



Date: September 15, 2009

To: Airport Futures Planning Advisory Group

From: Land Use/Transportation Subcommittee
Chris Corich and Jay Sugnet

Subject: DRAFT Staff/Subcommittee Recommendations on Noise and 3rd Parallel Runway

Land Use/Transportation Subcommittee, Port and City staffs propose a three phase approach to address aircraft noise. First, the existing area covered by the City of Portland's Noise Impact Overlay Zone ("x" overlay) for insulation, easements, and disclosure will remain unchanged. Second, a new classification is proposed for an expanded City noise overlay zone – to include the area covered by noise disclosure out to the 2035 50th Percentile Forecast 55 day night level (DNL) noise contour. Third, the Port and City will make a firm commitment to do follow-on work to explore other means to address noise outside the 65 DNL noise contour. The follow-on work would be done through a combined Citizen Noise Advisory Committee (CNAC) and Airport Futures Planning Advisory Group (PAG) subcommittee. All three approaches are outlined below. Finally, section 4 proposes a way to address the Conceptual 3rd Parallel Runway on the Port Master Plan/Airport Layout Plan and the City of Portland Land Use Plan.

1. No Modification of the Existing City Noise Overlay Covering the 65 DNL. The existing City of Portland noise overlay, based on a 1990 PDX DNL noise contours, regulates the density and construction of new residential structures built between the 65 and 68 DNL noise contours. The City noise overlay requires that homes be sound insulated to ensure that noise is reduced to acceptable levels. Without sound insulation, residential uses are deemed to be incompatible with aircraft noise at levels higher than 65 DNL. The 65 DNL is the noise standard used by the Federal Aviation Administration (FAA), the State of Oregon Department of Environmental Quality (DEQ) the United States of Environmental Protection Agency (EPA), and United States Department of Housing and Urban Development (HUD). The City noise overlay requires that the effectiveness of the sound insulation be certified by an acoustical engineer paid for by the Port (usually costs about \$1,000), and that the Port receive both a noise easement and a disclosure statement. Since adoption of the requirements in 1985, 310 homes, condos, and townhomes have been built with certified acoustic insulation, easements, and or disclosure statements dedicated to the Port. Attachment 1 includes a set of the papers given to developers with instructions on how to implement the requirements of the City noise overlay. The overlay has promoted land use compatibility by allowing only sound insulated homes to be built in an area impacted by aircraft noise.

Based on the noise analysis completed for Airport Futures in 2009, both the City and the Port agree that the current City noise overlay (based upon the 1990 65 DNL noise contour) should be retained in City code to address the anticipated growth in noise contours and ensure land use compatibility over the long term within the 65 DNL and higher noise contours. The analysis

of future airport noise contours was based upon accepted growth scenarios, including dual stream departures, triple stream departures (3rd parallel runway) and operations in excess of 500,000. The analysis does not show a need for expansion of the current City noise overlay based on comparison with the future 65 DNL contour. An expansion of the City noise overlay is not necessary to prevent incompatible uses within the 65 DNL noise contour that would be associated with anticipated future growth at PDX. The existing 1990 City noise overlay is larger than both the base case 2008 65 DNL and 2035 50th percentile 65 DNL contours, and there are only marginal areas where the 2035 90th percentile 65 DNL extends beyond that overlay. Continuing to use that contour provides a measure of extra protection for residents by applying the extra sound insulation standards for new development in an area that is larger than the current 65 DNL contour.

2. Modification of the City Noise Overlay Beyond the Existing 65 DNL Noise Contour. Although the subcommittee and staff recommend leaving the City noise overlay boundary where it is today for acoustic certification, easements and noise disclosures, the City and the Port would support a new noise overlay extending out from the current 1990 65 DNL to include land within the 2035 50th Percentile Forecast 55 DNL contour for a limited purpose of noise disclosure for new development (no easements or other provisions of the existing noise overlay – just disclosure). The disclosure would state that the home is in an area subject to aircraft overflight by jets and other aircraft arriving and departing PDX and that some people may be bothered by the aircraft flying overhead. A copy of the current disclosure statement which will continue to be used can be found in Attachment 1. Figure #2 illustrates the area creating a new overlay zone which extends to the 2035 50th Percentile Forecast 55 DNL noise contour from the existing 1990 65 DNL contour. The Land Use/Transportation Subcommittee recommends that PAG include a recommendation in its final report that the Port and City advocate at the state level for disclosure at time of sale (similar to the disclosure requirements for lead paint, asbestos, and underground oil tanks).

