Wilsonville, OR 97070	503-694-5534	rhudy7428@comcast.net			x				x	x			x	
	3/24/2011	Sally A. Kingston		7140 SW Arbor Lake Drive	Wilsonville, OR 97070	503-694-6410	ribbit38@aol.com							x	x	x			
	3/21/2011	Richard Goddard	Wilsonville City Council				richardgoddard2010@gmail.com						x						
	4/14/2011	Richard Rauch		25445 SW Newland Place	Wilsonville, OR 97070		richardr@apcon.com							x					
	4/14/2011	Rich Ward		4620 East La Mirada	Phoenix, AZ 85044	503-319-3298	richward@msn.com							x					
	3/21/2011	Ricki Nicholson		7270 SW East Lake Ct	Wilsonville, OR 97070	503-694-2824	ricki5@comcast.net			x				x		x			
		Rick Kosta	PAC Member	22073 Floral Rd NE	Aurora, OR 97002	503-678-3063	rickytickky@hotmail.com			x	x		x						
	4/14/2011	Rick Johnson		3889 Southshore Blvd	Lake Oswego, OR 97035	503-248-7618	rjohnson@tyghcap.com							x		x			
		Roger Kaye	Friends of Marion Cou	PO Box 3274	Salem, OR 97302	503-743-4567	rkaye2@gmail.com			x									
	3/21/2011	Ann & Reginald Keddie		31988 SW Country View Ln	Wilsonville, OR 97070	503-694-2245	RLKAVK50@centurytel.net						x			x			
x		Rich Warden		24328 Skylane	Canby, OR 97013	503-263-8510	rlwarden@msn.com							x					
	4/14/2011	Robert Morgan				916-686-5900	robert.morgan@comcast.net							x					
	3/21/2011	Rob Callan		7260 SW Fountain Lake Dr	Wilsonville, OR 97070	503-694-8250	robrtc@aol.com						x		x	x			
		Rod Augee	Ecocreto Northwest LI	PO Box 5485	Salem, OR 97304	503-931-5688	rod@ecocreto.com		x										
	6/16/2011	Karen and Roger Risch		7053 SW Arbor Lake Drive	Wilsonville, OR 97070	503-694-8060	roger.karen.risch@comcast.net									x			
x		Rose Milbeck					rose@flightunlimited.biz												
	6/22/2011	Roy Widing		P.O. Box 331	Aurora, OR 97002	5036821083	RoyWiding@aol.com										x		
	6/22/2011	Rusty Wissmiller			Portland, OR 97225		rusty@regalaviation.com										x		
	6/22/2011	Bill Flynn		1415 Ensley Dr	Bakersfield, CA 93312		rxman30@aol.com										x		
		Rod Yoder		25490 S Rhoten Rd	Aurora, OR 97002	503-263-8330	ryoder@aurorafire.org		x						x				
		Ron Sterba	Pilot	500 20th St NE	Salem, OR 97301	503-364-6005	saintesterba@msn.com			x	x		x	x					
		Sandra Larsen	ODA	3040 25th Street SE	Salem, OR 97302	503-378-2894	sandra.larsen@state.or.us			x									
	4/14/2011	Sahand Shafiee		20992 SW Meadow Way	Tualatin, OR 97062		Sandthepilot@hotmail.com							x					
	6/20/2011	Rick Sawyer		32447 SW Lake Drive	Wilsonville, OR 97070	503-694-5555	sawyerjoannarick@comcast.net									x			
		Steve Bakke		7185 S.W. Fallen Leaf St.	Wilsonville, OR 97070	503-425-9089	sbakke190@yahoo.com					x							
		Stephen and Retta Braun	City of Aurora Plannin	21883 Airport Rd NE	Aurora, OR 97002	823-678-8880	sbraun@cu-portland.edu; rettabr@yahoo.com				x		x	x			x		
		Scott Starr	Wilsonville Chamber c	28750 SW Cascade Loop	Wilsonville, OR 97070	503-682-8200	ScottStarr97070@gmail.com			x									
x		Betsy Johnson	Senator				sen.betsyjohnson@state.or.us												
		Sara Funk	WH Pacific	9755 SW Barnes, Suite 300	Portland, OR 97225	503-626-0455	sfunk@whpacific.com		x										
	6/22/2011	Stephen Baker			Wilsonville, OR 97070		sgb90210@aol.com												x

Members of the Planning Advisory Committee to the Aurora State Airport Master Plan

Charbonneau Country Club • City of Wilsonville • Clackamas County
Deer Creek Estates • Friends of Marion County

Mark Gardiner, Chair
State Aviation Board
Oregon Department of Aviation
3040 25th St. SE
Salem, OR 97302-1125

September 14, 2010

RE: Request for meeting to discuss Aurora State Airport master planning process and role of the Planning Advisory Committee

Dear Mr. Gardiner:

As local-government and community-organization members of the Planning Advisory Committee (PAC) to the Aurora State Airport Master Plan, we have grave concerns that our participation in the process is not intended to be meaningful. We see serious deficiencies in how the process is being conducted by the consultant, W.H. Pacific, and we seek to resolve these issues of concern.

In a nutshell, we are very concerned that the Aurora Airport master planning process is being rushed on a condensed schedule—reduced by one-third from the original timeline—without adequate discussion of issues at the PAC level in order to satisfy preconceived outcomes of a few special interests that may be detrimental to the greater public good. It seems fairly clear that the consultant intends to march steadily through construction of 'chapters' of the master plan, according to a predetermined timetable, regardless of whether or not there has been adequate discussion at the PAC of the issues. This is not the meaningful public-input practice that the Federal Aviation Administration (FAA) recommends for stakeholders in the master-planning process.

