

# 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](mailto:mayor@ci.aurora.or.us)



Shawn O'Neil, Mayor  
City of Wilsonville  
[mayor@ci.wilsonville.or.us](mailto: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.

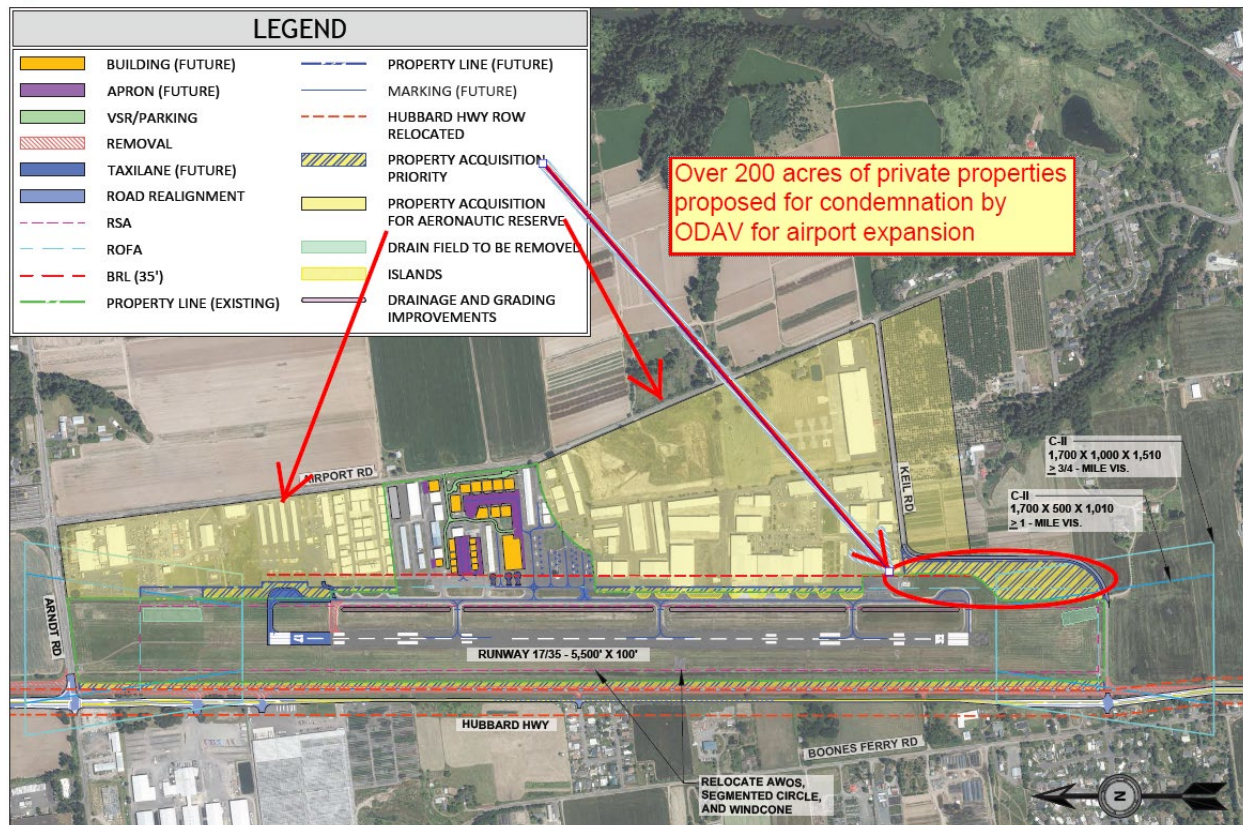
As described by PAC member Tony Helbling of Wilson Construction, ODAV's publicly stated position to acquire private business properties at the Airport creates "pre-condemnation blight" by reducing the real-estate value of these properties.

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.



### AURORA STATE AIRPORT REFINED PREFERRED ALTERNATIVE

Figure 1: Overview





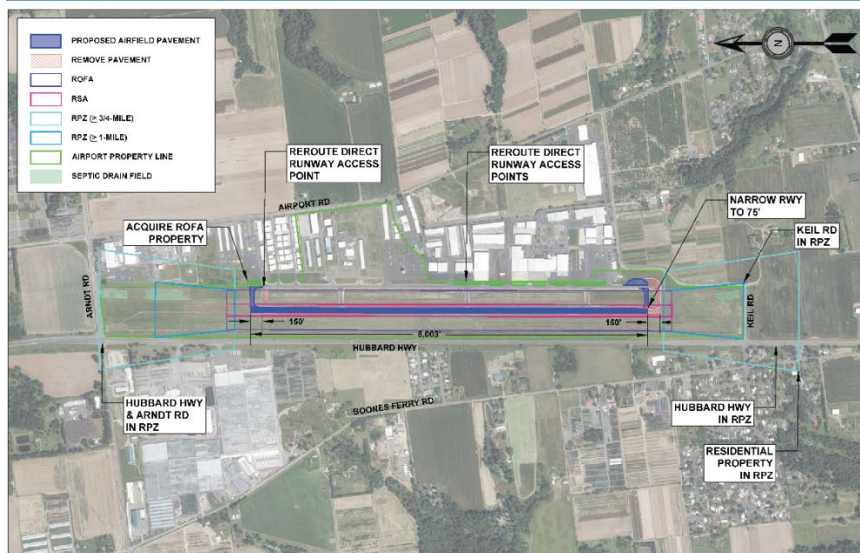
- **Only Airport-Expansion Alternatives Are to Be Considered; No Alternatives Maintain Airport's Current Footprint:** Of seven (7) original Alternatives in the draft Master Plan, three (3) that would keep the Airport operational for the vast majority of 88% of all current airport users have been arbitrarily 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.



**AFTER COORDINATION WITH FAA, B-II ALTERNATIVES ARE NOT VIABLE AND WILL NOT BE CONSIDERED FURTHER**

FIGURE 7: AIRSIDE ALTERNATIVE 7  
CHANGE TO B-II, SHIFT RUNWAY NORTH, AND MAINTAIN CURRENT LENGTH



**Primary Components:**

- Downgrades runway to ADG/AAC B-II.
  - » Operational changes to realize B-II use criteria requires further study.
- Narrows runway to 75 feet (B-II standard).
- Maintains current runway length (5,003 feet).
- Shift entire runway 150 feet north to bring Runway 35 RPZ (> 1-mile) onto Airport property.
- Extends parallel taxiway (Taxiway A) to the north with runway.
- Remove/relocate existing Taxiway A1 connector at north end of Taxiway A in conjunction with runway-parallel taxiway shift; eliminates existing direct runway access at that location.
- Acquire property in extended Taxiway Object Free Area (TOFA) at north end of future parallel taxiway.
- Install painted islands between Taxiway A and the adjacent southern TTF properties to address direct runway access and V/DP issues.

**Issues Addressed by Alternative:**

- ROFA is clear of existing public roads.
- Airport control of ROFA is achieved through reduction in surface dimension.
- Addresses direct runway access and V/DP issues through pavement removal and painted islands.
- Keil Road is outside of ROFA.
- Septic drainfields, wind cones, and weather equipment do not conflict with smaller RSA or OFA.
- Reduces incompatible land uses - Hubbard Highway, Keil Road, Boones Ferry Road and residential areas do not conflict with smaller > 1-mile RPZ.
- Direct runway access and V/DP issues addressed through painted islands and pavement removal.

**Other Issues to be Addressed:**

- Existing incompatible land uses (Hubbard Highway, Keil Road, Boones Ferry Road and residential areas) remain in larger > 3/4-mile RPZs.

**New Issues:**

- Operational changes required to maintain B-II standards (<500 C-II or larger annual operations).

