

Chapter 7 – Compatible Land Use Planning in the Vicinity of the Airport



Introduction

This chapter describes land use associated with the Hermiston Municipal Airport and its surroundings, describes federal regulations established to protect airports and airspace, and summarizes state statutes and rules that guide land use planning and airport protection. The intent of this chapter is to summarize all existing land use controls affecting the Airport, identify any potential land use or zoning incompatibilities, and if applicable, provide recommendations for improving land use compatibility.

Government Roles in Airport Land Use

Federal

The Federal Aviation Administration (FAA) does not have authority to regulate off airport land use, including the construction of built items. Land use regulation is a local responsibility and FAA has a technical advisory role based on its interest in protecting the airspace associated with an airport as part of the national airspace system. The FAA does have a role in regulating on-airport land use through approval of the Airport Layout Plan (ALP) and airport sponsor compliance with the FAA Airport Improvement Program (AIP) grant assurances. These assurances include measures to maintain airport land use compatibility and protect the aeronautical function of airports.

The FAA's current guidance on regulating non-aeronautical land uses on federally obligated airports is addressed in the <u>FAA Reauthorization Act of 2018</u> (Title I—Authorizations, Subtitle C—Airport Improvement Program Modifications, Sec. 163), which narrows the FAA's direct or indirect regulation of non-aeronautical property transactions (including leases) and limits the requirement for ALP amendments depicting non-aeronautical developments that may in turn, trigger environmental review.





The intent of the law is to ensure the aeronautical functions of an airport are adequately preserved, but to enable airport sponsors to responsibly pursue non-aeronautical development that benefits the operation of the airport.

Under 14 Code of Federal Regulations (CFR), Part 77, the FAA has the authority to review proposed construction through its <u>Form 7460-1 Notice of Proposed Construction or Alteration</u> process. The FAA review addresses compatibility both on and off airport based on the potential for creating a "hazard to air navigation" associated with obstructions/penetrations in defined airspace. FAA airspace reviews include FAR Part 77 surfaces; Terminal Instrument Procedures (TERPS) surfaces, visual runway traffic patterns, and visual navigation aid (e.g., VASI, PAPI, etc.) protected airspace. When a proposed structure penetrates navigable airspace, the FAA will issue a letter objecting to the proposed action (determination of presumed hazard to air navigation) for the consideration of local authorities. When proposed actions do not present a hazard to air navigation, a "no objection" finding is issued. It is important to note that this analysis is based on an obstruction evaluation and is not intended to address land use compatibility in terms of noise exposure or proximity to an airport or runway.

The FAA recommends local jurisdictions include the following language in their development codes to recognize and protect airports from incompatible development: "Nothing in this chapter shall diminish the responsibility of project proponents to submit a Notice of Proposed Construction or Alteration to the Federal Aviation Administration if required, in accordance with FAR Part 77, Objects Affecting Navigable Airspace."

FAR Part 150, Airport Noise Compatibility Planning provides guidance for land use compatibility around airports. The <u>Airport Noise and Capacity Act of 1990 (ANCA</u>), defines the federal policy on the regulation of airport noise (operating curfews, aircraft restrictions, etc.), with the intent of standardizing noise controls throughout the national system.

<u>State</u>

The State of Oregon has created statutes and rules that provide standards and guidelines for local governments to use in order to create zoning ordinances to encourage compatible land uses around airports. The State of Oregon's laws and statutes are provided by the <u>Airport Planning Rule</u>, which is located in Oregon Administrative Rules (OAR), contained in Chapter 660, Department of Land Conservation and Development; Division 12, Transportation Planning and Division 13, Airport Planning to address airport protection and function. Local governments shall follow State rules as described in OAR 660 for planning and managing public-use airports. Division 12 states that local governments shall participate and develop a Transportation System Plan with "measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation."





