



PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 14, 2022

WORK SESSION

2. Airport Good-Neighbor Policies (Bateschell) (30 minutes)



PLANNING COMMISSION MEETING STAFF REPORT

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| Meeting Date: September 19, 2022 | | Subject: Airport Good-Neighbor Policies | |
| | | Staff Member: Miranda Bateschell, Planning Director | |
| | | Department: Community Development | |
| Action Required | | Advisory Board/Commission Recommendation | |
| <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda | | <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments: The Planning Commission held a work session on the draft policies on September 14, 2022. | |
| Staff Recommendation: Review and provide feedback on the draft Comprehensive Plan Policies pertaining to the Aurora Airport. | | | |
| Recommended Language for Motion: N/A | | | |
| Project / Issue Relates To: | | | |
| <input checked="" type="checkbox"/> Council Goals/Priorities: Goal 7: Protect Wilsonville's environment and increase access to sustainable lifestyle choices | <input checked="" type="checkbox"/> Adopted Master Plan(s): Wilsonville Comprehensive Plan | <input type="checkbox"/> Not Applicable | |

ISSUE BEFORE COMMISSION:

The project team will present draft airport good-neighbor policies to add to the Wilsonville Comprehensive Plan.

EXECUTIVE SUMMARY:

The Aurora Airport is located in Marion County and is approximately 1.6 miles south of the Wilsonville City Limits. The airport flight path is over Wilsonville with the closest neighborhood impacted by the Airport being Charbonneau. The Airport's current operations and planned future growth have both positive and negative impacts to residents and businesses in the City. While the City of Wilsonville does not have direct jurisdiction of lands outside of the city limits or urban growth boundary, such as the Aurora Airport site, State law requires intergovernmental coordination between state agencies and affected jurisdictions on land use issues. As far back as 1991, the City's Urban Growth Management Agreement with Clackamas County included reference to the airport as an area of interest to both the City and County.

Beginning in 2009, as part of a previous airport master planning process, Clackamas County and the City of Wilsonville made joint requests to participate with other impacted jurisdictions via an intergovernmental agreement (IGA) to plan for growth and development at the airport. Both entities were included on the Planning Advisory Committee, which could make recommendations but had no authority. A similar, new airport master planning process is underway now, which could propose a runway expansion to accommodate larger aircraft.

As an affected jurisdiction, it is important to articulate the relevant land use issues in local adopted policy for purposes of intergovernmental coordination and standing in state law. The Clackamas County Comprehensive Plan includes policies specifically addressing the Aurora Airport, while the City of Wilsonville Comprehensive Plan does not. Recent land use proceedings have noted the lack of applicable airport-related policies in the Wilsonville Comprehensive Plan.

Federal and state law require protecting aviation operation from intrusion of incompatible uses, and the City's existing zoning and transportation policies comply with limiting physical hazards to air navigation in the area surrounding the Aurora Airport. However, policies have not been adopted to address potential impacts of existing Airport operations and potential growth to public infrastructure and services, natural and environmental systems, and local residents and businesses.

This Comprehensive Plan update project aims to: acknowledge the positive and negative impacts of the Airport's current operations to Wilsonville residents and businesses; identify the prospective impacts of potential growth and intensification of use at the Aurora Airport and through-the-fence properties; and establish policy objectives that both articulate these effects on the City of Wilsonville and also provide direction to the City on how to advocate for the continued benefits of the existing operations as well as the proper mitigation for the negative impacts of aviation activity and development.

The project team incorporated feedback from the community, key stakeholders, the Planning Commission and City Council into a draft amendment to the City's Comprehensive Plan (Attachment 1). The airport good neighbor policies will be adopted in the form of a new, geographically defined Area of Special Concern in Section F of the Comprehensive Plan. Areas of Special Concern are intended to "include specific language describing special considerations that

must be addressed in development of these areas.” The special considerations guide the City when planning for or reviewing development in these Areas. Potential development in these Areas could affect the immediate vicinity, places in Wilsonville connected to the Area of Special Concern through geography or travel routes, or the Wilsonville community as a whole, depending on what is proposed.

The Aurora Airport affects the community but is located outside of the City. Planning and development proposed in that Area may impact the City of Wilsonville in several ways but is outside the City’s direct control and entitlement process, making it suitable to be designated as an Area of Special Concern. The articulation of special considerations through Area of Special Concern O in the Comprehensive Plan, will guide the City’s participation in planning efforts led by other agencies and the City’s review of development proposals in the Area, giving the City an opportunity to advocate for those considerations to be appropriately addressed. As such, the boundary is focused on the Airport and vicinity, and the language addresses the land use related impacts to the entire City of growth, development, and intensification of use in the Area. Some of the existing Areas of Special Concern (Areas A-N) are either outside of the City limits or were outside of the City limits at the time of their adoption providing precedent for this designation.

