



October 19, 2018

The Honorable Peter Courtney, Senate President  
Co-Chair, Joint Emergency Board  
Oregon Senate, Room S-201  
900 State Street  
Salem, OR 97301

*Also sent via email to:  
sen.petercourtney@oregonlegislature.  
gov*

**RE: Letter to Correct Record of Sept. 26 E-Board Meeting and Provide Information on Long-Running Public Controversy over Aurora State Airport Expansion**

Dear Senator Courtney:

As the Mayor of the City of Wilsonville and on behalf of the Wilsonville City Council, I write to express appreciation for the Joint Emergency Board's deferral on September 26, 2018, of retroactive approval of the Oregon Department of Aviation's Agenda Item 71, Department of Aviation – Aurora State Airport Runway Extension. We also appreciate the referral to Oregon Solutions for further intergovernmental communications and community mediation of this controversial \$37 million state application for federal funds to greatly expand the Aurora State Airport. Both Wilsonville and Clackamas County have sought for over 10 years a public forum for meaningful, transparent discussions and coordinated intergovernmental planning over Aurora State Airport-related development proposals that directly impact our jurisdictions.

I am also compelled to correct the record regarding certain incorrect information presented at the E-Board meeting on September 26. By this letter, I will also clarify Wilsonville's position on the long-running controversy at the Aurora State Airport and raise important public-policy issues of concern to the greater community and state and federal leaders.

**I. FALSE INFORMATION / INACCURATE REPRESENTATIONS**

**1. The City Did Not Violate Public Meetings Laws:** During the E-Board's discussion of Agenda Item 71, Department of Aviation – Aurora State Airport Runway Extension, the honorable Senator Fred Girod stated that the Wilsonville City Council had met illegally in executive sessions to discuss the proposed expansion of the Aurora State Airport. Both the City Manager and City Attorney are well aware that this kind of subject matter is not appropriate for executive session discussion and would never allow it. The City Council did not discuss Aurora State Airport issues in executive session.

Contrary to Senator Girod's false statement, the Council's discussion of the Aurora State Airport occurred in public, open sessions, during the public work sessions on August 8 and October 15, and during the public regular meeting on October 1. City Council discussions were attended and reported on by the news media. All sessions were broadcast live and are

available for replay online. City Council discussions of Aurora State Airport issues are noted in news releases on Council activities published on City's website, [www.ci.wilsonville.or.us](http://www.ci.wilsonville.or.us).

**2. Aurora State Airport Rated Lowest Priority in Oregon Resilience Plan for Cascadia Subduction Zone Earthquake:** Contrary to statements made at the committee meeting 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 Oregon Department of Aviation is effectively targeting one of the lowest priority airports to prepare for recovery in the Oregon Resilience Plan for one the largest airport capital improvement projects ever planned by the state.

With respect to the Airport's ability with withstand 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

As a result of such an earthquake, the runway is likely unusable for a long period of time (6-12 months) after a projected 9.0 Cascadia Subduction Zone Earthquake. Rather than allow aircraft to take off or land due to an inoperable runway, the most likely role of the Aurora State Airport is 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.

**3. Wilsonville's Concerns with the proposed Aurora State Airport Expansion Is A Regional Issue, Not a NIMBY Problem:** Contrary to statements made by legislators at the E-Board meeting indicating that opposition to expansion of the Aurora State Airport is a local neighborhood issue only, Wilsonville contends that this is a major regional and state/federal issue. Both Clackamas County and the City of Wilsonville have sought for the past 10 years to engage constructively with others on development proposals that directly impact Clackamas County and Wilsonville. However, the requests by Clackamas County and Wilsonville to participate in transportation and growth-management matters pertaining to the Aurora State Airport have been rejected, as illustrated in the attached contorted history of the "Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues Between [sic] City of Aurora, Marion County and the Oregon Department of Aviation," of June 2010 pertaining to the "Aurora Airport Impact Area."

Furthermore, the situation with the proposed expansion of the Aurora State Airport illustrates the lack of rational state public-planning without the guidance of an Oregon Aviation Airports Master Plan. Why is the Oregon Department of Aviation (ODA) proposing to spend \$37 million in public funds to extend a runway by 1000 feet when an existing

airport with a 6,000-foot runway that is fully served with all urban services is only 22 nautical miles away? We understand that the Salem Municipal Airport has struggled for years to be commercially viable and is actively seeking more operations. What is the role for other regional airports such as PDX, Hillsboro, Troutdale, Salem, McMinnville, Scappoose and Mulino State Airport, all of which seek more business and investment opportunities?

Oregon has 97 public-use airports, of which 56 receive Federal Aviation Administration (FAA) funds and 28 are state-owned. How do these airports relate to each other? What is the priority for capital improvements among airports? What is the rationale for putting Aurora State Airport before all other airports in line for federal funding? Why is one of the lowest-priority airports in the Oregon Resilience Plan being advocated to receive the largest Oregon airport improvement investment? There appear to be no answers to these questions because there is no Oregon Aviation Airports Master Plan that provides a logical, rational basis for the use of taxpayer funds or for a prioritized list of projects.

During discussions by legislative leaders during the E-Board meeting, the honorable Senator Girod made numerous other incorrect or misleading statements that should be examined for validity on many issues, as outlined below.

## II. HISTORY AND CAUSES OF AURORA STATE AIRPORT CONTROVERSY

**4. Aurora State Airport Expansion Without Transparency, Public Notice or Intergovernmental Coordination:** As far as Wilsonville is concerned, the decision to apply for a major proposed \$37 million expansion of the Aurora State Airport was not been a transparent one. It was effectively made behind closed doors by the Oregon Department of Aviation without any kind of intergovernmental notification or public process. The ODA decision was made even without consultation or notice to current Aurora State Airport Impact Area Intergovernmental Agreement (IGA) member City of Aurora, nor excluded local governments of Clackamas County and Wilsonville and the Oregon Department of Transportation (ODOT).

As far as Wilsonville can tell, there were no public hearings held or public discussion of advancing a massive \$37 million project that was originally projected as costing \$7 million (2011 estimate), a 500+ percent cost increase. There are no detailed capital improvement plans for the Aurora State Airport expansion available for public inspection. There was no notice to other impacted state agencies (*e.g.*, ODOT), local governments, area residents or businesses that the Department of Aviation, without consultation, had decided to move the project forward.

The joint requests by Clackamas County and Wilsonville originally made in November 2009 to participate in a coordinated process via an intergovernmental agreement to plan for growth and development in the Aurora State Airport Impact Area were rejected in a letter dated June 21, 2010, from Marion County. As a basis for the rejection, the letter was accompanied by an updated IGA that contained an exhibit showing a “gerrymandered” Aurora Airport Impact Area map where the 10,000-foot airport impact area excluded land within the jurisdiction of the Clackamas County and Wilsonville, despite being located in close proximity to thousands of their residents.

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 contained in the Master Plan. Since then, new proposals to spend public funds to expand the airport's footprint continue to be advanced with the support of the Department of Aviation and Marion County at the exclusion of other impacted cities (Wilsonville and Aurora), agencies (ODOT) and Clackamas County.

**5. Operations at the Aurora State Airport Directly Impact Clackamas County and Wilsonville:** Although the Aurora State Airport is technically located in Marion County, the airport is situated right on the border of Clackamas County and less than two miles from the City of Wilsonville, in a rural EFU zone of Oregon's most productive historic agricultural lands of French Prairie and the North Willamette Valley. Contrary to contentions that Clackamas County and Wilsonville should have no say in what happens in Marion County, Oregon land-use laws calls for intergovernmental communications and cooperation in multi-jurisdictional issues, which this airport expansion plan clearly qualifies as.

The majority of operations at the Aurora State Airport directly impact Clackamas County lands and jurisdictions, including the City of Wilsonville. Consider the following:

- The majority of auto trips to and from the Aurora State Airport occur on Clackamas County roads or state highways.
- The majority of employees of businesses at the Airport are estimated to be Clackamas County residents.
- The majority of incoming and outgoing flights to the Aurora State Airport fly over Clackamas County and Wilsonville, with the Charbonneau community in particular highly impacted.

A non-gerrymandered Aurora State Airport Impact Area Map clearly shows that Clackamas County and Wilsonville lands fall within the 10,000-foot airport impact area. An artificial boundary line for governance or legislative representation should not affect local governments' ability to participate in public processes.

The lack of a well-vetted master planning process for the Aurora State Airport coupled with exclusionary intergovernmental agreements have disenfranchised residents in all of our jurisdictions. Clackamas County and Wilsonville have a vested interest in protecting the welfare of their residents and businesses. Issues of concern are focused on Oregon land-use and public-involvement laws, impacts to surface transportation facilities from continued development at the airport without mitigation, quality-of-life concerns due to overflights, and negative impacts to the vital French Prairie "ag cluster" of farms and food processors.

**6. Family-Wage Jobs for Marion County Residents:** Wilsonville, which serves as a key regional employment center with over 21,000 jobs—nearly 50% of which are high-paying industrial occupations of manufacturing, software engineering and wholesale distribution—produces an annual payroll exceeding \$1.1 billion, according to the Oregon Employment Department. The City of Wilsonville understands and appreciates how coordinated intergovernmental planning and real public engagement can benefit economic-development

objectives. Public process is an important component of gaining community understanding that produces viable long-term solutions.

Of the 21,000-plus jobs hosted in the city, an estimated 2,200 Marion County residents work for Wilsonville-based employers. Other than Salem/Keizer and Woodburn, Wilsonville provides more high-wage jobs to Marion County residents than any other city or any airport. One thing is certain: Wilsonville and ODOT are sure to hear from those Marion County residents who work in Wilsonville regarding increasing traffic congestion on I-5 and the major Boone Bridge bottleneck.

In order to accommodate Marion County residents commuting to jobs in Wilsonville and points north to the Portland metropolitan area, Wilsonville's South Metro Area Regional Transit (SMART) trades public-transit runs to/from Salem with Salem/Keizer Transit District "Cherriots" system. SMART is currently examining the potential of creating a new or modified route to serve Woodburn residents who work in Wilsonville and the Portland area. This is an example of how cities and counties should work cooperatively together.

No alternative surface-transportation methods are readily available and no public transit services serve the Aurora State Airport. There are no bike or ped facilities available. Marion County roads around the Aurora State Airport are narrow, farm-to-market roads lined with deep ditches and no shoulders or sidewalks.

**7. Unrealistic Expectations for an Expanded Aurora State Airport:** Over the years, various employment numbers have been presented by Airport supporters without evidence, from an alleged 1,000 jobs already at the Airport to the potential of creating up to 4,000 jobs. These numbers appear to be highly optimistic estimates that have no bearing on reality, other than the potential commuting and cargo freight traffic impacts to I-5, State Highway 551 and Clackamas County roads associated with such proposed urban-level development.

Wilsonville is not aware of any current employment survey of businesses or wages paid employees at the Airport that may exist. At the recent Oregon Aviation Industries Cluster Group (ORAVI) Annual Summit held October 12 at the Aurora State Airport, representatives on an Industry Panel and Education Panel complained about the financial challenges posed by having to pay entry-level workers as much as \$15 per hour. Aviation spokespeople also indicated difficulty in recruiting workers at that target wage level.

As a municipality very familiar with well-planned development, the 225-acre Coffee Creek Regionally Significant Industrial Area in north Wilsonville is estimated to host 1,800 jobs with an annual \$98 million payroll at build-out. Developing the Coffee Creek industrial area requires a minimum projected investment of \$130 million in infrastructure-related costs, of which Wilsonville is paying half.

The emphasis of Metro and Portland-area governments and state agencies has been and should continue to be to focus public resources on an area designated for developing employment, such as Coffee Creek. Local, regional and state governments have jointly concluded that public resources focused on infrastructure improvements to provide more employment should occur in areas with extensive land-use, infrastructure and transportation planning activities — all of which are absent in proposals to expand the Aurora State Airport.

Oregon land-use law calls for urban-level economic-development activities to occur in cities that provide water, wastewater, stormwater and other infrastructure services that include surface transportation options. Encouraging urban-level activities at the Aurora State Airport in rural Marion County adjacent to the Clackamas County French Prairie Rural Reserve is contrary to Oregon's land-use laws.

Prior to applying for federal funds for expansion of the Aurora State Airport, ODA should first conduct due-diligence studies on surface-transportation traffic impacts, increased surface water run-off and other development-related issues coupled with potential mitigation measures and funding sources in conjunction with impacted local governments and state agencies.

**8. Controversial History over Aurora State Airport:** When local news media reported previously on ethically questionable deals to provide inappropriate public funding subsidies to private-sector developers at Aurora State Airport by the Oregon Aviation Department, the FAA and Oregon Department of Justice intervened. However, both prior to and subsequent to this timeframe, news media provided other reports on questionable legislative and other proposals to direct more public subsidies to the Aurora State Airport that benefit certain private actors.

Proposed Senate Bill 904 of 2011 would have allowed certain qualifying airports in Oregon, specifically the Aurora State Airport, to create urban renewal districts using property-tax increment financing *without an elected board of directors*, directly contravening the principal of taxation with representation. The bill would have allowed proceeds from the tax revenues to be used for non-property tax-generating revenue expenses of facility maintenance, operations and services. Opposition from many parties, including the League of Oregon Cities (LOC), Association of Oregon Renewal Agencies (AORA) and Association of Oregon Counties (AOC), killed the proposal.

Senate Bill 534 of 2015 authorizes a city to provide water and sewer services to certain airports without annexation to the city, thereby breaking with Oregon land-use law that calls for urban-level activities to occur in cities with municipal governance and infrastructure services — land-use principles that Wilsonville supports as financially sound. In general, Oregon's land use program directs that urban services are to be provided within cities and inside urban growth boundaries (UGBs). The cumulative amount of public infrastructure costs are expensive, long-term investments that are meant to encourage more dense and efficient use of land inside cities and towns.

Proposed House Bill 4092 in the short session of February 2018 would have allowed extension of an airport runway at only one qualified airport—Aurora State Airport—as an allowed use under Oregon law, furthering a goal of Airport expansion occurring without public input. Rather than seek to take a comprehensive plan exception, which is allowed under Oregon land-use law, Airport expansion proponents sought to avoid a transparent public-review process.

Urban services are not appropriate for rural areas, where such investments often conflict with farming and forestry activities, and because of their costs, bring pressure to develop farm and forest lands and contribute to inefficient sprawl. Already, the City has received anecdotal reports from farmers near the Aurora State Airport of real-estate speculation that is increasing costs for ownership of or renting of agricultural land for farming operations.

**9. Aurora State Airport Does Not Take “Pressure” Off Portland International Airport (PDX):** The honorable Senator Girod stated during the E-Board meeting that Aurora State Airport takes pressure off of PDX for land requirements, which is an issue not addressed in the 2012 update to the Airport master plan. Wilsonville understands that PDX already has Flightcraft for use by smaller planes and corporate jets. While media accounts appear to indicate that land speculators are actively seeking to flip privately owned EFU land adjacent to the public Aurora State Airport runway to a “public” zoned airport use, there is no indication that such activity is being encouraged or supported by either PDX or Flightcraft.

Aircraft storage-hanger rental rates at Aurora State Airport are considerably less than the rates at Flightcraft. Aurora State Airport currently has no landing fees. Additionally, the Aurora State Airport planning documents make no reference to this airport as relieving pressure on PDX. Thus, it appears to some observers that the primary beneficiaries of this proposed \$37 million expenditure of public funds to expand the Aurora State Airport are neither other airports needing relief nor Marion County citizens needing jobs, but rather wealthy individuals and businesses who own planes and want lower landing fees and cheaper hanger rental space, as well as developers who own property at the Aurora State Airport.

**10. What Is the Real Motivation for the Aurora State Airport Expansion:** In reading prior media reports about controversies related the Aurora State Airport and looking objectively at the current situation, one may draw an inference that the real story is about using public funds to benefit private special interests. At the Aurora State Airport, the state publicly owned runway is lined with privately owned land.

By promoting this project to extend the runway by another 1,000 feet, the State and FAA in effect provide the motivation for special interests to speculate on purchasing prime agricultural land near the Airport with an objective that the public investment provides private pecuniary gain. That is, developers are motivated by the prospect of a large public investment to buy relatively inexpensive EFU-zoned farmland in an effort to flip the land into another, higher-value zoned use, in this case a “public” zone for the airport. Wilsonville believes that this is not the kind of ethical, above-board conduct that the state should seek to promote.

An examination of the record shows a history of undue influence by “the Family” at the Aurora State Airport on Oregon Aviation Department and other public-related expenditures that benefit private-sector businesses. The attached transcription of the July 17, 2018, Oregon Aviation Board meeting illustrates that various questionable methods are suggested to increase the “number of [take-off and landing] operations” at the Aurora State Airport in an effort to convince the FAA that the airport is a good candidate for federal funding for a longer runway.

### **III. IMPORTANT PUBLIC-POLICY ISSUES HAVE NOT BEEN DISCUSSED CONCERNING THE PROPOSED EXPANSION OF THE AURORA STATE AIRPORT**

**11. Clackamas County and City of Wilsonville Seek Public Dialog and Planning for Involvement:** Important issues of regional and statewide public concern are not being discussed in a coordinated fashion by local governments and state agencies pertaining to increased urban-level activities without municipal governance occurring at the Aurora State

Airport, which is located in rural unincorporated county land. Some of the significant issues that are ignored in planning for an expanded Aurora State Airport include:

- **Surface Transportation Impacts:** The roads in the vicinity of the Airport are generally older unimproved farm-to-market roads that lack shoulders and sidewalks. For a matter of perspective, during the Portland Metro urban/rural reserves process in 2009, ODOT alerted officials that the estimated costs to improve surface transportation facilities just south of Wilsonville and the Willamette River, including heavily congested I-5/State Highway 551/Boone Bridge area, would exceed \$500 million. No level of government is realistically addressing the current and future impacts that expansion of the Aurora State Airport would have on nearby city, county and state roads, or how these impacts may be mitigated and paid for.
- **Lack of Alternative Transportation Options:** The Aurora State Airport is not served by any public-transit provider and local roads lack bike lanes or sidewalks, which places further pressure on limited surface transportation facilities that are mostly owned and maintained by Clackamas County or the state.
- **Unfair Competition to Adjacent Jurisdictions:** Businesses in the neighboring cities of Aurora, Canby, Donald, Hubbard, Salem/Keizer, Woodburn and Wilsonville pay systems development charges and other taxes/fees that underwrite the costs of public infrastructure that is lacking at the Aurora State Airport. By avoiding these basic infrastructure costs of conducting commerce, the Aurora State Airport is effectively acting as a public subsidy for select businesses.
- **Environmental Concerns Are Significant** and include potential groundwater and surface water pollution. Toxic aviation gas fumes and deposits on area properties is a serious concern raised by neighbors to the Airport State Airport, including the Charbonneau community of Wilsonville. A 2005 Oregon DEQ study of landings and take-offs of Oregon airports showed that the Aurora State Airport had the third highest levels of lead-containing emissions of all Oregon airports. Wilsonville and others are prepared to require that the ODA and FAA conduct exhaustive environmental impact studies prior to approving any runway expansion.
- **Potential Harm to the Important Agriculture Economic Cluster** brought about by increased land-speculation and difficulty in conducting farming operations. The French Prairie area of North Marion County and South Clackamas County is the heart of Oregon's valuable nursery and food processing industry. Together, the gross farm and ranch sales of Clackamas and Marion Counties' vibrant agricultural sector generate over \$1 billion annually (2012 value)— nearly one-fifth of the state's total. Campbell Soup's Pacific Natural Foods, which employs over 600 workers at operations in Tualatin and Wilsonville, farms over 1,000 acres of organic crops in the Aurora area, and contracts with dozens of local farms for organic produce and poultry.

The Oregon Department of Agriculture has classified the prime agricultural lands of French Prairie near the Aurora State Airport as *foundation farmland* — the “best of the best.” And the Department of Agriculture has found that these lands and agricultural operations are at risk to development and speculation, which led Clackamas County to declare its portion of French Prairie as Rural Reserve lands. Before risking long-term harm to the ag sector of farmers, food processors and adjunct industries of the French

Prairie area, Wilsonville believes that we should carefully consider alternatives so that we are fully cognizant of the impact of our actions, which implies a transparent, intergovernmental public process.

#### **IV. RESOLVING MULTIPLE CONFLICTS OVER THE AURORA STATE AIRPORT REQUIRES AN INCLUSIVE TRANSPARENT PUBLIC PROCESS**

The City of Wilsonville respectfully recommends the following actions to advance a meaningful, transparent public discourse on the future of the Aurora State Airport and the area impacted by airport operations. Failure to do so by state and federal leaders would appear to engender further controversy and increased conflicts.

1. **Withdrawal of the ODA application to FAA** for runway extension funding until the following two processes are complete: development of an inclusive IGA and new airport master plan that complies with state law. This project was a poor choice by the state to advance for FAA funding, and the City respectfully recommends that Oregon advance another shovel-ready project at one of the state's other 55 FAA qualified airports. Certainly advancing a controversial project for federal funding that has the opposition of local governments is not an ideal situation from the perspective of the Oregon Congressional delegation.
2. **Development of an Inclusive IGA with all of the Relevant Local Jurisdictions**— including the cities of Aurora and Wilsonville and Clackamas and Marion counties— together with ODA and ODOT on the coordination of transportation and growth management in the Aurora State Airport impact area.
3. **Development of a New Aurora State Airport Master Plan** that supersedes the 2012 master plan update and complies with state law requiring a transparent, public process that addresses key issues that include surface transportation, infrastructure and economic/living impacts and mitigation. Extension of the runway and expansion of the airport should not be pre-determined to occur prior to development of a new master plan.
4. **Development of an Oregon Aviation Airports Master Plan** that prioritizes airport-related improvements on a statewide basis with involvement by local governments, with a focus on the most important, top-tier airports in the Oregon Resilience Plan.

The City of Wilsonville is more than willing to work cooperatively with other impacted stakeholders to address the host of issues surrounding the Aurora State Airport in an open and transparent manner. Wilsonville and Clackamas County have been actively seeking to do so for the past 10 years. Thank you for the opportunity to factually correct the record and to offer our perspective on the appropriate steps to move forward. We appreciate your time and consideration of these important matters.