The FAA is quite clear, as outlined in the document 'Airport Master Plans,' AC 150/5070-6A, that **stakeholders must have an early opportunity to meaningfully comment before major decisions are made.** Stakeholders in the master-planning process have been asked to enunciate their individual goals, but there has been no discussion on how to integrate these into establishing the 'strategic role' and the 'study goals' as outlined by the FAA. ODA and consultant W.H. Pacific have specifically rejected the establishment of a 'vision' for the Airport as a starting point, something several members of the PAC requested at the outset of the process.

We observe from the conduct of ODA that installation of an air traffic control tower is being actively pursued prior to development of the new master plan and without consultation with the PAC. The fact that ODA is acquiring funds to build a control tower in the absence of any cost estimate and without first conducting planning demonstrates a serious lapse in judgment. ODA has indicated that concurrent to the master plan update, the agency has contracted for an air traffic control tower siting study; again an issue that the PAC should discuss has been arbitrarily removed the planning process.

Further, it seems clear that the role of the PAC has been deliberately marginalized. The forecast of future activity at the airport has apparently been compiled and is about to be sent to the FAA for

approval without any advance discussion with the PAC. It is notable that there is no accurate information available on current activity levels, since there are no records of landings and take-offs. Any methodology used to generate undocumented current activity numbers to use as a starting point for future usage projections surely should require very close scrutiny. But the PAC has not been given that opportunity for review and discussion.

Despite the absence of any discussion of the 'strategic role' and 'study goals' and any review of the activity forecast with the PAC, the process developed by the consultant, under the direction of ODA, appears to be one of justifying the preconceived idea that runway expansion and strengthening is required at Aurora Airport. The Scope of Work, dated June 19, 2009, states on page 3 that consultant "W.H. Pacific will prepare a letter on behalf of ODA to request statements [presumably from large jet operators] to *help justify* an extension" of the runway (emphasis added). This would seem to clearly demonstrate an intent that undermines any pretense of a meaningful process.

We are not aware of any impact analysis based on a forecast of future activity that was developed. In short, this appears to leave the simplistic assumption that if the demand can be somehow justified, then it must be supplied, no matter the impacts. Common sense tells us that increasing the size and types of airplanes, and the increase in the frequency of their use, will have impacts. Going from a general aviation airport with mostly small, propeller-and-piston-engine light-airplane and smaller jets under 45,000 pounds to an airport catering to larger, heavier turbine-engine jet aircraft calls for a serious, reasoned analysis of impacts.

The Aurora State Airport is located in the French Prairie area of "foundation farmland," which the Oregon Department of Agriculture indicates contains Oregon's highest-quality agricultural soils, and has been able to co-exist with its neighbors as a small-aircraft airport. However, the airport is within a mile of the Portland Metro Urban Growth Boundary and dense residential development to the north. There are serious traffic-congestion problems on roads around the airport and on nearby Interstate 5 at the Boone Bridge "bottleneck" over the Willamette River. As the FAA document 'Airport Master Plans' makes clear, the regional setting of the airport must be examined "because the impact of airport planning decisions can extend well beyond the airport property line." What will be the impacts of this greater development at the airport be on noise, pollution, the surrounding farm lands, off-site surface transportation facilities including the interstate highway, and nearby residential areas? What, if any, mitigation should occur?

While the PAC's role has been marginalized, ODA plans to select interviewees outside of the PAC and master-planning process who will be asked to give their views on at least one of the major master-planning issues. The Scope of Work, page 8, states that "up to 20 people [will be interviewed] regarding future activity at the airport." That is a critical task. Who are these people and how has ODA directed the consultant to choose them? What meaningful process is there for the PAC in this regard? Again, there has been no discussion by the consultant with the PAC on this matter.

The Scope of Work, page 5, lists the main areas under which data will be collected. Under Item E, Environmental Inventory, there is no mention of collecting data on noise and traffic impacts on nearby communities and on their transportation infrastructure, key aspects listed by the FAA on page 123 with the title 'Environmental Overview for Master Plan Purposes,' FAA AC 150/5070-6B. Nor

is there any discussion in the Scope of Work of National Environmental Policy Act (NEPA) requirements and whether or not an Environmental Impact Statement (EIS) is required. The Scope of Work states that noise contours will be developed, but only to show existing conditions and those five years into the future. As the activity forecasts will be generated for five years, 10 years and 20 years into the future, the noise contours should be developed for the same time periods.

We are very concerned that the Aurora Airport master planning process is being rushed through on a condensed schedule without adequate discussion of the issues at the Planning Advisory Committee level in order to satisfy the preconceived outcomes of a few special interests. This is not the meaningful, due process input the FAA intended in their Master Plan process.

We respectfully request that a meeting be arranged at the earliest opportunity for the undersigned with you, the Acting Director of ODA, the consultant, and appropriate representatives of the FAA to discuss these concerns. Furthermore, we request that this letter be memorialized as a part of the record of the Aurora Airport Master Plan update. Too many issues of previous inside dealings connected with ODA's handling of matters at the Aurora Airport have recently come to light, and it is important that now, under new management direction, ODA not be a part of a process that lacks meaningful input, good planning, and transparency.

We thank you for your time and consideration.

Respectfully submitted by the undersigned members of the Planning Advisory Committee to the Aurora State Airport Master Plan.