Division 13, Airport Planning states, "the policy of the State of Oregon is to encourage and support the continued operation and vitality of Oregon's airports." It includes "rules that are intended to promote a convenient and economic system of airports in the State and for land use planning to reduce risks to aircraft operations and nearby land uses." A summary of these requirements is provided below:

- 660-013-0030 Preparation and Coordination of Aviation Plans states "A city or county with planning authority for one or more airports, or areas within safety zones or compatibility zones described in this division, shall adopt comprehensive plan and land use regulations for airports consistent with the requirements of this division and ORS 836.600 through 836.630."
- **660-013-0040** Aviation Facility Planning Requirements provides a list of planning requirements including a map showing the location of the airport boundary, a map or description of existing and planned facilities, a projection of future aeronautical needs, etc.
- 660-013-0070 Local Government Safety Zones for Imaginary Surfaces specifies that "local governments shall adopt an Airport Safety Overlay Zone to promote aviation safety by prohibiting structures, trees and other objects of natural growth from penetrating airport imaginary surfaces."
- 660-13-0080 Local Government Land Use Compatibility Requirements for Public Use Airports provides a list of requirements including prohibiting new residential development and public assembly uses within the Runway Protection Zone (RPZ) and limits establishment of uses within the noise impact boundary.
- **660-013-0100** Airport Uses at Non-Towered Airports requires local governments to adopt land use regulations that authorize a range of defined airport uses within the airport boundary of non-towered airports.
- 660-013-0140 Safe Harbors defines "safe harbor" requirements that may be used by local governments including existing comprehensive plans, land use regulations, Airport Master Plans, and Airport Layout Plans.
- **660-013-155 Planning Requirements for Small Airports** specifies that airports are to be subject to the planning and zoning requirements within ORS 836.

Division 13 implements Oregon Revised Statutes (ORS) 836.600 through 836.630, which promotes land use planning to reduce unnecessary risk to aircraft operations. Several key statutes important in land use planning are summarized below:

• 836.608 Airport operation as matter of state concern (local planning documents to recognize airport location, limitations on use, and expansion of facility) - requires local





governments to recognize airport locations within planning documents. It also prohibits limitations on use and includes a process by which airports can add new land uses on their property.

- 836.610 Local government land use plans and regulations to accommodate airport zones and uses including funding and rules requires local governments to amend their land use regulations and comprehensive plans in accordance to 836.616 and 836.619.
- 836.616 Rules for airport uses and activities identifies types of permitted land uses and activities on airport property and requires local government to meet standards for safe land uses near airports.
- 836.623 Local compatibility and safety requirements more stringent than state requirements (criteria, water impoundments, report to federal agency, and application to certain activities) allows local governments to adopt land use compatibility and safety requirements that are more stringent than the minimum required by Land Conservation and Development Commission rules. It provides rules which limit the size of water impoundments near airports in an effort to reduce wildlife attractants.

Local

In Oregon, protecting airports from incompatible land uses and establishing compatible land uses around airports is the responsibility of local governments with planning and zoning authority. As with other local land use regulations, the requirements are unrelated to property ownership, and are not limited to jurisdiction where the airport is physically located.

