



PLANNING COMMISSION

WEDNESDAY, NOVEMBER 10, 2021

III. WORK SESSION:

- C. Airport Related Comprehensive Plan Updates (Bateschell) (30 Minutes)



PLANNING COMMISSION STAFF REPORT

Meeting Date: November 10, 2021	Subject: Aurora Airport Comprehensive Plan Policies Staff Member: Miranda Bateschell, Planning Director Department: Community Development	
Action Required	Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments: N/A	
Staff Recommendation: Review and provide feedback on the discussion questions related to potential Comprehensive Plan Policies pertaining to the Aurora Airport.		
Recommended Language for Motion: N/A		
Project / Issue Relates To:		
<input checked="" type="checkbox"/> Council Goals/Priorities Goal 7: Protect Wilsonville’s environment and increase access to sustainable lifestyle choices	<input checked="" type="checkbox"/> Adopted Master Plan(s) Wilsonville Comprehensive Plan	<input type="checkbox"/> Not Applicable

ISSUE BEFORE COMMISSION:

The project team will present a project summary and proposed schedule to the Planning Commission. The team seeks input from the Commission on stakeholders to engage in the project as well as impacts and benefits of the Aurora Airport to the Wilsonville community that could be addressed in the Comprehensive Plan.

EXECUTIVE SUMMARY:

The Aurora Airport is located in Marion County and is approximately 1.6 miles south of the Wilsonville City Limits. Its current operations and planned future growth impact residents and businesses in the City. The Wilsonville Chamber of Commerce has also noted the Airport's expansion has the potential to benefit some businesses.

Beginning in 2009, as part of the previous airport master planning process, Clackamas County and the City of Wilsonville made joint requests to participate with other impacted jurisdictions via an intergovernmental agreement (IGA) to plan for growth and development at the airport. Both entities were included on the Planning Advisory Committee, which could make recommendations but had no authority. The Clackamas County Comprehensive Plan includes policies specifically addressing the Aurora Airport, while the City of Wilsonville Comprehensive Plan does not. As far back as 1991, the City's Urban Growth Management Agreement with Clackamas County included reference to the airport as an area of interest to the City. Recent land use proceedings have noted the lack of applicable airport-related policies in the Wilsonville Comprehensive Plan.

A new airport master planning process is just getting underway that proposes a runway expansion in order to accommodate more and larger aircraft. Wilsonville is located within in the flightpath. This Comprehensive Plan update project aims to identify the potential impacts, benefits, and other interrelationships between Aurora Airport and the City of Wilsonville, and to adopt Comprehensive Plan policies to memorialize and address the highest priority issues relating to airport impacts on the City of Wilsonville.

The City has contracted with planning professionals at Harper Houf Peterson Righellis Inc (HHPR) who have experience in this type of planning work. The attached memo (Attachment 1) provides a summary of the project, key questions for the Commission, and next steps. The team welcomes any considerations the Commission would like to offer, but specifically would like feedback in the following areas:

Questions for Planning Commission

- What are some of the **impacts** (or potential impacts) of the Aurora Airport to the Wilsonville community that should be addressed in Comprehensive Plan policies?
- What are some of the **benefits** (or potential benefits) of the Aurora Airport to the Wilsonville community that should be addressed in Comprehensive Plan policies?
- What **stakeholders**, including community members and business interests, does the project team need to make sure that we hear from in the planning process? What methods might be particularly effective in engaging these individuals or groups?

EXPECTED RESULTS:

Work sessions with the Planning Commission (November 10) and City Council (December 6) will provide additional guidance on key issues and stakeholder identification. The key outcome expected at the end of this project is the adoption of Comprehensive Plan policies to memorialize and address the highest priority issues pertaining to the interrelationships between Aurora Airport and the City of Wilsonville.

TIMELINE:

Outreach will occur in Q1 of 2022. Work sessions with the Commission and Council will follow in Spring and Summer of 2022 focused on the draft policies.

CURRENT YEAR BUDGET IMPACTS:

The project budget is \$38,760 for FY 2021-22 covered by the Community Development general professional services fund as this project was not anticipated when the budget was adopted.

COMMUNITY INVOLVEMENT PROCESS:

Community outreach for the project is being planned, including surveys, interviews, and open houses, and will be conducted primarily online and remotely due to the COVID-19 pandemic. The team seeks input from the Commission on key stakeholders to engage during this process.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

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

ALTERNATIVES:

The Commission can provide a range of policy alternatives for the project team to assess and consider.