Sincerely,



Tim Knapp, Mayor  
City of Wilsonville

## Attachments (2):

- Map of “Gerrymandered” IGA Aurora Airport Impact Area; compare to Actual Aurora Airport Impact Map on next page
- Map of Actual Aurora Airport Impact Area; compare to IGA "Impact Map" on prior page

## Supporting Exhibits (37)

cc: Office of the Governor: Governor Kate Brown; Brendan Finn, Transportation Policy Advisor; Jason Miner, Natural Resources Policy Manager; Annie McColaugh, Federal Relations Director; Jason Lewis-Berry, Regional Solutions Director and Jobs & Economy Policy Advisor

Oregon Legislative Assembly: Senator Peter Courtney, Senate President; Representative Tina Kotek, House Speaker

ODA: Martha Meeker, Oregon Aviation Board Chair and Interim Director; Matthew Maass, State Airports Manager

ODOT: Matt Garrett, Director; Sonny Chickering, Region 2 Manager

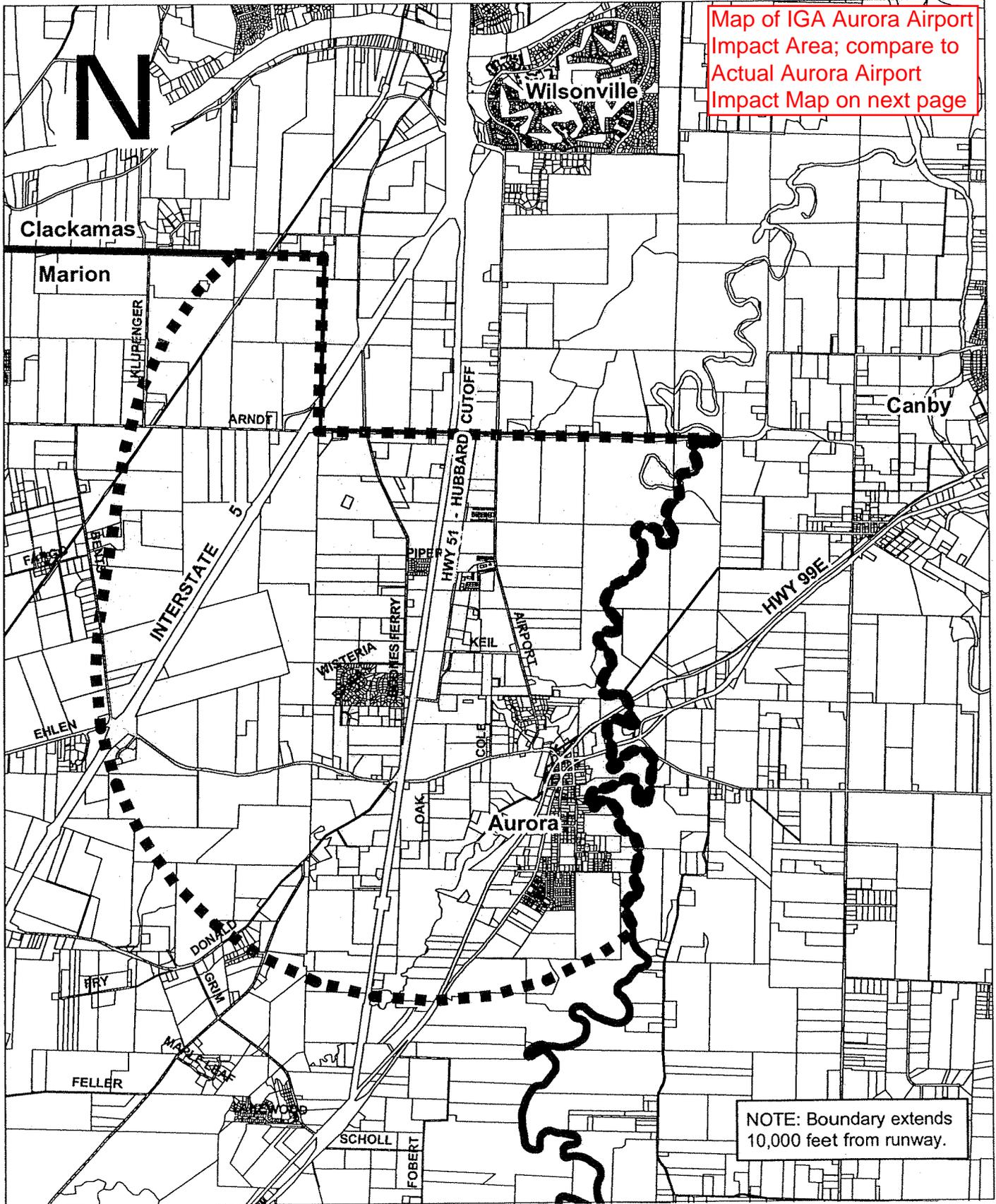
U.S Congress: Senator Ron Wyden; Senator Jeff Merkley; Congressman Kurt Schrader

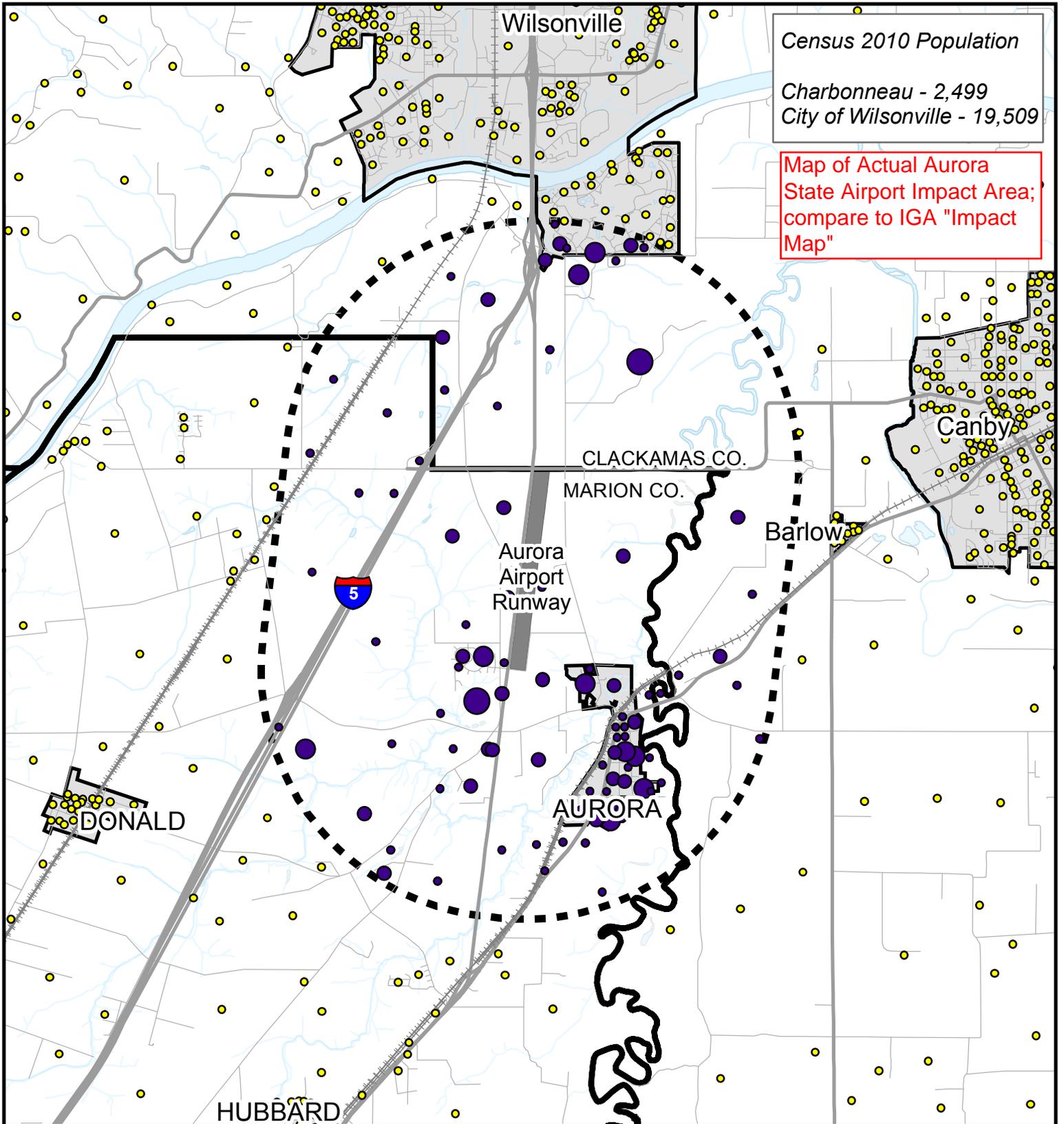
FAA: Randall Fiertz, NW Mountain Region Airports Div. Director; Joelle Briggs, Seattle Office Dist. Manager

# Aurora Airport Impact Area - Exhibit A

Marion County  
Public Works

Date: 03/20/08 Project: /as/ff request/Aurora 10000.mxd Prepared by: Gumb





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

Map of Actual Aurora State Airport Impact Area; compare to IGA "Impact Map"

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



# Background Information on Long-Running Public Controversy over Aurora State Airport Expansion

Material to Accompany City of Wilsonville Mayor Tim Knapp's Letter to Legislative Leaders of Oct. 19, 2018



## Supporting Exhibits

<b>Media Coverage of Aurora State Airport Controversies Over Time:</b>		<b>Page</b>
• <b>“Wilsonville denounces Senator's comments regarding airport,”</b> Wilsonville Spokesman, Oct. 10, 2018		<b>4</b>
• <b>“Aurora Airport dispute to be mediated,”</b> Wilsonville Spokesman, Oct. 3, 2018		<b>5</b>
• <b>“Airport grant worries farmland preservationists,”</b> Capital Press, Sept. 19, 2018		<b>8</b>
• <b>“Aurora airport expansion carries negative impacts,”</b> Wilsonville Spokesman, Aug. 21, 2018		<b>9</b>
• <b>“Wilsonville contests airport extension,”</b> Wilsonville Spokesman, Aug. 15, 2018		<b>10</b>
• <b>“Expansion of Aurora Airport threatens commercial air service return in Salem,”</b> Statesman Journal, June 20, 2018		<b>11</b>
• <b>“Airport improvements benefits few,”</b> Wilsonville Spokesman, Jan. 31, 2018		<b>13</b>
• <b>“Legislation to extend airport runway raises questions,”</b> Woodburn Independent, Jan. 25, 2018		<b>14</b>
• <b>“A LETTER OF CONCERN: City of Wilsonville expresses uneasiness about Aurora Airport legislation and the potential traffic impacts it might bring,”</b> Wilsonville Spokesman, Jan. 16, 2018		<b>16</b>
• <b>“No runway extension recommended for Aurora State Airport,”</b> Woodburn Independent, April 6, 2011		<b>19</b>
• <b>“Different agency handles leasing of airports' land,”</b> Statesman Journal, Dec. 20, 2010		<b>21</b>
• <b>“Ex-manager raised lease questions,”</b> Statesman Journal, Dec. 20, 2010		<b>24</b>
• <b>“Control tower funding takes off before planning,”</b> Statesman Journal, Aug. 23, 2010		<b>25</b>
• <b>“FAA criticizes Clem's oversight of Aurora airport,”</b> Statesman Journal, Aug. 25, 2010		<b>27</b>
• <b>“FAA investigates Clem's airport lease deal,”</b> Statesman Journal, Nov. 6, 2009		<b>30</b>
• <b>“Betsy’s Flight Connections,”</b> Willamette Week, June 5, 2007; updated Jan. 24, 2017		<b>33</b>
• <b>“Flying across the ethical line,”</b> The Oregonian, June 1, 2007		<b>35</b>
<b>Citations to Authorities Referenced in Letter:</b>		
• <b>The Oregon Resilience Plan, “Air Transportation,”</b> Aurora State Airport as Tier 3, Feb. 2013		<b>37</b>
• <b>Aurora State Airport Area Earthquake Liquefaction Susceptibility Map</b> 2011, for Magnitude 9.0 Cascadia Subduction Earthquake, Oregon Resilience Plan, 2013, Oregon Department of Geology and Mineral Industries (DOGAMI)		<b>42</b>

- **Crustal Earthquake Scenario Ground Motion Map and Relative Ground Shaking Amplification Susceptibility Map with Aurora State Airport Inset**, “Mid/Southern Willamette Valley Geologic Hazards, Earthquake and Landslide Hazard Maps, and Future Earthquake Damage Estimates,” publication IMS-24, Appendix E, Crustal Earthquake Scenarios for Marion County, DOGAMI 43
- **FAA National Plan of Integrated Airport Systems (NPIAS)**, Oregon Airport Map - Oregon Airports with Regional Airports Near Aurora State Airport 47
- **ODOT Data on Surface Transportation Issues and Estimated Costs South of the Willamette River**: Joint State Agencies Letter to the Metro Reserves Steering Committee, April 6, 2009; Attachment 1, Oregon Department of Transportation Comments on Candidate Urban and Rural Reserves 48
- **Airports Inventoried by the DEQ, Lead Emissions Estimates, 2005** 52  
Aurora State Airport ranked third highest in Oregon for aviation gas lead emissions
- **Oregon Aviation Board Meeting, Verbatim Excerpts**, July 19, 2018, noting discussion of “the family” at the Aurora State Airport and ways to find more airport operations 56

### **Information and Maps of Aurora State Airport and Area Properties:**

- **Venerable Aurora Property Sells**, Certified Realty, Aurora, OR: “Beyond the Reef Theological Center...located just east of the Aurora State Airport. A public records search indicates the sale involved two adjacent lots of 11.42 acres and 5.12 acres, closing in May, 2015. The selling price was \$2,150,000 with the purchaser named as TLM Holdings, LLC. Ted Millar is named as a manager. Public records also indicate Ted Millar is involved.” 61
- **Aurora State Airport master plan map** 63
- **Aurora State Airport and Vicinity Land-Use Zoning Map** 64

### **History of a Broken Public Process for Coordinated Intergovernmental Planning for Aurora State Airport:**

- **Clackamas County Letter to Marion County Requesting to Participate in and Amend Intergovernmental Agreement** on the Coordination of Growth Management and Transportation Issues pertaining to the “Aurora Airport Impact Area” to include county and Wilsonville. Feb. 2008 65
  - Includes proposed amended draft IGA attached that includes Clackamas and Marion Counties and Cities of Aurora and Wilsonville.
- **Clackamas County and City of Wilsonville letters** seeking to participate in coordinated land-use planning and transportation growth management with Oregon Dept. of Aviation and Marion County for Aurora State Airport, November 2009 73
- **Marion County Letter of Rejection to Request to Participate in “Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues** Between [sic] City of Aurora, Marion County and the Oregon Department of Aviation,” of June 2010 pertaining to the “Aurora Airport Impact Area” that Omits Clackamas County and City of Wilsonville. 75
- **Map of “Gerrymandered” IGA Aurora Airport Impact Area**; compare to Actual Aurora Airport Impact Map on next page 82
- **Map of Actual Aurora Airport Impact Area**; compare to IGA "Impact Map" on prior page 83

## **Issues of Concern with Non-Transparent, Manipulated Public Process of Aurora State Airport Master Plan:**

- **Members of the Planning Advisory Committee to the Aurora State Airport Master Plan**—Charbonneau Country Club, City of Wilsonville, Clackamas County, Deer Creek Estates and Friends of Marion County—letter to Oregon State Aviation Board, RE Request for meeting to discuss master planning process and role of committee. **84**
- **Clackamas County Letter to FAA and Oregon Dept. of Aviation**, RE Aurora Airport Master Plan issues of concern, Sept. 20, 2010 **87**
- **FAA letter to Clackamas County Letter**, RE Aurora Airport Master Plan issues of concern, Oct. 15, 2010 **89**
- **Oregon Aviation Dept. letter to** Charbonneau Country Club, City of Wilsonville, Clackamas County, Deer Creek Estates and Friends of Marion County, RE Request for meeting to discuss master planning process and role of committee, Nov. 2, 2010 **91**
- **Clackamas County Letter to Oregon Aviation Board**, RE Comments on Aurora Airport preferred alternative, April 21, 2011 **93**

# Wilsonville denounces Senator's comments regarding airport

Corey Buchanan, Wilsonville Spokesman

Wednesday, October 10, 2018

<https://portlandtribune.com/wsp/134-news/408785-307427-wilsonville-denounces-senators-comments-regarding-airport>

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## **During the recent Oregon State Legislative Emergency Board hearing considering a federal application for funding of the Aurora Airport, an active state senator who represents Wilsonville accused the City of breaking the law.**

Oregon Sen. Fred Girod (R., Dist. 9) accused the City of Wilsonville of illegally discussing its strategy for contending Aurora Airport development in executive sessions, misappropriating funds by hiring a lobbyist to advance their interests and contesting the implementation of water and sewer facilities at the airport.

Wilsonville City Council vehemently denied these allegations at a meeting Monday, Oct. 1, and agreed to send a letter to legislators and stakeholders arguing that Girod's assertions are false.

"I think it's a complete misrepresentation of how this council has operated in the seven years I've been here," Wilsonville City Manager Bryan Cosgrove said.

Development at the Aurora Airport has been a hot button issue for the last decade and the Emergency Board hearing was in response to the Oregon Department of Aviation's application to receive \$37 million in federal grant money. The decision was shelved until December and in the interim opponents and proponents of the extension will discuss their concerns through Oregon Solutions, a Portland State University program that mediates disputes between governmental leaders.

Girod believes Wilsonville should not have a say in the matter because the airport resides in Marion County, not Clackamas County.

"It would be like one of your rural counties being dominated by cities that aren't in your district," Girod said of Wilsonville's contentions. "The City of Wilsonville conducts these meetings mostly in executive sessions because they want to hide what they're doing. And they pay a lobbyist to go out in this district and organize the opposition."

Wilsonville officials denied discussing the issue in executive sessions. And Cosgrove said hiring a lobbyist is the norm among cities in the region.

"I would add that somehow the inference that the city is misappropriating funds because we have a lobbyist is laughable to me because we have to follow Oregon Budget Law for one. And number two, I don't know any city in the Portland region that doesn't have some level of lobbying going on," he said.

Counselors also objected to the notion that they have opposed the airport receiving sewer and water services. Instead, Public Affairs Director Mark Ottenad noted that, in 2013, the City advocated against a bill that would allow cities to provide such services to areas that hadn't been annexed. The airport currently resides in an unincorporated part of Marion County.

Wilsonville Mayor Tim Knapp, who testified at the Emergency Board hearing that the extension proposal should be put aside until a new intergovernmental agreement and Aurora Airport Master Plan is formed, believes the Aurora Airport could significantly impact surface transportation in Wilsonville.

"I've heard Senator (Betsy) Johnson testify that we could have 4,000 jobs there. If you're going to go from 1,200 jobs at the airport to 4,000 jobs, it is even rational to think that there isn't going to be traffic and transportation issues arising out of that? I cannot believe that," he said.

Knapp added: "I think we need to rebut and we need to do it factually and remind them of the issues that they insist are theirs alone to decide but are affecting people across jurisdictional boundaries."

# Aurora Airport dispute to be mediated

Corey Buchanan, Wilsonville Spokesman

Wednesday, October 03, 2018

<https://pamplinmedia.com/wsp/134-news/408019-306536-aurora-airport-dispute-to-be-mediated>

**Legislative board shelves decision on runway extension; Wilsonville does not support development at airport**



SPOKESMAN PHOTO: VERN UYETAKE - City of Wilsonville officials believe an extension of the Aurora Airport runway could negatively impact surface transportation and the agricultural economy, among other concerns.

Though the City of Wilsonville's arguments against the approval of an application to extend the Aurora Airport runway might not have swayed legislators during a recent Oregon State Legislature Emergency Review Board Meeting Sept. 24, the Board shelved the decision and provided a new platform for the City to discuss its concerns.

The Board, which considers federal grant applications, decided to push a decision of whether to approve an Oregon Department of Aviation application to attain \$37 million in grant money from the federal government for the extension until a meeting in December. The Board also requested that Oregon Solutions, a Portland State University program that helps resolve disagreements between governmental leaders, mediate the dispute between proponents and opponents of the extension.

"Oregon Solutions could set the table to get people talking to each other rather than about each other," Senator Betsy Johnson (D-Scappoose) said during the hearing.

Wilsonville Public Affairs Director Mark Ottenad told the Spokesman that the City is satisfied with the request for Oregon Solutions to mediate the dispute, though he wasn't sure how the process would play out.

"The City's primary objective has been to have a more meaningful public process regarding potential expansion of the Aurora State Airport so the Emergency Board recommendation to refer to Oregon Solutions for a greater level of public engagement to discuss expansion of Aurora Airport options and alternatives is welcome," Ottenad said. "We're ready to participate on a good faith effort to discuss airport related issues and potential mitigation measures."

The ODA requested funding for the extension, which would increase the length of the runway from approximately 5,000 to 6,000 feet, through a \$1 billion Federal Department of Aviation grant program. If the Board greenlights the application in December, the Federal Aviation Administration will then decide whether to approve the application.

Wilsonville officials have said it could exacerbate traffic issues in the region and harm the agricultural economy and environment, among other objections. They also believe the process to fund the extension hasn't had enough public input. They posited similar concerns when Rep. Rick Lewis (R-Silverton) put forth a bill, which did not pass, at last February's short legislative session to fund the extension.

The ODA wrote in its proposal to the Review Board that a recent study identified more than 700 operations that were constrained because the runway is smaller than 5,901 feet, though it did not provide more detail about the operations or constraints. The Aurora Airport Improvement Association previously stated that the current runway forces the airport to reduce cargo and fuel in order to take off and land planes.

Also, the extension could allow corporate jets and larger planes with more than 10 passengers to take off at the airport. And while proponents believe an influx of planes flying into the airport could bolster the local economy,

Wilsonville Mayor Tim Knapp provided testimony during the hearing, arguing that that ODA should drop its proposal for the airport extension until a new intergovernmental agreement and Aurora Airport Master Plan are adopted and for Wilsonville and Clackamas County — which also doesn't support the extension — to be included in the process. The current master plan includes the extension. But while the master plan projects the extension to cost \$3 million, the federal grant would be for \$37 million. In its proposal, the ODA lists projected costs: \$32 million for construction, \$3 million for purchasing property and \$2 million combined for design engineering and an environmental analysis.

"The County and City have a vested interest in protecting the welfare of our residents and businesses. Issues of concern are focused on Oregon land use and public involvement laws, impacts to surface transportation facilities from continued development at the airport without mitigation, quality-of-life concerns due to overflights, and negative impacts to the vital French Prairie 'ag cluster' of farms and food processors," Knapp said in a written version of the testimony.

However, among legislators at the hearing, the tenor toward the Aurora Airport extension was generally positive.

"That runway needs to be extended and if there's an opportunity to receive federal money to do it, that would be a terrific thing," Johnson said.

House Speaker Tina Kotek (D-Portland) found the fact that Oregon would not have to match federal funding for the project to be enticing. Plus, since the ODA wasn't planning to send grant applications for any of the other state-owned airports, the extension wouldn't divert federal funding away from other airports.

"A billion dollars from the country is not a lot of money," Kotek said. "And I don't want to see Oregon not get this money. I want to make sure we get money from the federal government at the end of the day."

Ottenad brought up negative impacts to the Salem Municipal Airport and posited that the state should establish a more organized and collaborative process for considering airport-related applications. However, though he requested input in discussions, Salem Mayor Chuck Bennett said in the hearing that development at the Aurora Airport would not necessarily hinder the Salem Airport.