Attachment 2 provides a series of maps, which depict Area of Special Concern O and its relationship to geographic facilities and resources relevant to the special considerations and City:

- The “Boundary Map” shows the Area of Special Concern boundary, which serves as the basis for amending the Area of Special Concern Map on Comprehensive Plan page F-13.
- The “Airport Areas Map” shows the Aurora Airport campus and Through-the-Fence boundaries to inform discussions about Area O relative to development near the Airport.
- The “Resource Map” highlights key transportation and natural/recreational resources in the vicinity of Area O.

The team welcomes feedback from the Commission on the draft, specifically:

1. Are there any key policy objectives or special considerations missing?
2. Do the policy objectives reflect the City’s scope of influence?

EXPECTED RESULTS:

Work sessions with the Planning Commission and City Council will provide guidance to finalize the airport good-neighbor policies. The key outcome expected at the end of this project is the adoption of Comprehensive Plan policies to memorialize and address the highest priority issues pertaining to the interrelationships between Aurora Airport and the City of Wilsonville.

TIMELINE:

The team is finalizing draft policies with adoption anticipated by the end of the calendar year.

CURRENT YEAR BUDGET IMPACTS:

The project budget is \$38,760 covered by the Community Development general professional services fund for FY 2021-22 and carried over into FY 22-23.

COMMUNITY INVOLVEMENT PROCESS:

Community outreach for the project included surveys, interviews, and open houses, and was conducted primarily online and remotely due to the COVID-19 pandemic. The team received input from the Commission and Council on key stakeholders to engage during this process.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Comprehensive Plan policies will provide the City with clear, adopted policy priorities as they relate to the Aurora Airport. This will clarify City interests and hopefully, provide more opportunity for the City to participate in formal Airport planning efforts.

ALTERNATIVES:

The Commission can provide policy alternatives to be considered.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Wilsonville Comprehensive Plan Area of Special Concern O (draft, dated 9/3/2022)
2. Area of Special Concern O Maps (draft, dated 9/6/2022)

Attachment 1

Wilsonville Comprehensive Plan Area of Special Concern O Draft Proposed Language, September 3, 2022

AREA O

This Area is focused on the Aurora State Airport and other 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 Airport and adjacent parcels. The boundary of Area O encompasses the Aurora 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 operation from intrusion of incompatible uses, rather than limiting or mitigating the impacts of aviation on nearby communities. Therefore, existing 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 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 the Area.

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 foundation agricultural land of French Prairie surrounding the Aurora State Airport includes high value soils. This area is designated Rural Reserve, consistent with existing policies adopted by the State of Oregon, Clackamas County, the Metro region, and City of Wilsonville. 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 by providing farm goods to local firms. Preservation of high-quality farmland in the French Prairie and its designation as a Rural Reserve continues to be a local 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 has adopted standards to preserve these areas for the purpose of meeting regional employment need, and to provide infrastructure to support 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 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.
- Resiliency and capacity for emergency response. The Airport provides an operational base for emergency service providers and could support the resilience of the region in the event of a Cascadia event earthquake or other natural disaster. Changes to the configuration of the Airport, type of operations housed there, or development-related impacts to surface transportation connections between Wilsonville and Area O, would diminish the overall benefits provided by the Airport.