CITY MANAGER COMMENT:

N/A

ATTACHMENT:

1. Memo: City of Wilsonville-Aurora Airport Comprehensive Plan Policies - Project Summary, Key Questions, Next Steps
2. Vicinity Map: City of Wilsonville and Aurora State Airport
3. Project Schedule: City of Wilsonville-Aurora Airport Comprehensive Plan Policies

MEMORANDUM

City of Wilsonville – Aurora Airport Comprehensive Plan Policies



Date: November 1, 2021
To: Miranda Bateschell, City of Wilsonville
From: Brad Kilby and Chris Green, HHPR
Subject: City of Wilsonville-Aurora Airport Comprehensive Plan Policies
 Project Summary, Key Questions, Next Steps
Attachments: Project Schedule Summary
 Vicinity Map

Harper Houf Peterson Righellis (HHPR) is working with the City of Wilsonville on a planning process to develop goals and policies addressing the relationship between Aurora Airport operations, impacts, and benefits and the Wilsonville community. In short, the primary policy objectives of the project include:

- Clarifying how the existing airport impacts the community, including mapping of the impact area;
- Recognizing the economic benefits that the airport has on the region; and
- Ensuring that the City has a voice in future expansion and operations at the airport as an affected party.

This memorandum outlines HHPR’s proposed approach to the project and initial findings following a review of briefing materials and coordination with City staff.

Background and Purpose

Aurora State Airport is a Category II, Urban General Aviation Airport operated by the Oregon Department of Aviation and located approximately 1.6 miles south of the Wilsonville city limits. The airport is within Marion County but extends northward to the boundary of Marion and Clackamas Counties. Wilsonville-Hubbard Highway No. 51 (OR 551) runs along the western edge of the airport, with access provided by local roads to the east. Since the late 2000s, the Oregon Department of Aviation has brought various airport expansion plans forward, including a 2018 application for \$37 million in Federal Aviation Administration funds to extend the existing runway.

Beginning in 2009, Clackamas County and the City of Wilsonville made joint requests to participate with other impacted jurisdictions in an intergovernmental agreement (IGA) to plan for growth and development in the airport vicinity. While neither jurisdiction has been included in an Aurora Airport planning IGA to date, the Clackamas County Comprehensive Plan includes policies specifically addressing the Aurora Airport, while the City of Wilsonville Comprehensive Plan does not. Recent land use proceedings have noted the lack of applicable airport-related policies in the Wilsonville Comprehensive Plan. This project aims to identify the potential impacts, benefits, and other interrelationships between Aurora Airport and City of Wilsonville, and to adopt Comprehensive Plan policies to memorialize and address the highest priority issues.

Project Approach

HHPR will work with City staff to engage identified stakeholders and the Wilsonville community at large in a facilitated discussion about the future relationship between the Aurora Airport and City of Wilsonville. While the controversy surrounding expansion proposals for the Aurora Airport has touched on a wide range of issues, including various political and legal arguments, this project will remain focused on issues that can be addressed in the context of Comprehensive Plan policies. To support this more specific focus, community and stakeholder engagement will include information about the Aurora Airport, the role of the Comprehensive Plan, and the planning framework for areas impacted by airports.

Initial Findings

As part of the initial stages of the project, HHPR planners have reviewed existing documents related to the airport, including previous Aurora Airport Master Plans, reports and best practices guides for airport compatibility planning prepared by federal and state agencies and professional organizations, policies and regulations related to airport planning, and other background documents. This initial document review suggests the following:

- The existing framework of regulations, policies, and guidance specific to airport compatibility planning focuses primarily on protecting airport operations from encroachment by adjacent development. This is an important issue for the Aurora Airport and surrounding area but does not represent the full range of airport-related issues that could be addressed in City of Wilsonville Comprehensive Plan policies.
- The benefits and impacts of the Aurora Airport cross many jurisdictional boundaries and regional coordination, communication, and public process is key.
- Other jurisdictions in the vicinity of Aurora Airport have already adopted Comprehensive Plan policies recognizing airport benefits and impacts.

Relationship to the Comprehensive Plan

The interaction between Wilsonville and the Aurora Airport could be addressed in several existing sections of the Comprehensive Plan, including:

- Fire safety and emergency management ([Comprehensive Plan](#) pg. C-11)
- Transportation (pg. C-20)
- Economic Development (pg. D-3)
- Environmental Resources and Community Design (pg. D-22)

In addition, Section F of the Comprehensive Plan identifies fourteen Areas of Special Concern (Areas A-N), to include special considerations that must be addressed in developing certain areas where the general language of the plan policy text may not adequately address special concerns. Some of these areas such as Area M (Basalt Creek) and Area N (West Railroad) are outside of the current city limits, but the approach to their current and future development impacts the City of Wilsonville. The planning process should consider identifying and designating an Area of Special Concern in the vicinity of the Aurora Airport impact area to address the unique issues presented by the airport.

