



■ Documentation for:

**ADDISON COUNTY
REGIONAL
TRANSPORTATION PLAN
FINAL PLAN**

■ Prepared for:

**Addison County Regional
Planning Commission**

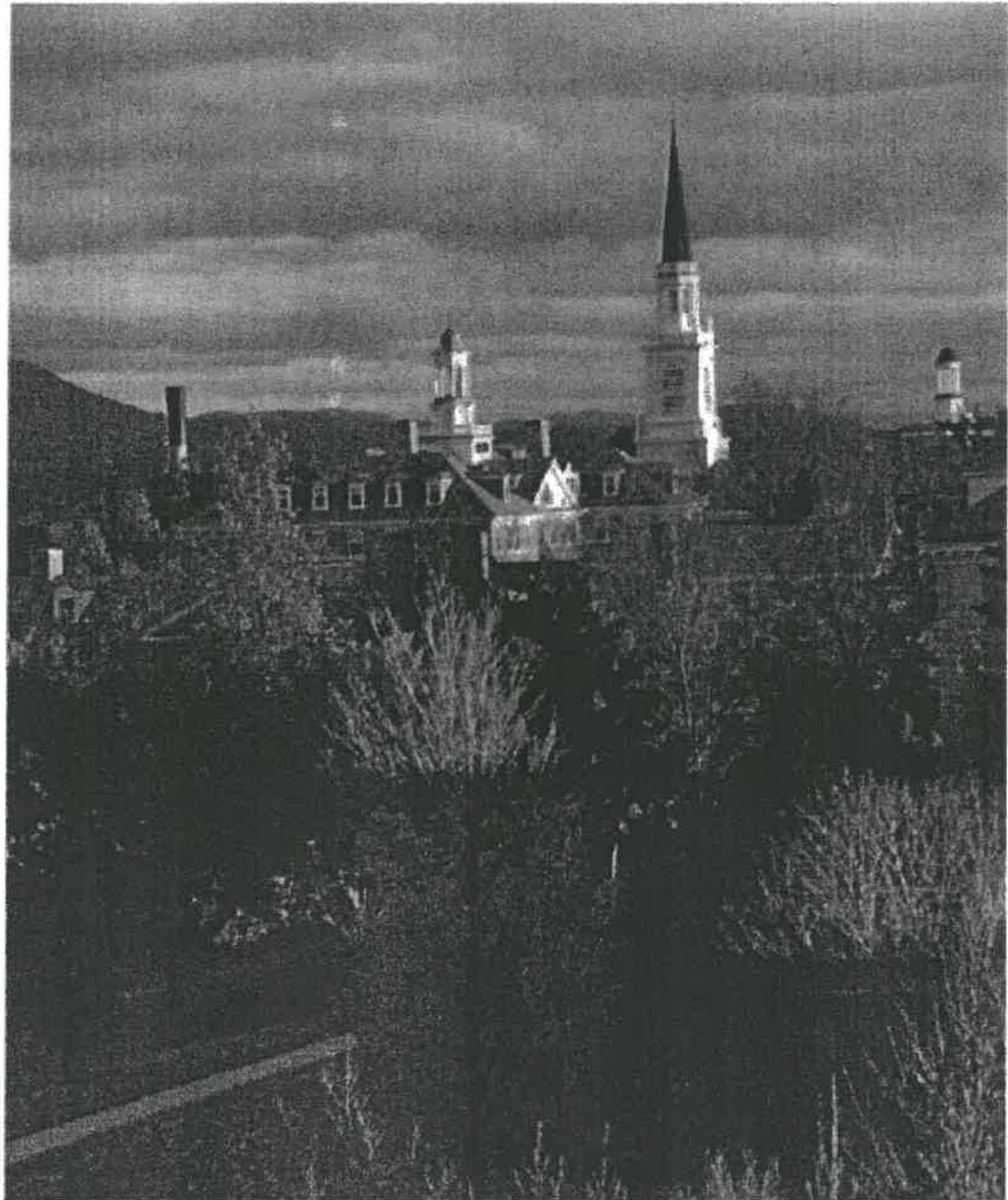
30 September 2007

Table 1: Implementation Plan

Table 1: Implementation Plan		Implementation			Addison County Regional Transportation Plan							
Location	Description	Short-term (less than 5 years)	Mid-term (less than 10 years)	Long-term (over 10 years)	Goals Addressed	Level	Capital Cost	Potential Funding Sources	Lead	Potential Partners	Next Steps	
Policies (continued)	Addison County	Encourage alternative modes such as transit, walking and bicycling; promote shared rights of way among vehicles, bicycles and pedestrians	X			3,4,5,6,7,10,13	Local		↑	Towns	ACRPC, ACTR	Apply for "B designation Bicyclists; c crosswalk in maintenanc Park-n-Ride roadway sh:
				X		3,4,5,6,7,10,13	Local			Towns	ACRPC, ACTR	Install bicyc facilities; co town; compl analyses ar new Park-n- monitor trar needed
					X	3,4,5,6,7,10,13	Local			ACRPC	Towns, VTrans	Develop coi pursue com construct pr alignment a
	Addison County	Include alternative modes in infrastructure designs (use Bicycle and Pedestrian Design Standards in bridge and roadways projects)		X		3,4,5,6,7,10,13	Corridor		Policy/Not Applicable	ACRPC	VTrans, towns	Include desi pedestrians where appr
	Addison County	Support planning efforts and projects that allow for improved and coordinated rail and truck freight movements along the western corridor	X			5,6,11	Regional			ACRPC	VTrans	Ensure that consideratic recommend Corridor Tra Plan when i
	Addison County	Support cost-effective rail enhancements for passenger and freight service			X	5,6,8,10,11,12	Regional			VTrans	Vermont Railway, Inc., Federal Railroad Administration, AMTRAK	Monitor coi become fea studies to c alternatives
	Middlebury	Maintain an Airport Protection Zone	X			1,5,6,9	Local		↓	Town of Middlebury	ACRPC	Review zon that airport's from vertica conflicts wif

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		Location	Description	Short-term (less than 5 years)	Mid-term (less than 10 years)	Long-term (over 10 years)	Goals Addressed	Level	Capital Cost	Potential Funding Sources	Lead	Potential Partners	Next Steps
Projects (continued)	Bridges	Middlebury	Repair railroad bridges		X		1,5	Regional	To Be Determined	Federal, state & local transportation funds	VTrans	US DOT	Scoping on list annual
	Transit	Addison County	Support actions which provide ACTR with the resources needed to provide optimum service	X			3,5,7,8,10,12,13	Regional	Not applicable		ACTR	ACRPC	Continue descri the 20 the 20
