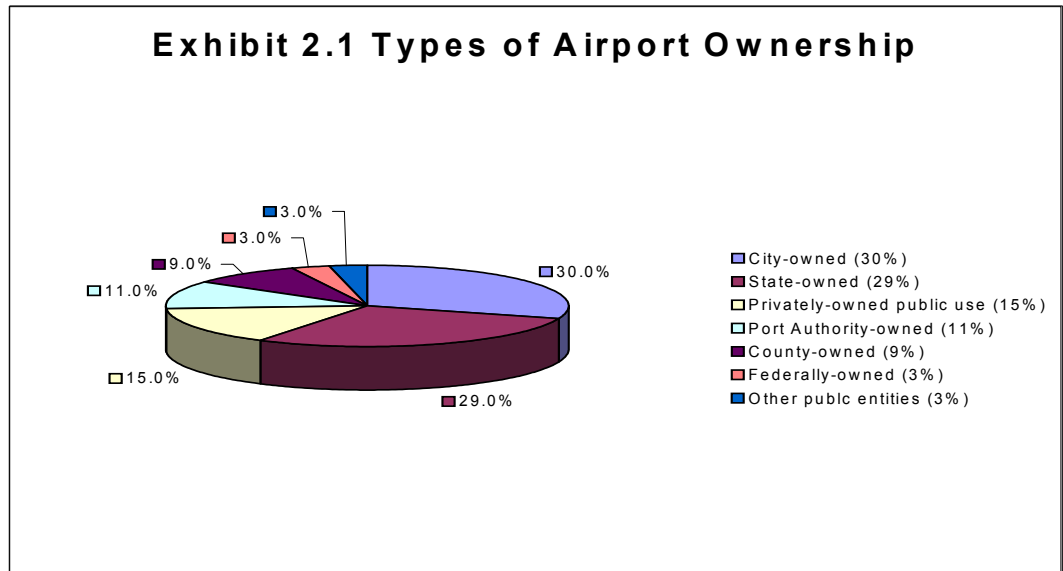


2.0 ODA Goals and Policies Related to Land Use Issues

With over 400 airports, the state of Oregon offers significant aeronautics opportunities for transportation and economic activities. As of June 2002, public use airports account for 98 of these facilities and provide the backbone of the aviation system for the state. Ownership of these public use facilities is as diverse as the types of airports themselves. The largest segment, 30 percent, is owned by the Cities, followed closely by the State of Oregon with 29 percent ownership. Private ownership with public access accounts for 15 percent while ownership by a Port Authority is 11 percent. Rounding out the ownership options are 9 percent county-owned facilities, 3 percent federally-owned facilities, and 1 percent owned by other public entities. **Exhibit 2.1** represents these classifications.



The important element to observe with these figures is the high percentage of facilities that are publicly owned. This public ownership should lend itself to a more cooperative planning environment since avenues for communication and coordination regarding land use issues should already be in place. Providing a comprehensive understanding of land use compatibility to the airport management, the local planning agencies and the political subdivisions within the host communities, is essential to the preservation of aviation within the state.

➔ Each public use airport in the state was assigned to one of the five individual categories based on the criteria developed by the Department of Aviation.

2.1 Airport Categories

In an effort to address the roles of the airports within the state, the Department of Aviation, as a part of the 2000 Oregon Aviation Plan, created five categories for the identification of airport facilities. These categories were created to assist in the distribution of funds as well as the identification of development priorities. Each public use airport in the state was assigned to one of the five categories based on the functional and design criteria developed by the Department of Aviation. **Table 2-1** illustrates the major elements of each category as presented in the 2000 Oregon Aviation Plan.

Category¹	Significant Function²	Designation Criteria³
1 Commercial Service	Accommodate scheduled major/national or regional/commuter commercial air carrier service	<ul style="list-style-type: none"> • Scheduled commercial service
2 Business or High Activity General Aviation	Accommodate corporate aviation activity, including business jets, helicopters, and other general aviation activities	<ul style="list-style-type: none"> • 30,000 or more annual operations, of which a minimum of 500 are business related aircraft. Business use heliports
3 Regional General Aviation	Accommodate a wide range of general aviation users for large service areas in outlying parts of Oregon. Many also accommodate seasonal regional fire response activities.	<ul style="list-style-type: none"> • Generally less than 30,000 operations • Geographically significant location with multiple communities in the service area. Nearest Category 1 or 2 Airport is more than 90 minutes average travel time by road.
4 Community General Aviation	Accommodate general aviation users and local business activities	<ul style="list-style-type: none"> • 2,500 or more annual operations or more than ten based aircraft
5 Low Activity General Aviation	Accommodate limited general aviation use in smaller communities and remote areas of Oregon. Provide emergency and recreational use function.	<ul style="list-style-type: none"> • Less than 2,500 annual operations and ten or fewer aircraft