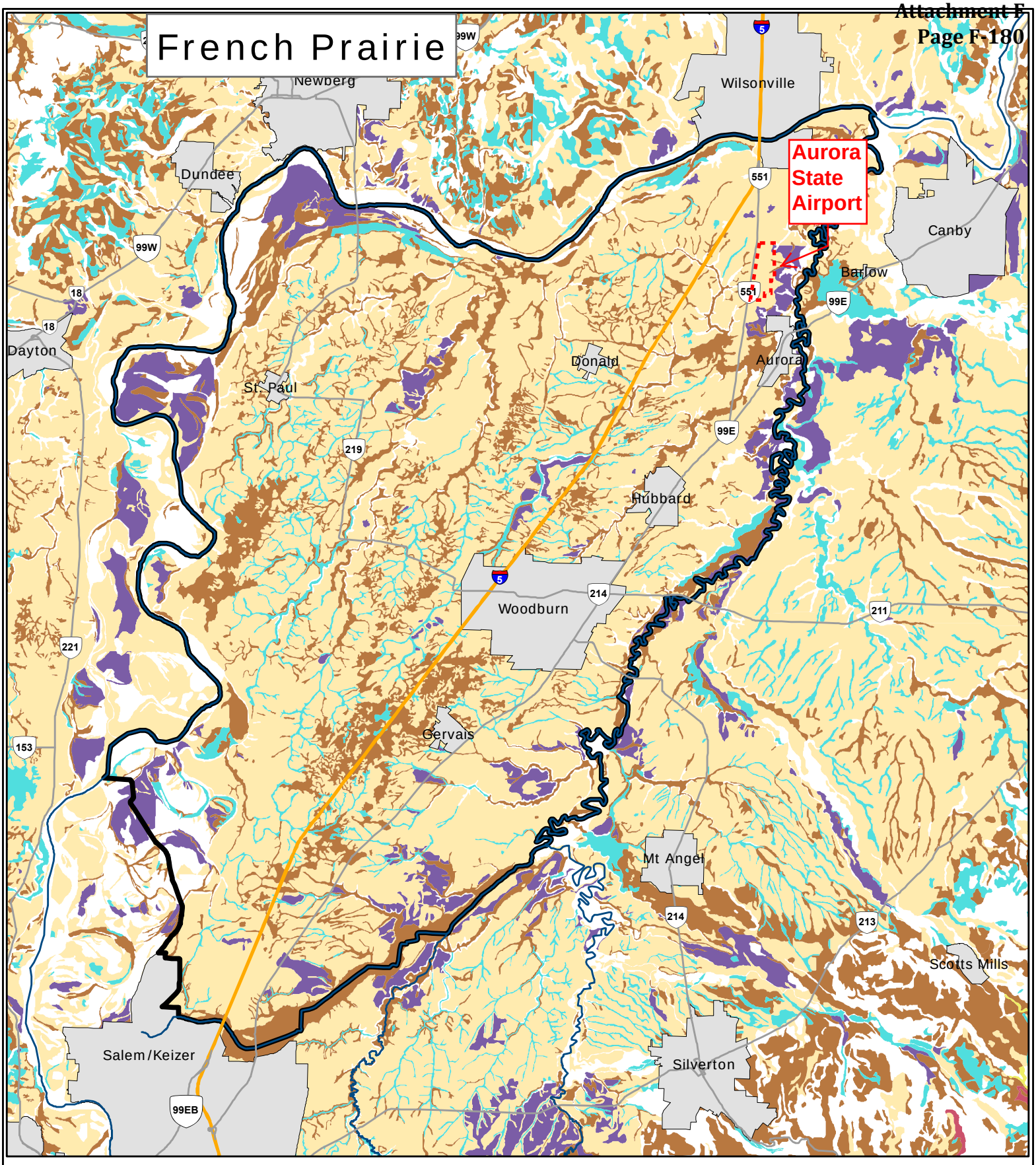
Tony Holt, Chair, Civic Affairs Committee
Charbonneau Country Club