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

TFMISC IFR Operations by AAC/ADG - Calendar Year Data											Average Annual Operations		
AAC/ADG	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022		
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%	87.9%
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%	7.3%
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%	
<b>Total</b>	<b>7,700</b>	<b>7,908</b>	<b>8,376</b>	<b>8,902</b>	<b>10,208</b>	<b>10,050</b>	<b>10,630</b>	<b>9,664</b>	<b>8,460</b>	<b>10,280</b>	<b>9,218</b>	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		

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)	2019: avg daily Total Ops	2023: avg daily Total Ops	% local Ops	2023 <sub>vs</sub> peak year
<b>Aurora (KUAO)</b>	--	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

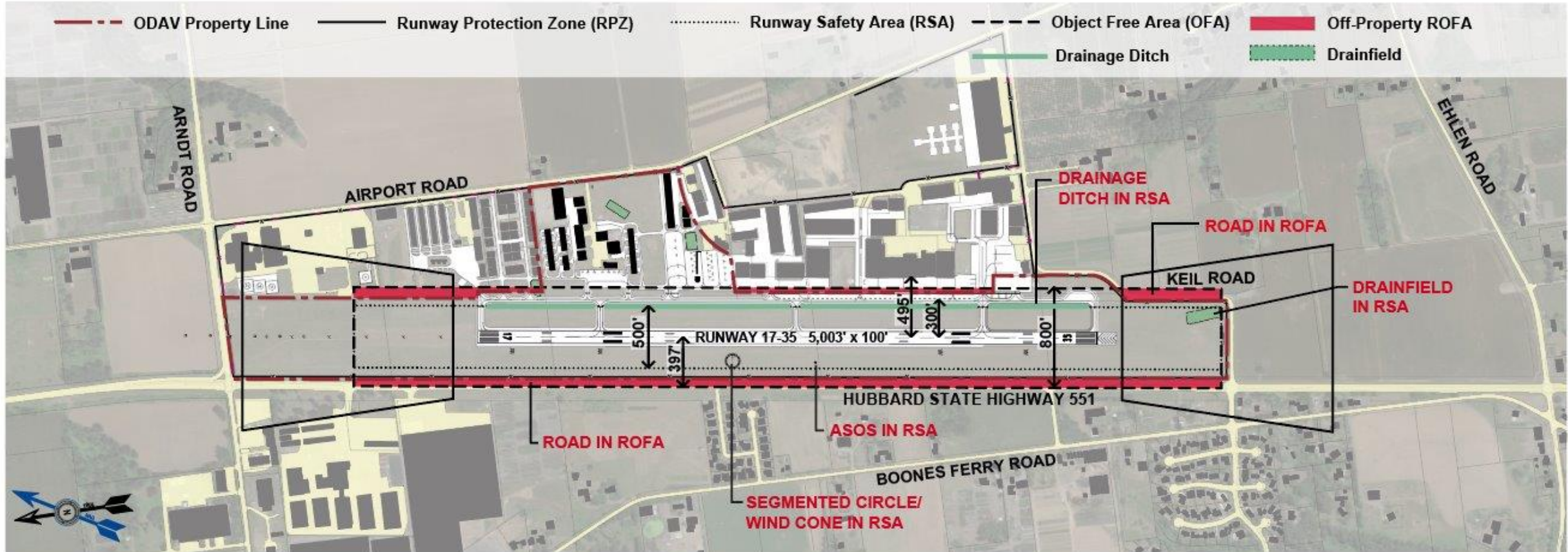
# CONDITIONAL USE PERMIT      MODIFICATION OF STANDARD

- 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

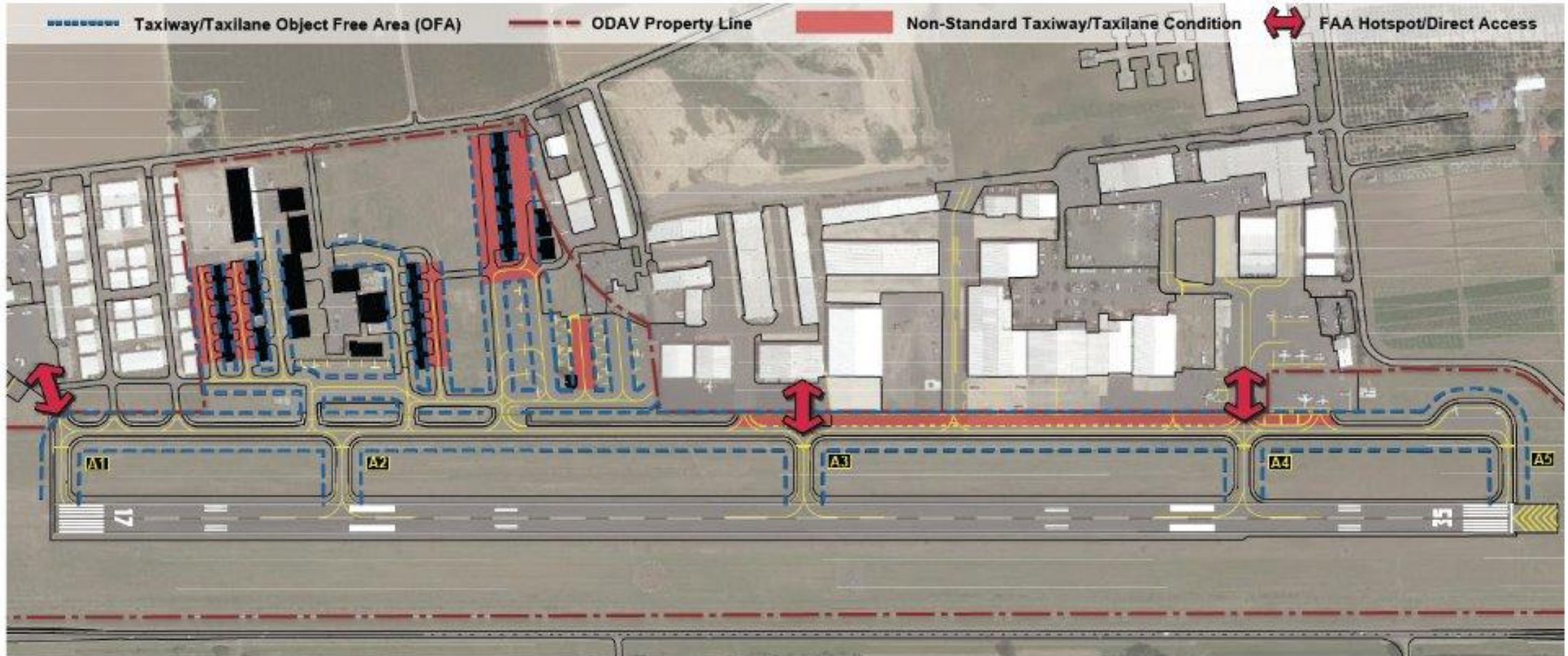
# Facility Requirements Summary – Airside



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.

## 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.



## 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 taxiway 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 Taxiway
- Removed the Vehicle Service Road (VSR)
  - Eliminates the need to acquire property that would impact existing hangars
  - Aircraft tie-downs 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

# What isn't a MOS

FAA presentation on  
MOS, Aug. 6, 2020

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





## Attachment 2



April 12, 2022

Martha Meeker, Chair, and Oregon Aviation Board  
Betty Stansbury, Aviation Director  
Sarah Lucas, Aviation Planner  
Oregon Department of Aviation

*Sent via email to:*  
*aviation.mail@aviation.state.or.us*  
*betty.stansbury@aviation.state.or.us*  
*Sarah.LUCAS@odav.oregon.gov*

Benjamin Mello, Airport Capacity Program Manager  
Federal Aviation Administration Seattle Airports District Office  
FAA Northwest Mountain Region Airports Division

*Benjamin.j.mello@faa.gov*

### **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](mailto:heather.peck@odav.oregon.gov)>

**Date:** April 5, 2022 at 12:10:29 PM PDT

**To:** LUCAS Sarah <[Sarah.LUCAS@odav.oregon.gov](mailto:Sarah.LUCAS@odav.oregon.gov)>, [ben.williams@liturgica.com](mailto:ben.williams@liturgica.com),  
[brandy.steffen@jla.us.com](mailto:brandy.steffen@jla.us.com)

**Cc:** [benjamin.j.mello@faa.gov](mailto: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](mailto:heather.peck@aviation.state.or.us)  
3040 25<sup>TH</sup> STREET SE, SALEM, OR 97302  
[WWW.OREGON.GOV/AVIATION](http://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:

<b>Aircraft: Falcon 50</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
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%

<b>Aircraft: Falcon 900</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
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 (misabeled 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](http://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:

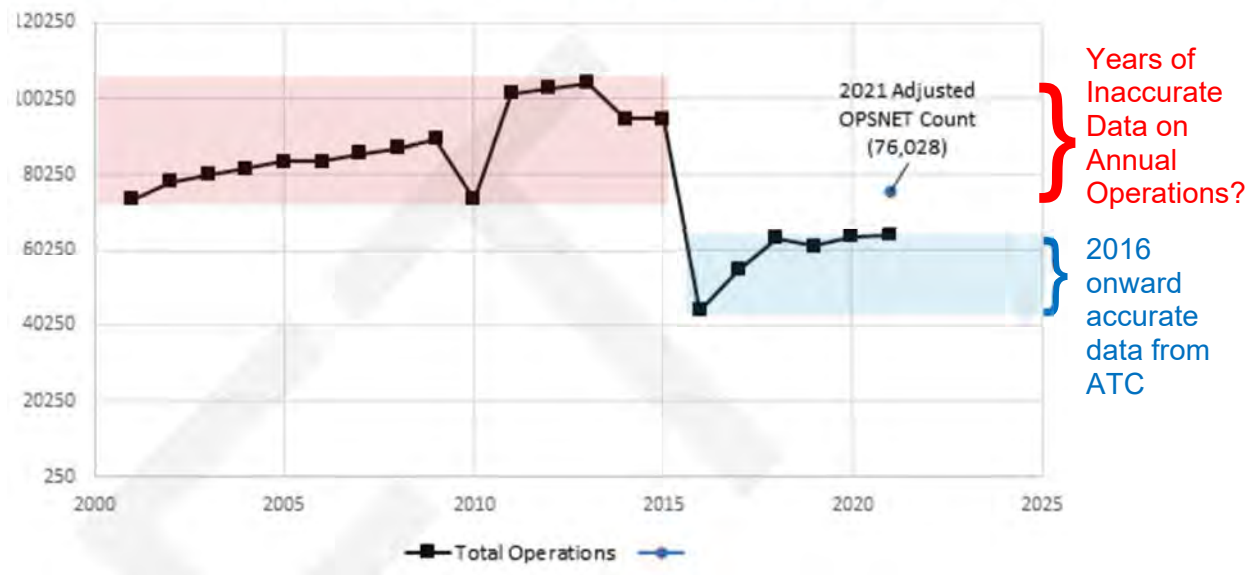
2012 Master Plan Table 3Table 3M. Operations Fleet Mix Forecast, p 3-29

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**

	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
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 CO<sub>2</sub> produced by burning a gallon of diesel fuel, the Airport has emitted an estimated 95 million pounds of CO<sub>2</sub> during this timeframe. The 2022 Draft Master Plan anticipates generating additional CO<sub>2</sub> 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

Gina Zejdlik, Chief of Staff

Amira Streeter, Policy Advisor–Climate, Energy and Transportation

Annie McColaugh, Director–Federal Affairs

Jason Miner, Policy Director–Natural Resources

Leah Horner, Director–Regional Solutions

Jody Christensen, Mid Valley Regional Solutions Coordinator

*Submitted via email to:*

*gina.zejdlik@oregon.gov*

*amira.streeter@oregon.gov*

*annie.mccolaugh@oregon.gov*

*jason.miner@oregon.gov*

*leah.horner@oregon.gov*

*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  
Representative Susan McLain, Co-Chair  
Joint Committee on Transportation  
Oregon Legislative Assembly

*Sen.LeeBeyer@oregonlegislature.gov*  
*Rep.SusanMcLain@oregonlegislature.gov*  
*patrick.h.brennan@oregonlegislature.gov*

**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  
77<sup>th</sup> 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

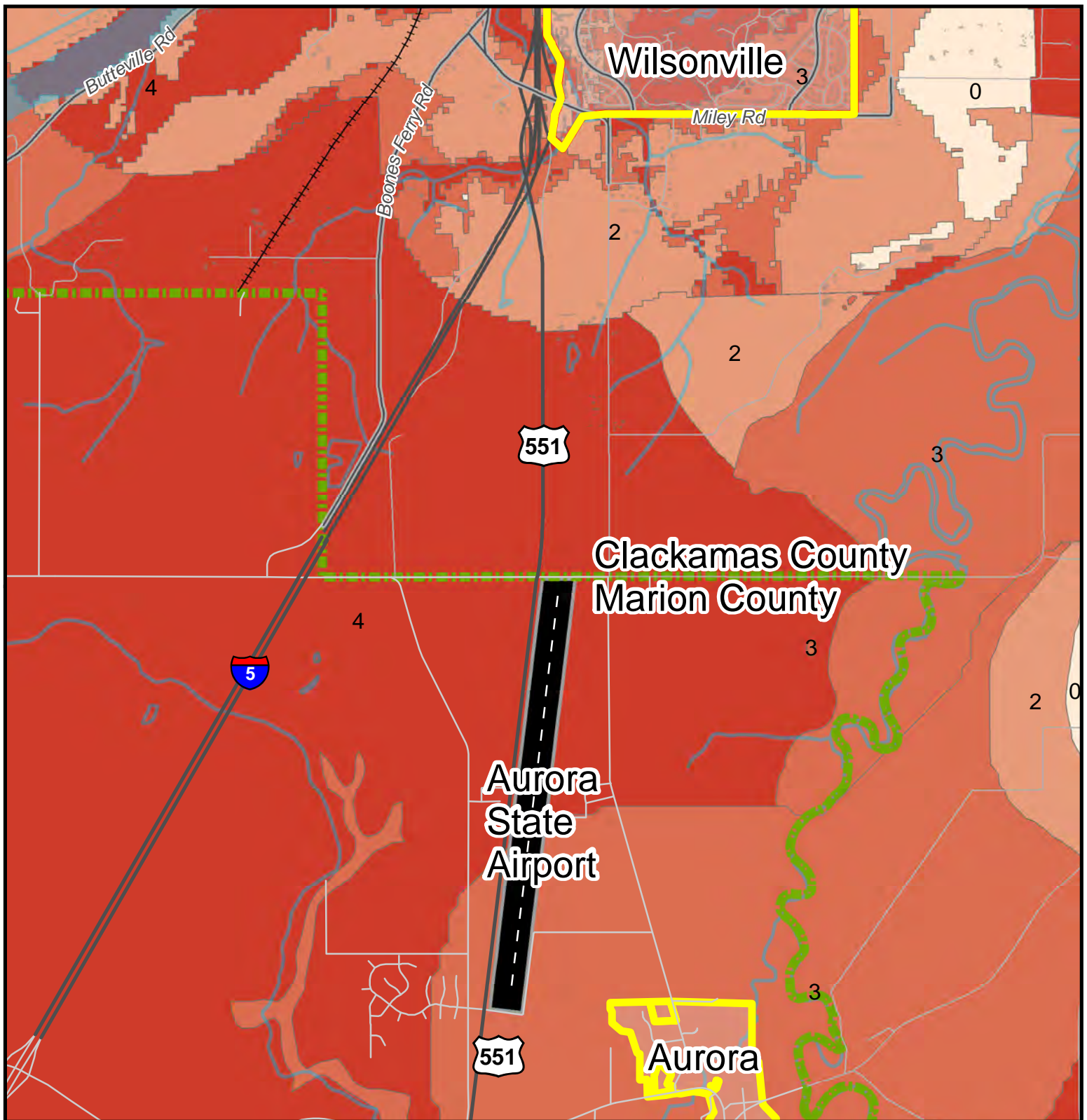
ESTIMATED TIME FOR RECOVERY TO 90% OPERATIONAL GIVEN CURRENT CONDITIONS:

X

#### Comparison of Target States and Estimated Time for Recovery

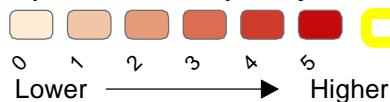
Infrastructure Facilities	Event Occurs	0 – 24 hours	1 – 3 days	3 – 7 days	1 – 4 weeks	1 – 3 months	3 – 6 months	6 – 12 months	1 – 3 years	3+ years
<b>Central Oregon Zone</b>										
► OREGON STATE HIGHWAY SYSTEM										
<b>State Highway System - Tier 1 SLR <sup>1)</sup></b>			R	Y	G			S	X	
Roadways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