"A short distance (away) there's a 6,000-foot runway, urban services and (the Salem Airport) would like more business and has struggled for a number of years, seeking to have more business," Ottenad said. "Is it rational to put \$37 million into one airport when there's an existing airport nearby?"

Knapp disagrees with the ODA's prioritization of development at the Aurora Airport over other airports.

Knapp said: "Oregon has 97 public-use airports, of which 56 receive federal FAA funds and 28 are state-owned; how do these airports relate to each other? What is the priority for capital improvements among airports? Why should the Aurora State Airport cut to the front of the line before all other airports in the state for federal funding?"

# Airport grant worries farmland preservationists

**Opponents of a runway expansion at Oregon's Aurora State Airport worry a \$33.3 million federal grant application may lead to more development on farmland.**

By [Mateusz Perkowski](#), Capital Press, September 19, 2018 11:18AM

<http://www.capitalpress.com/Oregon/20180919/airport-grant-worries-farmland-preservationists>

Farmer Mike Iverson grows fresh market vegetables along both sides of the Aurora State Airport, so a prospective runway expansion makes him nervous for several reasons.

An immediate concern would be any disruption to traffic on Keil Road, which runs directly south of the airport and is necessary for him to transport workers and equipment back and forth.

Noise and pollution from added air traffic are worrisome to Iverson, who is also troubled by the implications for development on surrounding farmland from a more bustling airport.

While such concerns about increasing the runway from 5,000 feet to 6,000 feet are nothing new, an upcoming proposal from the Oregon Department of Aviation has Iverson and other opponents on high alert.

On Sept. 26, the agency will ask the Oregon Emergency Board — which makes funding decisions when the legislature isn't in session — for permission to apply for a \$33.3 million federal grant to expand the Aurora airport's runway.

The fear is that if the Federal Aviation Administration approves the application, proponents of the controversial proposal will be emboldened to sidestep normal regulations to expand the runway.

“There was no public process and they're trying to bypass the public process now,” said Iverson.

The Oregon Department of Aviation counters that even if the Emergency Board does authorize applying for the grant, that hardly means the runway expansion would be exempt from requirements by local, state and federal governments.

“Once the money is there, it doesn't circumvent the permitting or planning process,” said Matthew Maass, the agency's state airports manager.

Increasing the runway's length has already been extensively discussed during a “master planning” process for the airport, also paid for by the FAA, and the grant application is just another incremental step, he said.

The FAA doesn't subscribe to a philosophy of “if you build it, they will come” — it only funds such expansions for airports that have demonstrated their operations are already constrained, Maass said.

A study of the Aurora airport determined that more than 500 aircraft operate at less than fully capacity by taking on less fuel or cargo to adapt to the shorter runway, he said.

Extending the runway by 1,000 feet would allow these aircraft to gain more airspeed and improve their lift, letting them take on more fuel and cargo, he said. Agricultural traffic could still be accommodated if the runway were longer.

“They are going to fund it based on the existing need today,” Maass said, while acknowledging the expansion could increase air traffic at the facility.

If the runway was extended, the state would buy more land south of the facility to protect the airspace, but new buildings wouldn't be allowed in that area, he said. “Our intent would be to keep that farmland because it protects the approach to the airport.”

Opponents of the project are dubious whether the runway extension would ever face full regulatory scrutiny, partly because of House Bill 4092, which would have eased land use laws for such an airport expansion onto farmland.

The bill died in committee earlier this year, but it's likely other legislation could again be proposed to “super-site” the expansion — especially if the funding is already in hand, said Ken Ivey, chairman of the Aurora-Butteville-Barlow Community Planning Organization.

“They don't want to go through the land use planning, they don't want the community involved,” he said. “They will hammer a square peg into a round hole because they have the funding.”

# Aurora airport expansion carries negative impacts

Opinion — Ben Williams, Wilsonville Spokesman

Tuesday, August 21, 2018

<https://portlandtribune.com/wsp/135-opinion/404040-301011-aurora-airport-expansion-carries-negative-impacts->

**what the elected leaders of Wilsonville and Clackamas County stopped by their intervention was yet another attempt to expand the Aurora Airport with no public process.**

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Corey Buchanan's coverage of the recent Wilsonville City Council meeting that resulted in a vote to approve a protest letter to State leadership over Dept. of Aviation's proposed application for FAA funds to expand the Aurora State Airport ("Wilsonville contests airport extension" Aug. 15, 2018) is right on the money regarding the reasons: a more transparent public process, no public hearings to consider impacts and mitigations, impacts on agricultural economy and quality of life.

What shouldn't be forgotten by Wilsonville citizens about quality of life are two relevant elements:

- 1) increased jet overflights and accompanying noise and
- 2) the reason the department of transportation opposed the runway extension in the last Master Plan process: traffic infrastructure and especially congestion on I-5 at the Boone Bridge.

Related to that are the congestion problems of more traffic on rural roads, no transit system or alternative transportation options, etc. I'd also remind citizens of what's changed in the past few years. Of note, in 2009 when the last Master Plan process got underway, ODA commissioned a survey of aircraft owners and operators at Aurora Airport and only 8 percent cited runway length as the reason they didn't base their aircraft there! That was back when it was a general aviation airport with helicopter operators and few corporate jets. What you could see happen during the Master Plan process was a reorientation toward making it a corporate jet airport and that required a lengthened runway. That Master Plan focused only on lengthening runway 35 and estimated total cost at under \$8 million, including acquiring 44.5 acres of land.

The recent efforts to expand the Aurora Airport, including Rep. Rick Lewis' bill (co-sponsored by Rep. Rich Vial) in the last legislative session, are much bigger than a 1,000-foot runway extension. It is, in fact, to expand the airport by lengthening the taxiway, closing Kiel Road and take more agricultural land for a safety and navigation equipment zone. How do we know that? The recently stopped application was going to be for \$33 million, including \$26.25 million for construction and \$4 million for land acquisition. Good ag land in French Prairie today sells for \$10,000-\$2,000 per acre. Unless they're planning on paying \$90,000 per acre, the new plans involve a lot more land.

So, what the elected leaders of Wilsonville and Clackamas County stopped by their intervention was yet another attempt to expand the Aurora Airport with no public process, no compliance with State land use laws, and a total disregard for the impact on local infrastructure and quality of life. And, all to benefit a small number of corporate jet owners and airport developers!

*Ben Williams is president of Friends of French Prairie.*

# Wilsonville contests airport extension

By Corey Buchanan, Wilsonville Spokesman

Wednesday, August 15, 2018

<https://portlandtribune.com/wsp/134-news/403482-299750-wilsonville-contests-airport-extension>

## Oregon requests federal grant for Aurora runway that would allow larger planes to land

The Oregon Department of Aviation is once again pushing for funding to build an extension of the Aurora Airport runway and the City of Wilsonville is once again objecting to the effort.

Wilsonville City Council expressed dissatisfaction with the ODA's intent to apply for a federal grant to fund a \$33 million 997-foot runway extension and voted Monday, Aug. 6 to craft a letter to Governor Kate Brown, Senate President Peter Courtney and House Speaker Tina Kotek, rebuking the ODA's attempt to garner funding for the extension.

The ADA hopes to increase the size of the runway in order to accommodate larger planes such as corporate jets, which some believe could spark economic development.

Wilsonville officials hoped to include the support of Clackamas County and Salem in the letter but needed to scramble to send the letter before Aug. 8, which was when the ODA said it would deliver a preliminary grant request to qualify for funding. If the preliminary grant request is approved, the ODA would then need to apply for a final grant application by Sept. 1. The Federal Aviation Administration will issue grants nationwide with the additional \$1 billion in airport funding from the Consolidated Appropriations Act of 2018.

At the meeting, Wilsonville councilors advocated for a more transparent public process to determine if the extension is necessary.

"I find it troubling to move a request like this when there is no Legislature in session to hold public hearings and no knowledge of public process, no outline of the process that would give a chance to weigh pros, cons, impacts and mitigations," Wilsonville Mayor Tim Knapp said at the City Council meeting.

In addition to what it perceives as a lackluster public process, the City is also concerned about traffic issues that could be associated with development at the Aurora Airport, impacts on the agricultural economy and the quality of life of residents who live near the airport, according to Public Affairs Director Mark Ottenad. The extension would increase the length of the runway from 5,003 to 6,000 feet.

"Unconstrained urbanization is a major cause of sprawl and traffic congestion. Another issue is quality of life," Ottenad said. "We are getting more complaints about overflight noise in particular."

Ottenad said either Brown or the state Legislature's emergency board, which considers federal grant applications, could use their authority to block the grant.

The ODA and a few state legislators previously pushed for a bill that would fund the airport extension but the bill stalled at the Legislature's February session.

# Expansion of Aurora Airport threatens commercial air service return in Salem

**The Statesman Journal; June 20, 2018**

**Ben Williams, Guest Opinion**



Before I retired two years ago, I traveled a great deal, mainly on Delta Air Lines. I live in the Aurora area, so you can imagine my pleasure when Delta started commercial air service out of Salem in 2007. It lasted less than two years. However, they were the best two years of my career because I didn't have to deal with a large commercial airport.

With all due respect to PDX (and its best airport awards), the fact is 25 minutes beats an hour drive, free parking beats the Port of Portland parking rates, getting through security in Salem was a breeze compared to PDX, and there's no question about the difference in traffic when you flew home mid to late Friday afternoon.

So, for those Marion County, and especially Salem residents who remember those days, I have a question: why are so many of our elected officials supporting a proposal that will guarantee that the Salem Airport will be as good as dead?

I'm referring to the various proposals to expand the Aurora State Airport and turn it into the state's largest corporate jet airport. In the last Legislative session, Rep. Rick Lewis of Silverton put forward a bill with the support of Rep. Rich Vial (Sherwood) to expand the Aurora Airport and change state land use law to allow the outright expansion of that airport onto EFU land. It has been supported vocally by Marion County Commissioner Kevin Cameron representing the county on Aurora Airport matters, who went so far as to state in his first re-election campaign communication that "my first priority is the extension of the Aurora Airport runway ..."

Nowhere along the line do any of these elected officials appear to be asking "what will this do to the Salem airport?"

My contention is that expanding the Aurora Airport as proposed in Rep. Lewis' last bill will be the kiss of death to the Salem Airport because expanding it to accommodate the largest corporate jets makes it fully capable of handling commuter jets. In fact, the Oregon Dept. of Aviation has already granted a permanent waiver to the pilot of a Bombardier jet (smaller regional commuter jet) to fly into the Aurora Airport even though that jet exceeds the weight capacity of the runway.

The Salem Airport is only 30 minutes (25 miles) south of the Aurora Airport. It is a bigger airport with a longer runway, and none of the constraints that Aurora has wedged between two major connector roads.

And the Salem airport has full municipal services, including water and sewer service, as well as access to transit and bike/pedestrian facilities, none of which are provided for at the Aurora State Airport.

Do Salem City Council members not care that their state and county colleagues are working against the interest of Salem in favor of special interests at the Aurora Airport? Why aren't they (and we) doing everything we can to save and promote the existing airport in our state capital?

*Ben Williams lives in the Aurora area. Reach him at [Ben.williams@liturgica.com](mailto:Ben.williams@liturgica.com).*

# Airport improvements benefits few

By Ben Williams

**WilsonvilleSpokesman**

Wednesday, January 31, 2018

<https://pamplinmedia.com/wsp/135-opinion/385539-273681-airport-improvements-benefits-few>

## **Wilsonville wrote 'a letter of concern' about Rep. Lewis' bill because it was consciously excluded from the development process**

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This response is addressed to some of the assertions quoted in Corey Buchanan's article

'A Letter of Concern' in the Jan. 16 Wilsonville Spokesman about the rationale for Rep. Rick Lewis' super-siting bill for the Aurora Airport and the so-called benefits to be enjoyed from airport expansion.

First, of note, the Lewis bill is written such that it only applies to one State airport, and that is Aurora! That should raise suspicions to start with because super-siting legislation is antithetical to a good land use system.

Second, its aim pure and simple is to do an end run on current state land use law and allow taking EFU ag (agriculture) land as an outright use for airport expansion. Why? The developer's argument is so the airport can enlarge to handle the largest corporate jets! But at present, of about 450 based aircraft, only 24 are jets. The proponents argue the problem that needs to be solved is "constrained operations," namely the occasional inability on hot days for jets to take off with a full load of passengers and fuel. That happens rarely, but they contend we should spend millions of dollars to expand the airport for these few events because this enhances the "critical" state aviation system, prepares us for emergency management, etc.

Rather, it is because it will enable a few developers to make millions! Why shouldn't we do this? Well, for starters there's the absence of adequate roads and bridges to handle traffic, and sewer and water for urban services, and transportation systems to handle more people and the loss of ag land around the airport.

Then there's the longer term consequences we should be mindful of, and there happens to be a cautionary tale in southern California. Last month after years of fighting to control and reduce the negative impact of Santa Monica Airport having become a corporate jet airport, the City shortened the runway to control the size of jets using it, and is now moving ahead with closing the airport.

[ <http://www.latimes.com/local/lanow/la-me-santa-monica-airport-20170128-story.html> ]

Wilsonville wrote "a letter of concern" about Rep. Lewis' bill because it was consciously excluded from the development process at the Aurora Airport in 2010 via a joint inter-governmental agreement between the Department of Aviation and Marion County—even though the majority of flights land and take off over Wilsonville and Clackamas County. Rep. Lewis wasn't around when that happened, and he's chosen to be very selective in the facts he's using to justify the legislation he is proposing. The thing at Aurora that's really constrained is the airport, and it shouldn't be expanded to turn it into a corporate jet airport to benefit the very few at the expense of the many!

Ben Williams is president of Friends of French Prairie

# Legislation to extend airport runway raises questions

By Corey Buchanan

WoodburnIndependent

Thursday, January 25, 2018

<https://pamplinmedia.com/wbi/152-news/385020-274118-legislation-to-extend-airport-runway-raises-questions->

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

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A bill allowing an extension of the Aurora State Airport runway is anticipated to be put forth by House District 18 Rep. Rick Lewis (R-Silverton) during February's short legislative session.

However, local governments and land-use leaders have expressed concern, stating that the concept circumvents standard Oregon land-use and public process laws.

Lewis posits that the Aurora State 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 city of Wilsonville was expected to deliver a draft letter this month to Senate President Peter Courtney (D-Salem) and House Speaker Tina Kotek (D-Portland) expressing concern about the bill. The letter stated 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, said he was not happy when he caught wind of the bill's legislative concept.

"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, said that an extensive public process took place during the crafting of the Aurora Airport Master Plan, which was updated in 2013, and he 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," he said. "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."

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," the chamber wrote in a statement. "Our stated WACC vision is to create and promote economic vitality for business in the south metro region. 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 said the airport currently provides ample economic benefits to surrounding communities and the extension will increase the positive impact. Helbing also said 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 said he believes the benefits of the expansion are more limited.

"At the end of the day, the beneficiaries are developers who can have a 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.

Local residents are encouraged to attend a public information meeting, led by Friends of French Prairie, at 6:30 p.m. Thursday, Jan. 25, at the Aurora American Legion Hall, as well as a town hall meeting at the Aurora Fire Station at 6:30 p.m. Tuesday, Jan. 30.

# A LETTER OF CONCERN

Corey Buchanan, Wilsonville Spokesman

WilsonvilleSpokesman

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

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.

# No runway extension recommended for Aurora State Airport

Patrick Johnson  
Woodburn Independent, April 6, 2011



*Wilsonville Mayor Tim Knapp (right) testifies at the Oregon State Aviation Board meeting Thursday about the 20-year plan for the Aurora State Airport. Planners have recommended not extending the runway at this time, but strengthening the runway to handle heavier corporate jets.*

SALEM – It looks like master planners for the Aurora State Airport had a few tricks up their sleeves after all.

The recommendation by the Oregon Department of Aviation (ODA) not to extend the runway surprised many people following the process who fully expected just the opposite.

In their minds, the question really was just how long they would make the runway.

At last Thursday morning's Oregon State Aviation Board meeting, planners revealed the "recommended alternative" by Oregon Department of Aviation planners and its consultant, WH Pacific, which didn't include the expected runway extension.

"Quite honestly I am surprised," said Tony Holt, vice president of the Charbonneau Homeowners Association.

He's a member of the state's Planning Advisory Committee looking at the latest version of the master plan. "I am happy with this right now. I still believe it is a constrained airport and they shouldn't spend money there, but this is better than we expected."

Among the recommendations:

- \* Strengthen the Aurora runway to support plans up to 60,000 pounds with dual-wheel gear. Currently, the runway supports up to 45,000 pounds. The state allowed an increase in the size of the planes that can use the airport to support some of the larger corporate jets already using the airport.

- \* Create a run-up area at the north end of the runway that allows planes to check their systems before takeoff.

- \* Reduce visual approach requirements. Planes approaching the airport from the north still need more than a mile of visibility to land. Planes coming from the south end can land with less than a mile visibility.

Currently, aircraft from the north must have at least 1 1/4 miles of visibility. Those from the south need at least one mile.

If the recommendations are approved by the board and the Federal Aviation Administration, the state most likely would look at purchasing approximately four manufactured homes on the west side of Highway 551 to meet safety requirements.

"We would most likely wait until those properties became available and then try to purchase them," said ODA planner Chris Cummings, adding that property to the south of the airport also would need to be purchased, but farming can continue.

Wilsonville Mayor Tim Knapp, who testified during the meeting, said he's happy with the outcome but will maintain a watchful eye on the process as it moves forward.

"I still think there are some concerns with the option they are putting forward," he said after the meeting. "However, I do think this alternative takes into account many of the concerns neighborhoods have raised during this process when you compare it to an extension of the runway to the north."

Knapp expects "airport interests" will continue lobbying aviation board members before the final recommendation vote on April 21.

The ODA still is accepting public comment.

Former Aurora mayor Nick Kaiser, a PAC member representing the city of Aurora, said he wouldn't comment until he could discuss the recommendations with city leaders.

Ted Millar, owner of Southend Airpark at the Aurora airport, said he would like to have seen a "hybrid" approach that would have lengthened the runway to make the airport safer for corporate jets and lead to more economic development at the airport.

"I think if you were to extend the runway a little bit to the north, and the rest to the south, there wouldn't be an issue," he said.

The only other master plan approved for the airport — in 1976 — called for a 6,000-foot runway, 1,000 feet more than the runway is today, said Millar.

"When more traffic shows up on Interstate 5 we expand the highway, there is no reason we shouldn't be doing the same thing when we get more traffic at the airport," he said.

## Different agency handles leasing of airports' land

By Alan Gustafson

Statesman Journal

December 20, 2010

The Oregon Department of Aviation turned over management control of current and future property leases at nearly 30 state-owned airports after questionable leasing practices came to light last year, documents obtained by the Statesman Journal show.

In May, the aviation department struck an interagency agreement that handed off airport leasing duties to the state Department of Administrative Services.

The agreement said the leasing section of the DAS facilities division "shall negotiate, manage and control all existing and future leases on behalf of the Oregon Department of Aviation."

The move came in the wake of turmoil that rocked the aviation agency in 2008 and 2009. State aviation director Dan Clem stepped down in October 2009 after a dispute with a subordinate who accused Clem of awarding an improper lease to a developer at the Aurora State Airport in north Marion County.

In the aftermath of Clem's exit, Federal Aviation Administration regulators examined the controversial lease and determined that it violated federal policies. The FAA directed the state to take corrective action.

In a new letter to the federal agency, the current leader of the aviation department highlighted the outsourcing of the airport leasing program as a notable improvement.

"Outsourcing leasing operations to DAS is a critical step in ensuring that ODA's leasing program is sustainable and managed with integrity," Doug Hedlund, interim aviation director, wrote in a Dec. 6 letter to the FAA.

Under DAS oversight, Hedlund wrote, "lease-management duties that were once centralized within the office of the Director of Aviation are now allocated among a discrete set of DAS property-management professionals."

He extolled the results, saying that "the negotiation, review and enforcement of leases is transparent, standardized and methodical."



### Statesman Journal file

The Oregon Department of Aviation turned over management control of current and future property leases at nearly 30 state-owned airports, including Aurora State Airport shown here, after questionable leasing practices came to light last year, documents obtained by the Statesman Journal show.

The aviation department is responsible for operations and maintenance of 28 state-owned airports, and it inspects and licenses about 100 public airports and 300 private airports.

Hedlund's recent letter to the FAA came partly in response to federal scrutiny of leasing practices at the Aurora airport, focused on a 2008 lease Clem awarded to TLM Holdings and managing member Ted Millar.

The 25-year-lease plus a possible five-year extension, was signed by Clem and Millar on Aug. 8, 2008.

The lease did not require monthly or yearly payments by the businessman for parking space totaling 31,359 square feet. Rather, it called for TLM Holdings to make an in-kind payment of \$78,000, consisting of paving work.

After a review of the lease, the FAA determined in August that it violated federal policies by benefiting the businessman at the expense of the airport.

At the same time, the FAA also slammed state financial management of the Aurora airport, Oregon's third-busiest airport. The FAA described ODA management of the airport as "deficient at best."

Federal regulators directed the state to craft an action plan spelling out improvements in financial management and leasing practices — steps deemed necessary to continue the flow of \$150,000 per year in federal funding for the airport.

In this month's response letter to the FAA, Hedlund said the ODA, as requested by federal regulators, is in the midst of reviewing all leases at the Aurora State Airport.

Meanwhile, he said, the Oregon aviation board "fundamentally disagrees with the FAA determination" concerning the controversial lease Clem awarded to the developer.

Contrary to the FAA's assertion that the deal provided no value to the airport, Hedlund wrote that "there is intrinsic value to airport development in improving aircraft movement areas.

"Additionally, paving of these areas has provided for additional aircraft parking. This additional aircraft parking and enhanced safety will serve to encourage owners and pilots of business aircraft to frequent the airport to meet services and space demand necessary for the (airport's) economic self-sufficiency."

Although Oregon aviation officials and federal regulators remain at odds about the much-debated lease, Hedlund stressed that "it is in the best interest of the Department to work in partnership with FAA" to develop workable solutions for other concerns cited by the feds.

In touting revamped management of airport leases, Hedlund described DAS as well-suited for the job. He noted that DAS also manages the state's real property acquisition and disposal program and has "a robust system of internal controls in place to execute, monitor, and enforce the terms and conditions of leases under its control."

The aviation department also has benefited from transferring leasing responsibilities to DAS, Hedlund said.

The "benefit to ODA is truly significant in that it frees up other ODA resources to meet our budget requirements and pursue the agency's other mission-critical objectives — namely developing statewide aviation policy, implementing airport planning rules and policies, and

enforcing laws that improve aviation operations throughout the state," he wrote.

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Roberts Letter, Dec. 6, 2010

## Ex-manager raised lease questions

By Alan Gustafson

Statesman Journal

December 20, 2010

Questions about the then-state aviation director Dan Clem/TLM Holdings lease first were raised by a former state airports manager, William Pruitt.

Pruitt claimed he was wrongly fired Oct. 2, 2008, by Clem, in part because he objected to the lease. Pruitt sued the state and the aviation department in August 2009.