		Middlebury	Encourage continued consideration of the Multi- Modal Transportation Center		X		3,4,5,6,7,10,12,13	Local	\$3.55 million	VTrans, Transportation Enhancement Program funds, Designated Downtown grants, Historic Preservation grants, Federal Transit Administration	Town of Middlebury	ACRPC, US DOT	Complete 12/20 finaliz proper initiate
		Addison County	Support connectivity between transit and bicycling and walking.	X			3,5,7,10,12,13	Regional	Not applicable		Towns	ACRPC, VTrans	Encourage conne
		Addison County	Incorporate transit planning into town plans.	X			3,5,7,10,12,13	Regional	Not applicable		Towns	ACTR, ACRPC, VTrans	Encourage incorp
	Freight	Addison County	Encourage the use of rail freight where practical and economically feasible.	X			3,5,6,7,8,11,12,13	Regional	Not applicable		ACTR	VTrans, towns, private entities	Identify mover
		Middlebury	Construct Middlebury Rail Spur and Transload Facility		X		5,6,8,11,12	Regional	\$35 million	GRIP/federal earmarks, OMYA, private companies, Vermont Railway Inc,	OMYA	ACRPC, Town of Middlebury, VTrans, US DOT	Proceed and co
	Bike & Ped	Middlebury & Vergennes	Improve facilities for Célébration Champlain	X			3,4,5,6,7,10,13	Local	\$82,000	Scenic Byways Grants, Community Development Block Grants, Lake Champlain Basin Program, Middlebury Downtown Improvement District Funds, VTrans Capital Budget, Transportation Enhancement Grants	Town of Middlebury, City of Vergennes, Middlebury Business Association, Addison County Chamber of Commerce	ACRPC, Célébration Champlain, VTrans, National Scenic Byways Program	Plan and id directi marke tour,
		Addison County	Pursue the projects identified in the Regional Bicycle and Pedestrian Plan	X			3,4,5,6,7,10,13	Local	To Be Determined	VTrans, Transportation Enhancement Program funds, Park-n-Ride Program funds, municipal budget, federal transportation funds	Towns	ACRPC, VTrans	Scoping on list annual
	Air	Middlebury airport	Extend runway from 2,500 to 3,700 feet; construct additional hangars and parking		X		1,5,6	Local	To Be Determined	Federal, state & local transportation funds	ACRPC, Town of Middlebury	VTrans	Scoping on list annual



ADDISON COUNTY REGIONAL PLAN

Adopted December 14, 2011

6.3.3.5 Bicycle & Pedestrian

Bicycle and pedestrian projects encourage the use of these modes not just for recreation, but also for utilitarian trips such as commuting to work. These projects can attract economic opportunity by making Addison County a destination for tourists and bicycle enthusiasts. In addition, they sustain the goals of encouraging energy-efficient and environmentally-benign modes, as well as providing a safe and sustainable transportation system.