3. Addressing Noise Outside the 65 DNL Noise Contour. The Port and the City of Portland recognize that aircraft noise impacts residences beyond the 65 DNL contour. As a result, the Port and the City commit to exploring ideas related to noise mitigation beyond the 65 DNL threshold of significance defined by the FAA, EPA and Oregon DEQ. The Subcommittee, Port and City believe that thoroughly exploring these ideas (disclosure, easements and other potential types of mitigation beyond the existing noise overlay) deserves more time and attention than it can be given within the current Airport Futures planning process. Furthermore, the Citizen Noise Advisory Committee has the expertise and has expressed a strong interest in this discussion. The recommended plan moving forward, to be incorporated in the PAG recommendations, would be that the Port, the City, Planning Advisory Group and CNAC would develop a draft work plan and schedule to accomplish the task (including the membership of the work group). Specifically, the work plan will detail how and when the working group (anticipated to include CNAC, PAG, OPIS, other technical experts and the interested public) would report back to key stakeholders (OPIS committee, Port Commission, and City of Portland and Vancouver City Councils). This approach allows the following:

- Thoroughly explores the issue of noise by interested parties;
- Allows the PAG to complete its work on the Master Plan and Land Use Plan and to sunset; and
- Commits all parties to provide report outs to their organizations and the broader community on the results of exploration.

It is anticipated that the group would begin work this fall and that the time required for the group to conclude the substantive work as outlined in the work plan is six months to a year.

4. Port recommendation regarding depiction of potential 3rd parallel runway on ALP. The Port proposes to depict the potential 3rd parallel runway as a dashed line to differentiate it from other facilities depicted on the ALP. A note on the ALP drawing will read as follows (continues onto the next page):

Conceptual 3rd Runway Reserve: While a 3rd parallel runway has not been identified as a required facility for the planning period ending in 2035, it is depicted so that potential future development of a 3rd parallel runway is not precluded by other airport development.

- Acceptance of this ALP by the FAA does not in any way constitute a commitment on the part of the United States to participate in any development depicted therein nor does it indicate that the proposed development is environmentally acceptable in accordance with the appropriate public laws.
- A 3rd parallel runway is not currently a permitted development in the City of Portland's Airport Plan District. Construction of the 3rd parallel runway would require a legislative amendment to the Airport Plan District to make it a permitted development.
- The need for a 3rd parallel runway as well as other alternatives related to preserving or expanding capacity will be the subject of further evaluation in future master plans.
- A 3rd parallel runway will require an Environmental Impact Statement (EIS) consistent with the National Environmental Policy Act. The EIS will be managed by the FAA.
- The width and length of the Conceptual 3rd Runway Reserve reflects facility planning criteria including desire to preserve flexibility/options, minimize impacts, maximize land use efficiencies, maximize operational efficiencies, maximize effective phasing and comply with FAA airport design criteria.
- If the 3rd parallel runway is ever needed, it is anticipated that Runway 3-21 (existing cross-wind runway) would be converted to a taxiway.

5. City recommendation regarding depiction of Airport facilities in the Land Use Plan. The City proposes to amend the City's Comprehensive Plan to include a section specific to the airport in either the Public Facilities Goal (Goal 11) or the Transportation Goal (Goal 6). Many of the goals and policies developed through the Airport Futures planning process will be captured here and will include a diagram showing the 2035 projected airport facility needs based on the 50th percentile aviation forecast. The map will include the following facilities:

- Runways, taxiways, and aircraft storage;
- Passenger terminal buildings;
- Roadways;
- Facilities associated with maintenance, the military, general aviation, and cargo;
- Parking areas;

There will be a reference in the Goal language regarding the necessary legislative process to add a 3rd parallel runway in the City's Comprehensive Plan, if ever proposed. The Plan District in Title 33 (Zoning Code) will have a provision that specifically prohibits the development of any additional runways at PDX, and in a manner similar to the proposed amendments to the Comprehensive Plan, text that provides direction and context for legislative action should a request for the 3rd Runway ever arise.