According to court papers, Clem chose Pruitt to be second-in-command at the aviation department in June 2008; Pruitt started working for the agency in July 2008.

In August 2008, Pruitt objected to the terms of the lease Clem awarded to TLM Holdings, saying the deal was for "less than fair market value."

According to the suit, Pruitt told Clem that the lease violated federal regulations and that Pruitt "could not be a party to it." Pruitt and Clem also fought about other issues.

Pruitt's suit sought \$500,000 in compensatory damages, plus lost wages and benefits.

A \$650,000 state settlement of the suit emerged Oct. 19, 2009, the same day Clem stepped down as aviation chief, citing his interest to consider a possible run for political office beyond his seat on the Salem City Council.

The state settlement with Pruitt later collapsed after officials discovered that he had filed for bankruptcy shortly before the deal was struck. Pruitt had no legal authority to accept the settlement after filing for bankruptcy, according to state officials and the bankruptcy trustee.

A revised settlement called for the state to pay \$300,000 to the bankruptcy estate as a full settlement of Pruitt's whistle-blowing claims. However, Pruitt challenged the settlement terms. By Sunday, the state Attorney General's Office had not answered the Statesman Journal's request for an update on the status of the revised settlement.

# Control tower funding takes off before planning

POSTED: Monday, August 23, 2010

BY: Nick Bjork

<http://djcoregon.com/news/2010/08/23/the-oregon-department-of-aviation-earlier-this-year-was-allotted-27-million-of-state-money-for-construction-of-an-air-traffic-control-tower-at-the-aurora-state-airport-near-wilsonville-most-people/>

**DJC**  
THE DAILY JOURNAL  
OF COMMERCE

A lottery-backed project to improve safety at a small airport in Aurora would seemingly fly under the radar, but it's drawing fire from critics instead.

The Oregon Department of Aviation earlier this year was [*sic*; has not occurred as of date of publication] allotted \$2.7 million of state money for construction of an air traffic control tower at the Aurora State Airport near Wilsonville. Most people agree that Oregon's third busiest airport needs the tower, but officials with surrounding municipalities and land-use advocates are taking issue with what they say is a lack of planning for the project.

They say such neglected foresight could cost taxpayers millions of dollars in the future.

"Our objection is that the funding cart is being placed ahead of the master planning horse," said

**Mia Nelson**, Willamette Valley representative of land-use advocacy group **1000 Friends of Oregon**.

An update of the airport's master plan was due this year, but a lack of money has delayed it until 2011, according to **Ted Millar**, a member of the airport master plan advisory committee.

In the meantime, the airport submitted a proposal for the tower project to qualify for a share of \$100 million of ConnectOregon money being made available to non-highway transportation projects, Millar said.

Officials with Clackamas County and the city of Wilsonville understand that it was important for the airport to secure available money for the tower project. But they also say the project's potential impacts are too great for it to move forward without proper planning.

"Simply stated, the aviation department's application for funding of the control tower is premature," said **Mark Ottenad**, government affairs director for the city of Wilsonville. "That is, steps and processes that should have taken place prior to the application for funding ... have not occurred."

A master-plan update won't necessarily be enough, he said. Wilsonville and Clackamas County, which both border the airport, say they should be involved in the planning process. An intergovernmental agreement includes the state aviation board, the city of Aurora and Marion County. But despite numerous attempts to be included, Clackamas County and Wilsonville have been left out of the discussion, Ottenad said.

The airport is located within Marion County and Aurora; however, both Clackamas County and Wilsonville are within the airport's impact zone, a Federal Aviation Administration sanctioned 1,400-foot [*sic*; should be 14,000-foot] radius on the edge of the runway.

"The map clearly leaves out Clackamas County, even though it falls into the impact zone," Nelson said. "They're saying the impact ends at the county line, and that is just not true."



Ted Millar, member of the advisory committee leading the Aurora State Airport master plan efforts and owner of Southend Airpark at the airport, stands in front of one of his planes at a hangar on the airport. The state-run airport recently received a \$2.7 million lottery-backed grant to build a control tower at the airport, Oregon's third busiest. (Photo by Dan Carter/DJC)

Wilsonville also is concerned about the proposed tower leading to increased road congestion. The airport is expected to be able to handle more commercial flights if the tower were built, and passengers on those flights could contribute to congestion that already exists on Interstate 5, the closest major roadway.

“ODOT (Oregon Department of Transportation) has already noted that Boone Bridge on Interstate 5 is currently at capacity,” Ottenad said. “That bridge already has as much traffic as the Columbia River Crossing, and carries 33 percent more freight.

“It cannot handle the traffic that would come from the increased use of the Aurora airport.”

According to a recent ODOT study, the cost to widen I-5 south of the Willamette River would be more than \$500 million, Ottenad said.

Millar believes the control tower is paramount to the airport’s future. He also said that opponents’ concerns are overblown.

“They think it will bring a lot more growth, but it really won’t,” Millar said. “Having the tower will redirect smaller planes to other small airports, while bigger airplanes, like corporate jets, will use the Aurora Airport.”

The airport is home to 475 planes, mostly small ones owned by recreational, noncommercial pilots, he said.

The increase of corporate jets also will significantly decrease the amount of neighborhood noise, he said.

“A private pilot will circle the runway 10 times just to practice, whereas corporate jets just land and take off,” he said. “The tower will really help with noise complaints.”

Ottenad, however, questioned the motives of the Oregon Department of Aviation and Marion County.

“The department of aviation derives revenues from the fuel, and they are planning on implementing new takeoff and landing fees at the airport,” he said. “Getting this tower will make them more money.

“Marion County could also derive increased property tax revenues from changing the land use surrounding the airport from exclusive farm use to industrial. Once this tower is in place, the airport will be able to accommodate more businesses, rather than the recreational pilots that use the airport now.”

But Marion County has a different perspective.

“This is all about safety,” said Patti Milne, a Marion County commissioner. “There are only a couple of developable private lots around the airport, anyways.

“It’s inflating reality to think this tower is going to turn the airport into ‘PDX II.’ ”

Ottenad added that the Oregon Department of Aviation accepted the state money despite not having an estimate of what the control tower will cost.

“This process is an example of how poor planning can affect more than just a single area,” he said. “This control tower is going to urbanize this airport, and the costs for surrounding infrastructure associated with urbanizing it are not being taken into account.”

ConnectOregon III funding is slated to be officially approved by the Oregon Transportation Commission on Wednesday. The Oregon Department of Aviation will then know exactly how much money it has available for the project. Construction of the tower is expected to start next year.

The Oregon Department of Aviation failed to return multiple phone calls by deadline.

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## FAA criticizes Clem's oversight of Aurora airport

By Alan Gustafson

Statesman Journal



Thomas Patterson | Statesman Journal file  
The FAA called financial management of the Aurora State Airport "deficient at best."

August 25, 2010

Federal regulators say an aircraft parking lease awarded by former state aviation director Dan Clem violated federal policies by benefiting a businessman at the expense of the Aurora State Airport.

The Federal Aviation Administration also says that state financial management of the busy airport is "deficient at best."

The feds recently gave the state 30 days to submit a plan of correction, action required to continue the flow of \$150,000 per year in federal funding for the airport.

Federal scrutiny of leasing practices at the state-owned airport in north Marion County focused on a 2008 lease Clem awarded to TLM Holdings and its managing member, Ted Millar.

The 25-year lease, plus a possible five-year extension, granted TLM aircraft parking space totaling 31,359 square feet. It called for TLM to make an in-kind payment of \$78,000, consisting of paving work.

The deal was signed by Clem and Millar on Aug. 8, 2008.

FAA regulators determined that the lease violated a federal policy that requires airport rates and charges to be set in a way that is transparent, reasonable and fair, according to an Aug. 6 letter sent to the state by Dave Roberts, a civil engineer and project manager for the agency's Northwest Mountain Region in Renton, Wash.

"ODA in its response was unable to provide any documentation on how the \$78,000 in-kind payment was determined or calculated relative to the land value," it says. "It appears that ODA does not have a transparent, reasonable, consistent methodology for setting rates and is therefore acting contrary to the Rates and Charges Policy."

Aviation regulators also determined that the paving work benefited the businessman but not the airport, violating the FAA's Revenue Use Policy.

"ODA stated that the leased property was to be exclusively used by TLM," Roberts stated in the letter. "Therefore, at the end of the lease term there is no value received by the airport for the use of the property."

"If TLM had provided investment in other airport property that is open to all users and not just TLM, that investment could be credited as in-kind services ... absent any payment for the leased property, the payment of \$78,000 for paving the leased property appears contrary to FAA's Revenue Use Policy."

The Statesman Journal obtained the FAA letter through a public records request filed with the Oregon Department of Aviation.

#### **Clem defends lease**

Contacted Tuesday, Clem said he disagreed with the federal findings. As he has done in the past, Clem defended his awarding of the lease to TLM.

"It was to the benefit of the airport, not to any one person," he said. "If you visit the airport today, you'll see that the space is being used. It was needed."

Aurora State Airport is one of 28 state-owned airports overseen by the aviation department. Located near Interstate 5 about midway between Salem and Portland, it ranks as the third busiest airport in the state (behind Portland International and Hillsboro airports).

Clem said TLM's paving work will provide long-term benefits for the airport.

"That airport is scheduled for an air control tower and potentially even more traffic," he said. "I would argue that at the end of the lease, they have more tarmac and space for aircraft to move around in, off of the runway and taxiways."

Questions about the lease Clem awarded to Millar were first raised by a former state airports manager, William Pruitt, who claimed he was wrongly fired by Clem, in part because he objected to the lease.

Clem chose Pruitt to be second-in-command at the aviation department in June 2008. He fired him about three months later after they locked horns about the disputed lease and other issues.

Pruitt sued the state and the aviation department in August 2009, claiming that he was wrongly fired by Clem after he blew the whistle.

A \$650,000 state settlement of the suit emerged Oct. 19 — the same day Clem stepped down as aviation chief, citing his desire to consider a possible run for political office beyond his seat on the Salem City Council.

The state settlement with Pruitt collapsed after officials discovered that he had filed for bankruptcy shortly before the deal was struck.

Pruitt had no legal authority to accept the settlement after filing for bankruptcy, according to state officials and the bankruptcy trustee.

A new settlement of Pruitt's whistleblower claims now is pending but it is being challenged by Pruitt.

The tentative settlement calls for the state to pay \$300,000 to the bankruptcy estate as a full settlement of Pruitt's whistleblowing claims, said Tony Green, spokesman for the Oregon Attorney General's Office.

If the settlement receives court approval, the money would be the subject of creditor claims

against Pruitt, Green said.

Pruitt's objections to the proposed settlement are scheduled to be heard by a federal bankruptcy court judge on Aug. 31.

#### **Feds criticize state oversight**

The FAA criticized the Oregon aviation department's overall fiscal management of the Aurora airport, following a review of leases, lease applications and other documents, according to Roberts' letter.

"It is clear from this information that ODA's control of the airport finances and leasing practices are deficient at best," he wrote.

To continue receiving federal funding for the airport, state aviation officials must provide the FAA with an action plan to correct deficiencies cited by the federal review, Roberts said.

Among the specific changes sought by federal regulators:

- Lease rates at the Aurora airport should be corrected and reflect a transparent and reasonable methodology.
- The lease application process needs to be revamped.
- State aviation officials need to provide the FAA with a full accounting of airport revenues and expenses.
- The state needs to prepare a strategy to make the airport as self-sufficient as possible.

The FAA set a 30-day deadline for the state to turn in a plan of correction, with the clock starting on Aug. 6.

Doug Hedlund, interim head of the ODA since February, said Tuesday that the agency will meet the federal deadline.

"We will have something submitted, but it's not ready at this time," he said.

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# FAA investigates Clem's airport lease deal

## Former aviation director decries state's 'sham' inquiry

November 6, 2009

<http://www.statesmanjournal.com/apps/pbcs.dll/article?AID=2009911060335>

By Alan Gustafson  
Statesman Journal

The Federal Aviation Administration is launching its own review of the controversial lease that former aviation director Dan Clem awarded to a developer at the Aurora State Airport.

The inquiry centers on whether the lease complied with federal grant conditions for airports that receive FAA funding for improvements, said Dave Roberts, the project manager for the Northwest Mountain Region of the FAA in Renton, Wash.

Roberts said Thursday that it would take about two months to complete the review.

The FAA inquiry comes on the heels of Clem's Oct. 19 resignation as state aviation director.

It unfolds as Clem is firing back at state officials who have asserted that the Aurora lease deal violated state rules.

In a Wednesday interview, Clem defended his handling of the lease and said the state's critique of it was flawed.

Clem also blasted the Oregon Department of Justice, saying that it conducted "a sham" investigation before the state reached an out-of-court settlement to a lawsuit filed by a former aviation employee who alleged that Clem wrongly fired him.

Clem chose William Robert Pruitt to be second-in-command at the aviation department in June 2008. He fired him about three months later after they clashed about the Aurora airport lease and other issues.

Pruitt sued the state and the aviation department in August, asking for \$500,000 in compensatory damages, plus lost wages.

According to the suit, Pruitt told Clem that the lease was below fair market value and that Pruitt "could not be a party to it."

A \$650,000 settlement emerged Oct. 19 — the same day Clem stepped down as aviation chief, citing his desire to consider a possible run for political office beyond his current seat on the Salem City Council.

The settlement now is in legal limbo. Last week, the state stopped payment after the Justice Department learned that Pruitt — out of work for more than a year — filed for bankruptcy Sept. 30.

By law, Pruitt had no legal authority to accept the financial settlement once he filed for bankruptcy protection, attorneys said.

A bankruptcy estate trustee now is asking the state to redo the \$650,000 settlement. If that happens, the payment would become incorporated into Pruitt's bankruptcy case and listed as a financial asset.

## Dispute about land value

Meanwhile, Clem went on the offensive this week, strongly criticizing the state's initial decision to settle with Pruitt. He described it as a "cut-and-run" strategy and the "easy way out."

"I essentially believe they weren't doing their job," he said. "It's easier to settle than to do the (investigative) work."

Tony Green, a spokesman for the Department of Justice, responded to Clem's criticism in an e-mail to the Statesman Journal: "The Department of Justice conducted a thorough investigation. There is no basis for asserting otherwise."

Clem continues to stand behind the lease deal that put him at odds with Pruitt and, ultimately, the state.

At issue is a 2008 lease Clem awarded to TLM Holdings and its managing member, Ted Millar, for aircraft parking at the Aurora airport.

Millar is a developer, a pilot and an entrepreneur who operates an airpark at the Aurora airport, which is near Interstate 5 about midway between Salem and Portland.

The 25-year lease, plus a possible five-year extension, granted Southend Airpark parking space totaling 31,359 square feet.

It called for TLM Holdings to make an in-kind payment of \$78,000, consisting of paving work.

Lonn Hoklin, a spokesman for the state Department of Administrative Services, said the actual lease rate came to about 9 cents per square foot per year, well below the 25 cents per foot rate recommended by an independent appraiser.

In addition, he said, there was no written application for the lease.

Summing up the state's rationale for settling Pruitt's suit, Hoklin said in a recent interview: "The allegations were determined to be essentially verifiable, and the state felt that it was in its best interest at that point to go ahead and settle."

Clem described Hoklin's analysis of the lease deal as "incomplete and inaccurate." Among Clem's assertions:

-The lease application for the aircraft parking space sought by TLM Holdings was handled informally, primarily through e-mail exchanges between TLM officials and state aviation officials, including Clem.

Clem said "it didn't make sense to be bureaucratic and awkward" about the application process.

-In-kind payments for land leases are common practice at the Aurora airport and other state-managed airports.

-Contrary to Hoklin's assertion, the lease rate for TLM Holdings wasn't out of line with recommendations made by the independent appraiser.

Clem said the appraiser's report specified that the fair market value rate — 25 cents per square foot, per year — applied to useable airport land. But the appraiser also reported that rates for airport land deemed surplus, or not fit for development, could be determined on "a case-by-case basis."

That's an important distinction, Clem said, because the land leased to TLM Holdings for aircraft parking "was never used or would ever be useable for airport benefit or expansion" because it's adjacent to a newly constructed taxiway.

Applying the case-by-case criteria for surplus land, Clem said the annual rate of 9 cents per square foot was appropriate and prudent.

## **Federal funding at issue**

The FAA's review of the lease will determine whether it violated grant assurances attached to federal funding for airport improvements, Roberts said Thursday.

"Our methods and what we're looking for are not the same as the state of Oregon," he said. "We're not necessarily going to end up with the same decision as them."

Since 1977, the Aurora airport has received more than \$10 million in federal funding for projects, such as runway paving, beacon towers, lights and, most recently, the new taxiway.

Federal grant assurances, in part, require that lease rates be equitable, reasonable and fair for comparable properties at a given airport. In keeping with that, Roberts said he intends to compare other ground leases at the Aurora airport to the one awarded to TLM Holdings.

Fair market value won't be a factor in his review, Roberts said.

"Many times, aviation leases are below fair market value, but they have to be fair with the other people in the airport," he said. "That's what we're looking at."

Even if violations of federal grant provisions are found, the FAA won't take hard-nosed action, Roberts said.

"We have no authority to throw anybody in jail or anything like that," he said. "If it is found to be a violation, we will work with them to rectify the violation and make sure that they don't do it again."

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# Betsy's Flight Connections

Who else would benefit by a senator's already-controversial airport bill.

**[By NIGEL JAQUISS](#) | Willamette Week**

Published June 5, 2007; Updated January 24, 2017

<https://www.wweek.com/portland/article-7110-betsys-flight-connections.html>

The airport bill that has put state Sen. Betsy Johnson under the microscope has benefits for major players far beyond the powerful Scappoose Democrat's district (see "Heavens to Betsy," *WW*, May 30, 2007).

When Johnson introduced Senate Bill 807 this session, she created the opportunity for the Scappoose Airport and her husband's adjoining business to benefit. But her bill also created a potential trifecta for property owners near Aurora State Airport, just 20 miles south of Portland, off I-5.

Landowners in the area are already trying to get their properties rezoned "industrial" and placed inside Portland's urban growth boundary. Both designations would increase property values sharply and pave the way for a distribution center that could take advantage of proximity to I-5, I-205 and the Aurora airport.

Johnson's bill to create new taxing districts around rural airports would be icing on the cake. If passed, SB 807 would draw a circle with a 10-mile radius around rural airports such as Aurora's and dedicate half the new tax revenues generated in that circle to infrastructure.

"They want to develop everything on both sides of I-5 south of the Willamette," says Wilsonville mayor Charlotte Lehan, who opposes the bill.

The "they" Leehan refers to include former Budweiser distributor Chris Maletis, who owns Langdon Farms Golf Course, and Ted Millar, a developer with extensive holdings adjacent to the Aurora airport. Both men are pursuing legislation that would accelerate the prospects of industrial development.

This legislative session, Maletis lobbyist Hasina Squires has proposed at least two amendments that would facilitate Langdon Farms being rezoned as "industrial land." So far, Squires says, those efforts have failed. But she says Maletis, who's acquired hundreds of acres between Langdon Farms and the Aurora airport, will continue to push.

Meanwhile, Millar, who made his fortune in construction before turning his focus to aviation, is the prime mover behind the Oregon Aviation Association, on whose behalf Johnson introduced SB 807.

The Aurora airport's runway has been strengthened to accommodate jets, and a proposed control tower could follow. Such improvements have led to speculation that Aurora's future includes far more jets and possibly an air cargo business that would dovetail with the distribution hub that Maletis envisions at Langdon Farms.

"There's a lot of potential for growth," says Jim Hansen of Positive Aurora Airport Management, a group of which Millar is a member.

Lehan says SB 807's proposed creation of a new taxing district to facilitate such development would primarily benefit private interests at public expense. The airport

taxing districts would also deviate from typical taxing districts in that private citizens, rather than elected officials, would decide how the tax dollars would be spent.

"This bill is supposed to benefit rural airports," Lehan says. "Aurora isn't a rural airport. Many of the fastest-growing cities in Oregon are within 10 miles of Aurora, which is only half-an-hour from Portland."

Johnson says she's talked to Millar, whom she's "known forever," regularly about promoting the development of the Aurora airport. She hasn't been involved in discussions about Langdon Farms. And Johnson dismisses any notion that she's using SB 807 to curry favor with powerful property interests ahead of a possible run for statewide office such as governor or secretary of state.

"That's just fantasy," she says.

## Flying across the ethical line

**Sen. Betsy Johnson failed to disclose her airport land deal while pushing a bill to create special access to rural airports**

Friday, June 01, 2007

**The Oregonian**

An experienced pilot and veteran lawmaker like Sen. Betsy Johnson ought to know her way around aviation security and Oregon's public disclosure laws for elected officials.

But Johnson seems to have blundered in both areas.

The Oregonian's Brent Walth and Harry Esteve reported Thursday that in late 2004 Johnson purchased, and then sold at a hefty profit three months later, 36 acres of farmland in her hometown of Scappoose next to the local airport. Before the land deal even closed, Johnson introduced a bill in the Legislature to promote special airport access for adjacent private landowners.

Johnson revealed nothing about the deal on disclosure forms required of legislators.

When reporters questioned Johnson about the deal this week, the four-term legislator admitted, "I made a mistake," and after the interview was finished, reported the deal to the Oregon Government Standards and Practices Commission.

Better late than never. But this is a serious ethical lapse by one of the Legislature's most respected lawmakers. Johnson has spent two terms in the House, is midway through her second term in the Senate and was one of two legislators to serve on a 2006 commission charged with proposing new ethical guidelines for the Legislature. Her name comes up in every discussion about likely candidates for governor and other high office.

This isn't a matter of ignorance or inexperience.

Here's what Johnson failed to disclose: In October 2004, Johnson and her husband, John Helm, purchased 36 acres of farmland next to the Scappoose airport for \$635,000. In January 2005, the couple sold the land to a developer, Ed Freeman, for \$754,950. That's a \$119,525 profit in three months.

In February 2005, Johnson introduced Senate Bill 680, which sought to require the state Department of Aviation to promote "through the fence" access at Scappoose and five other rural airports. Such access allows neighboring landowners to move airplanes through the security fence at the airport at will -- and enhances the value of land adjacent to rural airports.

Johnson and other supporters of the bill insist that it was meant to encourage economic development around rural airports. Johnson's bill was amended to make special access voluntary, and the bill identified only the Aurora airport and two rural airports to be named later. Scappoose was later chosen as one of those airports. When the bill came to the Senate floor, Johnson declared a conflict of interest, and voted for it, as Oregon law allows.

All this demands a full investigation by the ethics commission. There may be nothing more here than a failure to properly disclose the land transaction. Johnson insists that Freeman, the developer who purchased her property, would have gained special access to the Scappoose airport with or without her bill.

But such open access is controversial in aviation circles. The Federal Aviation Administration contends that special access raises serious security concerns. Ann Crook, director of the Klamath Falls Airport, said granting special access to public airports is "bad policy."