Community Engagement Strategy

Community outreach for the project has been planned with the understanding that due to the ongoing COVID-19 pandemic, most or all engagement opportunities will take place remotely. In addition to work

sessions and public hearings with the Planning Commission and City Council, the project team will conduct interviews with stakeholders from a variety of interests and perspectives on the airport and share multimedia project information and solicit community feedback via an online hub. The process will include outreach to specific stakeholders such as:

- Residents of Charbonneau and other South Wilsonville neighborhoods
- Airport users
- Airport-based firms
- Owners and/or operators of a variety of business types in Wilsonville
- Farms in the French Prairie area
- Representatives of government agencies such as Oregon Department of Aviation, City of Aurora, and Marion and Clackamas Counties
- Representatives of Wilsonville-based civic groups

Consistent with the City of Wilsonville’s Inclusive City Declaration and ongoing Diversity, Equity, and Inclusivity strategy development, the project team will strive for equitable outcomes both in terms of project participants and in considering the anticipated outcomes of issues identified and policies proposed.

Next Steps

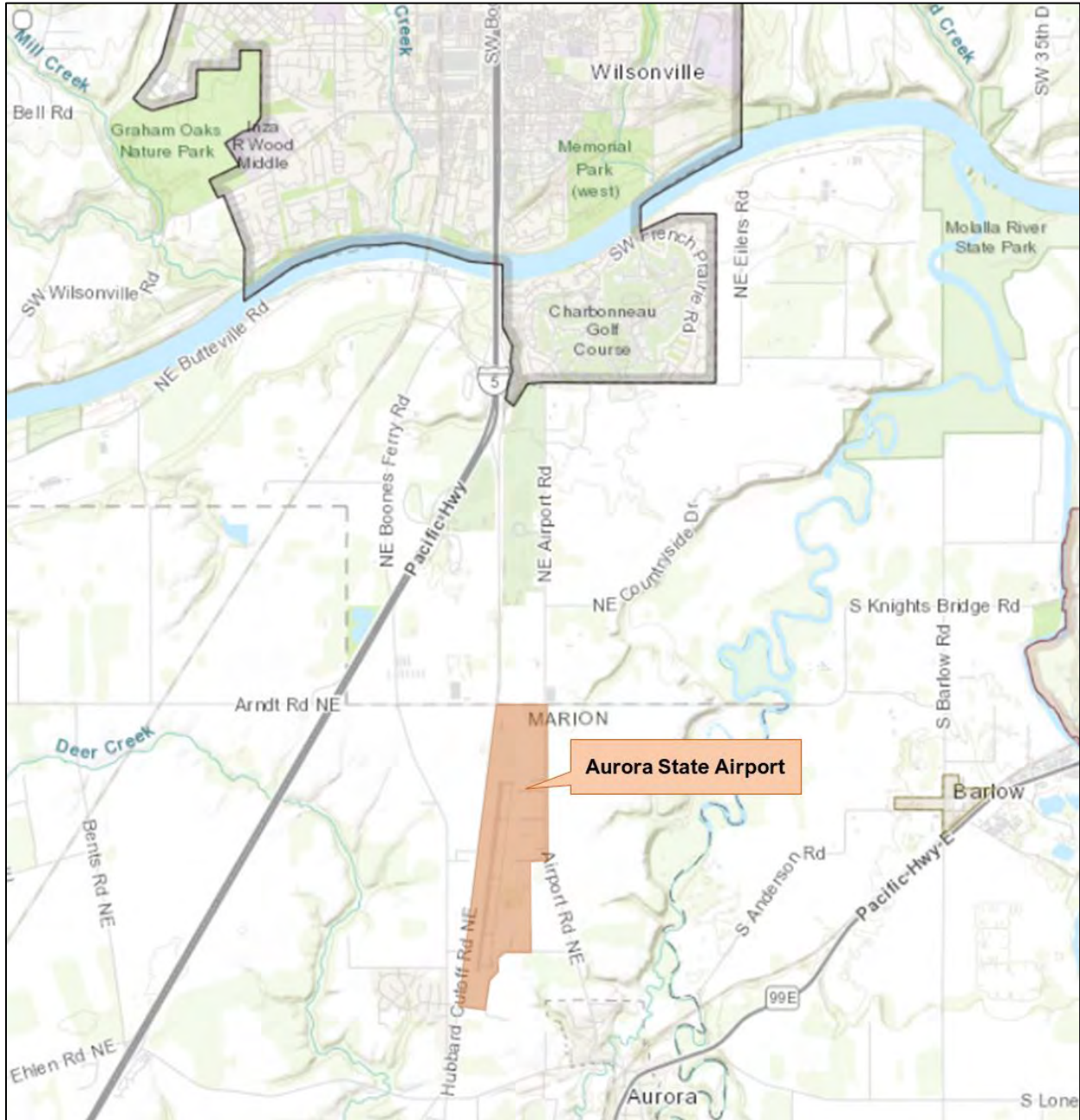
- HHPR will summarize the findings of our literature review of key background documents and stakeholder interviews in upcoming memoranda.
- Work sessions with the Planning Commission (November 10) and City Council (December 6) will provide additional guidance on key issues and stakeholder identification.
- The attached summary schedule provides a full overview of project phases from kickoff to adoption of policies.