Source: 2000 Oregon Aviation Plan

Notes:

1. *Category 1* airports are divided into two groups based on the level of air service provided and the forecast design aircraft.
2. *Significant Function* identifies the most demanding function associated with each airport. Most airports have multiple functions. It is recognized that in addition to the highest primary function identified, each airport also provides many of the functions identified in the subsequent categories.
3. Activity breakdowns or thresholds listed in the *Criteria* column reflect existing distributions among Oregon airports. Among Oregon's *101 public use airports, only 22 have more than 30,000 annual operations; nearly half of Oregon's 101 public use airports have less than 2,500 annual operations and ten or fewer based aircraft. *EDITOR'S NOTE: As of June 2002, 101 airports have been reduced to 98 public use airports.

As shown in **Table 2-1**, the five categories of airports are predominately dependent on the facility's ability to service a particular segment of the aviation community. For example, Category 1 is reserved for Commercial Service Airports. While this designation does not preclude general aviation aircraft from using the airport, it indicates the development emphasis for the airport would be focused on the growth of the commercial service opportunities. **Table 2-2** illustrates the classifications of the 98 public use airports, as listed in the 2000 Oregon Aviation Plan. Airports may move between categories as facilities change. However, the majority of the airport facilities are not expected to change over the planning period. The important item to note with the current classifications is the high number of airports in categories 4 and 5. These are focused on the smaller community-based and low-activity general aviation airports. This split between the larger air carrier airports and business-use

airports versus the smaller general aviation airports is typical of the national trends in state aviation systems.

2.2 Policies to Protect Airports

As illustrated in **Table 2-2**, a diverse base of aviation facilities make up the Oregon Aviation System. In an effort to protect these airports, the Department of Aviation, as a part of the 2000 Aviation Plan, has outlined various policies that target land use issues. The following excerpt from the Aviation Plan outlines the position of the Department with regards to airports and incompatible land uses.

“Airports can be subject to concerns from airport neighbors over noise and air pollution. The surrounding airspace must be free of obstructions to minimize safety problems for aircraft operations and the people on the ground. Because of these factors, it is becoming increasingly difficult to expand and/or relocate airports in more densely populated areas. Changes in land use and continuing growth also make airport land more valuable, making it attractive for the airport owner to lease or sell the land for non-aviation purposes.

→ Cities and counties are responsible for ensuring compatibility of land uses and establishing appropriate zoning requirements around airports.

Cities and counties are responsible for ensuring compatibility of land uses and establishing appropriate zoning requirements around airports. The incremental and cumulative impact of land use decisions that result in incompatible land uses by allowing citizens to occupy noise impact or high hazard areas can limit an airport’s ability to expand facilities and/or expand operations and, in some cases, threatens an airports future.

Oregon’s Transportation Planning Rule contains strong language requiring local jurisdictions to develop land use regulations and adopt measures to protect public use airports by controlling land uses within airport noise corridors, by limiting physical hazards to air navigation, and by controlling land uses in approach corridors to airports.

Oregon Revised Statutes require that all airports with three or more based aircraft, as of December 31, 1994, be identified and zoned as an airport in local planning documents. As mandated by Oregon Revised Statutes, the Oregon Land Conservation and Development Commission (LCDC) developed Airport Planning Rules addressing safety zones for airports with three or more based aircraft and land use compatibility requirements for public use airports. These rules became effective on February 12, 1999.” Excerpt from the ODA 2000 Aviation Plan.

Table 2-2: Public Use Airports by Category (As of January, 2003)		
Category 1	Category 4	Category 5
Eastern Oregon Regional – Pendleton	Albany Municipal	Alkali Lake State
Eugene Mahlon Sweet Field	Ashland Municipal	Arlington Municipal
Klamath Falls	Bandon State	Beaver Marsh (Private)
North Bend Municipal	Brookings	Boardman
Portland International	Chehalem Airpark (Private)	Burns Junction BLM
Roberts Field – Redmond	Chiloquin State	Cape Blanco State
Rogue Valley International – Medford	Condon State	Cascade Locks State
	Cottage Grove State	Christmas Valley
Category 2	Country Squire Airpark (Private)	Crescent Lake State
Astoria Regional	Creswell Hobby Field	Davis (Private)
Aurora State	Enterprise Municipal	George Felt (Private)
Bend Municipal	Florence Municipal	Lake Billy Chinook (Private)
Corvallis Municipal	Gold Beach Municipal	Lake Woahink SPB (Private)
Hillsboro (Portland)	Grants Pass	Lakeside State
McMinnville Municipal	Hermiston Municipal	Malin
Portland Downtown Heliport	Illinois Valley	McDermitt State
Roseburg Regional	Independence State	McKenzie Bridge State
Salem McNary Field	Joseph State	Memaloose USFS
Scappoose Industrial Airpark	Ken Jernstedt Airfield	Miller Memorial Airpark
Troutdale (Portland)	Lebanon State	Monument Municipal
	Lenhardt Airpark	Nehalem Bay State
Category 3	Lexington	Oakridge State
Baker City Municipal	Madras City – County	Owyhee Reservoir State
Burns Municipal	Mulino (Portland)	Pacific City State
Columbia Gorge Regional/The Dalles Municipal	Myrtle Creek Municipal	Paisley
Grant County Regional/Olgivie Field	Newport Municipal	Pinehurst State
La Grande/Union County	Prineville	Powers
Lake County	Sandy River (Private)	Prospect State
Ontario Municipal	Seaside Municipal	Rome State
	Siletz Bay State	Santiam Junction State
	Sisters Eagle Air (Private)	Silver Lake USFS
	Sportsman Airpark (Private)	Skyport (Private)
	Stark’s Twin Oaks (Private)	Toketee State
	Sunriver (Private)	Toledo State
	Tillamook	Vernonia Airfield
	Valley View (Private)	Wakonda Beach State
		Wasco State