Johnson served as Oregon's aviation director in the late 1990s, and she's been a pilot for years. She's also one of the most capable lawmakers in Salem.

In this case, though, her sense of navigation failed her.

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# 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)

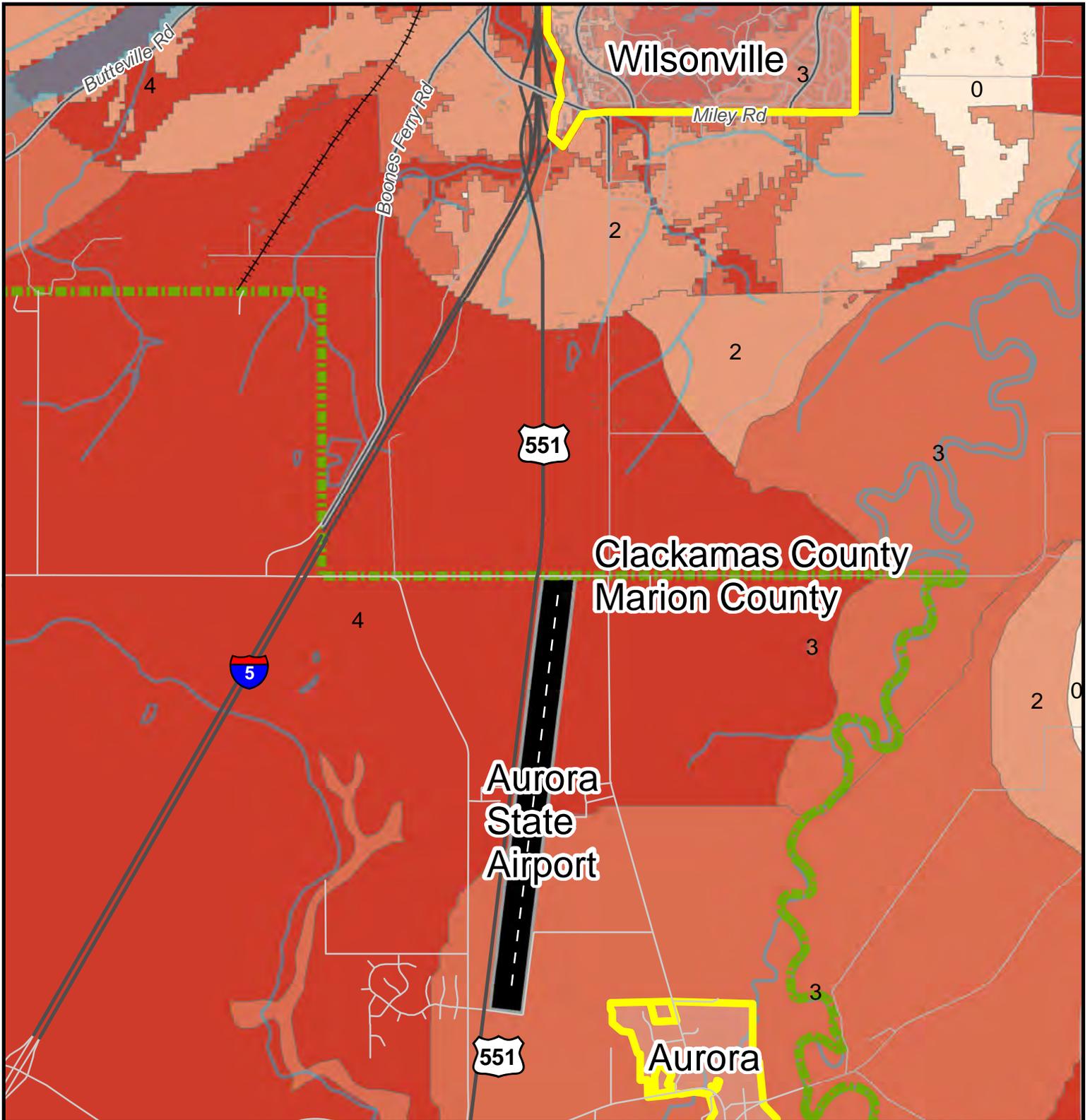
The Portland International Airport (PDX) is one of Oregon’s vital transportation network links. As the state’s major airport, PDX will play a key role in re-establishing our economy by facilitating the movement of people, goods, and services after a major statewide emergency event. Other airports in 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**

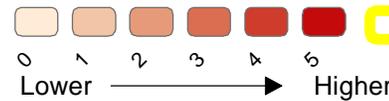
<i>TARGETS TO ACHIEVE DIFFERENT LEVELS OF RECOVERY:</i>										
<b>Minimal:</b> (A minimum level of service is restored, primarily for the use of emergency responders, repair crews, and vehicles transporting food and other critical supplies.)										<b>R</b>
<b>Functional:</b> (Although service is 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.)										<b>Y</b>
<b>Operational:</b> (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.)										<b>G</b>
ESTIMATED TIME FOR RECOVERY TO <b>60%</b> OPERATIONAL GIVEN CURRENT CONDITIONS:										<b>S</b>
ESTIMATED TIME FOR RECOVERY TO <b>90%</b> OPERATIONAL GIVEN CURRENT CONDITIONS:										<b>X</b>
Comparison of Target States and Estimated Time for Recovery										
<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>
<b>Central Oregon Zone</b>										
<b>► OREGON STATE HIGHWAY SYSTEM</b>										
<b>State Highway System - Tier 1 SLR <sup>1)</sup></b>										
Roadways			R	Y	G			S	X	
Bridges			R	Y	G		X			
Landslides			R	Y	G			S	X	
<b>State Highway System - Tier 2 SLR</b>										
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>										
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>										
Roadways					R		Y	G	S	X
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
<b>► AIRPORTS &amp; AIR TRANSPORTATION</b>										
<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					
<b>► OREGON RAIL TRANSPORTATION</b>										
<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 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 Filed		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**



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**

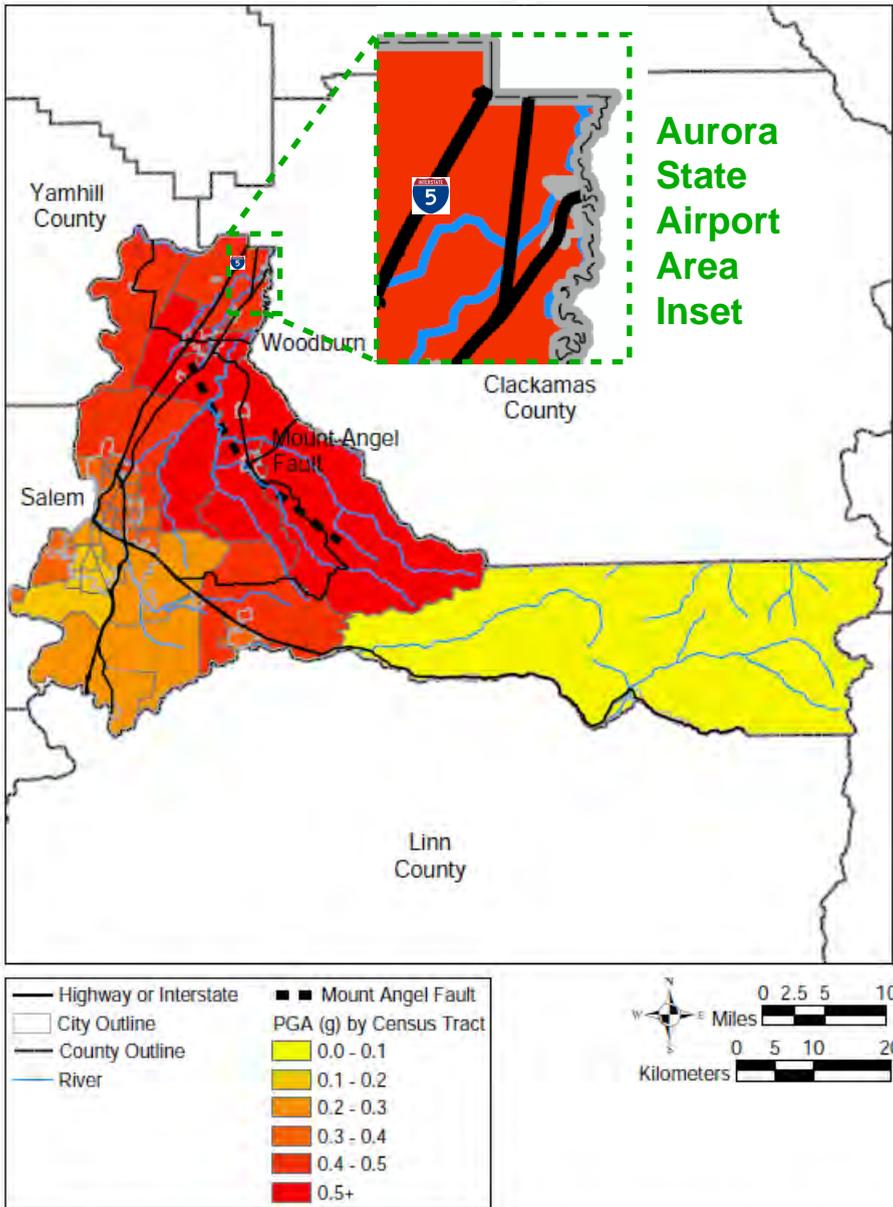
## CRUSTAL EARTHQUAKE SCENARIO DETAILS FOR MARION COUNTY

**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

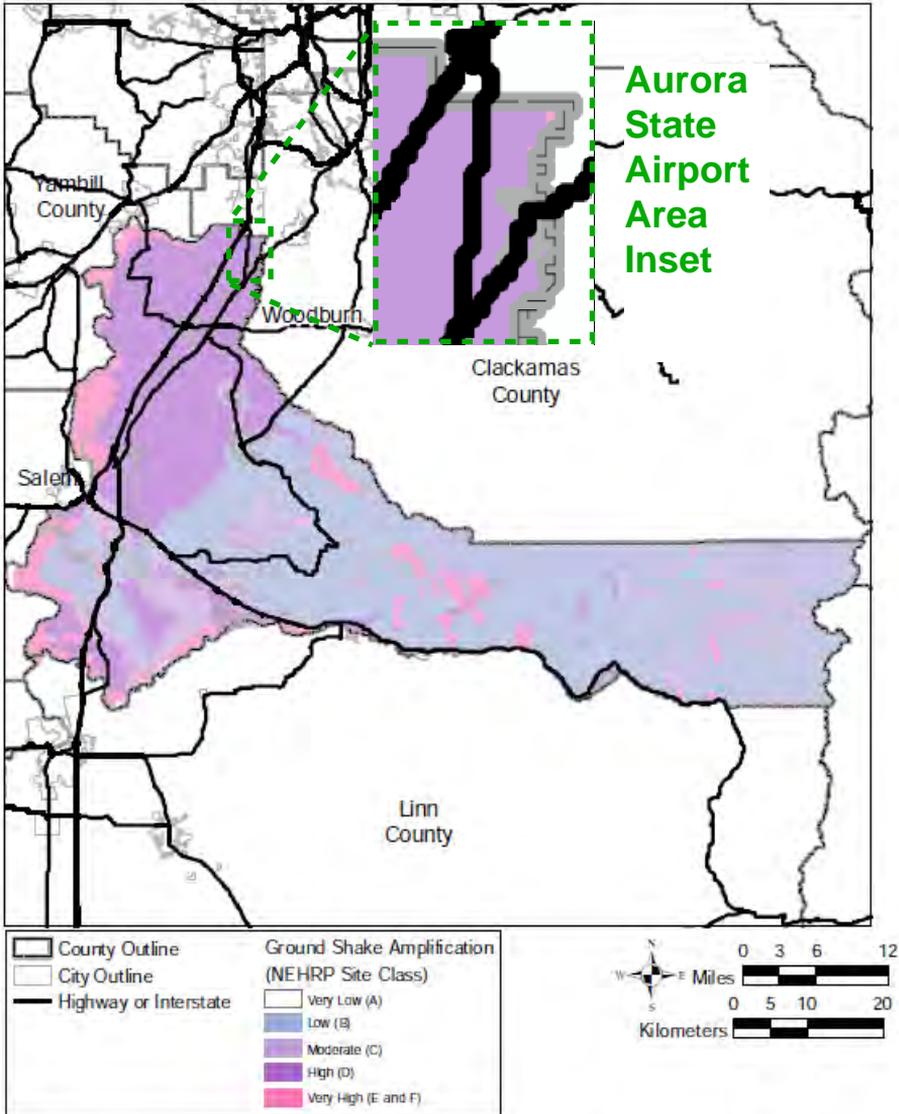
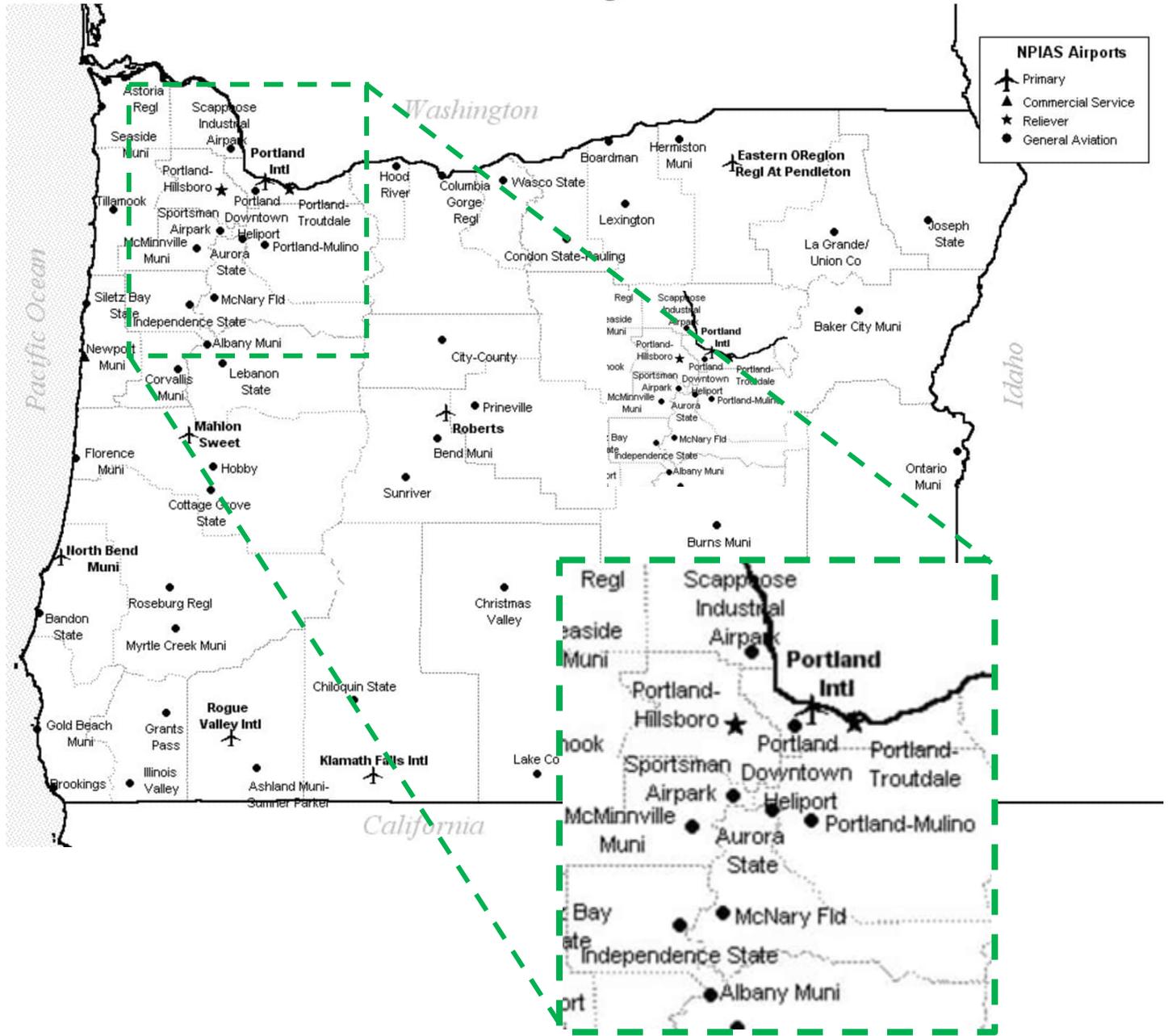


Figure E5. Relative ground-shaking amplification susceptibility map for Marion County, Oregon.

# FAA National Plan of Integrated Airport Systems (NPIAS)

## Oregon Airport Map - Oregon Airports

### Oregon





Oregon  
Department  
of Agriculture



Department of Land Conservation and Development

Joint State Agencies Letter to the Metro Reserves Steering Committee; ODOT Assessment of Transportation Infrastructure to Accommodate Additional Traffic and Relative Cost to Improve

April 6, 2009

Metro Reserves Steering Committee  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Fellow Reserves Steering Committee Members:

On behalf of the Oregon Departments of Agriculture, Forestry, Transportation, Economic and Community Development, Fish and Wildlife, and Land Conservation and Development we are submitting the following preliminary comments on the counties' initial identification of candidate urban and rural reserve areas. As you know, the state agencies have been meeting regularly for the past several months to coordinate our work on this important effort. The other state agencies participating in the Steering Committee may have verbal comments on the candidate areas, and not all agencies have had time to prepare written remarks.

The agencies also have met with each county to review the county's work on candidate areas. We appreciate the time and effort of county staff in working with us to provide information about how preliminary decisions are being made. We look forward to continuing to work with each county, and with Metro staff and the Core 4 as this process progresses.

General Comments

Metro and the counties generally have not excluded lands as candidate urban or rural reserves at this point in the process if there is a significant likelihood that the lands may be suitable for either category. As a result, there do not appear to be any major issues with the preliminary decisions on candidate areas. At the same time, however, the inclusiveness of this first round will put significant time pressure on the reserves process as it moves forward to the next stages.

Metro has just released an executive summary of its fifty-year range forecast for population and employment for the seven-county statistical area. It also has just released its preliminary urban growth report for residential lands, and expects to soon release a preliminary report on employment lands. OAR 660-027-0040 requires Metro to specify the number of years that urban reserves provide a land supply for, based on the land supply necessary for urban population and employment growth in the Metro area. To get to a final decision, therefore, Metro will need to analyze the housing and employment land needs that result from its projections. It also will need to analyze the extent to which these needs will be met within the Metro urban growth boundary by redevelopment and infill (as well as what proportion of growth will occur outside of the Metro area). At this point in time, it is not clear how these decisions will be made in the reserves process (as opposed to the process for the urban growth report). The next round of decisions regarding how much land to designate as urban reserves will need to include this aspect of planning for the region's future.

### Transportation

The Oregon Department of Transportation (ODOT) has some suggestions for evaluating the candidate urban reserve areas for compliance with urban reserve factors (3) and (4). ODOT has applied the proposed method to do an initial draft assessment of the capability of state highways to accommodate additional urban growth, and has assessed the relative cost of overcoming existing deficiencies in the state highway system and of bringing rural highways up to urban standards.

Ideally, Metro would do transportation modeling to analyze the performance of existing state highways and county and city transportation facilities, both within the existing UGB and outside the UGB in the urban reserve study areas, assuming urban-level development in the reserve study areas. Metro has indicated they will not be doing any transportation modeling for the reserves exercise. Metro and the reserves transportation working group have already performed an analysis of the feasibility and relative cost of developing a complete urban transportation system in the various candidate urban reserve areas, but this analysis did not consider the capacity of existing rural facilities, nor the impact of additional growth on facilities within the current UGB.

To substitute for transportation modeling, ODOT is proposing a simplified method to first identify which facilities, both outside and inside the current UGB, are already experiencing and/or are forecast to experience capacity, safety, and/or geometric problems without any additional growth. Second, ODOT would identify order of magnitude relative costs and feasibility of overcoming those existing problems. Presumably, if a transportation facility is already forecast to have capacity deficiencies, then plan amendments allowing additional urban growth relying on that facility would not be able to meet the Oregon Highway Plan mobility standards without significant mitigation and thus cost.

The assumption should be that transportation needs will be met in a manner consistent with RTP Policy. That means that deficiencies would not necessarily be met by widening existing state highways, but rather by developing a complete local and regional multi-modal circulation system in accordance with the RTP Regional Streets and Throughways System Concept, Regional Transit System Concept, Regional Freight System Concept, Regional Bicycle and Pedestrian System Concept, and Regional System Design Concept.

Specifically, that means all major arterials (state and local) should be assumed to be four lanes plus turn lanes, and should be upgraded to include regional transit, sidewalks, and bikelanes. The arterial and local street network should meet the RTP connectivity or spacing standards. All freeways should be improved to six lanes. Moreover, any existing expressway designations would be extended into the new urban reserve areas, and all expressways should be improved with grade-separated interchanges.

The table attached as Appendix A shows ODOT's initial assessment. It is organized by highway since there was no way to organize it by urban reserve study area. Cost estimates are based on ODOT engineers' judgment, but could be refined based on the unit cost approach Metro used for the initial transportation suitability analysis.

→ The analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are I-205, especially the segment from I-5 to the Sunrise/Or 212/OR 224, and I-5, especially the segment from Or 217 to south of the Willamette River. US 26 West is constrained by severe congestion at the tunnel and the limited opportunities and huge costs to improve that segment, in addition to the costs of likely needed highway widening and reconstruction of a number of interchanges and overpasses. TV highway is already at 5 lanes, access management has proven to be difficult to implement, and opportunities to build a local network to reduce reliance on the highway are limited due to the presence of the railroad in close proximity. OR 213 and OR 212 are both forecast to fail to meet mobility standards even when widened to 5-lanes, and topography and the presence of natural resources limit opportunities to build a complete local transportation network. US 26 West has some potential to accommodate additional growth. However, areas around US 26 were not identified as either Urban or Rural Reserve Study Areas. ODOT recommends that they be included as both Urban and Rural Reserve study areas to allow for further analysis. ←

It is critical that the cost and feasibility of bringing state highways up to urban standards be considered as one factor in the urban reserves suitability analysis. It is well known from the development of the Federal RTP that ODOT does not have sufficient funds to maintain mobility and design standards on state highways within the current UGB. Therefore, once urban reserves are designated, it is critical that as part of concept planning, funding strategies are identified to pay for those needed improvements.

ODOT welcomes an opportunity to work with Metro and with each of the counties to review and refine this assessment, and to identify next steps.