Questions for Planning Commission

- What are some of the **impacts** (or potential impacts) of the Aurora Airport to the Wilsonville community that should be addressed in Comprehensive Plan policies?
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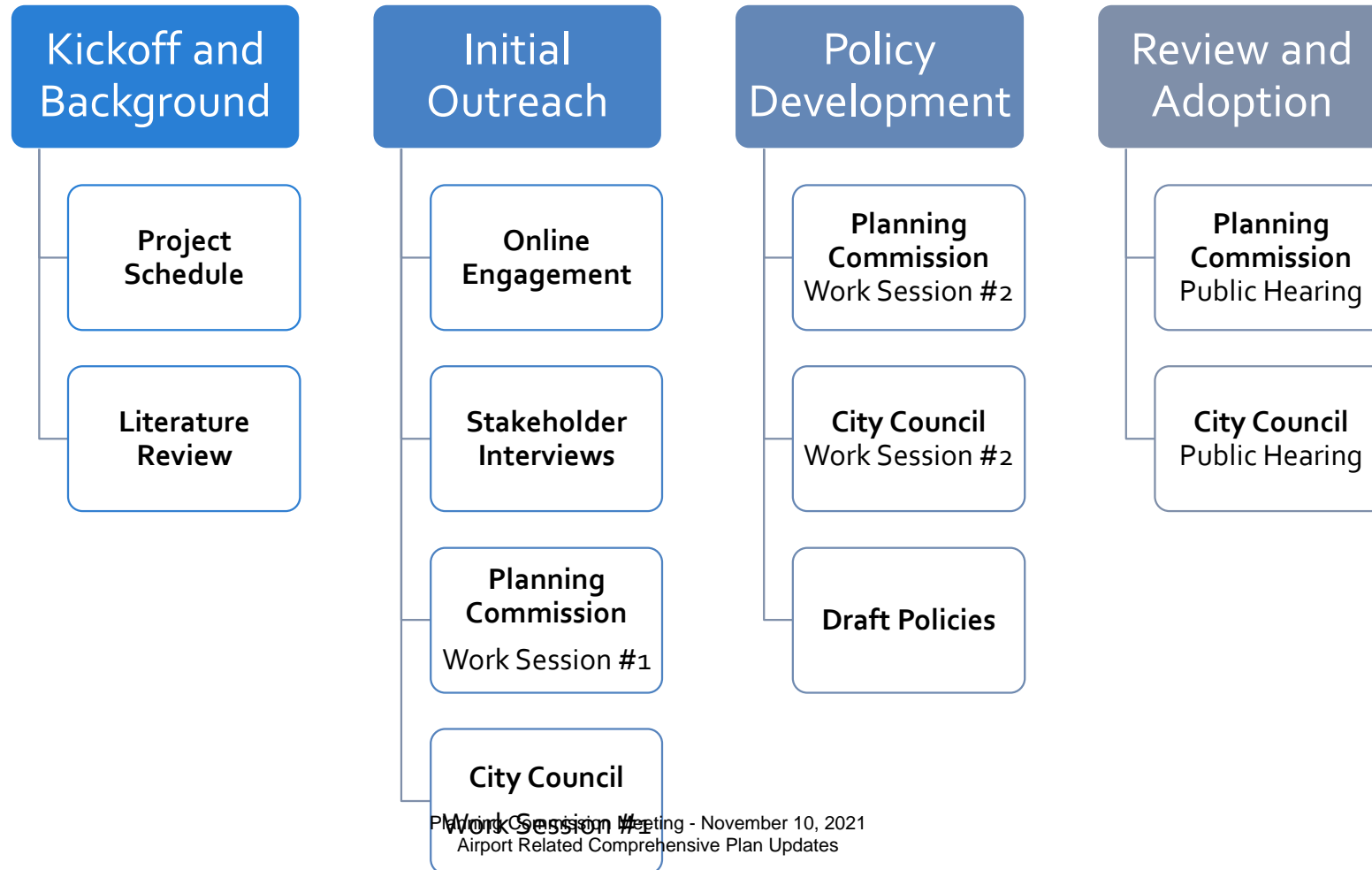
Vicinity Map

City of Wilsonville and Aurora State Airport



Project Schedule

City of Wilsonville – Aurora Airport Comprehensive Plan Policies



Planning Commission Meeting - November 10, 2021
 Airport Related Comprehensive Plan Updates