Jim Bernard, Commissioner
Clackamas County Board of Commissioners

Steve Hurst, Councilor
City of Wilsonville City Council

Rick Kosta, President
Deer Creek Estates Homeowners' Association

Roger Kaye, President
Friends of Marion County



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Prepared By:
Date Saved: 5/8/2015
Date Printed: 5/8/2015
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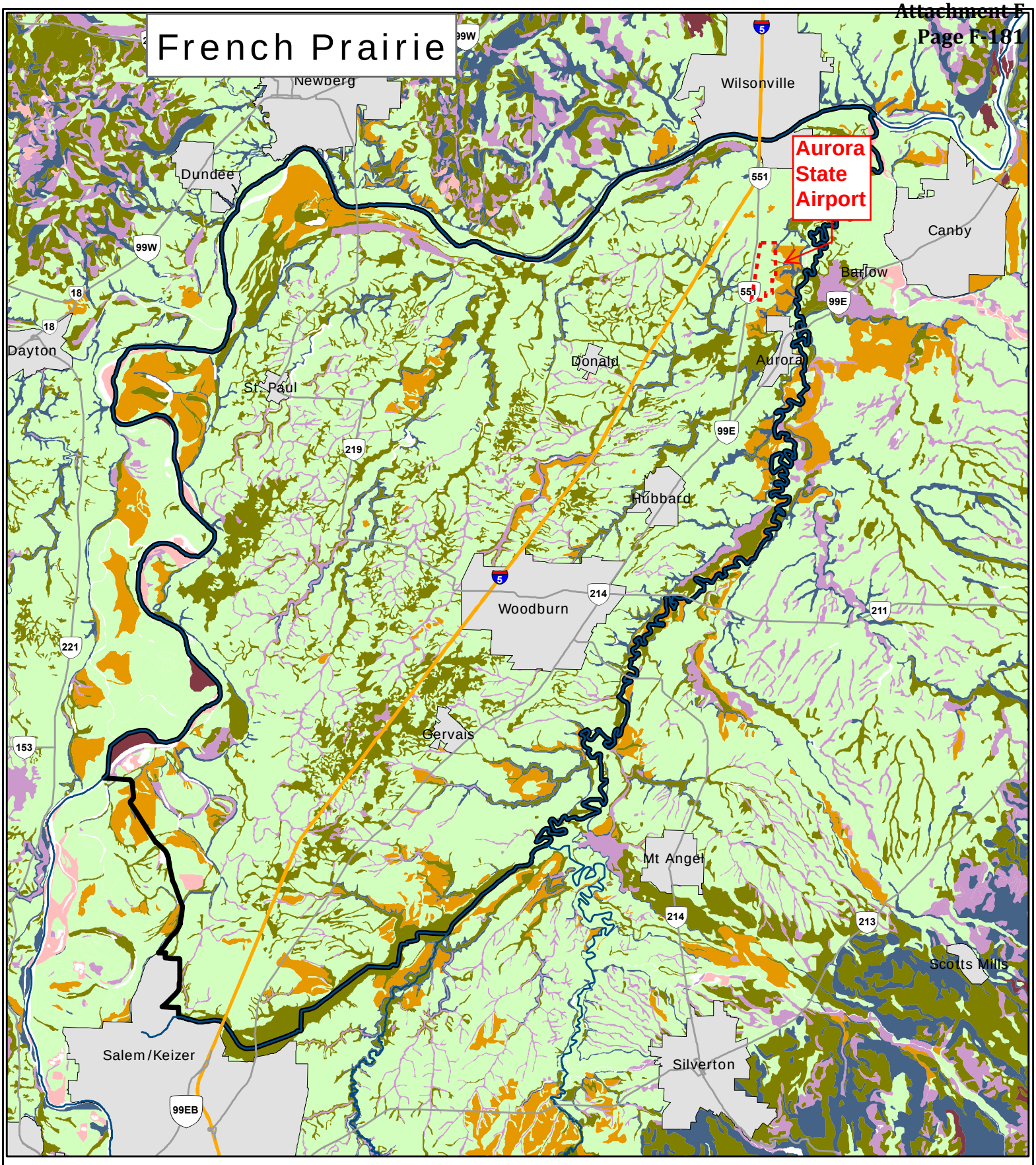
Projection: NAD 1983 Oregon Statewide Lambert Feet Intl
Path: X:\natural resources\LandUse\FrenchPrairie\FrenchP.mxd

Oregon Department of Agriculture



French Prairie
UGB 2014
Class 1 Non-irrigated
Class 2 Non-irrigated
Class 3 Non-irrigated
Class 4 Non-irrigated
Class 5 Non-irrigated
Class 6 Non-irrigated
Class 7 Non-irrigated
Class 8 Non-irrigated

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Projection: NAD 1983 Oregon Statewide Lambert Feet Intl
Path: X:\naturalresources\LandUse\FrenchPrairie\FrenchP.mxd

0 0.85 1.7 2.55 3.4 4.25
Miles

Oregon Department of Agriculture
635 Capitol St. NE
Salem, OR 97301-2532

STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
JOHN D. BEAULIEU, STATE GEOLOGIST

Canby-Barlow-Aurora Urban Area

Relative Earthquake Hazard Maps
for Selected [illegible]
By Ian P. Madin [illegible]
CANBY-BARLOW-AURORA

Relative Earthquake Hazard Map

Hazard zones are based on the combined effects of ground shaking amplification, liquefaction, and earthquake-induced landsliding.

- Zone A – Highest hazard
- Zone B – Intermediate to high hazard
- Zone C – Low to intermediate hazard
- Zone D – Lowest hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts earthquake hazard zones that are the result of combining the maps of individual hazards and are based on limited geologic and geophysical data. These hazards and data are described in the accompanying report. At any given site in the map area, site-specific data could give results that differ from those shown on this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.

This map shows areas that are relatively more or less hazardous due to local geological conditions within a community. For a complete understanding of the earthquake hazard, see also GMS-100, Earthquake Hazard Maps for Oregon.

0 0.5 1 Mile

This map was produced by the Oregon Department of Geology and Mineral Industries with funding by the State of Oregon and the U.S. Geological Survey (USGS), Department of the Interior, under USGS award #1434-97-GR-03118.

The views and conclusions contained in this document are those of the authors and should not be interpreted as necessarily representing the official policies, either expressed or implied, of the U.S. Government.

STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
JOHN D. BEAULIEU, STATE GEOLOGIST