<i>Infrastructure Facilities</i>	<i>Event Occurs</i>	<i>0 – 24 hours</i>	<i>1 – 3 days</i>	<i>3 – 7 days</i>	<i>1 – 4 weeks</i>	<i>1 – 3 months</i>	<i>3 – 6 months</i>	<i>6 – 12 months</i>	<i>1 – 3 years</i>	<i>3+ years</i>
Bieber Ln Jct. (Klamath Falls) to Chemult (Shared)			Y	G	S	X				
Chemult to Eugene					Y	G	S	X		
<b>BNSF</b>										
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				
<b>► OREGON PUBLIC TRANSIT</b>										
Admin & Maintenance Facilities <sup>2)</sup>						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 <sup>4)</sup>						R	Y	G	S	X
<b>Willamette Valley Zone</b>										
<b>► OREGON STATE HIGHWAY SYSTEM</b>										
<b>State Highway System - Tier 1 SLR <sup>1)</sup></b>			R	Y	G			S	X	
Roadways			R	Y	G		S	X		
Bridges			R	Y	G			S	X	
Landslides			R	Y	G			S	X	
<b>State Highway System - Tier 2 SLR</b>			R		Y	G			S	X
Roadways			R		Y	G	S	X		
Bridges			R		Y	G			S	X
Landslides			R		Y	G			S	X
<b>State Highway System - Tier 3 SLR</b>				R		Y	G		S	X
Roadways				R		Y	G	S	X	
Bridges				R		Y	G		S	X
Landslides				R		Y	G		S	X
<b>State Highway System - Other Routes</b>					R		Y	G	S	X
Roadways					R		Y	G	S	X
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
<b>► AIRPORTS &amp; AIR TRANSPORTATION <sup>5)</sup></b>										
<b>Tier I - Oregon Airports System</b>										
Portland International Airport (PDX) (Tier 1)		R			Y	S		G	X	
Salem McNary Field		R			Y	S		G	X	
Eugene Mahlon Sweet Field		R			Y	S		G	X	
Rogue Valley International Medford		R			Y	S		G	X	
Roseburg Regional Airport		R			Y	S		G	X	
<b>Tier III Oregon General Aviation Airport System</b>										
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



County Boundary

City Limits

#### Aurora State Airport Area Earthquake Liquefaction Susceptibility

0 Miles 0.5



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

Summary: This map shows liquefaction 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 and Mineral Industries. The scenario maps were prepared for the Oregon Seismic 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**



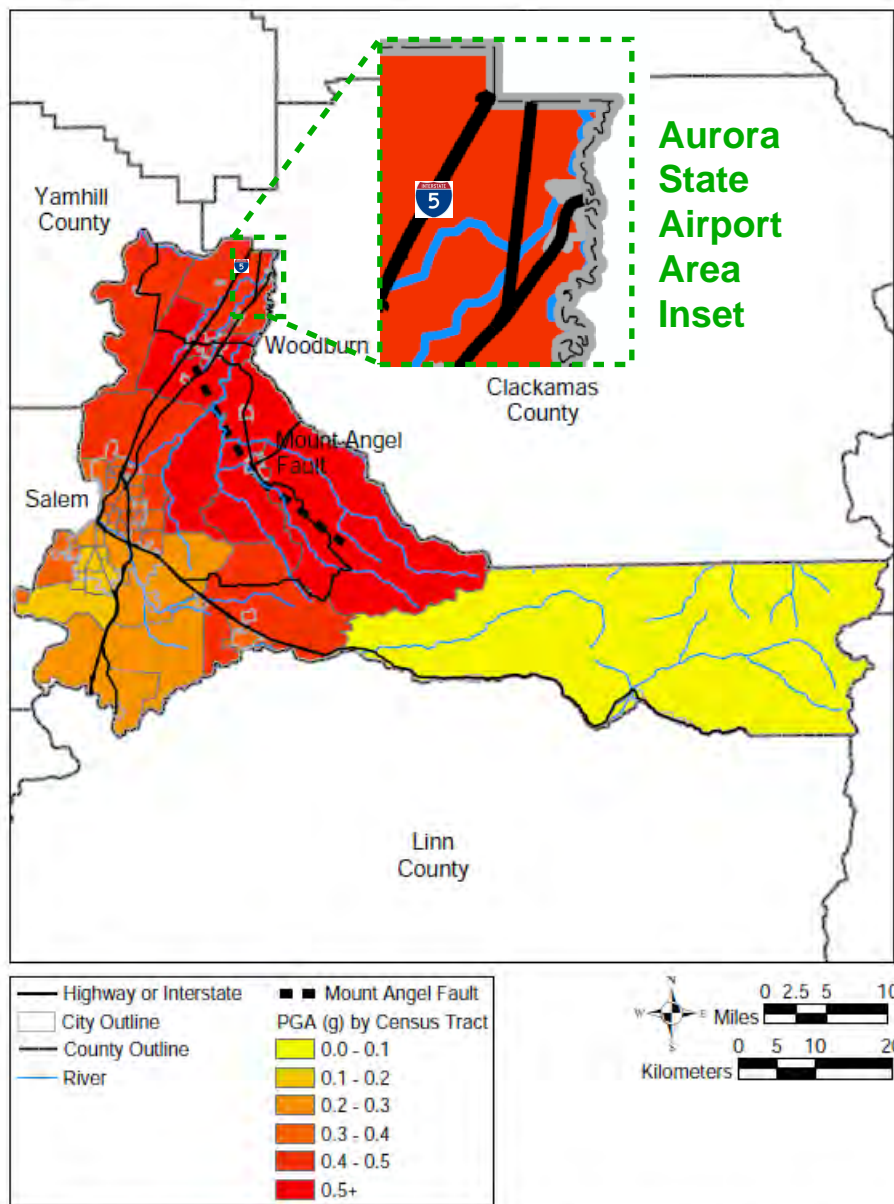
## CRUSTAL EARTHQUAKE SCENARIO DETAILS FOR MARION COUNTY

**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.

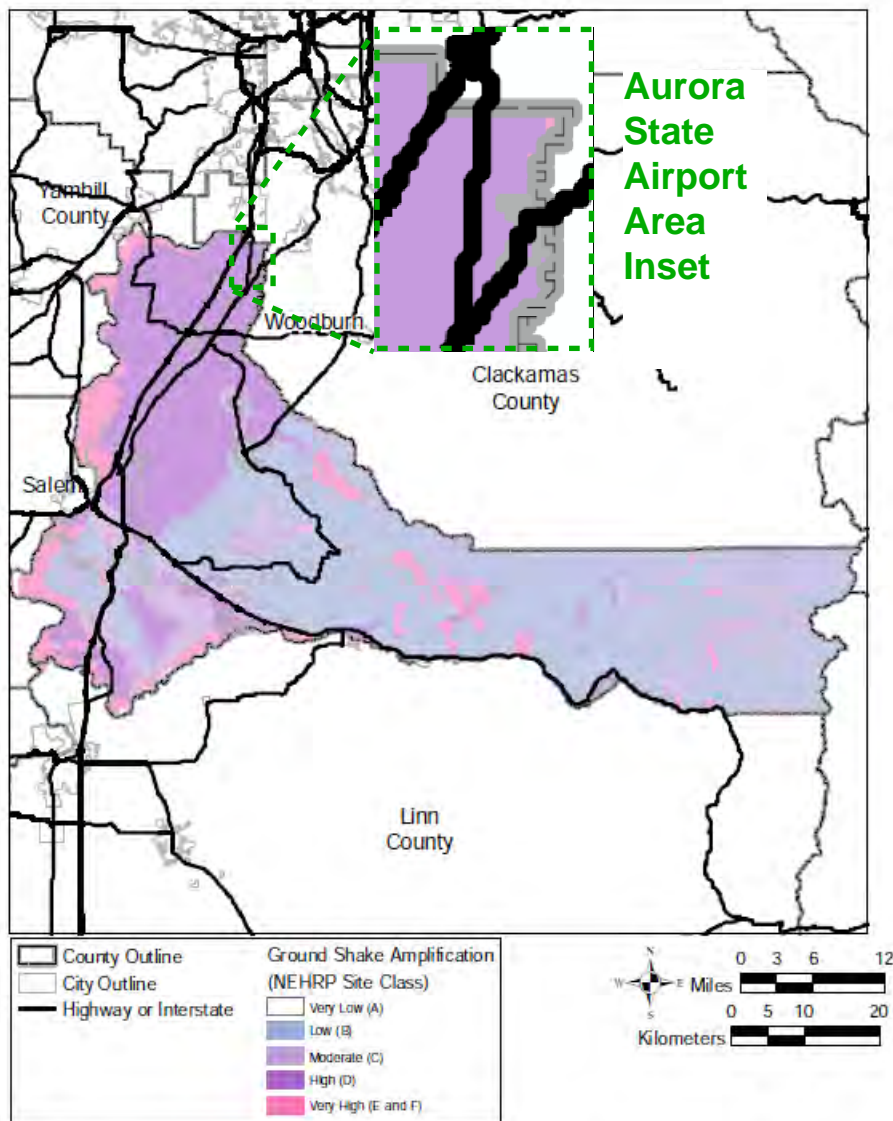
Scenario Name	Mount Angel M6.9
Type of Earthquake	Source
Fault Name	Mount Angel Fault
Historical Epicenter ID #	67
Probabilistic Return Period	NA
Longitude of Epicenter	-122.83
Latitude of Epicenter	45.05
Earthquake Magnitude	6.90
Depth (km)	0.00
Rupture Length (km)	30.69
Rupture Orientation (degrees)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