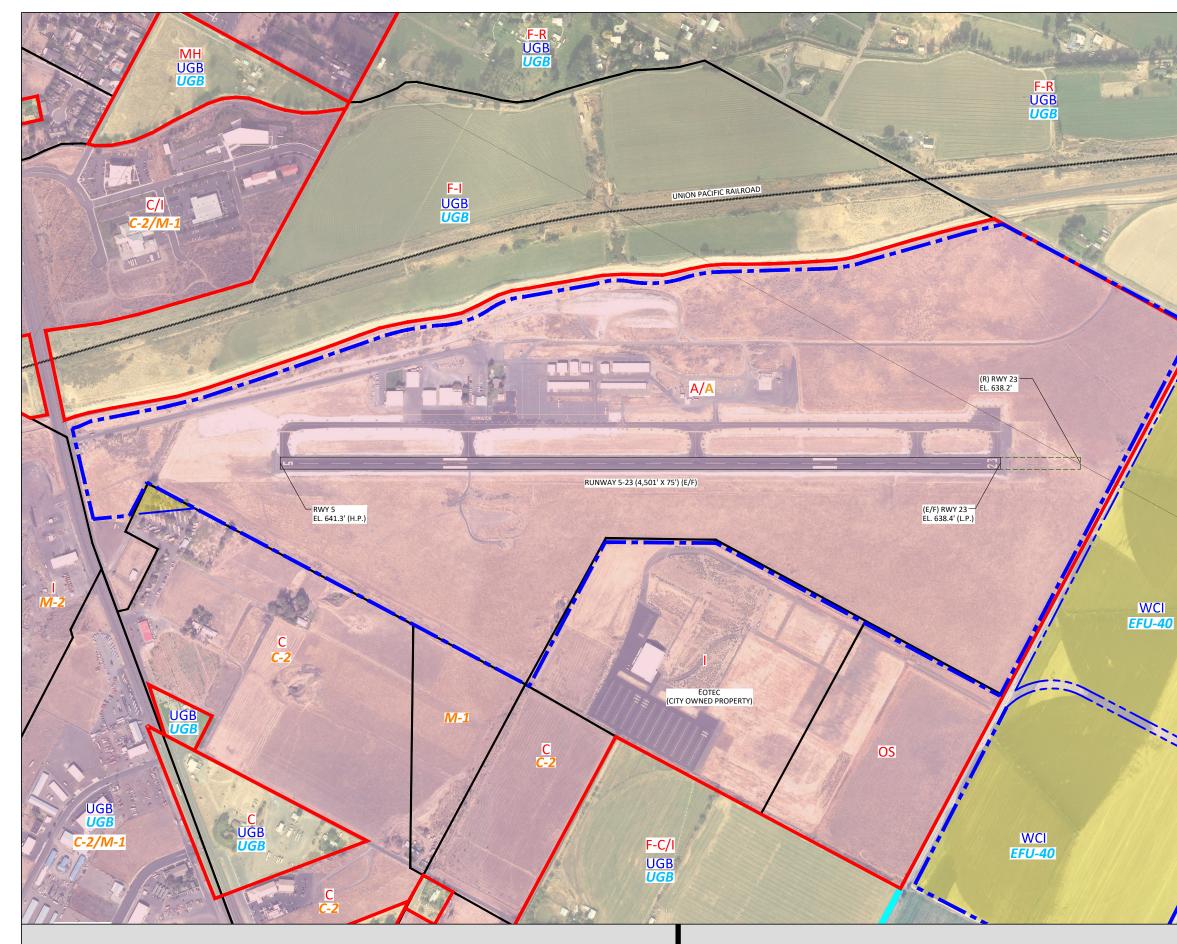
The City of Hermiston has land use jurisdiction for Hermiston Municipal Airport and for all lands located in the city limits. Hermiston Municipal Airport is located within the Hermiston city limits, approximately one mile southeast of downtown Hermiston.

Umatilla County has land use jurisdiction for all other lands in the vicinity of the Airport, including the areas of the Hermiston Urban Growth Boundary (UGB) located outside the city limits and for all unincorporated areas outside the UGB. The UGB extends beyond the city limits in the vicinity of the Airport (north, south, and west). The areas east of the Airport are located outside the Hermiston UGB.

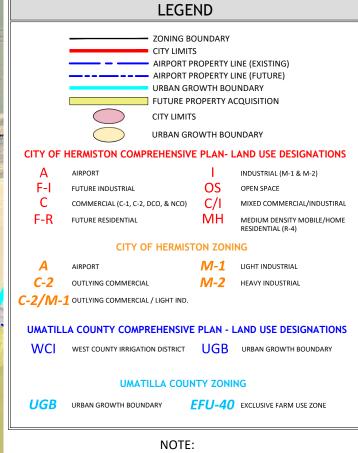
The city and county have established common airport overlay zoning language to ensure their land uses are compatible with the airport for long-term growth, although both ordinances require updating for currency with the Oregon rules and statutes noted above.

Figure 7-1 depicts land use and zoning in the vicinity of Hermiston Municipal Airport.