Canby-Barlow-Aurora Urban Area

Relative Earthquake Hazard Maps
for Selected Urban Areas in Northwestern Oregon

By Ian P. Madin and Zhenming Wang

CANBY-BARLOW-AURORA

Relative Liquefaction Hazard Map

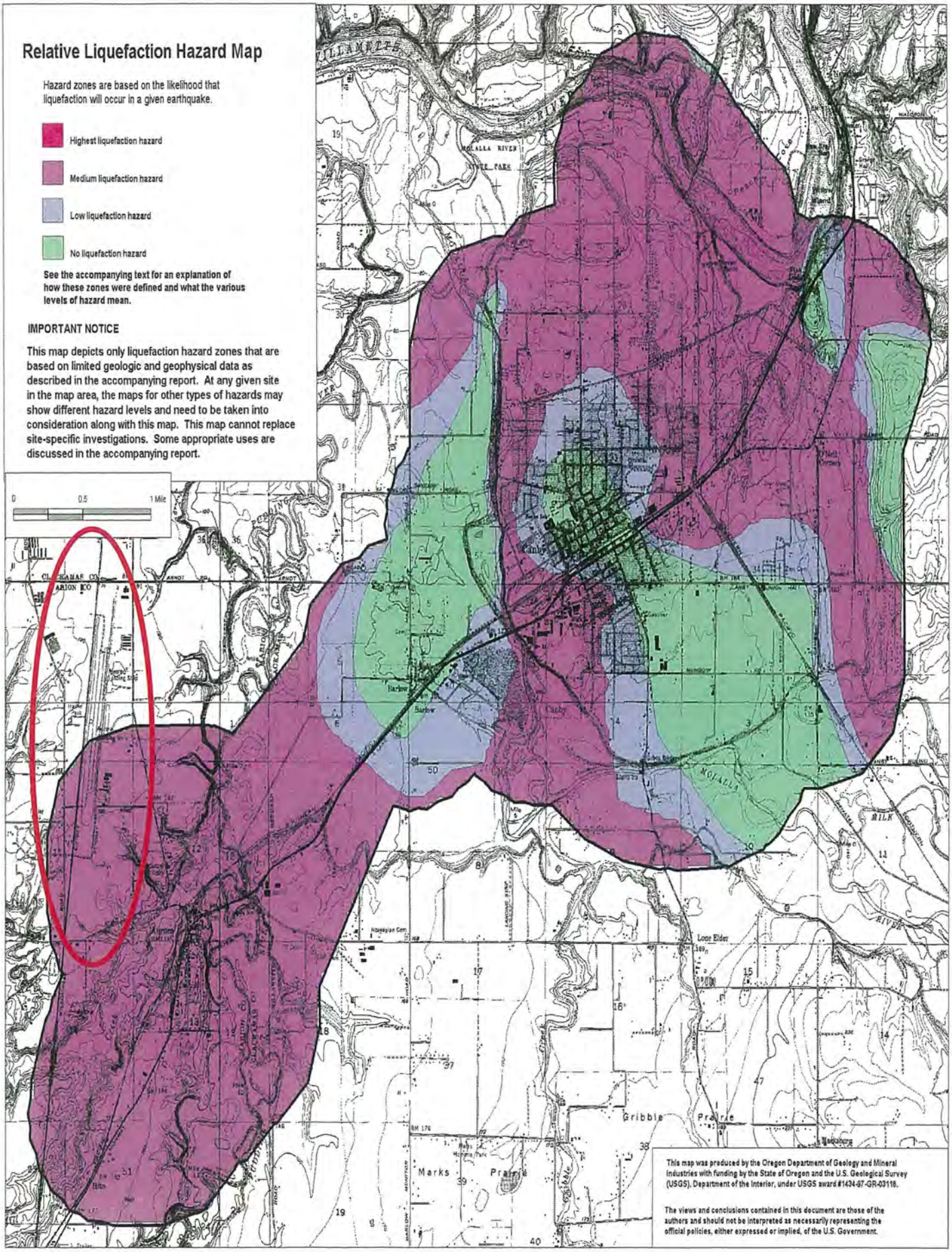
Hazard zones are based on the likelihood that liquefaction will occur in a given earthquake.

- Highest liquefaction hazard
- Medium liquefaction hazard
- Low liquefaction hazard
- No liquefaction hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts only liquefaction hazard zones that are based on limited geologic and geophysical data as described in the accompanying report. At any given site in the map area, the maps for other types of hazards may show different hazard levels and need to be taken into consideration along with this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.



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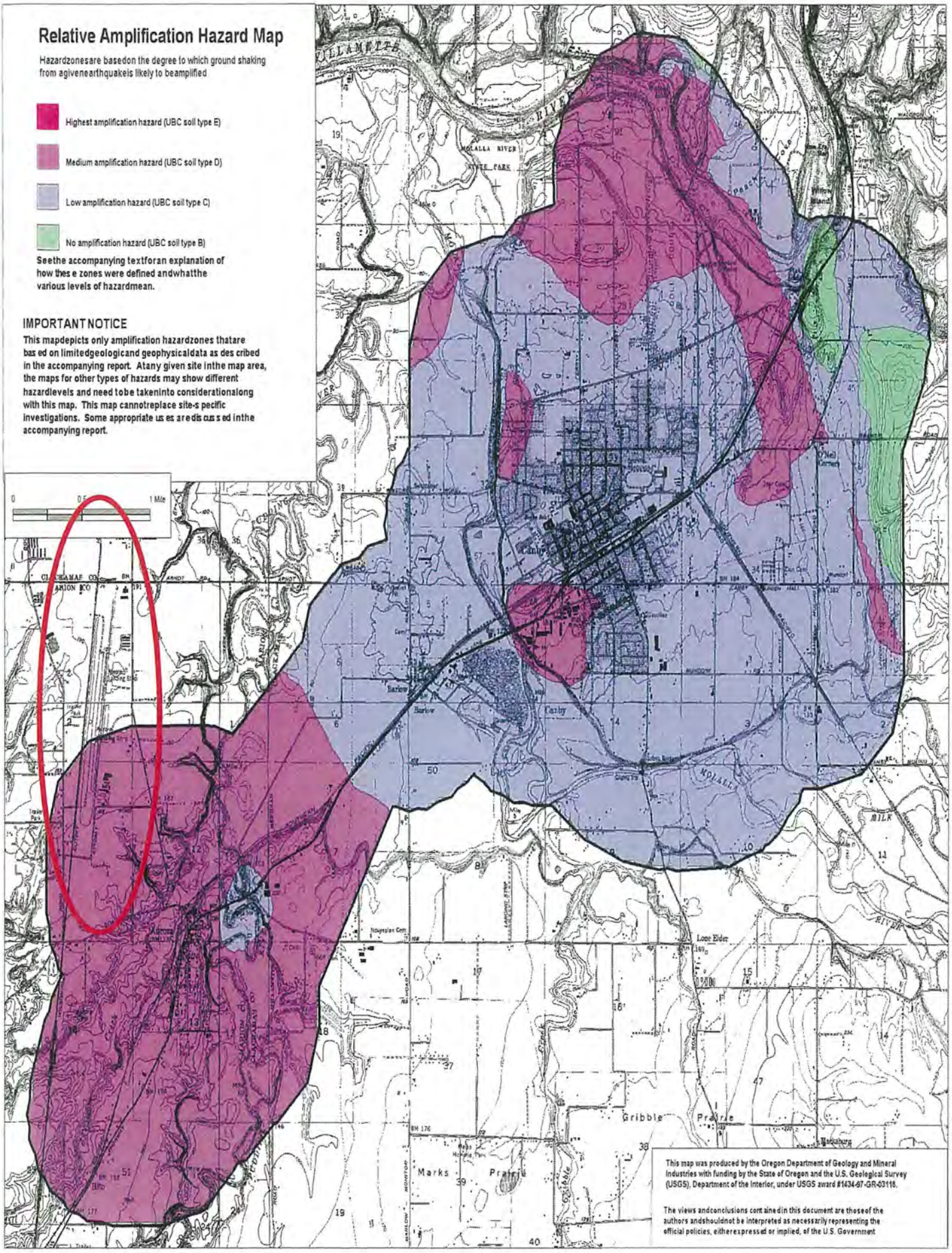
STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
DONALD HULL EMILIEN, STATE GEOLOGIST