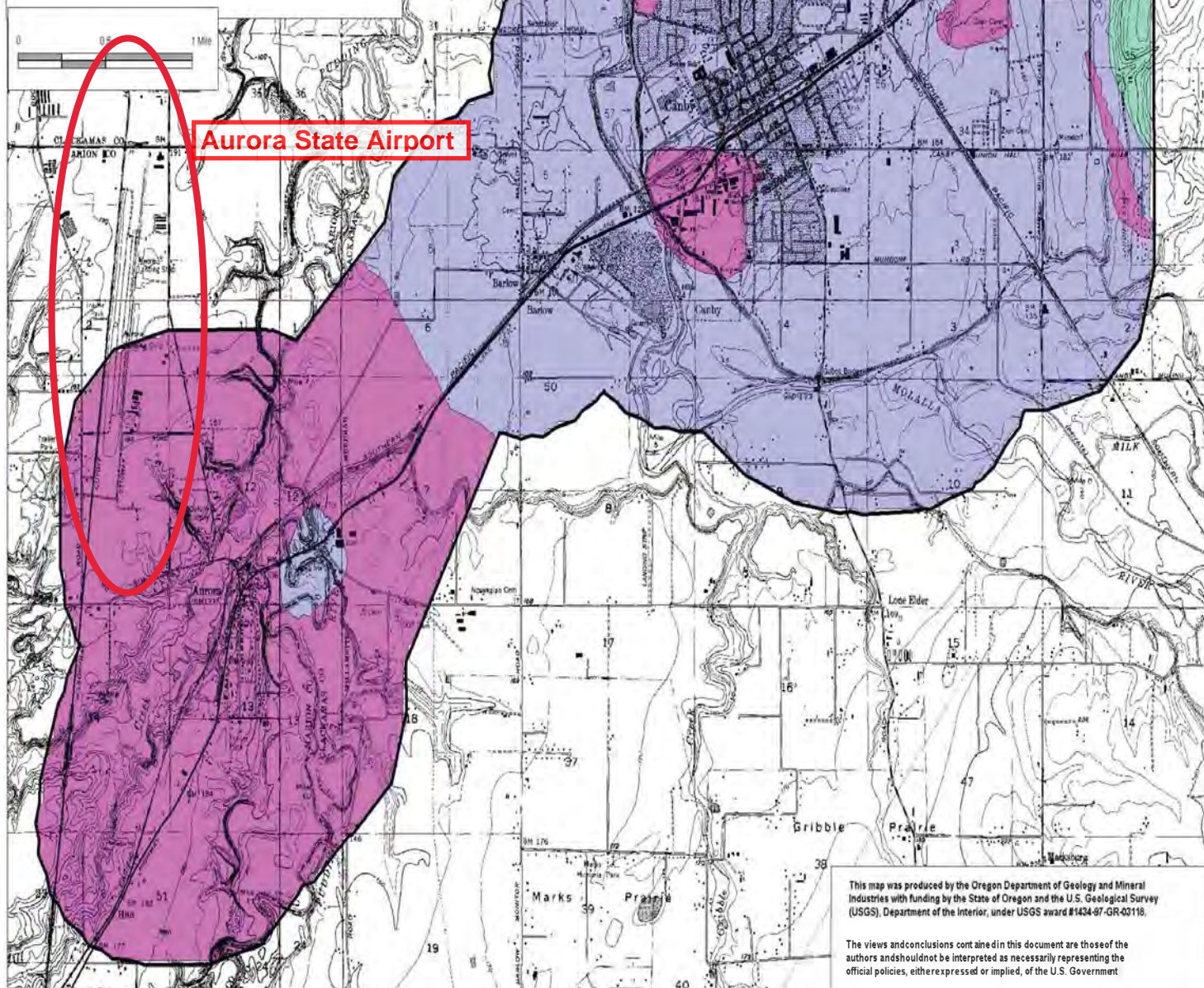
Hazard zones are based on the degree to which ground shaking from a given earthquake is likely to be amplified.

-  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 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.





### Relative Earthquake Hazard Map

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

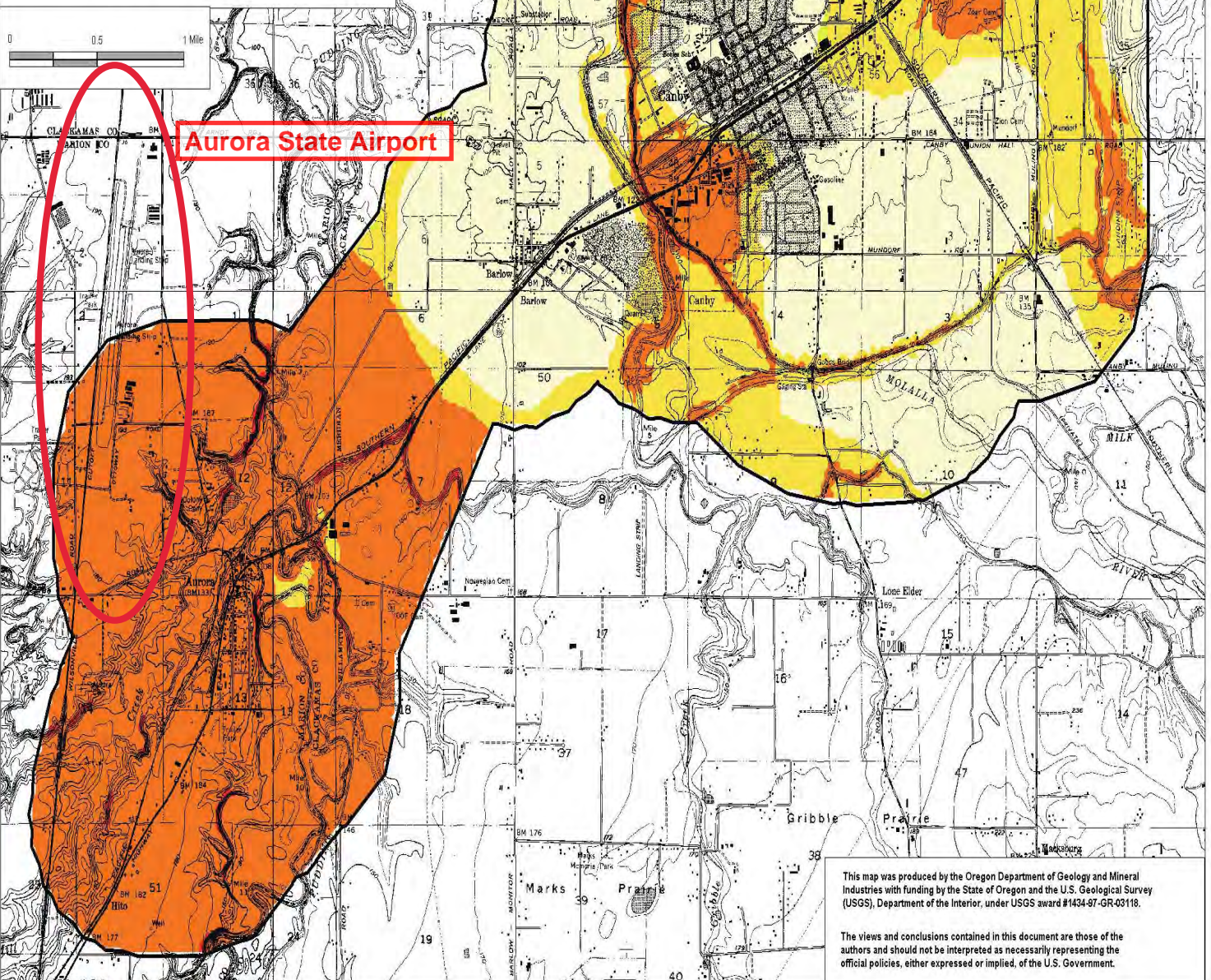
- Zone A -- Highest hazard
- Zone B -- Intermediate to high hazard
- Zone C -- Low to intermediate hazard
- Zone D -- Lowest hazard

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.