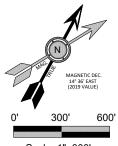




AIRPORT LAND USE PLAN FIGURE 7-1 HERMISTON MUNICIPAL AIRPORT AIRPORT MASTER PLAN



NOTE: 1. CITY OF HERMISTON AIRPORT HAZARD ZONING (CHP. 151) ORD 1411, ADOPTED 4-27-82



Scale: 1"=300'





Comprehensive Planning

City of Hermiston

Land use in the City of Hermiston is regulated through the <u>Code of Hermiston, Title XV Land Usage</u> (Chapter 156 – Comprehensive Plan). The comprehensive plan land use designation for Hermiston Municipal Airport is Airport (A). The Airport designation is the "area around Hermiston airport suitable for commercial/industrial development providing these activities do not obstruct the flight path of approaching and departing planes."

The majority of the non-airport areas within the city limits have **Commercial**, **Industrial**, or **Residential** comprehensive plan land use designations. The comprehensive plan also includes land use designations for areas within the Hermiston UGB, but outside the city limits. Land use within the UGB is under the jurisdiction of Umatilla County, but is planned to accommodate future urban development (e.g., city annexation). Most of the areas within the UGB include **Future Commercial**, **Industrial**, or **Residential** land use designations in the city's comprehensive plan.

A summary of airport-related city comprehensive plan policies and implementing actions¹ is provided in **Table 7-1**.

TABLE 7-1: CITY OF HERMISTON COMPREHENSIVE PLAN - AIRPORT RELATED POLICIES

SECTION III. POLICIES; E. RESOURCES (GOALS 5,6,7, AND 13)

Policy 12: Noise

Finding: the most significant sources of noise in the Hermiston UGB are the airport and automotive traffic on major thoroughfares including Highway 395 and 207, which bisect the community.

The City of Hermiston will comply with State noise standards to minimize noise impacts on residential and other sensitive uses.

Implementing Actions

• The city's comprehensive plan "has adopted the Hermiston Airport Master Plan Update (January 1981) by reference as part of this plan. The city requires that all housing constructed within the projected year 2000 55 Ldn contour be required to meet the following performance standard: sufficient insulation in ceilings and walls to reduce maximum interior noise level to 40 Ldn."



¹ City of Hermiston Comprehensive Plan, Section III. Policies



SECTION III. POLICIES; J. TRANSPORTATION (GOAL 12)

Policy 32: Rail/Air Transportation

Finding: Hermiston's excellent rail and air access greatly facilitates its future industrial expansion. Hermiston's airport occupies 130 of a 275-acre site; the remaining land is reserved for airport expansion and related commercial and industrial activity. A small modern terminal includes offices, a waiting lounge and conference room. Note: remaining facility and activity text from 1981 is now obsolete.

The City of Hermiston will protect the operation of the Hermiston Airport from conflicting land uses and encourage expansion of air and rail transportation to facilitate economic development.

Implementing Actions

- The city "has adopted by reference the Hermiston Airport Master Plan Update as part of this plan. Implement its recommendations by means of the capital improvement plan."
- The city "has modified zoning code to include airport (A) zone; airport and surrounding property has been designated "airport" on both the comprehensive plan and zoning maps. Has obtained clear zone easements for property within the runway approach and beyond the airport's boundaries, in compliance to Federal Aviation Administration regulations."

Umatilla County

Land Use in unincorporated Umatilla County is regulated through the <u>Umatilla County Development</u> <u>Code, (Chapters 150-153)</u>. Umatilla County has land use jurisdiction for lands located east of airport property (outside the City of Hermiston UGB), and for land areas located inside the Hermiston UGB, but outside the city limits.

As noted earlier, the lands inside the Hermiston UGB have City of Hermiston land use designations within the city comprehensive plan, and UGB land use designations in the Umatilla County comprehensive plan. The UGB designation recognizes the planned urban land use in the UGB and the intended compatibility with future City of Hermiston land use patterns and zoning. Chapter 17 Urbanization describes the county's land use approach for areas surrounding its incorporated cities. The county comprehensive plan provides findings and policies for the county's transportation system, including those that promote and protect aviation in the region.² Chapter 15 Transportation describes the findings and policies is provided in Table 7-2.