29	from SW 209 <sup>th</sup> to SW 229 <sup>th</sup> , south of Hillsboro	Yes; Large area but small section of Hwy	<b>Low</b> 2005 and 2035 FC RTP shows existing and future capacity deficiencies, but TV Hwy is already at 5 lanes and access management is difficult to implement. Need adequate storage distance at railroad crossings; there are constraints to widening or adding railroad crossings; may need to depress RR to grade-separate.	Low
29	from WCL of Hillsboro to WCL of Cornelius	Yes; Medium, but small section of Hwy	<b>Medium</b> . Constrained by railroad tracks on south side, and difficult to widen or add railroad crossings; see previous section.	Low
29	south of Pacific Avenue to Yamhill County Line	Yes, Small	<b>Medium</b> – Existing capacity problem at the Pacific/Quince intersection; access management has been difficult to implement.	Low
140	SCL of Hillsboro to Yamhill County Line	Yes; Large	<b>Medium</b> - Several safety projects on this highway to realign curves to improve roadway geometry, widen shoulders, and add left turn channelization have been constructed in recent years. A few more safety projects of a similar type are needed. 2035 FC RTP shows capacity deficiencies even without Urban Reserves.	Medium
142	from SW 170 <sup>th</sup> to SW 196 <sup>th</sup> /Marlin Dr	Yes; Large area but small section of Hwy	<b>Medium</b> . Existing capacity problems with 3 lane section; planned for 5 lane section but no funding has been identified.	Low
1W, 91	from SCL of Sherwood to Yamhill County Line	Yes; Small	<b>Low</b> – FC 2035 RTP identified capacity problems. Improvements identified in I-5/99W study and Newberg – Dundee project, if constructed, will affect performance. Tualatin-Sherwood Rd, Edy Rd and Sunset Blvd intersections need to be improved to address existing capacity constraints.	Low
1	inside UGB and from Wilsonville SCL to Marion County line	No  "Very Low" capacity for urban-level land-uses	<b>Very Low</b> - FC 2035 RTP identified severe capacity problems on I-5 within and south of existing UGB and at Wilsonville Interchanges. Congestion is especially high in the segment between I-217 and I-205. Widening of I-5 including Boones Bridge will be very expensive.	<b>Huge</b>  "Huge" Cost = over \$500 million
1E, 81	from Canemah to Canby	Yes, Small	<b>Medium</b> – Clackamas County Rural TSP identified geometric deficiencies. Presence of railroad and bluffs constrain ability to make improvements. Oregon City tunnel presents a pinchpoint. Capacity constraints in Canby due to railroad and existing development patterns.	Low

**Airports Inventoried by the DEQ, Emissions Estimates**  
**Aurora State Airport #3 in Oregon for DEQ Lead**

**2005 Airport Lead Emissions Estimates, TPY**

County	Airport	strEISname	tpy	EI_YEAR
Washington	Hillsboro Airport	LEAD	0.681	2005
Lane	Mahlon Sweet Field (Eug)	LEAD	0.236	2005
Marion	Aurora State Airport	LEAD	0.217	2005
Benton	Corvallis Municipal Airport	LEAD	0.203	2005
Yamhill	McMinnville Municipal Airport	LEAD	0.193	2005
Multnomah	Troutdale Airport	LEAD	0.189	2005
Columbia	Scappoose Industrial Airpark Airport	LEAD	0.188	2005
Jackson	Rogue Valley International-Medford	LEAD	0.164	2005
Deschutes	Roberts Field Airport, Redmond	LEAD	0.161	2005
Marion	McNary Field (Salem)	LEAD	0.129	2005
Clatsop	Astoria Regional Airport	LEAD	0.108	2005
Deschutes	Bend Municipal Airport	LEAD	0.108	2005
Jackson	Ashland Municipal-Sumner Parker Field Airport	LEAD	0.106	2005
Polk	Independence State Airport	LEAD	0.102	2005
Clackamas	Portland-Mulino Airport	LEAD	0.101	2005
Klamath	Klamath Falls International, Kingsley Field	LEAD	0.101	2005
Lane	Hobby Field Airport, Creswell	LEAD	0.101	2005
Multnomah	Portland International	LEAD	0.089	2005
Coos	North Bend Municipal Airport (Southwest OR Reg. AP)	LEAD	0.086	2005
Douglas	Roseburg Regional Airport	LEAD	0.076	2005
Josephine	Grants Pass Airport	LEAD	0.068	2005
Linn	Albany Municipal Airport	LEAD	0.065	2005
Umatilla	Eastern Regional Airport-Pendleton	LEAD	0.063	2005
Wasco	Columbia Gorge/The Dalles Airport	LEAD	0.063	2005
Washington	Starks Twin Oaks Airpark Airport, Hillsboro	LEAD	0.062	2005
Tillamook	Tillamook Airport	LEAD	0.051	2005
Lincoln	Newport Municipal Airport	LEAD	0.05	2005
Union	La Grande/Union County Airport	LEAD	0.05	2005
Deschutes	Sunriver Airport	LEAD	0.047	2005
Lane	Cottage Grove State Airport	LEAD	0.046	2005
Baker	Baker City Municipal Airport	LEAD	0.043	2005
Curry	Brookings State Airport	LEAD	0.043	2005
Malheur	Ontario Municipal Airport	LEAD	0.043	2005
Umatilla	Hermiston Municipal Airport	LEAD	0.043	2005
Hood River	Hood River Airport (Ken Jarnstedt AP)	LEAD	0.04	2005
Linn	Lebanon State Airport	LEAD	0.038	2005
Coos	Bandon State Airport	LEAD	0.032	2005
Yamhill	Sportsman Airpark Airport, Newberg	LEAD	0.032	2005
Clackamas	Sandy River Airport, Sandy	LEAD	0.031	2005
Yamhill	Chehalem Airpark Airport, Newberg	LEAD	0.031	2005
Jefferson	City-County Airport, Madras	LEAD	0.03	2005
Crook	Prineville Airport	LEAD	0.029	2005
Grant	Grant Co Regional/Ogilvie Field Airport, John Day	LEAD	0.026	2005
Josephine	Illinois Valley Airport, Cave Junction	LEAD	0.021	2005
Harney	Burns Municipal Airport	LEAD	0.019	2005
Clackamas	Lenhardt Airpark Airport, Hubbard	LEAD	0.017	2005
Lake	Lake County Airport, Lakeview	LEAD	0.017	2005
Curry	Gold Beach Municipal Airport	LEAD	0.016	2005

Lane	Florence Municipal Airport	LEAD	0.015	2005
Lincoln	Siletz Bay State Airport, Gleneden Beach	LEAD	0.014	2005
Multnomah	Portland Downtown Heliport	LEAD	0.013	2005
Wallowa	Enterprise Municipal Airport	LEAD	0.013	2005
Wallowa	Joseph State Airport	LEAD	0.013	2005
Morrow	Boardman Airport	LEAD	0.01	2005
Morrow	Lexington Airport	LEAD	0.01	2005
Gilliam	Condon State Pauling Field Airport	LEAD	0.009	2005
Clackamas	Valley View Airport, Estacada	LEAD	0.008	2005
Columbia	Vernonia Airfield Airport	LEAD	0.008	2005
Lane	Lake Woahink Seaplane Base, Florence	LEAD	0.008	2005
Clatsop	Seaside Municipal Airport	LEAD	0.007	2005
Klamath	Chiloquin State Airport	LEAD	0.007	2005
Sherman	Wasco State Airport	LEAD	0.007	2005
Tillamook	Pacific City State Airport	LEAD	0.007	2005
Douglas	Myrtle Creek Municipal Airport	LEAD	0.006	2005
Lake	Christmas Valley Airport	LEAD	0.006	2005
Tillamook	Nehalem Bay State Airport, Manzanita	LEAD	0.006	2005
Clackamas	Country Squire Airpark Airport, Sandy	LEAD	0.005	2005
Lane	Oakridge State Airport	LEAD	0.005	2005
Malheur	Mc Dermitt State Airport	LEAD	0.005	2005
Malheur	Miller Memorial Airpark Airport, Vale	LEAD	0.005	2005
Washington	Skyport Airport, Cornelius	LEAD	0.005	2005
Deschutes	Sisters Eagle Air Airport	LEAD	0.004	2005
Douglas	George Felt Airport, Roseburg	LEAD	0.004	2005
Douglas	Lakeside State Airport	LEAD	0.004	2005
Hood River	Cascade Locks State Airport	LEAD	0.004	2005
Gilliam	Arlington Municipal Airport	LEAD	0.003	2005
Jackson	Prospect State Airport	LEAD	0.003	2005
Lincoln	Toledo State Airport	LEAD	0.003	2005
Marion	Davis Airport, Gates	LEAD	0.003	2005
Curry	Cape Blanco State Airport, Denmark	LEAD	0.002	2005
Jackson	Pinehurst State Airport	LEAD	0.002	2005
Jefferson	Lake Billy Chinook State Airport, Culver	LEAD	0.002	2005
Klamath	Malin Airport	LEAD	0.002	2005
Lincoln	Wakonda Beach State Airport, Waldport	LEAD	0.002	2005
Malheur	Owyhee Reservoir State Airport	LEAD	0.002	2005
Wallowa	Memaloose Airport, Imnaha	LEAD	0.002	2005
Coos	Powers State Airport	LEAD	0.001	2005
Douglas	Toketee State Airport, Clearwater	LEAD	0.001	2005
Klamath	Crescent Lake State Airport	LEAD	0.001	2005
Lake	Paisley State Airport	LEAD	0.001	2005
Lane	Mc Kenzie Bridge State Airport	LEAD	0.001	2005
Grant	Monument Municipal Airport	LEAD	0	2005
Klamath	Beaver Marsh State Airport	LEAD	0	2005
Lake	Alkali Lake State Airport	LEAD	0	2005
Lake	Silver Lake F S Strip Airport	LEAD	0	2005
Lane	Siltcoos Lake Seaplane Base	LEAD	0	2005
Linn	Santiam Junction State Airport	LEAD	0	2005
Malheur	Rome State Airport	LEAD	0	2005

Airports Inventoried by the DEQ: Emissions Estimates

Table 1. 2005 Aircraft Activity, Estimates of lead emissions using the LTO-based method.

County	Airport (98)	Air Taxi (AT) <sup>1</sup>	General Aviation (GA) <sup>1</sup>	Piston - Engine LTO (2) <sup>2</sup>	Pb (Kg) (2) <sup>1</sup>	Pb(tons)
BAKER	Baker City Municipal Airport	1,767	5,988	5,583	39	0.043
BENTON	Corvallis Municipal Airport	3,084	33,548	26,375	185	0.203
CLACKAMAS	Country Squire Airpark Airport, Sandy	0	988	711	5	0.005
CLACKAMAS	Lenhardt Airpark Airport, Hubbard	0	2,990	2,153	15	0.017
CLACKAMAS	Sandy River Airport, Sandy	0	5,658	4,073	29	0.031
CLACKAMAS	Valley View Airport, Estacada	0	1,482	1,067	7	0.008
CLACKAMAS	<b>Port of Portland Mulino</b>	<b>0</b>	<b>18,298</b>	<b>13,175</b>	<b>92</b>	<b>0.101</b>
CLATSOP	Astoria Regional Airport	927	18,557	14,029	98	0.108
CLATSOP	Seaside Municipal Airport	195	1,019	874	6	0.007
COLUMBIA	Scappoose Industrial Airpark Airport	1,947	32,012	24,450	171	0.188
COLUMBIA	Vernonia Airfield Airport	0	1,482	1,067	7	0.008
COOS	Bandon State Airport	204	5,591	4,173	29	0.032
COOS	North Bend Municipal Airport (Southwest OR)	3,678	11,804	11,147	78	0.086
COOS	Powers State Airport	0	186	134	1	0.001
CROOK	Prineville Airport	153	5,013	3,719	26	0.029
CURRY	Brookings State Airport	570	7,179	5,580	39	0.043
CURRY	Cape Blanco State Airport, Denmark	24	309	240	2	0.002
CURRY	Gold Beach Municipal Airport	386	2,522	2,094	15	0.016
DESCHUTES	Bend Municipal Airport	0	19,443	13,999	98	0.108
DESCHUTES	Roberts Field Airport, Redmond	5,869	23,135	20,883	146	0.161
DESCHUTES	Sisters Eagle Air Airport	49	653	505	4	0.004
DESCHUTES	Sunriver Airport	718	7,806	6,137	43	0.047
DOUGLAS	George Felt Airport, Roseburg	0	754	543	4	0.004
DOUGLAS	Lakeside State Airport	53	709	548	4	0.004
DOUGLAS	Myrtle Creek Municipal Airport	0	1,142	822	6	0.006
DOUGLAS	Roseburg Regional Airport	685	13,094	9,921	69	0.076
DOUGLAS	Toketee State Airport, Clearwater	0	174	125	1	0.001
GILLIAM	Arlington Municipal Airport	36	499	385	3	0.003
GILLIAM	Condon State Pauling Field Airport	22	1,646	1,201	8	0.009
GRANT	Grant Co Regional/Ogilvie Field Airport, John	759	3,916	3,366	24	0.026
GRANT	Monument Municipal Airport	0	65	47	0	0.000
HARNEY	Burns Municipal Airport	602	2,899	2,521	18	0.019
HOOD RIVER	Cascade Locks State Airport	0	754	543	4	0.004
HOOD RIVER	Hood River Airport (Ken Jamstedt AP)	71	7,104	5,166	36	0.040
JACKSON	Ashland Municipal-Summer Parker Field Airp	7,775	11,329	13,754	96	0.106
JACKSON	Pinehurst State Airport	0	312	225	2	0.002
JACKSON	Prospect State Airport	96	496	426	3	0.003
JACKSON	Rogue Valley International-Medford	11,214	18,301	21,250	149	0.164
JEFFERSON	City-County Airport, Madras	318	5,004	3,831	27	0.030
JEFFERSON	Lake Billy Chinook State Airport, Culver	0	282	203	1	0.002
JOSEPHINE	Grants Pass Airport	200	12,110	8,863	62	0.068
JOSEPHINE	Illinois Valley Airport, Cave Junction	0	3,715	2,675	19	0.021
KLAMATH	Beaver Marsh State Airport	0	75	54	0	0.000
KLAMATH	Chiloquin State Airport	244	1,063	941	7	0.007
KLAMATH	Crescent Lake State Airport	0	150	108	1	0.001
KLAMATH	Klamath Falls International, Kingsley Field	2,071	16,140	13,112	92	0.101
KLAMATH	Malin Airport	0	348	251	2	0.002
LAKE	Alkali Lake State Airport	0	50	36	0	0.000
LAKE	Christmas Valley Airport	50	955	723	5	0.006
LAKE	Lake County Airport, Lakeview	598	2,441	2,188	15	0.017
LAKE	Paisley State Airport	50	101	108	1	0.001
LAKE	Silver Lake F S Strip Airport	3	25	20	0	0.000
LANE	Cottage Grove State Airport	251	8,118	6,026	42	0.046
LANE	Florence Municipal Airport	257	2,387	1,904	13	0.015
LANE	Hobby Field Airport, Creswell	375	17,856	13,127	92	0.101
LANE	Lake Woahink Seaplane Base, Florence	0	1,482	1,067	7	0.008
LANE	Mahlon Sweet Field (Eug)	11,488	31,021	30,606	214	0.236
LANE	Mc Kenzie Bridge State Airport	0	198	143	1	0.001
LANE	Oakridge State Airport	154	704	618	4	0.005
LANE	Siltcoos Lake Seaplane Base	0	50	36	0	0.000

LINCOLN	Newport Municipal Airport	738	8,301	6,508	46	0.050
LINCOLN	Siletz Bay State Airport, Gleneden Beach	104	2,355	1,770	12	0.014
LINCOLN	Toledo State Airport	0	572	412	3	0.003
LINCOLN	Wakonda Beach State Airport, Waldport	0	414	298	2	0.002
LINN	Albany Municipal Airport	340	11,463	8,497	59	0.065
LINN	Lebanon State Airport	197	6,663	4,939	35	0.038
LINN	Santiam Junction State Airport	0	50	36	0	0.000
MALHEUR	Mc Dermitt State Airport	98	893	714	5	0.005
MALHEUR	Miller Memorial Airpark Airport, Vale	0	988	711	5	0.005
MALHEUR	Ontario Municipal Airport	1,117	6,699	5,627	39	0.043
MALHEUR	Owyhee Reservoir State Airport	0	276	199	1	0.002
MALHEUR	Rome State Airport	0	50	36	0	0.000
<b>MARION</b>	<b>Aurora State Airport</b>	<b>3,855</b>	<b>35,287</b>	<b>28,182</b>	<b>197</b>	<b>0.217</b>
MARION	Davis Airport, Gates	50	448	359	3	0.003
MARION	McNary Field (Salem)	867	22,470	16,803	118	0.129
MORROW	Boardman Airport	23	1,810	1,319	9	0.010
MORROW	Lexington Airport	10	1,804	1,306	9	0.010
MULTNOMAH	Portland Downtown Heliport	1,002	1,329	1,679	12	0.013
<b>MULTNOMAH</b>	<b>Port of Portland Troutdale</b>	<b>1,782</b>	<b>34,219</b>	<b>25,921</b>	<b>181</b>	<b>0.200</b>
<b>MULTNOMAH</b>	<b>Port of Portland PDX</b>	<b>37,308</b>	<b>16,039</b>	<b>38,410</b>	<b>269</b>	<b>0.296</b>
POLK	Independence State Airport	635	17,698	13,200	92	0.102
SHERMAN	Wasco State Airport	24	1,226	900	6	0.007
TILLAMOOK	Nehalem Bay State Airport, Manzanita	11	1,107	805	6	0.006
TILLAMOOK	Pacific City State Airport	296	958	903	6	0.007
TILLAMOOK	Tillamook Airport	250	8,950	6,624	46	0.051
UMATILLA	Eastern Regional Airport-Pendleton	3,024	8,408	8,231	58	0.063
UMATILLA	Hermiston Municipal Airport	243	7,567	5,623	39	0.043
UNION	La Grande/Union County Airport	1,285	7,822	6,557	46	0.050
WALLOWA	Enterprise Municipal Airport	218	2,200	1,741	12	0.013
WALLOWA	Joseph State Airport	120	2,154	1,637	11	0.013
WALLOWA	Memaloose Airport, Imnaha	75	225	216	2	0.002
WASCO	Columbia Gorge/The Dalles Airport	903	10,438	8,166	57	0.063
WASHINGTON	Skyport Airport, Cornelius	0	988	711	5	0.005
WASHINGTON	Starks Twin Oaks Airpark Airport, Hillsboro	0	11,133	8,015	56	0.062
WASHINGTON	<b>Port of Portland Hillsboro</b>	<b>5,688</b>	<b>123,329</b>	<b>92,892</b>	<b>650</b>	<b>0.715</b>
YAMHILL	Chehalem Airpark Airport, Newberg	226	5,375	4,033	28	0.031
YAMHILL	McMinnville Municipal Airport	650	34,131	25,042	175	0.193
YAMHILL	Sportsman Airpark Airport, Newberg	50	5,808	4,217	30	0.032
						<b>4.950</b>

Notes:

- (1). Airports Inventoried by the DEQ, 2005 Activity Data in LTOs. Taken from:  
H:\2005NEI\_CERR\Nonroad\Aircraft\SupportData  
LTO data from averaged from BTS, ATADS, TAF, and AirNAV data
- (2). [http://www.epa.gov/ttn/chief/net/tsd\\_avgas\\_pb\\_inventory\\_2002.pdf](http://www.epa.gov/ttn/chief/net/tsd_avgas_pb_inventory_2002.pdf)  
EPA Document: Lead Emissions from the Use of Leaded Aviation Gasoline in the United States (Ref.676)  
Applying these parameters in the equation above yields the following equation: (Ref. 676, page 5 and 6)

# OREGON AVIATION BOARD MEETING VERBATIM EXCERPTS OF JULY 19, 2018

**DATE** July 19, 2018

**LOCATION** Oregon Manufacturing Innovation Center (OMIC)  
33701 Charles T Parker Way  
Scappoose, OR 97056

**DIAL IN** (888) 251-2909 - Access Code: 5634428 (please mute your phone)

**TIME** 9:00 AM to 1:00 PM

**URL** [https://www.oregon.gov/aviation/Pages/AVB\\_18\\_07\\_19.aspx](https://www.oregon.gov/aviation/Pages/AVB_18_07_19.aspx)

**PRESENTING AGENDA** - Board Chair, Martha Meeker

## Board Information & Action Items

### Airports & Operations Division Update

- Aurora State Airport Discussion – Maass, Meeker

## SPEAKERS

- **Sen. Betsy Johnson**, District 16 – Scappoose
- **Matthew Maass**, State Airports Manager, Oregon Department of Aviation
- **Martha Meeker**, Chair, Oregon Aviation Board; Interim Director, Oregon Department of Aviation
- **Ted Millar**, Developer/land-owner at Aurora Airport; Owner/Manager, Southend Air Park, Southend Corporate Airpark Condominium Owners Association; Proprietor, TLM Holdings LLC
- **Heather Peck**, Planning & Projects Manager, Oregon Department of Aviation

### Start 2:04:25

**Chair Martha Meeker** So, that's Pacific City; also, another busy airport that we have is Aurora. So, the latest on Aurora; we haven't heard about it for a while.

**Matthew Maass** Just, real quick, because I know we're running way behind schedule, our Constrained Operations Study is moving forward. We met with a lot of concerned parties with this, as far as getting the number of constrained operations when meeting in Aurora, I believe it was about three weeks ago, and so the process of collecting data is still moving forward. I believe I saw [inaudible 2:05:03] an email that came across that I think they are getting close to the end of that data collection and then we'll have a look at, you know, some initial reports/chapters of the study for review. I would expect that to probably be here in the next—

2:05:18

**Heather Peck**

—by the next Board meeting, you will have a draft of some of the preliminaries of the work that’s been done. Is that what you’re—?

**2:05:28**

**Sen. Betsy Johnson**

By what process is the data being collected for constrained operations? Who’s responsible for doing it, and what’s the process?

**Matthew Maass**

This is the contract that is with Century West Engineering, and so, they have the engineering contract for Aurora State Airport. There was a work order contract that was put together that was vetted through the FAA, and the FAA signed off on the process for collecting the constrained operations and so, we did not want to start this process unless it was something the FAA was going to accept and approve. Because, ultimately, they’re going to be the ones that are going to be footing the bill for any runway extensions, so, this work order contract—scope of work—has been vetted through the FAA, and they’ve signed off on it. And so, now we’re just going through the process and reaching out to the operators at Aurora State Airport to verify the equipment that is used in the airport on a regular basis.

**2:06:40**

**Sen. Betsy Johnson**

Follow up, Madam Chair? I heard you say that it was approved by the FAA; that was fine. I heard you say reaching out, and I don’t know what that means, and if you are reaching out to the current operators; finding out what their operations are, are you reaching out to potential operators who are not using Aurora because of limitations. I mean, if you’re just talking to “the family,” you may ignore the fact that the XYZ financial institution wants to fly in because they’re doing business in Wilsonville, but their corporate documents say they have to have—I’m making this up, obviously—7,000 feet. So, if you’re calling Ted and saying, “How often are you flying?” I think you’re missing data.



**2:07:26**

**Heather Peck**

But, we’re not. We’re actually—from the businesses that are out there, they are also providing—they’re supposed to be providing that data wherever they can. Ted’s [Millar’s] group is providing the data that is being left out; what he needs to—you were supposed to be working with the consultant to provide that. That’s the last—the last group meeting we had was with all of the businesses that were participating in the current operations that were out there, and what their restrictions are and if they had upcoming needs. That’s what’s supposed to be getting to the consultant.