## Relative Hazard Map of Earthquake-Induced Landslides

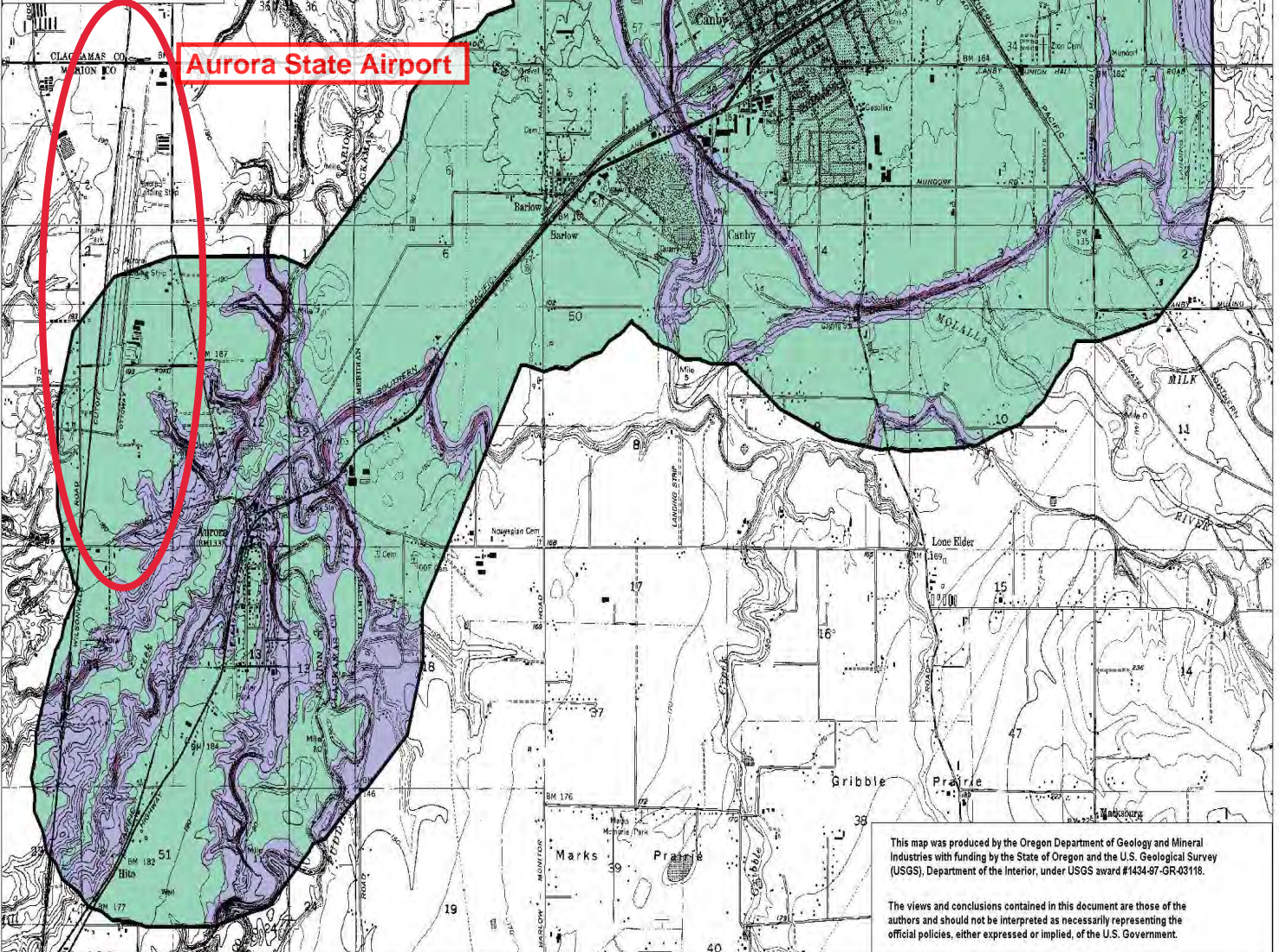
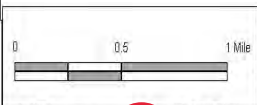
Hazard zones are based on the possibility that  
a given earthquake will trigger landslides.

-  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.



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 #1434-87-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 Liquefaction Hazard Map

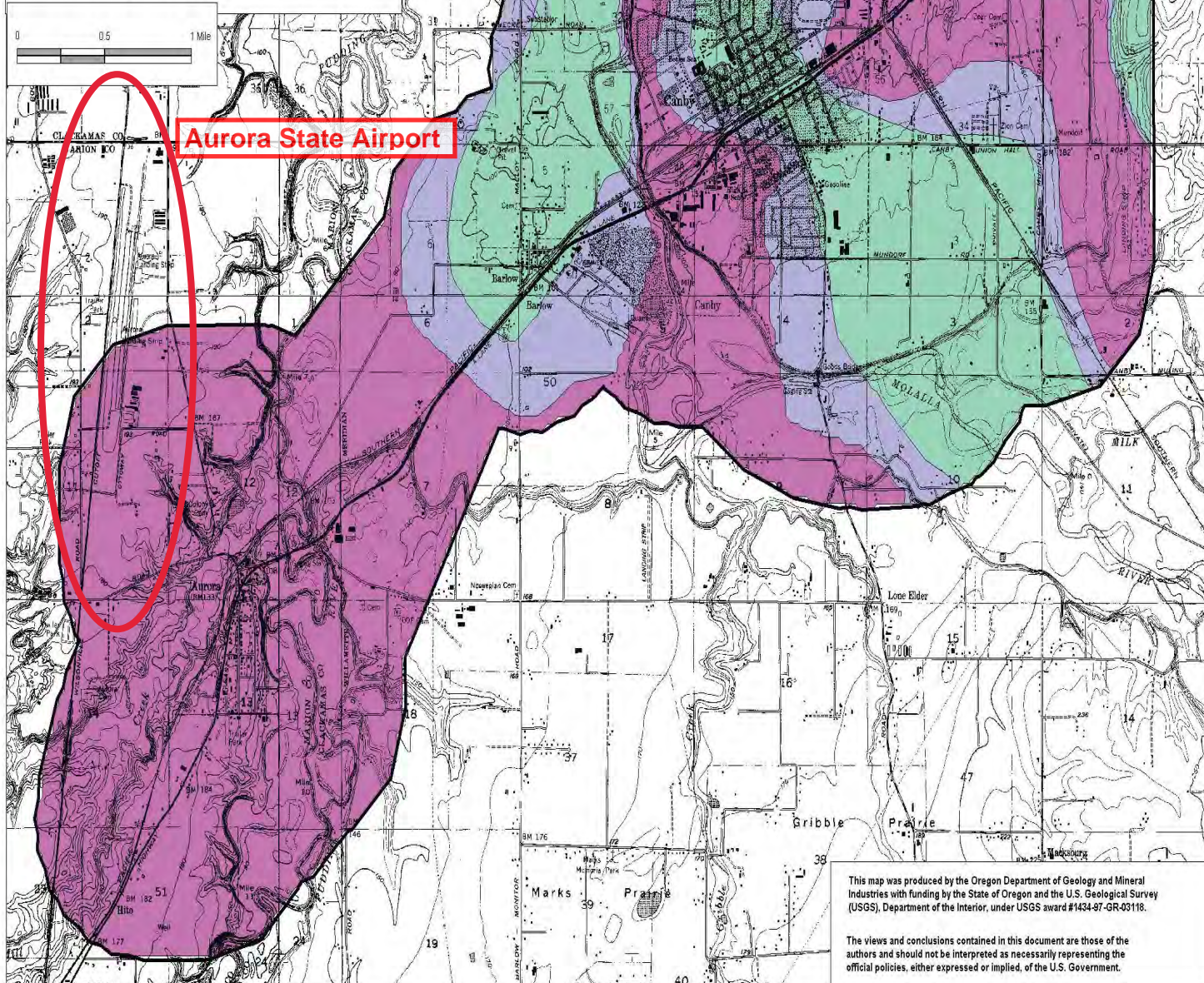
Hazard zones are based on the likelihood that liquefaction will occur in a given earthquake.



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.