Recommendations:^{xx}

- Improve facilities in Vergennes and Middlebury, which will be focal points for the 400th anniversary celebration of the discovery of Lake Champlain.^{xx}
- Address the deficiencies, opportunities and projects identified by the 2002 Addison County Regional Bicycle and Pedestrian Plan.

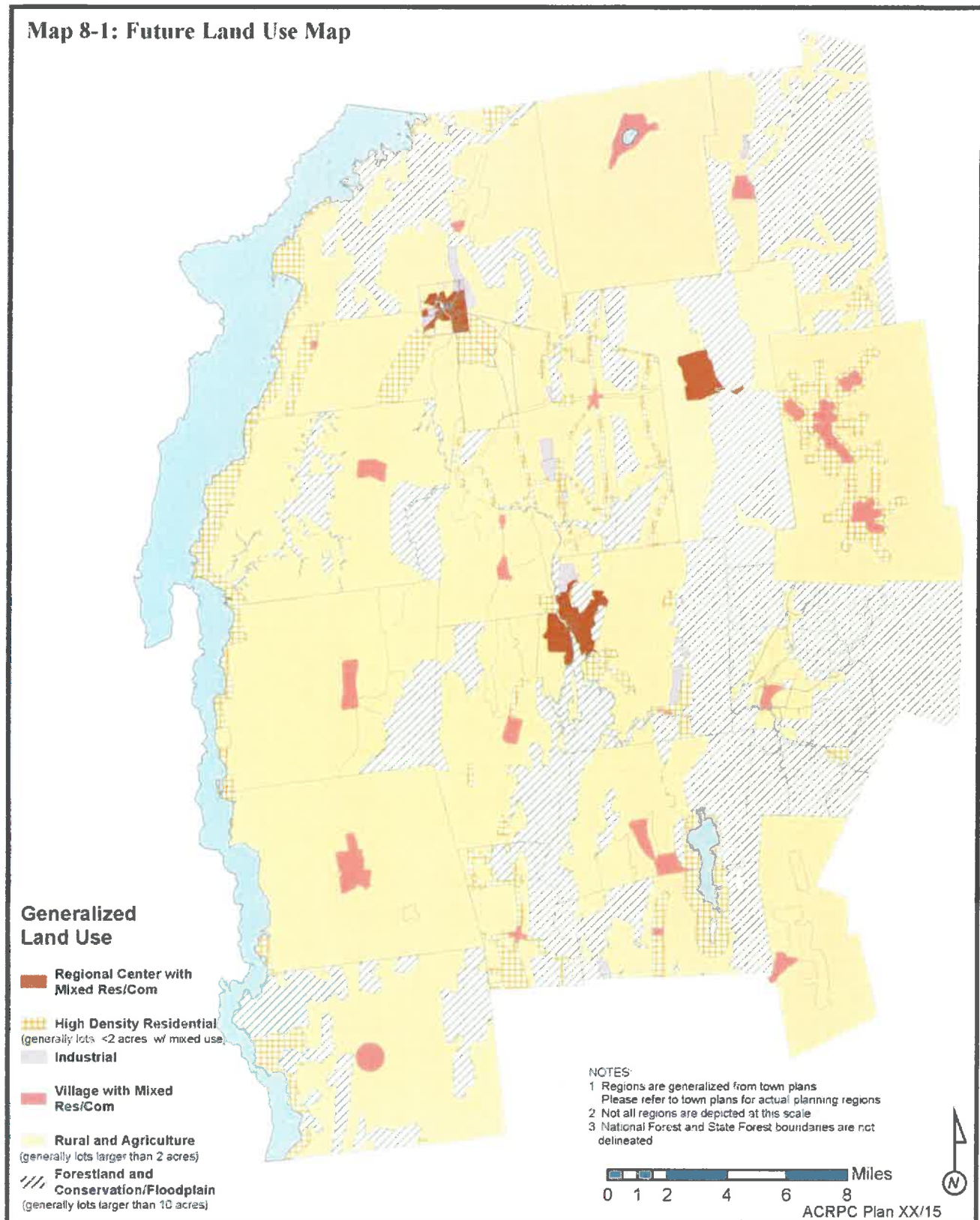
6.3.3.6 Air Transportation

Support the maintenance and continued viability of the Middlebury Airport.