**2:07:58**

**Sen. Betsy Johnson**

I’m sorry to beat this to death, but you still haven’t answered my question. You’re talking to “the family”.....

**Heather Peck**

Right.

**Sen. Betsy Johnson**

What I’m trying to figure out is when you go to Ted Millar, who knows more about that airport than anybody else around I would submit, and you say to him, “Has the XYZ bank called you and said, ‘with another 1,000 feet, we’d be in and out of there every other day.’” I don’t know how you’re getting that which is unknown to you now. Are you calling flight departments? Has somebody reached out to Nike and said, “Given the congestion at Hillsboro, would you go to Aurora if there was

another 2,500 feet? And, again, I'm just making these numbers up, but I don't know how you are soliciting the unknown.

2:08:42

**Heather Peck**

Unfortunately, we can't solicit the unknown for this study as it's paid for and acceptable—it's not paid for—but accepted in a strict statement of work by the FAA. We are—

**Sen. Betsy Johnson**

Then how do you answer the question, Heather Peck?

**Heather Peck**

You don't know what you don't know. I don't know if the consultant can actually go out there and try to find that data. They don't know what they are looking for without getting all of the information from all of the aircraft owners, operators, and sponsors, and everybody that's on that airport now.

2:09:09

**Sen. Betsy Johnson**

May I just tell you, anecdotally, we needed to discuss constrained operations at Scappoose. I must have made a hundred phone calls to flight departments and talking to chief pilots and soliciting information about, "would you use us if..." and that's the piece that, for me, is missing. And I don't care that the FAA signed off on it; I think they've signed off on a flawed study if you don't have a mechanism to go out and try to find the unknown, which based on my experience at Scappoose, you can find if somebody sits down and makes the calls.

2:09:48

**Matthew Maass**

The other piece to that though is I know that with constrained operation, the FAA is not going to counter this constrained operation based on "if you build it, they will come", but we have aircraft that are going into Aurora and flying out of Aurora that are coming in light, taking off light, flying somewhere else, landing to continue to their destination; those are the ones that we know and that we know that we have over 500 of those operations and so, we are reaching out to that low hanging fruit. Because, if we can get that information just from the operations that are currently happening at Aurora, and we can verify that, then that is additional money that we don't have to spend calling out to the hundreds of flight departments because the numbers are already there. We're just verifying those.

2:10:41

**Sen Betsy Johnson**

I'll buy that, but I still think it's valuable to reach out to some of the bigger flight departments, particularly with the air space constraints, and the crowding at Hillsboro, and noise issues, it's just a thought—

**Heather Peck**

I agree.

**Sen. Betsy Johnson**

And, I don't see it being onerous. I did it in a couple weeks, just sitting down and making the calls for half an hour every day.

**Matthew Maass**

The other piece that we've discussed about putting in the publications—aviation publications to reach out to those flight departments.

2:11:11

**Heather Peck**

So, we are, like Matt said 500, we're actually, we're nearing 600, and we should be completely where the study needs us to be with the operations that currently happen now without doing that outreach. We'll

be able to do that outreach once we're done with this one case that they do so much for your [inaudible 2:11:33].

**Matthew Maass**



The only other piece on Aurora that I would bring up is that we have—there's a piece of property that's not airport—that ODA does not own, but it's listed as the church property or church camp property that has been recently acquired for airport use. And, I believe that that is going through the process to get the land use changed. It's currently, I believe, EFU, and it's going to be changed over to airport. In the Master Plan, both in 2012-13 and in 1976, that property was identified and discussed in a couple meetings about that being used as airport—for airport use. And so, I know—I believe that there was a request that was sent to the Board for a letter of support, and that this was sent to the Board and Mitch Schweiker right as Mitch Schweiker was retiring, and I believe the correspondence back was that he did not want to take action on it and thought it would be better for the next Director to work with the property owner to deal with this, but I don't know if the Board wants to have any discussion on that as well, but—

[2:13:05]

**Chair Meeker**

Well, if it's in the Master Plan, I think by default that that talks a little bit about our support; if it states in there that that—that might—a future date that it be brought in as part of airport operations—

[2:13:18]

**Heather Peck**

Well, [inaudible] it doesn't.

**Matthew Maass**

It just says in the alternatives it was discussed as future airport use under private ownership.

**Chair Meeker**

Okay.

**Matthew Maass**

So, it was just in the alternatives, it wasn't saying, "Hey, this will be...". So, the other thing for the Board to know also is HTS [Helicopter Transport Services] built their operations down in a corner of the airport; southeast corner of the airport and just recently also—well, not recently, but they went through the land use process to get it converted over to airport.

**Chair Meeker**

OK. Well, hopefully the process will go well. I met a new family member there, and they upgraded [inaudible 2:14:05]. I know we talked about, that we were going to kind of accelerate it a little bit and take some things off the table, but I really would—

End 2:14:15

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Start 2:27:30

**Chair Meeker**

Ted.

**Ted Millar**

Can I just make a comment on Aurora before you get too far passed it? I'm Ted Millar from the Southend Air Park at Aurora and I see new Board members that I don't really know, but 20 years ago the Department of Aviation asked us to put together a support group for

Aurora, and we did call PAAM [Positive Aurora Airport Management]. We have regular meetings the last Thursday of every month. In fact, we meet at Aurora. and probably 50 people come every time to those meetings. And the only point I wanted to make is that because of that, we formed what we call a public/private partnership with ODA, and it's a very successful model that even Pacific City might want to copy, and I'd be happy to talk to them about how we did that. Because we formed a formal group and we had a formal agreement that we'd be a public/private partnership. We went with the City. With the State, we put security fencing around the airport, security gates, signing; we did all those things on a private partnership basis. Now, we're the third busiest airport in the state. We have more airport—airplanes based there than any. And, now we're going—we got a control tower put in with public/private partnership participation and the D's and R's all came together, even at the federal level, and supported that control tower. We are in there now for the runway extension and we're going through the constrained operations that they're talking about and we have been outreaching to the consultant, and I think in the last two weeks—the criteria is you had to get—document 500 existing constrained operations, and I understand from yesterday we're over 600—

2:29:42

Heather Peck

We're over—we're at 609.

Ted Millar

→ And, there's a lot more than that, but we've at least been able to document and prove that there's over 600, so I think we've reached that level. The only thing I'm asking the Board, especially when you're setting policy, is that, well, Karmen Fore, you know, the lady that was at the Governor's Office before, said here at the Tillamook ORAVI [Oregon Aviation Industries] meeting last year that the Department of Aviation needs to be more aggressive in promoting, protecting, and improving airports, and they need to be much more aggressive in going after funding and doing the support necessary to place aviation at a higher level in the transportation system. So, it's a policy thing. And, it's easy to say, but especially for Aurora, and I'm being selfish with that cause that's where we're from, we'd really like to see that policy really put into place, to be more aggressive in promoting aviation and in our efforts to get this runway extended, it's going to take some real effort. And the previous director, I don't know if he was told to do that or not, but would constantly say, "Well, I have to stay neutral. I need to not be an advocate. I can't be against it or for it." And, I'm asking you to be an advocate.

2:31:20

Chair Meeker

And, I think we talked a little about this in the Legislative goals that we set, and one of them is to get in there and talk about it; be a promoter of aviation. It gets into being the home for UAS and perhaps, we can try to become the center of gravity away from SOAR; so we owe you that; we owe you more support.

Tim Millar

Thank you.

End 2:31:45

# Aurora Oregon

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## Venerable Aurora Property Sells

<https://auroraoregon.com/category/beyond-the-reef/>

County records confirm a property sale earlier this year of venerable and valuable Aurora, Oregon acreage. Formerly owned by local charity Beyond the Reef Theological Center, the property is located just east of the Aurora State Airport at 22515 Airport Road NE, Aurora, Oregon.



A public records search indicates the sale involved two adjacent lots of 11.42 acres and 5.12 acres, closing in May, 2015. The selling price was \$2,150,000 with the purchaser named as TLM Holdings, LLC. Ted Millar is named as a manager. Public records also indicate Ted Millar is involved with locally owned Southend Air Park and Westwood Development.

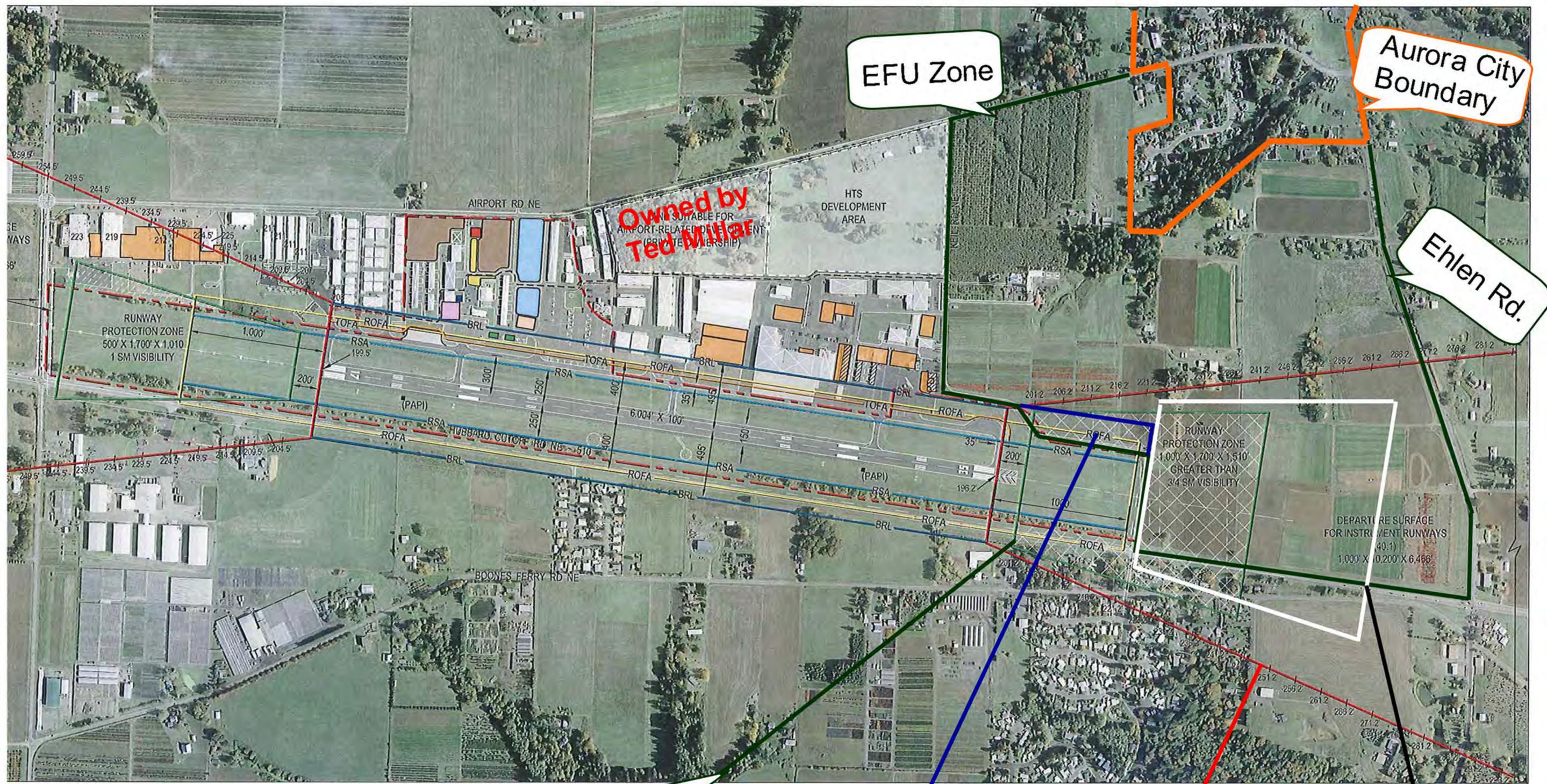


### Approximate Property Location in Red

State corporation documents show the earliest registry date for the organization named Beyond the Reef Theological Center as February, 1977. Since that date, their Aurora location was used as a meeting place for the faith-based organization, which included housing and a worship center, Missionary Memorial Church.

Online information about Beyond the Reef Theological Center underscores their calling as a non-profit organization based in Aurora, Oregon, with a mission for ministry to Micronesians who live in the Pacific Northwest and on Pacific islands half a world away.

No readily available future plans for the property appear to have yet been publicly disclosed.



Legend

	Property Line		Aurora Rural Fire Protection District
	Future Property Line		Future Apron Area
	BRL 35' Building Restriction Line		Cargo Apron
	RSA Runway Safety Area		Vehicular Parking
	ROFA Runway Object Free Area		Hangar Development
	TOFA Taxiway Object Free Area		Fuel Station
	Service Road		Helicopter Parking
	Existing Buildings		Precision Approach Path Indicator (PAPI)
	Future Buildings		Existing Building Removal
	Future Paved		Existing Building Hts
	Air Traffic Control Tower (ATCT)		Septic Drain Field

**Current Runway Protection Zone**

**EFU Proposed for Taxiway lengthening**

**Departure Surface for Instrument Runways (10,200 feet long)**

**44 acres EFU for new RPZ**

**Acquiring EFU land for taxiway extension (to match runway extension) widens the airport to the east. Implementing 1,000 foot runway extension requires purchase of EFU land to move the Runway Protection Zone (and DSIR) to south of the new runway terminus.**

# Aurora State Airport

Aurora, OR

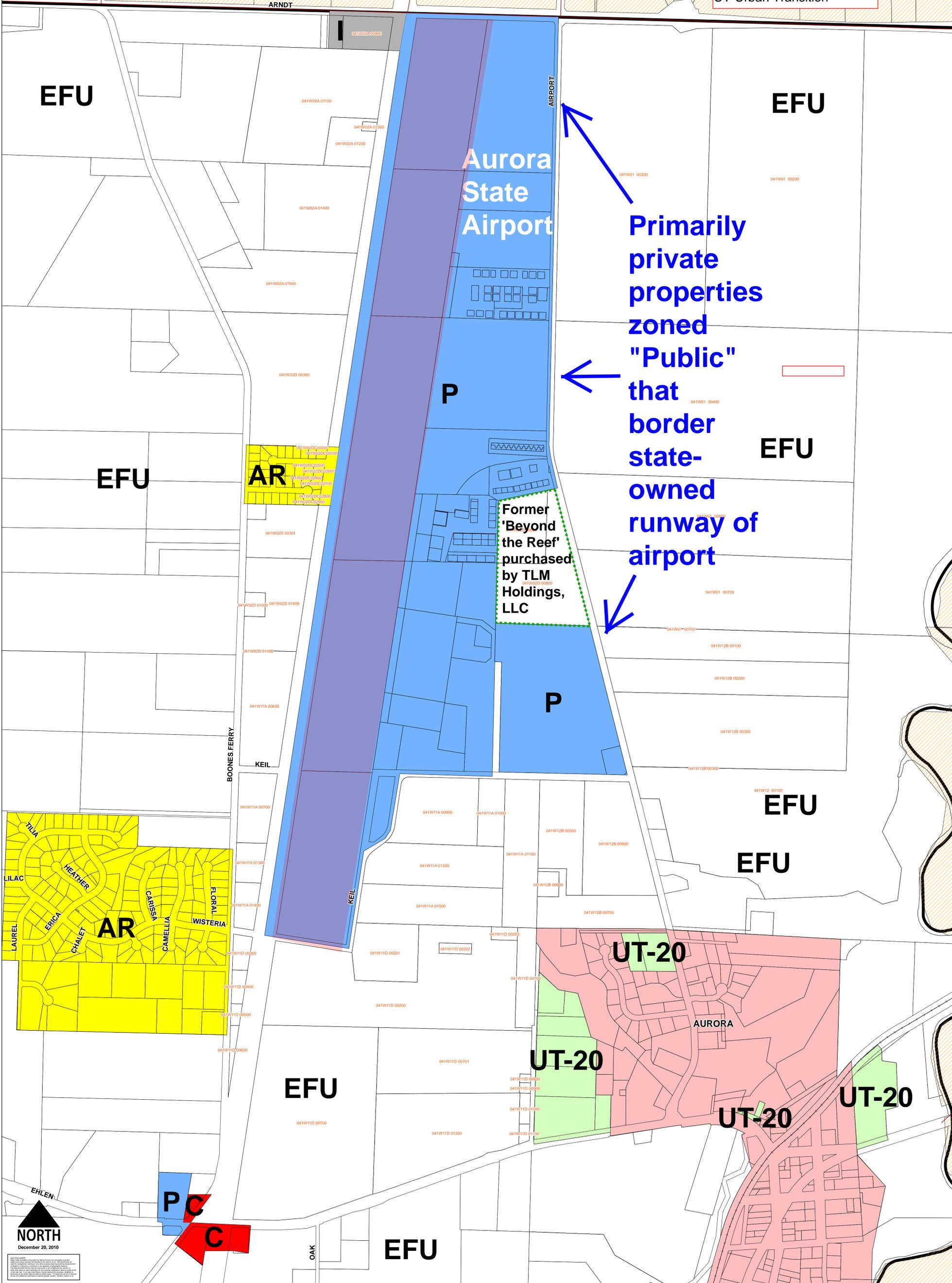
## Exhibit 5J Preferred Alternative

# Aurora Airport and Vicinity - Revised

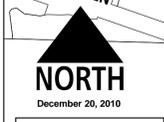
CLACKAMAS

COUNTY

**Land-Use Zoning Key**  
 AR=Acreage Residential  
 EFU = Exclusive Farm Use  
 C=Commercial Office  
 P=Public  
 UT-Urban Transition



Primarily private properties zoned "Public" that border state-owned runway of airport





Campbell M. Gilmour  
Director

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

SUNNYBROOK SERVICE CENTER

9101 SE SUNNYBROOK BLVD. | CLACKAMAS, OR 97015

February 28, 2008

Suzanne Dufner  
Mid-Willamette Valley Council of Governments  
105 High St. SE  
Salem, OR 97301-3667

SUBJ: Aurora Airport Intergovernmental Agreement

Dear Ms. Dufner,

Clackamas County Letter to Marion County  
Requesting to Participate in and Amend  
Intergovernmental Agreement on the  
Coordination of Growth Management and  
Transportation Issues pertaining to the  
"Aurora Airport Impact Area" to include  
county and Wilsonville. Proposed amended  
draft IGA attached that includes all parties.

I am writing to inform you our Board of Commissioners discussed the subject agreement. The Board commends the participants for establishing an agreement to cooperatively coordinate development associated with the Aurora Airport. Clackamas County has been in compliance with the airport planning rule for many years and is prepared to help others, too, satisfy the provisions for coordinating development near airports.

The Board carefully considered the subject agreement and expressed concern it does not include all jurisdictions affected by the operational impacts of the Aurora airport. At issue is the airport's impact to the city of Wilsonville. It is clear the impact area described in the agreement affects Wilsonville; however, the City is not included as a signatory to the agreement. The Board of Commissioners believes it is important to include all affected jurisdictions in a single agreement.

Staff from the city of Wilsonville has advised the Board the city is comfortable with the substantive language in the current agreement. The only changes in the agreement would be those necessary to recognize Wilsonville as a party.

For your convenience, I have prepared a draft of an amended agreement that includes Wilsonville. Please be advised this draft is based upon the agreement that was approved by the Aurora Airport Policy Advisory Committee (PAC) in 2004. Consequently, this draft does not include provisions added after the conclusion of the Committee's work.

I am copying this letter, including both draft and final copies of the agreement, to the other parties to the agreement. The Board of County Commissioners is willing to execute this agreement as soon as possible. In the event you have questions or wish to further discuss this matter, please feel free to contact me at (503) 353-4508 or e-mail at [johnbor@co.clackamas.or.us](mailto:johnbor@co.clackamas.or.us).

Cordially,

  
John Borge, Principal Planner  
Planning Division

c. Mantay, County Administrator  
Mayor, City of Aurora  
Ottenad, City of Wilsonville  
Sasaki, Marion County  
Cummings, Oregon Department of Aviation

Note: Proposed deletions are shown as struck; original language is shown in bold underlined font.

Clackamas County proposed amended draft IGA attached that includes all local-government jurisdictions.

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

This Agreement is entered into by and between the City of Aurora ("Aurora"), City of Wilsonville ("Wilsonville"), Marion County ("Marion County"), Clackamas County ("Clackamas 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, Wilsonville, North Marion and South Clackamas County 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~~, Wilsonville, Marion County, Clackamas County and the State of Oregon Department of Aviation; and

WHEREAS, ~~the Aurora~~, Wilsonville, Marion County, Clackamas 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, ~~the City~~, Aurora, Wilsonville, Marion County, Clackamas 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, the City Aurora, Wilsonville, Marion County, Clackamas 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, North Marion and South Clackamas County 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.

## 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 and South Clackamas 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 – North Marion and South Clackamas County 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 in cooperation with the City, Aurora, Wilsonville, Clackamas County and/or the ODA.
- B. When amending boundaries, Marion County shall give notice to and work in cooperation and coordination with the City Aurora, Wilsonville, Clackamas County 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 presently designated by each party to lands within its jurisdiction, shall apply to all 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 coordinated 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. The City **Aurora, Wilsonville**, Marion County and Clackamas County respectively agree to provide all the other parties to this Agreement, including ODA, 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 the other parties 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. The parties shall also consider amending the goals and policies contained in their Comprehensive Plans and implementing ordinances to comply with this Agreement.

#### **VI. Notice and Coordination Responsibilities**

- A. The City, **Aurora, Wilsonville**, Marion County and Clackamas County each shall provide the other parties, including ODA, 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. The City, **Aurora, Wilsonville**, Marion County and Clackamas County each shall provide the other parties, including ODA, 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 the City, **Aurora, Wilsonville**, Marion County and Clackamas 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, the City, **Aurora, Wilsonville**, Marion County, Clackamas 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**

\_\_\_\_\_  
Charles Donald  
Mayor, City of Aurora

ATTEST:

By: \_\_\_\_\_  
Laurie Boyce, City Recorder

**CITY OF WILSONVILLE**

\_\_\_\_\_  
Charlotte Lehan  
Mayor, City of Wilsonville

ATTEST:

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

**OREGON DEPARTMENT OF AVIATION**

\_\_\_\_\_  
Daniel Clem, Executive Director

**CLACKAMAS COUNTY**

\_\_\_\_\_  
Lynn Peterson, Chair  
Clackamas County Board of Commissioners

ATTEST:

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

**MARION COUNTY**

\_\_\_\_\_  
Chairperson, Marion County  
Board of Commissioners

ATTEST:

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

DRAFT



**Clackamas County Letter Requesting  
to Participate in Intergovernmental  
Agreement on the Coordination of  
Growth Management and  
Transportation Issues pertaining to  
the "Aurora Airport Impact Area."**

**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

**City of Wilsonville Letter Requesting to Participate in Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues pertaining to the "Aurora Airport Impact Area."**

**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



"Serving The Community With Pride"



**Marion County**  
OREGON

*Rec'd  
6/22/10  
/KLL*

**"Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues Between [sic] City of Aurora, Marion County and the Oregon Department of Aviation," of June 2010 pertaining to the "Aurora Airport Impact Area" that Omits Clackamas County and City of Wilsonville.**

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

**BOARD OF COMMISSIONERS**

Janet Carlson  
Sam Brentano  
Patti Milne

**CHIEF ADMINISTRATIVE OFFICER**

John Lattimer

June 21, 2010

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

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

Dear Lynn and *Tim*

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

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

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

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

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

Sincerely,

Patti Milne  
Commissioner

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

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

**IGA omits Clackamas County and City of Wilsonville as parties to agreement.**

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**

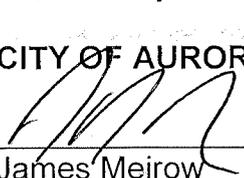
If any section, clause or phrase of this Agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the Agreement shall be severed from the invalid parts and shall remain in full force and effect.