August 4, 2021

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

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

**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

Martha Meeker, Chair  
Oregon Aviation Board  
August 4, 2021  
Page 2

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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,

A handwritten signature in blue ink that reads "Julie Fitzgerald". The signature is fluid and cursive, with the first name "Julie" and last name "Fitzgerald" clearly legible.

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	Lynx Aviation, FBO - Tristan Dorian
AAIA - Bruce Bennett	Marion County - Danielle Bethell
Aurora ATC - TBD	Marion County Planning Dept. – Austin Barnes
Aurora CTE, Inc - Bill Graupp	ODA - Tony Beach, Airport Manager
City of Aurora - Brian Asher	ODOT - Naomi Zwerdling
City of Canby - TBD	Oregon Aviation Board - John Barsalou
City of Wilsonville - Julie Fitzgerald	Oregon Farm Bureau - Mary Anne Cooper
Clackamas County - Tootie Smith	PAAM - Tony Helbling
Columbia Helicopters - Rob Roedts	Governor's Office - Regional Solutions - Jody Christensen
DLCD - Matt Crall	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





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."



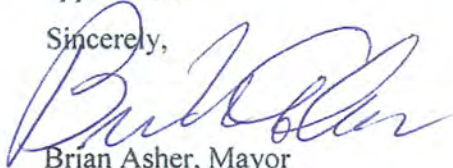
As a result of the apparent undue influence of private businesses and jet owners, ODA has consistently demonstrated a failure to follow the law, including the FAA Grant Assurance around land use compliance, nor the capacity and an unwillingness to undertake appropriate public processes, we believe that 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

Martha Meeker, Chair, Oregon Aviation Board  
Betty Stansbury, Aviation Director  
Oregon Department of Aviation

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

**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

Handwritten signature of Courtney Neron in black ink.

Representative Susan McLain, HD-29

Handwritten signature of Susan McLain in black ink.



June 14, 2021

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

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

**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.

Martha Meeker  
 Betty Stansbury  
 June 14, 2021  
 Page 2

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

Martha Meeker  
 Betty Stansbury  
 June 14, 2021  
 Page 3

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

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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.

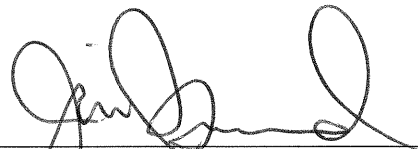
We respectfully request that a meeting be arranged at the earliest opportunity for the undersigned with you, the Acting Director of ODA, the consultant, and appropriate representatives of the FAA to discuss these concerns. Furthermore, we request that this letter be memorialized as a part of the record 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.

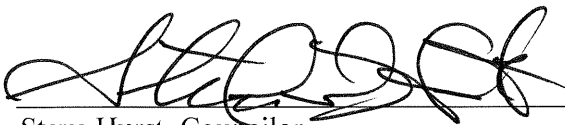
Respectfully submitted by the undersigned members of the Planning Advisory Committee to the Aurora State Airport Master Plan.



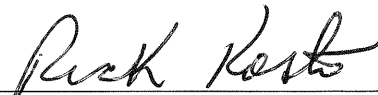
Tony Holt, Chair, Civic Affairs Committee  
Charbonneau Country Club



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



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

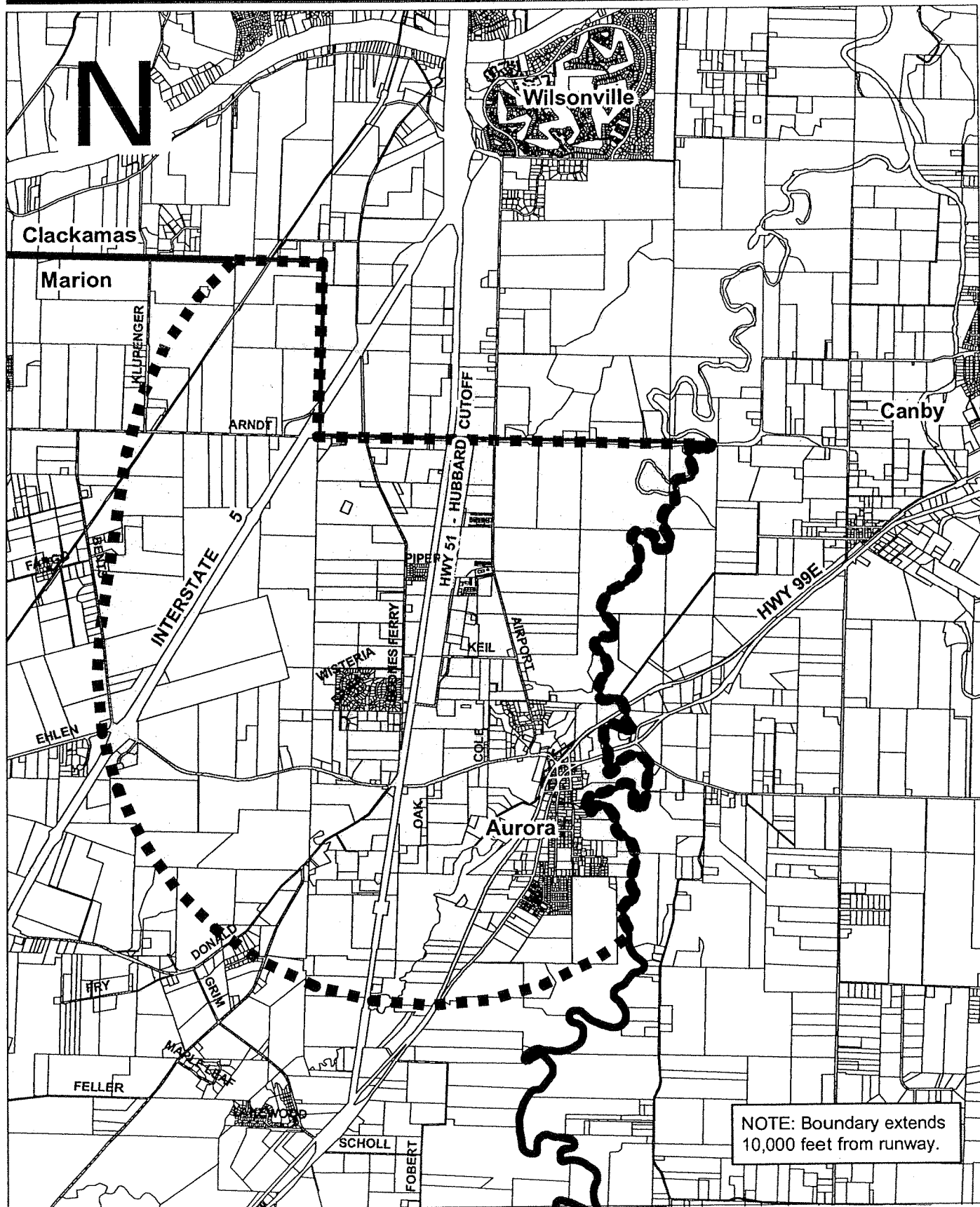
Enclosures (6)