→ *The ODA identified eight action items to address and protect the state's aviation system from incompatible land uses.*

2.3 Actions to Protect Airports

Based on the policy outlined in Section 2.2, the Oregon Department of Aviation (ODA) identified numerous action items to address the incompatible land use issues facing airports today. Although cities and counties are primarily responsible for ensuring compatible land uses around airports within their jurisdiction, specific actions have been developed by the ODA and are intended to protect the state's system of airports from incompatible land uses. These actions include the following:

- Guide local jurisdictions in implementing the land use and zoning requirements regarding airports contained in ORS 836.000 to 836.630 and in OAR Chapter 660 Division 13.
- Revise, adopt and implement the state-level Oregon Airport Land Use Compatibility Guidelines, November 1994, to help local jurisdictions establish zoning and land use regulations that preserve airports and avoid future land use conflicts.
- Guide local jurisdictions to develop appropriate zoning as required by DLCDC rules to keep runway protection zones free of all structures.
- Coordinate with local jurisdictions regarding the state requirement that proposed construction plans for areas surrounding airports be submitted to airport owners in accordance with OAR Chapter 738 Division 100, and also to the Federal Aviation Administration in accordance with Federal Aviation Regulation, Part 77 and Oregon Aeronautics Division OAR 738-70.
- Use the regular inspections carried out by the FAA and Aeronautics Division staff at general aviation airports to identify potential safety hazards.
- Promote the use of federal and state standards to minimize the liability risk for state and local governments and the airport sponsors.
- Promote compatible uses of surrounding areas by working with airport operators, affected communities and aviation users.
- Identify the extent of residential encroachment and monitor change and notify local government of hazards.

2.4 Airport Protection Measures

The actions outlined by ODA have been condensed into six primary measures that provide an overall indicator of the status of the airports with regard to airport protection from incompatible land uses. These indicators include the following:

- Presence of airport overlay zoning
- Airports with a 55 DNL noise contour extending beyond airport property
- Presence of incompatible land uses nearby, including residential uses (as reported by airport operators) and close-in obstructions (within runway primary surface or runway protection zones)
- Presence of water impoundments within the vicinity of the airport
- Presence of open landfills within the vicinity of the airport
- Presence of bird attractants or migratory areas

Each of these measures will be discussed in more detail in the following chapters. In 1998-1999, ODA conducted a survey of the state's public use airports. This survey inventoried the incompatible land uses for each airport. The determination of the incompatibilities was left to the discretion of the airport manager. As **Table 2-3** summarizes, there are many airports reported to have deficiencies in one or more of the categories. This further supports the need for compatible land use initiatives to protect the airports from future land use incompatibilities. Lack of planning or forethought can lead to disastrous results when future development is considered.

Deficiencies listed in Table 2-4 may have been mitigated at specific airports since the 1998-1999 survey. Since a follow-up survey was not conducted, it is assumed that the reported deficiencies continue to be a concern. As urban growth continues, there may even be increases in the areas of deficiencies. **Table 2-4** illustrates the individual airport deficiencies for the public use airports as noted in the 2000 Oregon Aviation Plan.

Table 2-3: Airport Protection Deficiencies		
Protection Item – Major Incompatible Land Uses	Airport Category	Number of Airports Reporting Deficiencies
Overlay Zoning Deficiency	1	3
	2	2
	3	4
	4	25
	5	38
	Total	72
55 DNL Noise Contours	1	9
	2	9
	3	7
	4	32
	5	24
	Total	81
Incompatible Land Uses Near Airport	1	6
	2	9
	3	6
	4	28
	5	20
	Total	69
Water Impoundments Near Airport	1	4
	2	6
	3	4
	4	18
	5	12
	Total	44
Open Landfills Near Airport	1	1
	2	1
	3	1
	4	6
	5	6
	Total	15
Bird Migratory Areas Near Airport	1	6
	2	6
	3	4
	4	28
	5	14
	Total	53

Source: 2000 Oregon Aviation Plan – revised to reflect 2002 airport category changes.