Canby-Barlow-Aurora Urban Area

Relative Earthquake Hazard Maps
for Selected Urban Areas in Oregon
By Ian P. Madin and [illegible]
CANBY-BARLOW-AURORA



STATE OF OREGON
DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES
JOHN D. BEAULIEU, STATE GEOLOGIST

Canby-Barlow-Aurora Urban Area

Relative Earthquake Hazard Maps
for Selected Urban Areas in Oregon
By Ian P. Madin and Matthew J. Mabey
CANBY-BARLOW-AURORA

Relative Hazard Map of Earthquake-Induced Landslides

Hazard zones are based on the possibility that a given earthquake will trigger landslides.

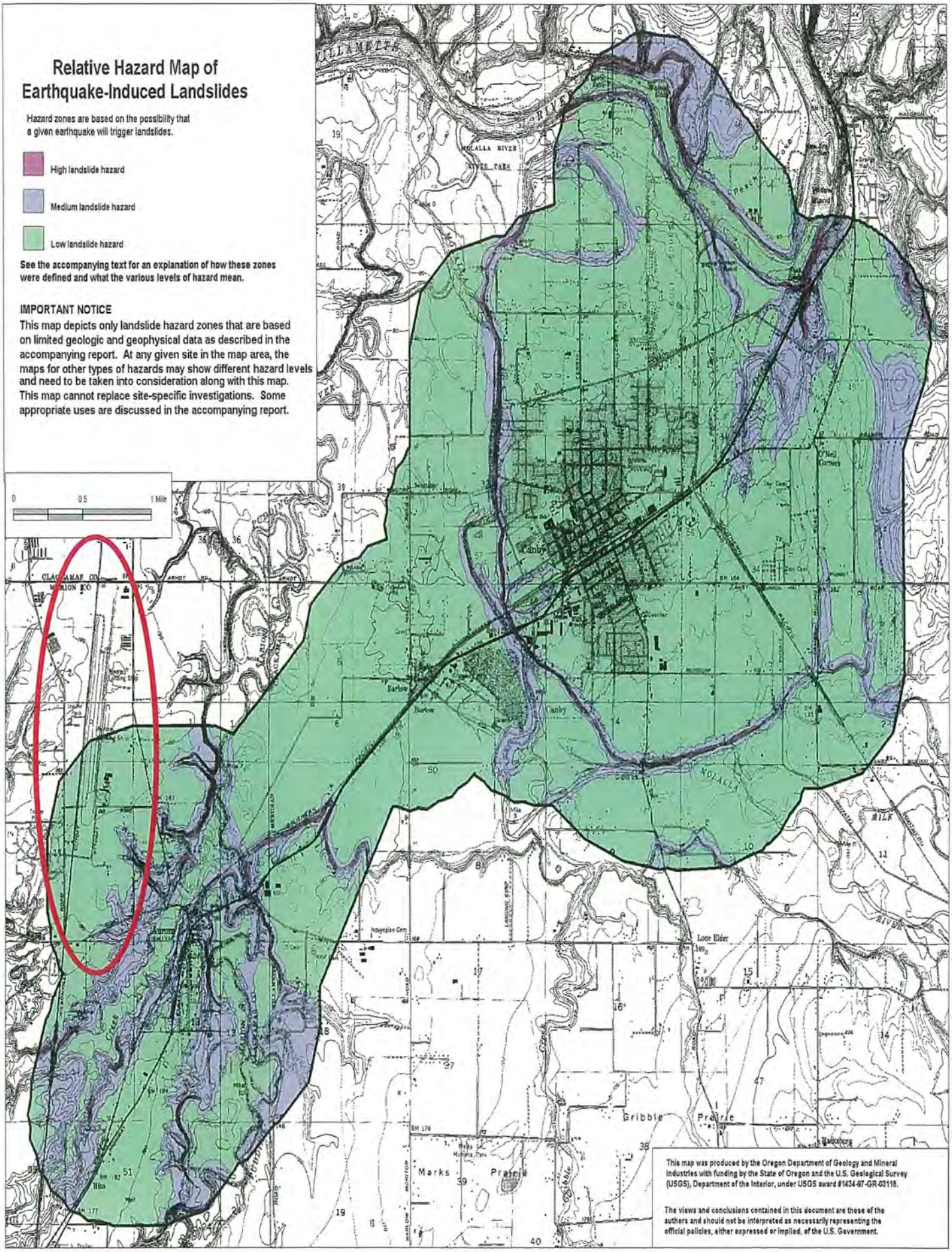
- High landslide hazard
- Medium landslide hazard
- Low landslide hazard

See the accompanying text for an explanation of how these zones were defined and what the various levels of hazard mean.