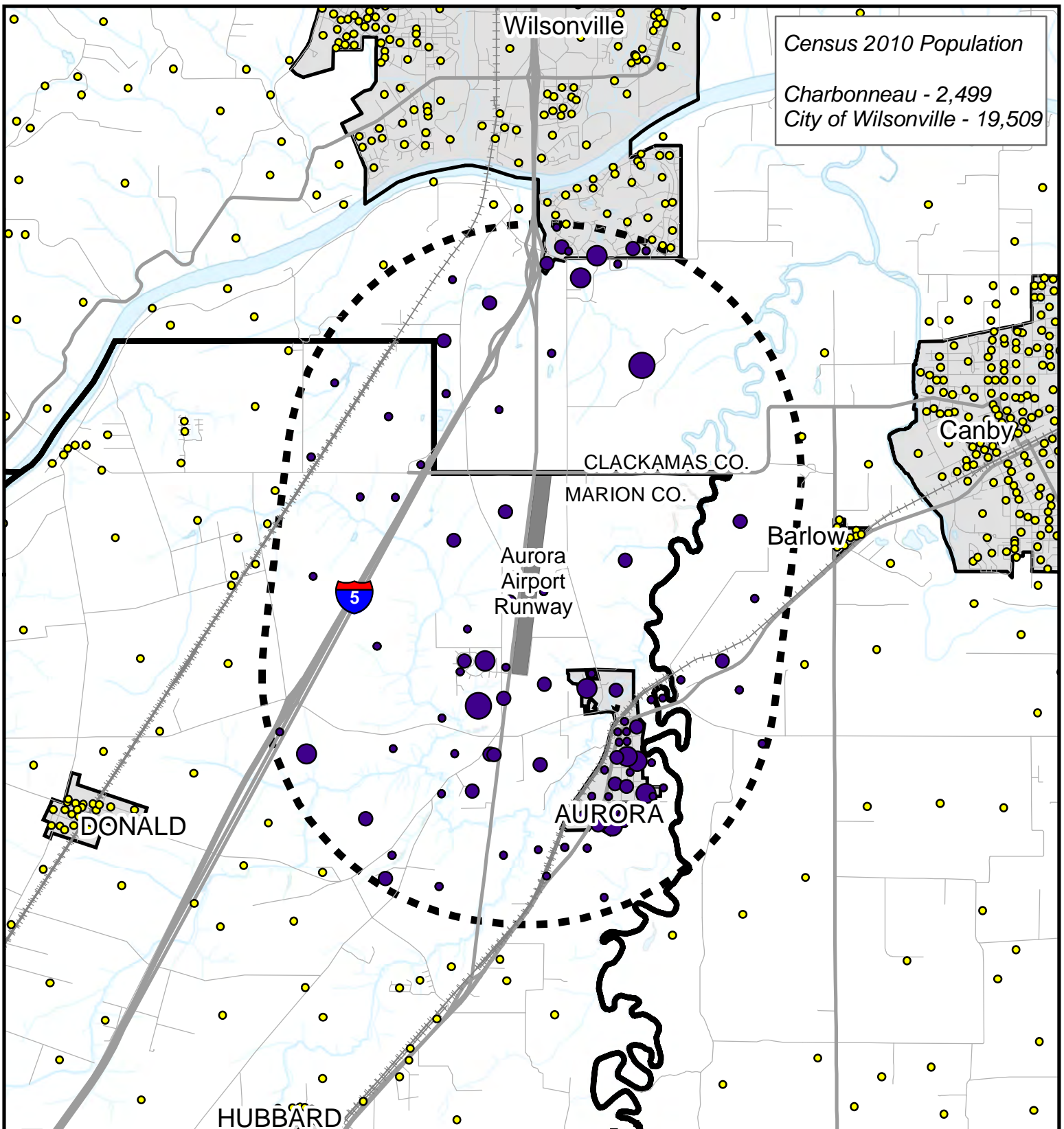
cc: FAA—Randall Fiertz, NW Mountain Region Airports Div. Director; Joelle Briggs, Seattle Office Dist. Manager  
ODA—Martha Meeker, Oregon State Aviation Board Chair; Brian DeForest, Interim Director

# Aurora Airport Impact Area - Exhibit A

Marion County  
Public Works

Date: 03/28/08 Project: Staff request/Aurora 10000.mxd Prepared by: Bumble





Census 2010 Population  
Charbonneau - 2,499  
City of Wilsonville - 19,509

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



3/17/2015

0 Miles 1



**Lynn Peterson**  
Chair

Commissioners  
**Bob Austin**  
**Jim Bernard**  
**Charlotte Lehan**  
**Ann Lininger**

**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 25<sup>th</sup> 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



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 25<sup>th</sup> 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  
JEL*

(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 *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*  
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

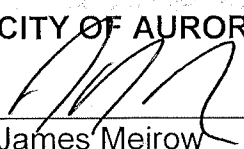
If any section, clause or phrase of this Agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the Agreement shall be severed from the invalid parts and shall remain in full force and effect.

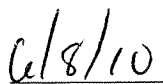
## XI. Effective Date

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**

  
James Meirow  
Mayor, City of Aurora

  
Date

ATTEST:

By: \_\_\_\_\_  
City Recorder

MARION COUNTY

Janet Carlson  
Janet Carlson  
Chair, Board of Commissioners

6/7/10  
Date

ATTEST:

By: \_\_\_\_\_  
Recording Secretary

Approved as to form:

Alonah Roy 06/07/10  
Legal Counsel

APPROVED AS TO FORM:

Peggy Mitchell 6/7/10  
Marion County Contracts Date

OREGON DEPARTMENT OF AVIATION

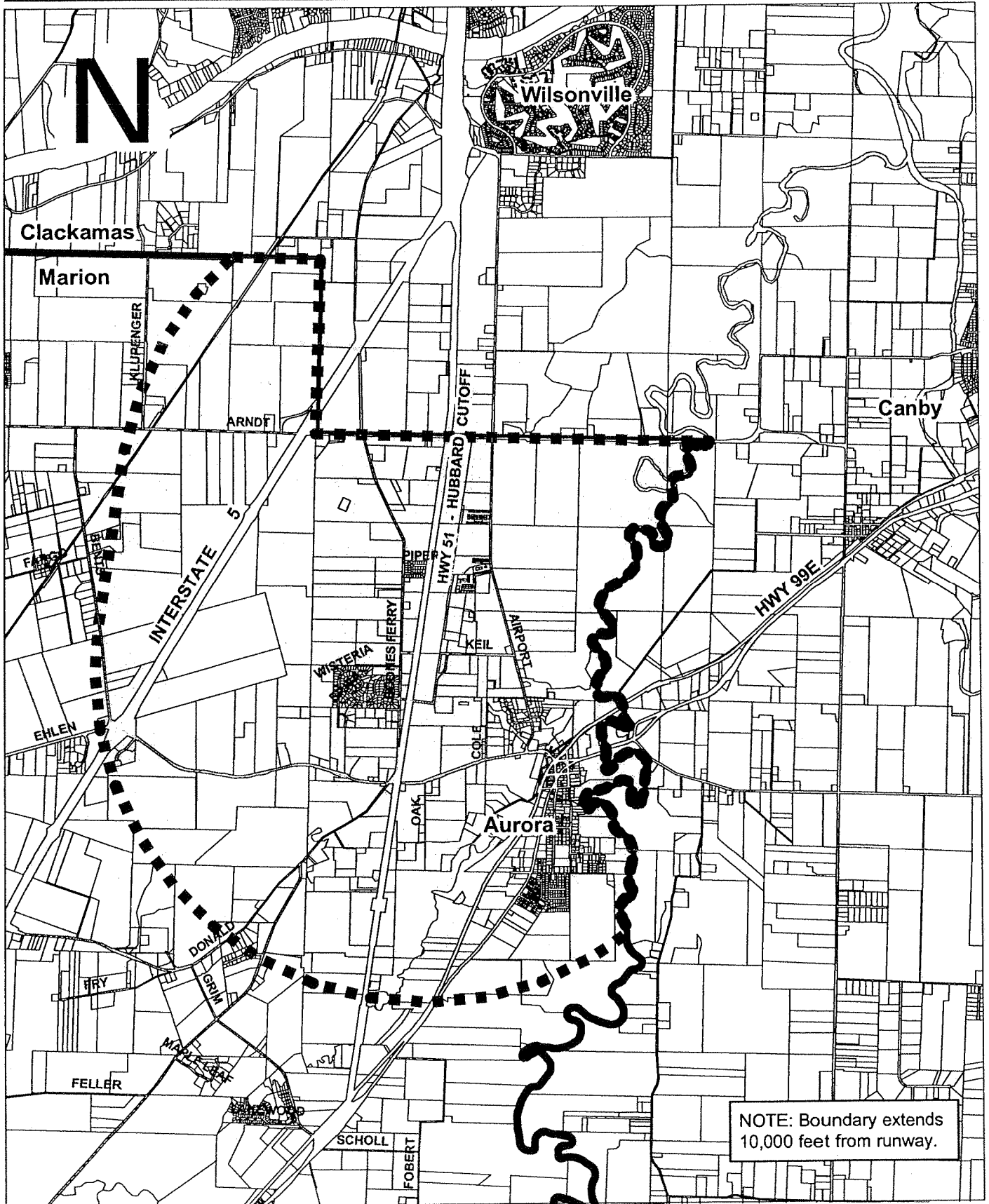
Doug Hedlund  
Doug Hedlund  
Director, Oregon Department of Aviation

6/8/10  
Date

## Aurora Airport Impact Area - Exhibit A

Marion County  
Public Works

Date: 03/28/08 Project: Staff request/Aurora 10000.mxd Prepared by: Bumble





# 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.