**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 Meior  
Mayor, City of Aurora

6/8/10  
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

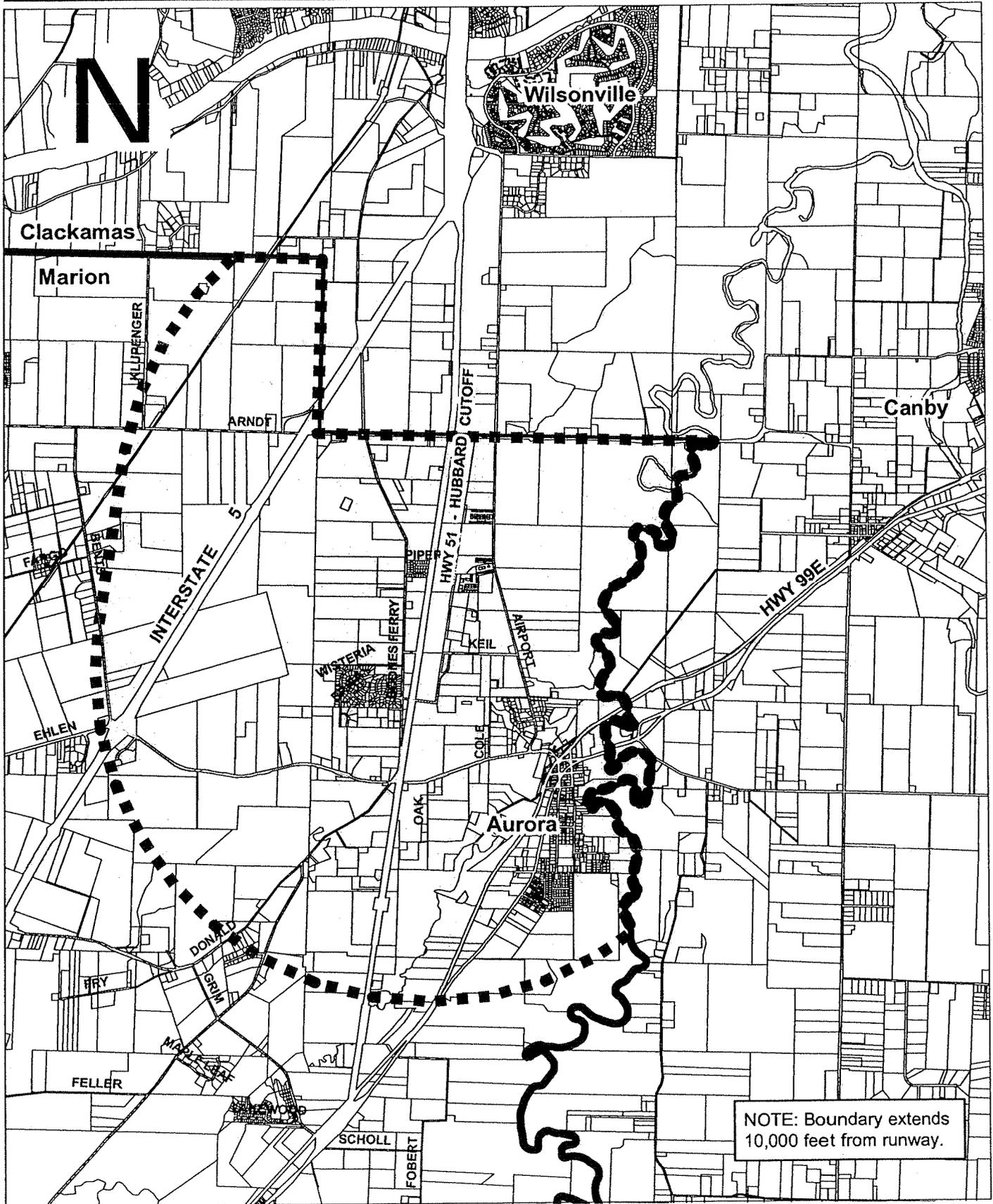
Doug Hedlund  
Doug Hedlund  
Director, Oregon Department of Aviation

6/8/10  
Date

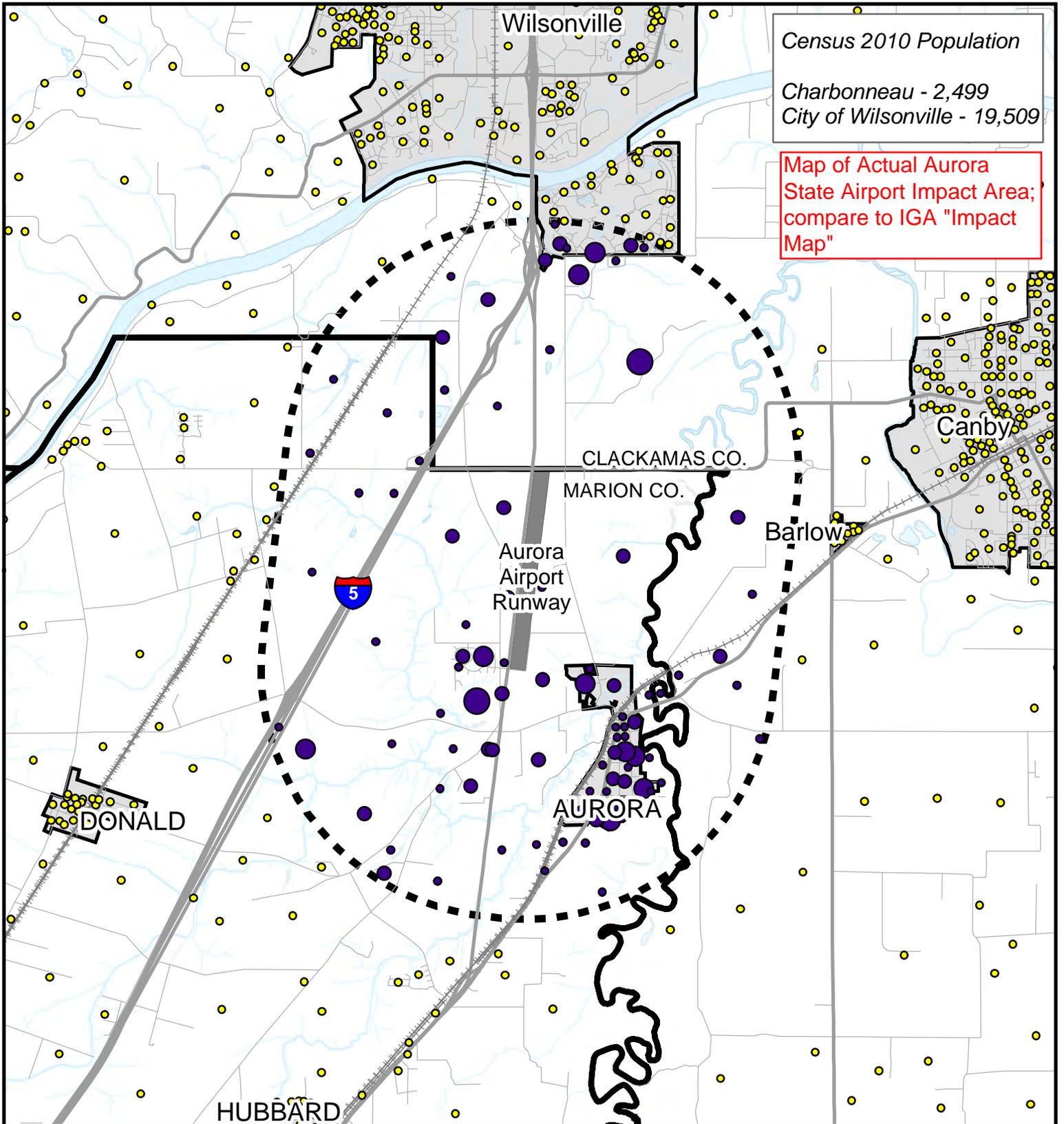
# Aurora Airport Impact Area - Exhibit A

Marion County  
Public Works

Date: 03/20/08 Project: /asf/roquois/Aurora10000.mxd Prepared by: Gumb



NOTE: Boundary extends 10,000 feet from runway.



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

Map of Actual Aurora State Airport Impact Area; compare to IGA "Impact Map"

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

**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

Members of the Planning Advisory Committee to the Aurora State Airport Master Plan—Charbonneau Country Club, City of Wilsonville, Clackamas County, Deer Creek Estates and Friends of Marion County—letter to Oregon

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

State Aviation Board, RE Request for meeting to discuss master planning process and role of 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.

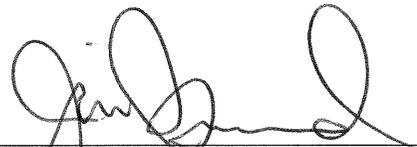
We respectfully request that a meeting be arranged at the earliest opportunity for the undersigned with you, the Acting Director of ODA, the consultant, and appropriate representatives of the FAA to discuss these concerns. Furthermore, we request that this letter be memorialized as a part of the record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



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

September 20, 2010

Carol Suomi, Manager  
Federal Aviation Administration, U.S. Department of Transportation  
Seattle Airports District Office, Northwest Mountain Region  
1601 Lind Avenue, S.W., Suite 250  
Renton, WA 98057-3356

Clackamas County Letter  
to FAA and Oregon Dept.  
of Aviation, RE Aurora  
Airport Master Plan  
issues of concern

Doug Hedlund, Interim Director  
Oregon Department of Aviation  
3040 25th St. SE  
Salem, OR 97302-1125

Re: Aurora Airport Master Plan

Dear Ms. Suomi and Mr. Hedlund:

Clackamas County is writing to support the request of members of the Aurora Airport Planning Advisory Committee (PAC) for a meeting to address the process and timing of the Aurora Airport Master Plan. The PAC process has been shortened from over a year to just a few months. This does not provide adequate time for meaningful participation by the PAC and other affected stakeholders.

In addition to the concerns raised by other PAC participants and stakeholders, Clackamas County is particularly concerned about the impact of airport development on surface transportation facilities. A 2009 traffic impact analysis prepared for a recent industrial expansion at the airport noted that the intersection of OR 551 and Ehlen Road does not meet volume/capacity standards. In addition, the Airport Road/Ehlen Road intersection currently operates at Level of Service "F."

The addition of airport-generated traffic will also impact the connections between Ehlen Road and Highway 99E in Aurora, and Arndt Road to the north of the airport, which were not studied in the 2009 TIA. We were surprised to learn that these intersections were not even studied in the recent expansion. These roads provide important connections between the City of Canby and its industrial area, and Interstate 5.

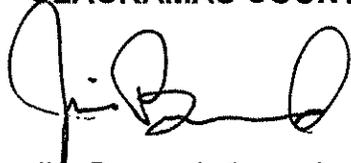
We believe that Statewide Planning Goals 2 and 12, along with ORS 197.180 and the Airport Planning Rule, require the ODA to address surface transportation impacts and other issues of "adequate public facilities" in conjunction with any revision to the Aurora Airport Master Plan. To date, we have seen no indication that these issues are being considered.

Clackamas County also shares the concern expressed by PAC members that the scope of work for the master plan consultant includes obtaining letters "to help justify an extension." As part of Task 1- Identify Issues and Establish Goals, it creates an appearance that the preferred outcome is predetermined.

We believe that a meeting between concerned PAC members, the ODA Director and FAA representatives should be arranged as soon as possible, and that funding for the proposed control tower should be suspended until the master plan is complete, and surface transportation issues are resolved.

Sincerely,

**CLACKAMAS COUNTY BOARD OF COMMISSIONERS**

A handwritten signature in black ink, appearing to read "Jim Bernard". The signature is stylized with a large initial "J" and "B".

Jim Bernard, Commissioner  
Aurora Airport PAC Member  
On Behalf of the Clackamas County Board of Commissioners

DC/LB/mjc



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**



Seattle Airports District Office  
1601 Lind Avenue, S. W., Ste 250  
Renton, Washington 98057-4056

October 15, 2010

FAA letter to Clackamas  
County Letter, RE Aurora  
Airport Master Plan  
issues of concern

Mr. Jim Bernard, Commissioner  
Clackamas County  
Public Services Building  
2051 Kaen Road  
Oregon City, OR 97045

Dear Commissioner Bernard:

We received your letter of September 20<sup>th</sup> in which you expressed concern that the Aurora State Airport Master Planning effort has been shortened and that the current process is not allowing meaningful participation by the Planning Advisory Committee (PAC) members. A conversation with the Sponsor along with review of the current Master Plan schedule shows six PAC meetings and five public Open Houses over the course of ten months. This would normally provide adequate time for PAC/public study of the information collected by the consultants.

With respect to the potential impact on surface transportation facilities and their inclusion in the Master Planning process, this would be studied after the Airport's Master Plan is completed. A Master Plan funded with Federal Aviation Administration (FAA) dollars is a document focused solely on the Airport. Impacts of any airport-related project on the surrounding area(s) are studied as part of an environmental analysis.

Prior to the expenditure of Airport Improvement Program (AIP) funds for any improvements at the Airport, the FAA requires written proof that the threshold of operations triggering the need for the improvement has been met. Furthermore, for a major capital improvement such as a runway extension, the Airport must demonstrate that current operators are constrained by the existing runway length and that fuel, cargo, and/or passengers must be forfeited in order to safely use the runway. That is why we say that any extension must first be justified.

As for the appearance of a predetermined outcome to the study of a runway extension as contained in the Scope of Work, I think it's beneficial to review the terms "to help justify an extension" in the context of the entire paragraph. The Consultant has stated:

"Since the last Airport Master Plan Update, there has been significant growth at the Airport. At this time, a runway extension may be justified.

WHP will assist ODA in identifying potential operators who may be willing to write letters that include: type of aircraft, tail numbers, typical stage length and maximum stage length, and the number of operations on average that need the runway extension. If the individual is not operating at the Airport now, the individual must make a statement that they intend on operating there. WHP will prepare a letter on behalf of ODA to request statements *to help justify an extension* and send the letter to up to 75 aircraft owners that might use the Airport or use it more if the runway were longer."

It is standard practice to solicit documentation from current and future potential users of an airport supported by documentation as to where they intend to operate, how often, and with what type of aircraft, etc., in an effort to determine their requirements for planning purposes.

The FAA has made AIP funding available to ODA for purposes of studying the optimal location of an air traffic control tower on the Aurora State Airport. The need for an air traffic control tower is based on existing operations, mix of aircraft, and air traffic control movements. This study is scheduled to commence in 2011. It made sense to us to include this location study as part of the overall Master Planning process and the results are necessary for completing an updated Airport Layout Plan.

Thank you for your concern. We hope this addresses the issues you raised and alleviates the need to meet in person. If you have any other questions, please contact Bruce Fisher at 425.227.2649 or me at: 425.227.2657.

Sincerely,



Carol A. Suomi  
Manager, Seattle Airport District Office

Cc: Mr. Mitch Swecker, Oregon Dept of Aviation  
Mr. Rainse Anderson, WH Pacific



# Oregon

Theodore R. Kulongoski, Governor



### Oregon Department of Aviation

3040 - 25th Street SE v Salem, OR 97302-1125

Phone: (503) 378-4880, ext. 223

Toll Free: (800) 874-0102

FAX : (503) 373-1688

November 2, 2010

Oregon Aviation Dept. letter to Charbonneau Country Club, City of Wilsonville, Clackamas County, Deer Creek Estates and Friends of Marion County, RE Request for meeting to discuss master planning process and role of committee.

Commissioner Jim Bernard  
Clackamas County Board of Commissioners  
Public Service Building  
2051 Kaen Road  
Oregon City, OR 97045

Tony Holt  
Civic Affairs Committee  
Charbonneau Country Club  
7670 SW Village Greens Circle  
Wilsonville, OR 97070

Councilor Steve Hurst  
City of Wilsonville City Council  
28585 SW Cascade Loop  
Wilsonville, OR 97070

Rick Kosta, President  
Deer Creek Estates Homeowners' Association  
22073 Floral Avenue NE  
Aurora, Oregon 97002

Roger Kaye, President  
Friends of Marion County  
P.O. Box 3274  
Salem, OR 97302

RE: Aurora State Airport Master Plan

Dear Planning Advisory Committee Members:

Thank you for your service as members of the Aurora State Airport Master Plan Planning Advisory Committee (PAC). This letter is in response to your collectively signed letter dated September 14, 2010 to Mark Gardiner, State Aviation Board Chair. The purpose of the PAC is to act in an advisory capacity to the Oregon Department of Aviation (ODA) and Oregon Aviation Board. ODA will carefully consider all PAC comments and suggestions throughout this process. As you are all aware, the PAC consists of 19 members who represent a cross-section of the community including airport users, airport neighbors and local governmental jurisdictions. Inasmuch, it is imperative that you utilize the PAC meetings to share your concerns with your fellow PAC members in order to allow the other members the opportunity to comment.

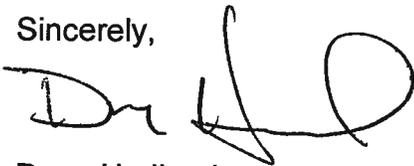
While ODA postponed the master planning process earlier in the year, the total timeframe and amount of PAC/public meetings remains unchanged. A copy of the updated schedule has been included in your Master Plan binder. The project scope has been designed to obtain maximum PAC and public input with public meetings, media advertisement, and a project website.

The Master Plan is 95% funded by the Federal Aviation Administration (FAA). As such ODA is required to meet all federal obligations concerned with airport master planning. The FAA has been an active partner with ODA in developing the scope for this process. ODA believes that the department is in full compliance with FAA standards and intends to remain so. Furthermore, ODA fully intends to meet all required state and local planning and permitting requirements pertaining to the planning process, including surface transportation requirements.

The proposed Air Traffic Control Tower (ATCT) has been on the Airport Layout Plan since 1976. ODA and the FAA believe that construction of this tower is necessary to address current safety issues. FAA has approved ODA's participation in the Federal Contract Air Traffic Control Tower program based on a safety benefit cost ratio analysis. Local governmental entities and the public will have numerous opportunities to comment regarding the ATCT as ODA conducts an Environmental Assessment in 2011.

As already mentioned, ODA will carefully consider your input as the Master Plan is developed. The department appreciates your continued involvement with creation of an updated Master Plan and we look forward to hearing your future comments during the open forum PAC meetings.

Sincerely,

A handwritten signature in black ink, appearing to read 'Doug Hedlund', with a large, stylized flourish at the end.

Doug Hedlund  
Interim Director

cc: Aurora State Airport Master Plan Advisory Committee Members



Clackamas County Letter to Oregon  
Aviation Board, RE Comments on  
Aurora Airport preferred alternative

**OFFICE OF COUNTY COUNSEL**

**PUBLIC SERVICES BUILDING**

**2051 KAEN ROAD OREGON CITY, OR 97045**

April 21, 2011

Mr. Mark Gardiner, Chair and Members  
Oregon Aviation Board  
C/O Oregon Department of Aviation  
3040 25th St. SE Salem, OR  
97302-1125

Via Electronic Mail

**Stephen L. Madkour**  
County Counsel

**David W. Anderson**  
**Kimberley Ybarra-Cole**  
**Kathleen Rastetter**  
**Scot A. Sideras**  
**Chris Story**  
**Scott C. Ciecko**  
**D. Daniel Chandler**  
Assistants

**Comments on Aurora Airport Preferred Alternative**

Dear Chair Gardiner and Board Members:

This letter is to synthesize a few Clackamas County staff technical comments on the Master Plan for the Aurora Airport, and the selection of a preferred alternative.

Like all state agencies, the ODA is required to comply with the Statewide Planning Goals as well as local comprehensive plans and land use regulations "with respect to programs affecting land use." ORS 197.180(1) Most state agencies have adopted "state agency coordination programs that detail how the agency complies with land use laws. The ODA does not have an acknowledged SAC program. Therefore ODA decisions, including adoption of the master plan, are directly subject to the statewide planning goals.

Statewide Planning Goal issues for the Aurora Airport Master Plan:

- Goal 2 – Coordination. Requires that the ODA coordinate with, consider and respond to concerns of other governments.
- Goal 3 – Farm Land. Requires ODA to consider and make findings on issues relate to farm land preservation, and conflicts with farm uses.
- Goal 11 – Public Facilities. Requires ODA to address orderly provision of public facilities, and generally prohibits urban level utilities on rural lands.
- Goal 12 – Transportation. Requires the ODA to consider issues related to a safe and efficient transportation system.
- Goal 14 – Urbanization. Generally prohibits urban level development outside of Urban Growth Boundaries.

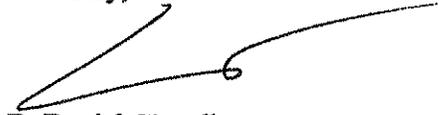
We hope these planning goal issues, as well as their implementing regulations can be addressed in the final decision on the airport. In our view, the structure of the Airport

Planning Rule is such that those impacts should be addressed now, rather than in the context of later land use planning amendments.

Without diminishing the importance of other issues, we are concerned about surface transportation impacts from additional development and use of the airport, including local roads, interchanges and the I-5 corridor. As previous traffic studies have shown, a number of roads in the vicinity of the airport are near or over-capacity. For example, the 2009 traffic analysis for HTS (selected parts of which are appended to Chapter 5) indicated that a number of area intersections failed to meet level of service or volume/capacity ratio standards. Moreover, that did not address transportation facilities in Clackamas County. The HTS study showed that the 40% of the trips from that facility were distributed to Clackamas County. It might be understandable that Marion County did not address transportation issues north of the county line, but we hope that a state agency would, particularly in light of the assertion at public hearings regarding how much of the new development and airport capacity would use facilities in Clackamas County.

Thank you for the opportunity to submit these technical comments.

Sincerely,

A handwritten signature in black ink, appearing to read 'D. Daniel Chandler', written over a horizontal line.

D. Daniel Chandler  
Senior Assistant County Counsel.