² Umatilla County Comprehensive Plan, Chapter 15 Transportation



CHAPTER 17. URBANIZATION	
FINDING	POLICY
<u>Finding 2</u> – While the County jurisdiction prevails in unincorporated urban growth boundary areas, cities' future development patterns are acknowledged.	<u>Policy 2</u> – Enter into joint management agreements assuring city/county coordination.
CHAPTER 15. TRASNPORTATION	
FINDING	POLICY
<u>Finding 16</u> - Airports are experiencing increases in traffic and are undergoing improvements in accordance with their Airport Master Plans.	<u>Policy 16</u> - Continue to cooperate in protecting the existing and planned elements of the airports from incompatible neighboring land uses through the use of airport hazard zoning and joint management agreements with each city.
<u>Finding 27</u> - Measures are needed to protect airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation.	<u>Policy 27</u> - Umatilla County shall adopt and implement an airport zone, supporting Airport Safety Overlay Zones, or similar protective measures for airports (as defined in ORS 836.610) in Umatilla County.
<i>C</i> - Publicly owned publicly used airports are already under protective overlay zoning specific to the airport.	

TABLE 7-2: UMATILLA COUNTY COMPREHENSIVE PLAN POLICIES





Airport Zoning

City of Hermiston

Zoning in the City of Hermiston is regulated through the <u>Code of Hermiston, Title XV Land Usage</u> (<u>Chapters 150-157</u>). Hermiston Municipal Airport is zoned Airport (A). The Airport zone permits the same uses (both outright permitted and conditional permitted) as identified in both the **Outlying** Commercial (C-2) and Light Industrial (M-1) zones. The C-2 zone also permits all uses allowed in the city's C-1 (Central Commercial) zone. The combination of these zones allows a wide variety of commercial and light industrial land uses, some of which are not highly compatible with airport operations or the intended land uses on an airport. For example, many of the outright permitted uses within the C-2 zone allow for large concentrations of people to gather, including churches, daycares/nurseries, motels/hotels, theaters, auditorium/exhibition halls, hospitals, nursing homes, multi-family dwellings, and schools. These land uses are not typically compatible with airports.

Section 157.972 defines two additional requirements and conditions for the Airport Zone (A):

(A) Other requirements. All requirements for limitation on use, signs, minimum lot size and setbacks and maximum height in an A zone shall conform to those in a M-1 zone, contained in $\frac{5157.055}{C}$ through (F).

(B) Additional conditions. All uses in an A zone shall conform to conditions imposed in Chapter <u>151</u> of this code adopted as part of the Hermiston Airport Master Plan, which governs development around the Hermiston Airport, so as to minimize interference with the operations of the airport and reduce hazards to the public health, welfare and safety.

The referenced M-1 zone allows a maximum building height of 35 feet for areas within 150 feet of a residential zone. However, since the Airport is not directly adjacent to any residential zones, this restriction would not appear to apply. No other building height limit is cited in the M-1 zone. The referenced C-2 zone allows a maximum building height of 50 feet.

Condition B, noted above, references the airport overlay zone established for Hermiston Municipal Airport (Code of Hermiston, Chapter 151), which effectively limits building heights based on protecting airspace defined by Federal Aviation Regulations (FAR) Part 77. The use of FAR Part 77 airspace surfaces to limit building heights on the airport provides a reasonable measure of control, if consistently applied. Compatibility with defined FAR Part 77 airspace surfaces is also a primary evaluation criterion in the FAA's 7460 review process for structures proposed for construction on or near an airport.





Airport Vicinity Zoning

The land use patterns in the vicinity of Hermiston Municipal Airport provide a reasonable level of compatibility with airport operations. Aside from the residential RV Park located partially within the Runway 5 RPZ, there are no known areas of incompatible land use or significant aircraft noise exposure in the vicinity of Hermiston Municipal Airport. The relocation of the existing RV Park outside of the RPZ is recommended in the master plan. Control of the RPZ through purchase is also recommended.

City of Hermiston

The City of Hermiston has zoning jurisdiction over land areas immediately south and southwest of the Airport, and the main section of the Hermiston city limits, which is located north and northwest of the airport, separated by large areas of Hermiston UGB zoned areas (Umatilla County) located directly adjacent to the Airport.

The city-owned EOTEC parcels located adjacent (southeast) to the Airport are zoned Fairgrounds Overlay. "Purpose. The fairgrounds overlay zone is intended to provide an area to accommodate the various uses and accessory uses which are associated with a county fairgrounds and regional event center. Uses on the fairgrounds include commercial, industrial and agricultural uses which overlap many zoning designations and cannot be accommodated under one zoning classification."