Recommendations:^{xix}

- Extend the runway at Middlebury Airport from 2,500 feet to 3,700 feet.
- Construct additional hangars and parking at Middlebury Airport.

Map 8-1: Future Land Use Map



Middlebury State Airport

Runway and Taxiway Improvement Project 2015

Noise Discussion

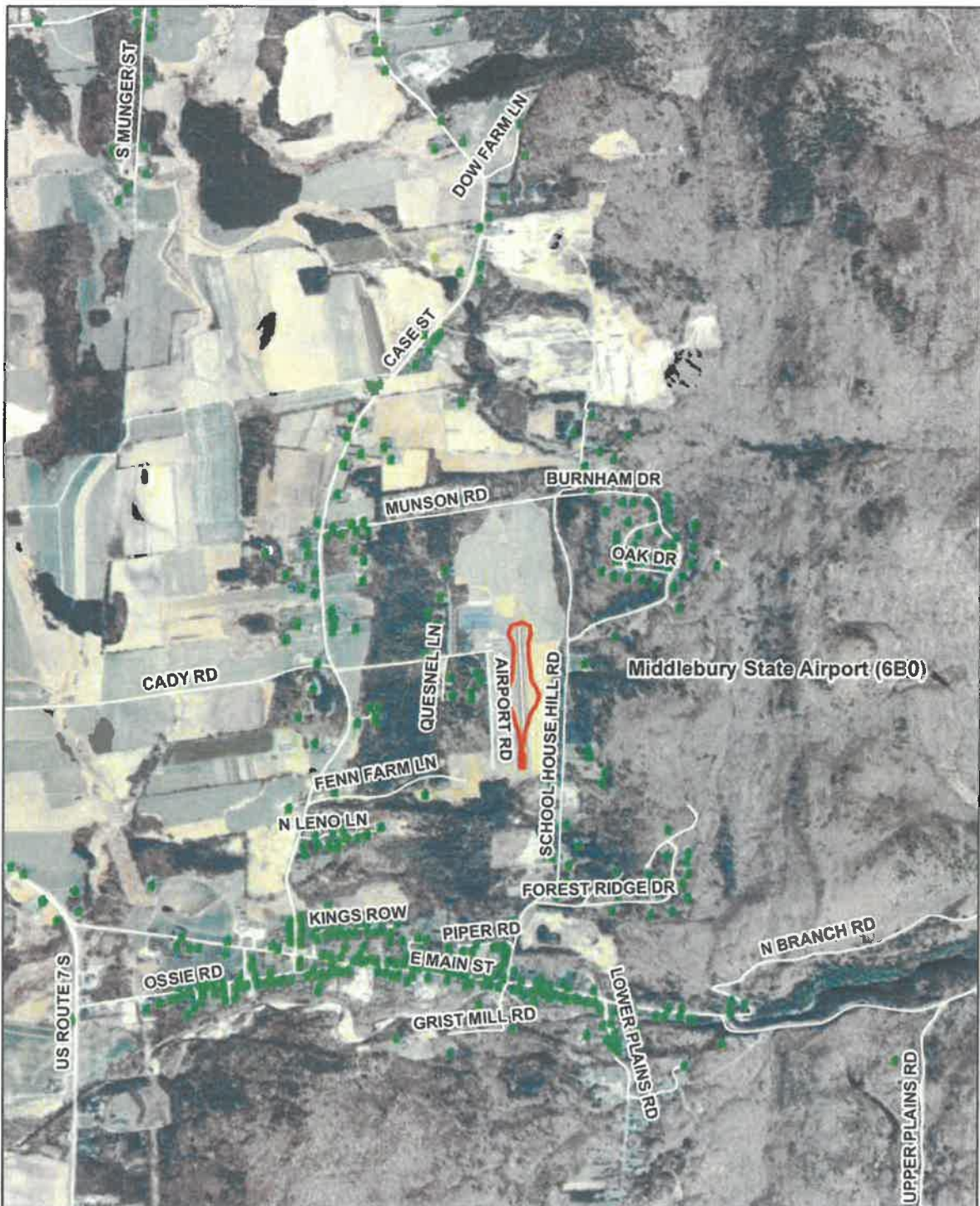
As presented in the application narrative, the regulation of aircraft noise is preempted by Federal Law. However, VTrans has completed a noise assessment for the project. The enclosed diagrams illustrate the noise contour in both the existing and build conditions. The FAA considers the Day/Night Average Sound level when evaluating noise/noise impacts associated with air operations. A level of 65dB at a home or public gathering space off airport is considered the threshold where FAA would consider noise mitigation. As illustrated, the 65dB contour is and remains on-airport.