IMPORTANT NOTICE

This map depicts only landslide hazard zones that are based on limited geologic and geophysical data as described in the accompanying report. At any given site in the map area, the maps for other types of hazards may show different hazard levels and need to be taken into consideration along with this map. This map cannot replace site-specific investigations. Some appropriate uses are discussed in the accompanying report.

0 0.5 1 Mile



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The views and conclusions contained in this document are those of the authors and should not be interpreted as necessarily representing the official policies, either expressed or implied, of the U.S. Government.

RECEIVED
SEP 23 2019
JEFFREY L. KLEINMAN
ATTORNEY AT LAW

BEFORE THE LAND USE BOARD OF APPEALS

OF THE STATE OF OREGON

Friends of French Prairie and Benjamin D. Williams, Petitioners, vs. Oregon Department of Aviation and Oregon Aviation Board, Respondents, Mark Gardiner	)	LUBA No. 2019-083

MOTION TO INTERVENE

I.

Mark Gardiner moves to intervene on the side of Respondents in the above-captioned appeal.

II.

The facts establishing movant's right to intervene are as follows: Mark Gardiner appeared before the Oregon Aviation Board by participating in the making of the challenged letter to include he wrote to the maker of the challenged ODA letter concerning the merits of the statement in the challenged letter. Exhibit A. Accordingly, Mark Gardiner has a right to intervene in this appeal per ORS 197.830(7)(b)(B).

Dated this 17th day of September, 2019

MARK S. GARDINER

By: _____

Mark Gardiner
1061 NE 9th Avenue # 2007
Portland, OR 97232
503-781-1299
gardiner@volat.us

EXHIBIT A

MEMORANDUM

June 27, 2019

TO: Betty Stansbury
Director, Oregon Department of Aviation

CC: Oregon Aviation Board Chair Martha Meeker
Oregon Aviation Board Vice Chair Vince Granato
UAO Interested Parties (under separate cover)

RE: Aurora State Airport Master Plan

Dear Director Stansbury,

As you are well aware, a question has been raised about the validity of the 2012 Aurora State Airport Master Plan. It is unfortunate that confusion on this matter has apparently been exacerbated by comments or correspondence from ODA to third parties, some of whom are hostile to the aviation and economic interests of the Aurora State Airport.

I served as the Chair of the Oregon Aviation Board during the entire period of, and was a very active direct participant in, the development of the 2012 Aurora State Airport Master Plan. I can unequivocally state that this plan was, in fact, approved by the Oregon Aviation Board and that the relevant approvals from the FAA were also received. These official actions, which are the legal basis for the UAO Master Plan were:

OFFICIAL ACTION	FORM	DATE
FAA approval of Aeronautical Activity Forecast (required to initiate subsequent steps of the Master Plan process)	FAA Letter	September 29, 2010
Oregon Aviation Board approval of Draft Master Plan with preferred alternative and add-on options	Unanimous OAB vote	June 23, 2011
Oregon Aviation Board approval of the Master Plan final chapters (Chapter 6 is the Airport Layout Plan and Chapter 7 is the Capital Improvement Plan)	Unanimous OAB vote	October 11, 2011
FAA approval of proposed southern runway extension option under the Master Plan	FAA letter	March 14, 2012
FAA approval of the Aurora State Airport Layout Plan (ALP)	FAA Letter	October 19, 2012

These OAB and FAA approvals were the culmination of a three year process (starting in 2009) which included extensive and significant public involvement and more than ample opportunity for all interested parties – including specifically those parties then (and now) opposed to the State's efforts to maintain the Aurora State Airport as a critical element of Oregon's aviation infrastructure and the South Metro area's economy.

Since it seems certain individuals now involved are unaware of that process, I will outline it briefly in this memo.

Mandated FAA Master Plan Process

- The FAA requires a rigorous process for the development, review and approval the master plan for any airport comparable to UAO.
- That process builds from goals, background and history, through projected aircraft traffic, facility needs, alternative means of meeting those needs to a specific airport layout plan and capital improvement plan.
- The chapter structure of the UAO Master plan reflects this logical process of gathering information, analyzing the information, developing alternative plans, deciding on a plan and detailing that plan:
    1. Goals & Issues Identified for the Plan
    2. Airport Inventory
    3. Aeronautical Activity Forecast
    4. Facility Requirements
    5. Airport Development Alternatives
    6. Airport Layout Plan
    7. Capital Improvement Plan

Public Involvement in the UAO Master Plan

- ODA's process for the UAO Master Plan was managed by a team of professionals with extensive experience and expertise in the development of FAA airport master plans – including specifically sub-consultants charged with optimizing public involvement and input
- Planning Advisory Committee
- A Planning Advisory Committee with roughly 20 members oversaw the planning process.
- The PAC members represented interested and potentially affected parties, including neighbors, airport users and local governments.
- The PAC process included seven well-attended PAC meetings, five of which were open-houses for the public:
    - 11/3/2009
    - 7/22/2010
    - 9/30/2010
    - 12/9/2010
    - 3/10/2011

  - 6/7/2011
  - 9/15/2011
- Dozens of people attended each of the meetings, with one meeting having almost 100 attendees
- The PAC and ODA's Master Plan team also receive hundreds of public comments (paper, email, dedicated website) regarding various elements of the master plan.
- In addition to the formal PAC process, ODA and the team presented elements of the plan before governing bodies of local governments and civic groups.
- And, of course, the meetings of the Oregon Aviation Board at which elements of the plan were presented and decisions were made were open public meetings and allowed for additional public comment, testimony and written input.