Other zoning on the south side of the Airport (east of Highway 395) includes **Outlying Commercial** - **(C-2)**; **Light Industrial (M-1)**; and a combination C-2/M-1 zone. Zoning on the west side of Highway 395 includes Heavy Industrial (M-2); a combination C-2/M-2 zone; and **Open Space (OS)**.

City zoning for areas north and northwest of the airport include Residential (Single Family, Duplex, Multiple Family – R-1, R-2, R-3); Central Commercial (C-1); Outlying Commercial - (C-2); and the combination C-2/M-1 zone.

Umatilla County

Umatilla County has zoning jurisdiction for all unincorporated land areas in the vicinity of Hermiston Municipal Airport. This includes land areas located inside the City of Hermiston UGB, but outside the city limits, and lands located outside the UGB.

The UGB areas are zoned **UGB**, denoting the planned urban land use within the UGB and the intended compatibility with City of Hermiston land use and zoning. The UGB-zoned lands border the Airport's entire north boundary, with additional UGB areas located south of the Airport.





The land area immediately east of the Airport is outside the City of Hermiston UGB. The majority of these lands are zoned Exclusive Farm Use (EFU).³ "The purpose of the EFU, Exclusive Farm Zone, are to preserve and maintain agricultural land for farm use, including range and grazing uses, consistent with existing and future needs for agricultural products, forest and open spaces; to conserve and protect scenic resources; to maintain and improve the quality of air, water and land resources of the county and to establish criteria and standards for farm and non-farm uses and related and supportive uses which are deemed appropriate."

Additional areas of **Rural Residential (RR)** zoning is located outside the Hermiston UGB, northeast of the Airport.

Airport Overlay Zones

City of Hermiston

The City of Hermiston adopted an Airport Hazard Zone in 1983,⁴ which identifies the runway's FAR Part 77 imaginary surfaces and establishes them as protected zones. The overlay zone establishes height limitations and nonconforming uses. It also discourages, but does not outright prohibit, places of public assembly near an airport and within a clear zone. See Recommendations at the end of the chapter.

Umatilla County

The Umatilla County Development Code⁵ includes an airport overlay zone designated "AH-H, Hermiston Airport Hazard Overlay Zone" (UCDC Sub-Sections 152.390-394)⁶ to provide special considerations for areas around the airport. The county and city overlay zones share common language and criteria. Section 152.390 Purpose summarizes the intent of the ordinance:

The Hermiston Airport Hazard Overlay Zone is designed to protect the Hermiston Airport from obstruction to safe aviation. It creates and establishes special overlay zones which include the land lying with the approach zones, transitional zones, horizontal zones, and conical zones as they apply to Hermiston Airport. Such zones are shown on the Hermiston Airport Hazard Zoning Map, consisting of one sheet, prepared by the County Planning Department, and dated September 24, 1975, which is hereby adopted by reference. (Ord. 83-4, passed 5-9-83)."

The county Airport Hazard Overlay Zone includes language similar to the city ordinance, discouraging, but not prohibiting places of public assembly near an airport and within a clear zone. See Recommendations at the end of the chapter.



³ Umatilla County Development Code, September 17, 2014, Section 152.055 EFU, Exclusive Farm Use Zone.

⁴ City of Hermiston Code – Chapter 151 Airport Hazard Zone

⁵ Umatilla County Development Code (rev. date 8/22/18)

⁶ Ordinance 83-4, passed 5-9-83



Recommendations (Land Use)

Based on a review of existing land use and zoning regulations, the following recommendations are provided for consideration by the City of Hermiston and/or Umatilla County:

City of Hermiston

- 1. Modify current Airport Zone (A) code language to reflect intended uses for the aeronautical and non-aeronautical land areas at Hermiston Municipal Airport, as defined on the FAA-approved Airport Layout Plan (ALP) drawing, as amended.
 - a. Aeronautical Areas: Define airport-specific uses as "Uses Permitted Outright" if consistent with the FAA-approved Airport Layout Plan (ALP) drawing set, as amended.⁷ These would include all "customary and usual aviation-related activities" including, but not limited to aircraft takeoffs and landings; aircraft hangars, aircraft parking aprons, aircraft fueling facilities, construction and maintenance of airport facilities, fixed base operator facilities, and other activities incidental to the normal operations of an airport. Recommend allowing other proposed uses, including uses defined in C-2 and M-1 zoning (commercial, industrial, manufacturing) as "Conditional Uses Permitted," if compatible with the airport's underlying aeronautical function. Restrict uses that allow for large congregations of people within the Airport Zone (A).
 - b. Non-Aeronautical Areas: Maintain the airport-compatible uses defined in city M-1 and C-2 zoning for non-aeronautical areas of the airport depicted on the FAA-approved Airport Layout Plan (ALP) drawing, as amended. Restrict uses that allow for large congregations of people within the Airport Zone (A).
- 2. It is recommended that the City conduct an updated evaluation of its existing comprehensive plan policies and zoning ordinances for compliance with the State of Oregon requirements defined in OAR 660 and ORS 836, summarized earlier in this chapter.
- 3. It is recommended that the City update the current Airport Hazard Zoning (Chapter 151) ordinance for consistency with current the Airport Layout Plan (ALP), including protected surface configurations, definitions, and geometry. Since ALP updates are more common than changes in zoning ordinances, it is preferable to avoid citing specific dimensions or criteria reflected on a date-specific drawing that may become obsolete. Recommend requiring land use proposals be evaluated for consistency with the current FAA-approved ALP maintained by the City of Hermiston.



⁷ ALP drawing set includes airspace drawings for the evaluation of obstructions for proposed built items.



4. It is recommended that the existing ordinance be updated to distinguish between (runway) approaches and clear zones when considering the siting of places of public assembly (Section 151.50 (E) Permit Procedure.):

> (E) Places of public assembly. Places of public assembly proposing to locate in an approach or clear zone shall be discouraged and influenced to locate elsewhere. Most urban structures proposing to locate in a clear zone also shall be discouraged due to the danger of air crashes.

The current code language discouraging locating proposed places of public assembly in an approach is adequate. The Runway 5/23 approaches extend off airport property for a distance of 1 to 2 miles (west and east), over a variety of land uses and zoning.

However, locating places of public assembly in a clear zone should be prohibited based on FAA control and protection requirements assigned to the airport owner. Clear zones are defined surface areas intended to avoid siting incompatible land uses such as structures, gatherings of people, or other non-airport improvements. Note: the term "clear zone" is obsolete and has been replaced by FAA with the term "runway protection zone (RPZ)."

Umatilla County

1. It is recommended that Umatilla County update the airport overlay zone ordinance (AH-H, Hermiston Airport Hazard Overlay Zone, Sub-Section 152.390-152.394), to reflect the FAAapproved Airport Layout Plan (ALP) drawing for Hermiston Municipal Airport, as amended and to establish consistency with ORS 836, and OAR 660.8 A 2002 Umatilla County code update (Ord. 2002-01) created an overlay zone for private use airports (PUSA-S, Chapter 152.340-349) that included references the applicable sections of ORS 836 and OAR 660, most of which would apply to the Hermiston Airport Hazard Overlay Zone, when updated.

General

1. The recommended property acquisition depicted on the ALP drawing at the east end of airport property is intended to allow South Ott Road to be realigned outside the current and reserve runway protection zones (RPZ) for Runway 23. The acquired property is located outside the Hermiston city limits and UGB, and is zoned EFU-40 by Umatilla County. Land use mapping indicates that the existing section of South Ott Road being vacated and realigned is located outside the Hermiston UGB. It is anticipated that the rural county road will maintain its current function with right of way conveyed to Umatilla County. The remaining portion of the acquired land parcel will remain in airport-compatible agricultural use through leases following the road realignment. The City of Hermiston will evaluate the issues related to the planned land use, zoning, and UGB to determine what, if any land use actions will be required (UGB adjustment, goal exception, rezoning, etc.) with the newly acquired parcel.



⁸ Umatilla County Development Code (rev. date 8/22/18)