Objectives

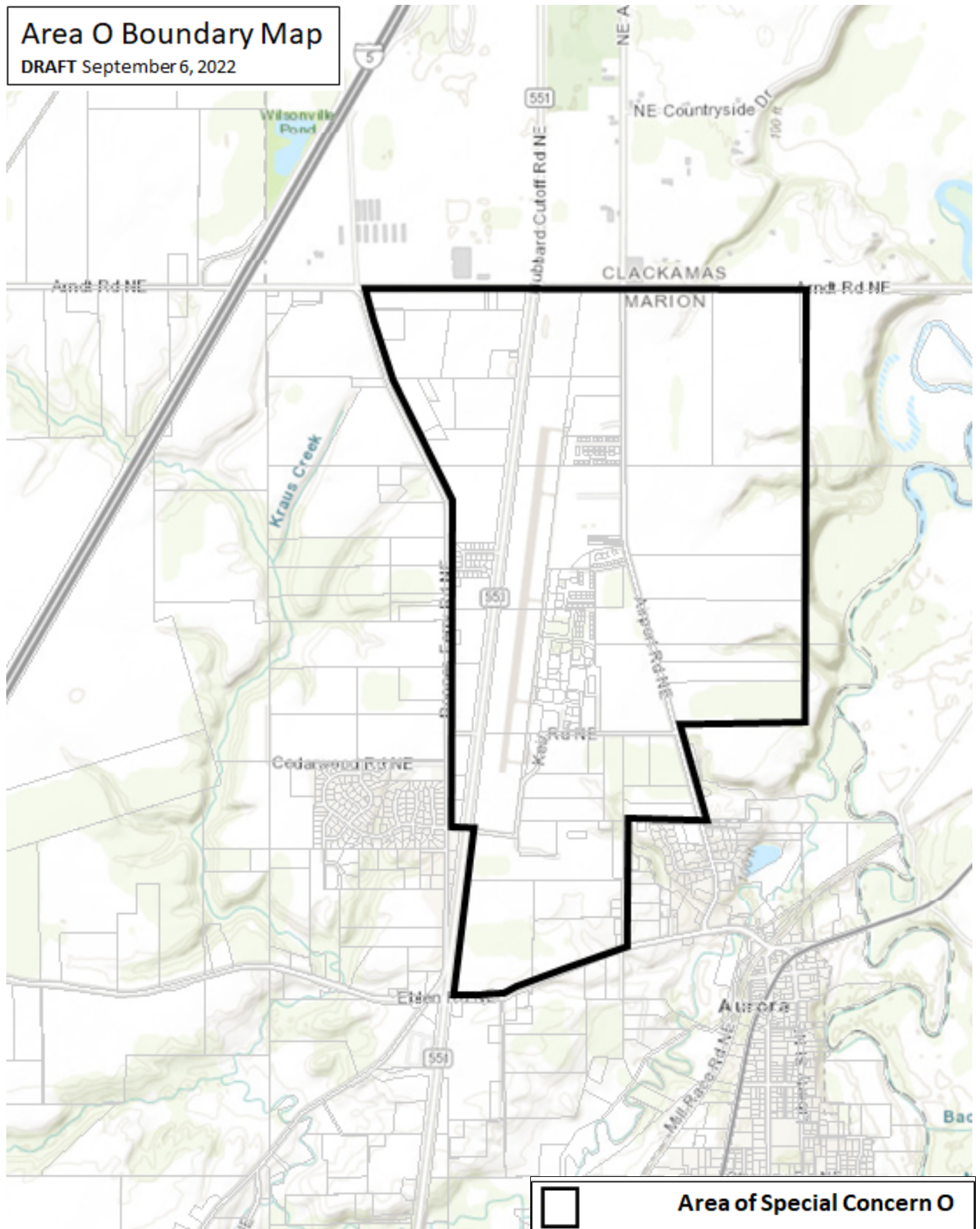
- 1) Engage as an Affected Jurisdiction in Aurora State Airport master planning or other processes to review future development plans and policy for the Airport and through-the-fence properties.

Advocate for operational and development policies for the Airport that include adequate provision of infrastructure, protection of environmental systems, and noise control measures.

- 2) Evaluate and respond to proposals for changes to the type and intensity of aviation activities at the Aurora State Airport to minimize noise and pollution impacts to residents, businesses, and environmental or public resources in the Wilsonville Urban Growth Boundary.
- 3) Maintain ongoing coordination with applicable agencies and organizations, including Oregon Department of Aviation, Oregon Department of Environmental Quality, Airport operators and aviation stakeholders to reduce the impacts of aviation on noise-sensitive areas like residential districts and environmental resource areas such as the Willamette River. Support a FAR Part 150 study to develop Noise Exposure Maps defining the existing and future noise exposure boundaries surrounding the Airport.
- 4) Evaluate and respond to public and private development and infrastructure projects in Area O to ensure that rural development patterns and agricultural activities are protected, supporting regional food security, the agricultural economy, and protection of environmental resources, consistent with State of Oregon and Clackamas County policies designating lands as Exclusive Farm Use and Rural Reserves.
- 5) Ensure that development within Area O includes appropriate concurrent upgrades to infrastructure and public services that maintain rural development patterns and prevent negative impacts to the water, sewer, stormwater, and transportation systems serving Wilsonville and surrounding areas.
- 6) Advocate to maintain the general aviation designation and existing services at Aurora Airport, as an air transportation resource supporting Wilsonville-based businesses, as a hub in emergency management plans, and as an operational base for emergency service providers. Evaluate and respond to development proposals proposing to increase development intensity in Area O that could hinder safe, convenient, and efficient access to the Airport.

Area O Boundary Map

DRAFT September 6, 2022



Airport Areas Map

DRAFT September 6, 2022