The UAO Master Plan Process and Controversial Issues

- Any airport master planning process will face issues and UAO was certainly no exception. The Master Plan process (as designed by the FAA and implemented with additional elements by ODA) intentionally deals head-on with potential issues.
- Examples of issues raised and dealt with in the UAO Master Plan included:
  - Noise
  - Land use & farm-land preservation
  - Ground traffic impacts
- One example of a specific issue raised was the concern expressed by some airport opponents that "... any expansion at UAO will cause major traffic issues on the Boone Bridge (I-5)". The UAO Master Plan team worked with ODOT to analyze the current and projected traffic generated by activities at UAO and determined that the road traffic impacts were de minimis relative to the ~120,000 vehicles per day using that route.
- The Master Plan process also evaluated the potential impacts of alternatives on land use and farm land – and incorporated those concerns into the plan. This issue also related to decisions regarding potential extensions of the UAO runway – more on that later in this memo.
- The Master Plan process also involved considerable research and analysis on potential noise impacts – with the resulting conclusion that the "preferred alternative" would actually reduce noise impacts on the areas most concerned (Charbonneau and Wilsonville) vs. the "no build" alternative.
- The other major issue raised by parties opposed to any further development at UAO was that somehow the Master Plan would open the door to completely changing the nature of the mission and uses of UAO. For example, there were rumors spread that ODA was planning to convert UAO to a FedEx cargo hub, and/or that ODA was conspiring with the property owner to incorporate the Langdon Farms golf course into the airport's employment area. The Master Planning process dealt with these concerns – as documented in the Airport Layout Plan, which is the official legal document governing the development of the airport itself. To further underline the State's commitment not to

change the nature of the airport, the Oregon Aviation Board passed resolutions committing to maintain UAO as a general/business aviation facility.

Complications in the Master Planning Process – Runway 17/35

The Master Plan included an extensive alternatives analysis and decision-making process regarding the layout plan for UAO's Runway 17/35.

Based on all of the information and analysis in the first four steps of the Master Plan process, the UAO master planning team came up with four basic alternatives (with some variants as sub-alternatives). The analysis of these alternatives included a dedicated sub-set of the public involvement process – with separate public input time windows, Oregon Aviation Board hearings and significant public testimony. Of particular interest to all parties were the alternatives that either extended "displaced thresholds/overrun areas" on the UAO runway or actual extensions of the runway.

The OAB-approved Master Plan final chapters provided for OAB approved options to be enabled based on feedback and decisions by the FAA. Roughly, these options involved:

- Extension of the full runway to the north
- Addition of "displaced thresholds" at both ends of the runway
- Extension of the full runway to the south

After a lengthy process of FAA/ODA information sharing, analysis and evaluation, the FAA approved one of OAB's already approved Master Plan / Airport Layout Plan options: the 1,000-foot runway extension to the south. This option was anticipated in the OAB approved Master Plan – both in the Airport Layout Plan and the Capital Improvement Plan.

In conclusion: The public, legal record clearly demonstrates that both the Oregon Aviation Board and the FAA have approved the 2012 Aurora State Airport Master Plan and that there is no reason ODA should not continue to implement that plan.

I'd be happy to meet with you to discuss this matter at your convenience. I can also provide OAB meeting minutes and the full Master Plan document (with FAA correspondence, public involvement documentation, etc.) – although I certainly hope that you already have access to these key documents.

Regards,

Mark Gardiner
Former Chair, Oregon Aviation Board (July 1, 2008 – August 1, 2016)

CERTIFICATE OF FILING AND SERVICE

I hereby certify that on September 17, 2019, I served a true and correct copy of this Motion to Intervene on the persons listed below, by first class certified mail.

Lucinda Jackson
Oregon Department of Justice
Gen Counsel Division
1162 Court St NE
Salem OR 9730

Jeff Kleinman
Attorney at Law
1207 SW Sixth Avenue
Portland, Or.
97204

I further certify that on September 17, 2019, I filed the original of this Notice of Intent to Appeal together with two copies, via first class certified mail, at the Oregon Land Use Board of Appeals, 775 Summer Street NE, Suite 330 Salem, Oregon 97301-1283.

Dated this 17th day of September 2019

MARK S. GARDINER

By: _____

Mark Gardiner
1061 NE 9th Avenue # 2007
Portland, OR 97232
503-781-1299
gardiner@volat.us

Ottenad, Mark

From: Ottenad, Mark
Sent: Thursday, July 11, 2019 11:29 AM
To: 'betty.stansbury@aviation.state.or.us'
Cc: Cosgrove, Bryan; Jacobson, Barbara
Subject: City of Wilsonville Request for Meeting with Aviation Director
Attachments: Wilsonville Ltr to Aviation Director re MP Process 06_14_2019.pdf

Good day Director Stansbury,

With the recent conclusion of the 2019 Oregon legislative session, I am writing to follow-up on the City of Wilsonville's letter dated June 14, 2019, regarding the City's request for a meeting between Oregon Aviation Department and City of Wilsonville officials concerning issues pertaining to the Aurora State Airport.

We would be delighted to host such a meeting, or conversely we could look at traveling to Salem.

Please advise at your earliest convenience regarding your thoughts on setting up a meeting.

I would be pleased to work with you and your staff to develop an agenda in advance so that we can have a productive meeting.

Thank you.

- Mark

Mark C. Ottenad
Public/Government Affairs Director
City of Wilsonville / South Metro Area Regional Transit (SMART)
29799 SW Town Center Loop East
Wilsonville, OR 97070
General: 503-682-1011
Direct: 503-570-1505
ottenad@ci.wilsonville.or.us
www.ci.wilsonville.or.us
www.ridesmart.com

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