Table 2-4: Land Use Compatibility						
Legend:	Overlay Zoning Deficiency	55 DNL Contour off Airport	Incompatible Land Uses Nearby	Water Impoundments Near Airport	Open Landfills Near Airport	Bird Migratory Areas Near Airport
<p>Legend:</p> <p> Deficiency Reported</p> <p> None Reported</p> <p> Not Applicable</p>						
Category 1						
Portland International						
Eugene Mahlon Sweet Field						
Rogue Valley International – Medford						
Roberts Field – Redmond						
Klamath Falls						
North Bend Municipal						
Eastern Oregon Regional – Pendleton						
Category 2						
Astoria Regional						
Aurora State						
Bend Municipal						
Corvallis Municipal						
Hillsboro (Portland)						
McMinnville Municipal						
Portland Downtown Heliport						
Roseburg Regional						
Salem McNary Field						
Scappoose Industrial Airpark						
Troutdale (Portland)						
Category 3						
Baker City Municipal						
Burns Municipal						
Columbia Gorge Reg./ The Dalles Municipal						
Grant County Regional/ Ogilvie Field						
La Grande/Union County						
Lake County						
Ontario Municipal						
Category 4						
Albany Municipal						
Ashland Municipal						
Bandon State						
Brookings						
Chiloquin State						
Condon State						
Cottage Grove State						
Creswell Hobby Field						
Enterprise Municipal						
Florence Municipal						
Gold Beach Municipal						
Grants Pass						
Hermiston Municipal						
Ken Jernstedt Airfield						

Table 2-4: (continued)







Legend:	Overlay Zoning Deficiency	55 DNL Contour off Airport	Incompatible Land Uses Nearby	Water Impoundments Near Airport	Open Landfills Near Airport	Bird Migratory Areas Near Airport
 Deficiency Reported						
 None Reported						
 Not Applicable						
Illinois Valley						
Independence State						
Joseph State						
Lebanon State						
Lexington						
Madras City-County						
Myrtle Creek Municipal						
Mulino (Portland)						
Newport Municipal						
Prineville						
Seaside Municipal						
Siletz Bay State						
Tillamook						
Category 5						
Alkali Lake State						
Arlington Municipal						
Boardman						
Burns Junction BLM						
Cape Blanco State						
Cascade Locks State						
Christmas Valley						
Crescent Lake State						
Lakeside State						
Malin						
McDermitt State						
McKenzie Bridge State						
Memaloose USFS						
Miller Memorial Airpark						
Monument Municipal						
Nehalem Bay State						
Oakridge State						
Owyhee Reservoir State						
Pacific City State						
Paisley						
Pinehurst State						
Powers						
Prospect State						
Rome State						

Table 2-4: (continued)						
Legend:	Overlay Zoning Deficiency	55 DNL Contour off Airport	Incompatible Land Uses Nearby	Water Impoundments Near Airport	Open Landfills Near Airport	Bird Migratory Areas Near Airport
 Deficiency Reported						
 None Reported						
 Not Applicable						
Santiam Junction State						
Silver Lake USFS						
Toketee State						
Toledo State						
Vernonia Airfield						
Wakonda Beach State						
Wasco State						
Category 4 (Private Airports)						
Chehalem Airpark (Private)						
Country Squire Airpark (Private)						
Lenhardt Airpark (Private)						
Sandy River (Private)						
Sisters Eagle Air (Private)						
Sportsman Airpark (Private)						
Stark's Twin Oaks (Private)						
Sunriver (Private)						
Category 5 (Private Airports)						
Beaver Marsh (Private)						
Davis (Private)						
George Felt (Private)						
Lake Billy Chinook (Private)						
Lake Woahink SPB (Private)		<input type="checkbox"/>		<input type="checkbox"/>		
Skyport (Private)						
Valley View (Private)						

Source: 2000 Oregon Aviation Plan – revised to reflect 2002 airport category changes.

2.5 Summary

The ODA has made a concerted effort to address land use compatibility issues within the state through their development of the action items outlined in the 2000 Oregon Aviation Plan. Preservation of the aviation facilities of the state is essential to the economy and quality of life of the residents of the state and the tourists who visit. The various strategies and approaches outlined in this document should be implemented by local airports, their owners, and their host communities, in an effort to provide compatible land use planning on and around airports in the state.

This page intentionally left blank.