VTrans has conducted additional noise monitoring/analysis in exceedance of what is required under FAA guidelines and will be happy to share this information at the Hearing.

Middlebury State Airport
Operations History

date	Based Aircraft	Number operations	note
1985	37*	21,645	Middlebury planning Commission findings
2008		5,840	VTrans estimate
2015		6,700	Vtrans estimate
Current Projections		11,000	VTrans estimate
Note, the 11,000 projection is 50% below the operations accuring at the airfield in the past			

* 77% single-engine, 10% multi-engine, 4% jet, 4% helicopter, 2% glider & 2% ultralights



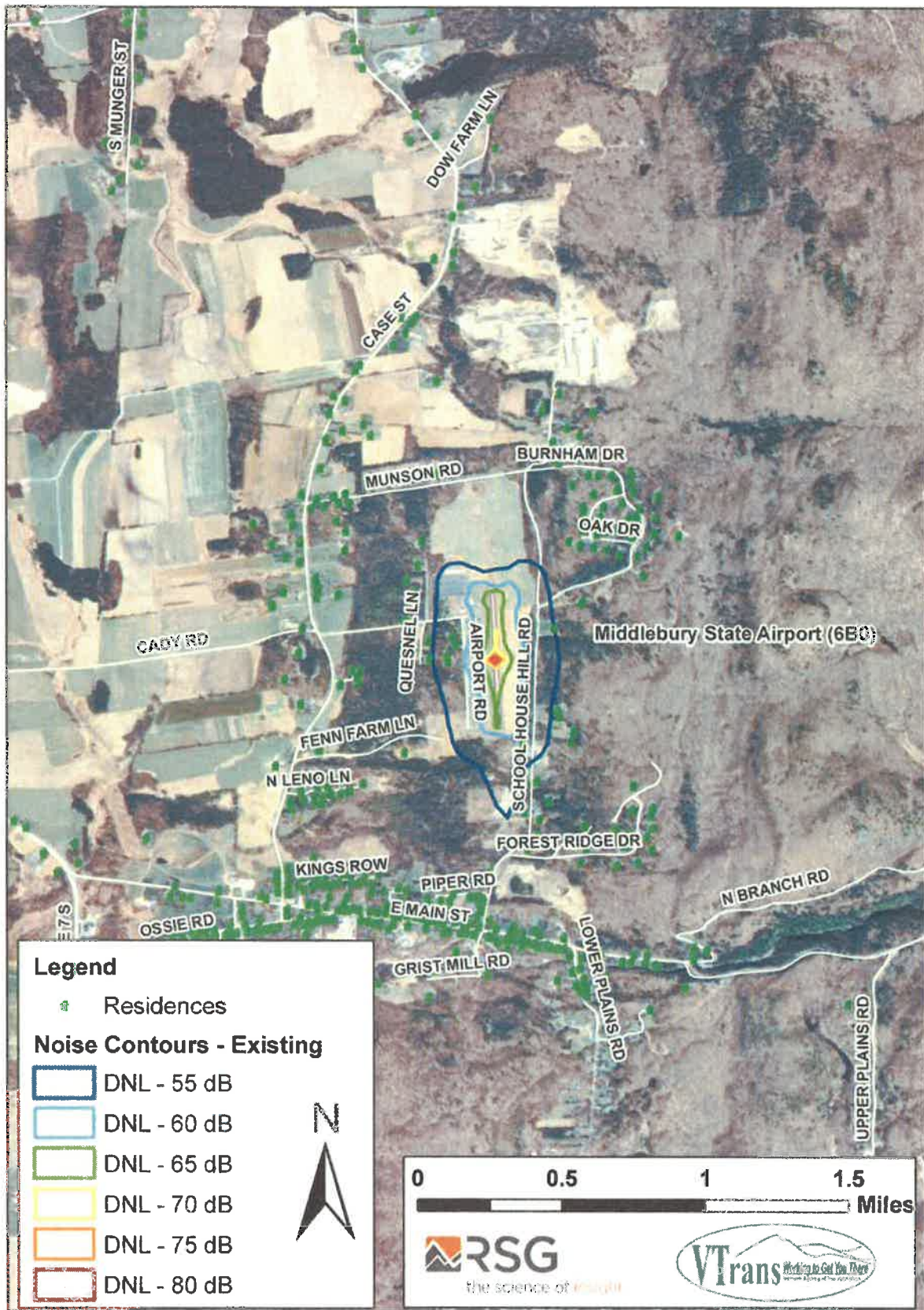
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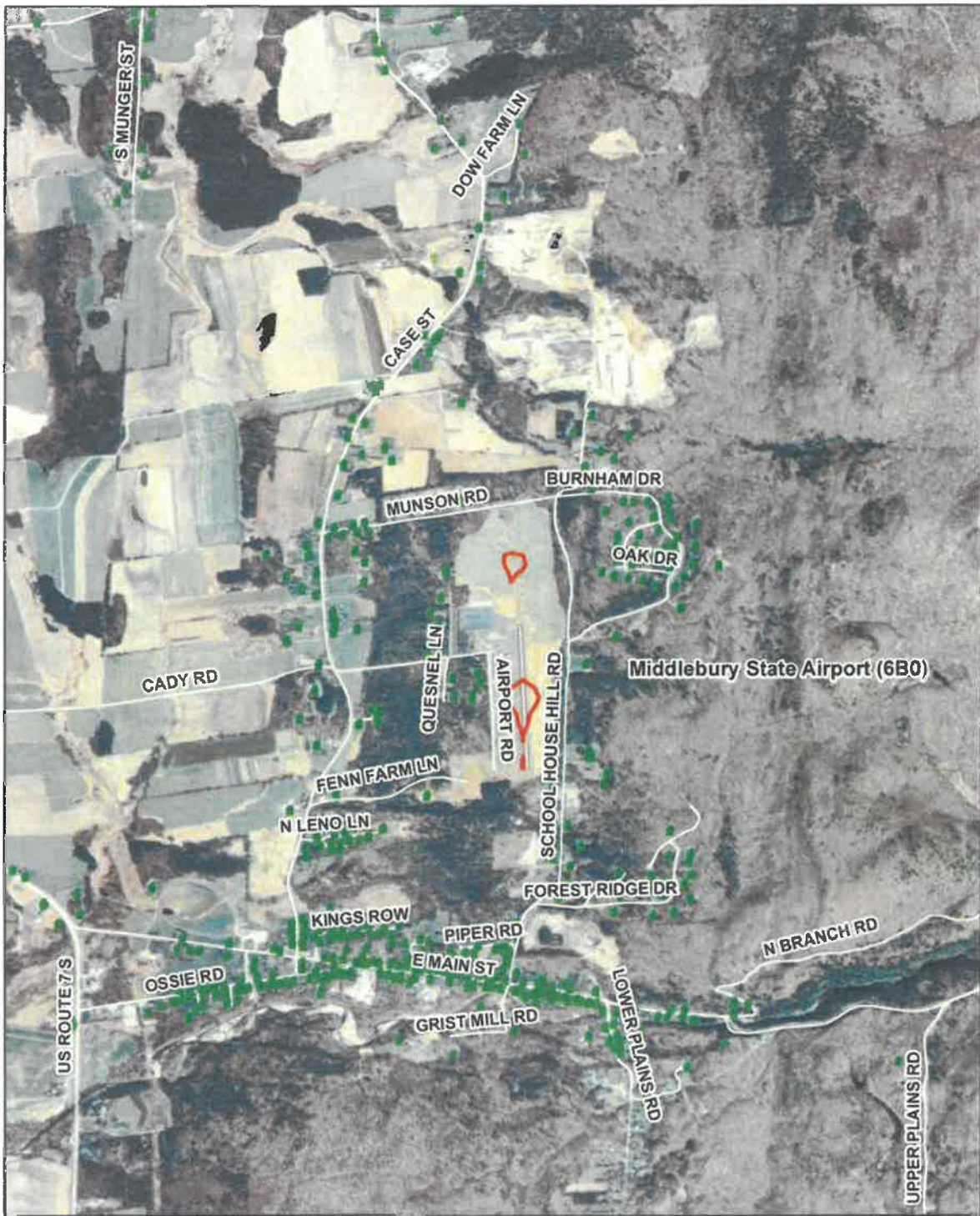
• Residences

Noise Contour - Existing

DNL - 65 dB







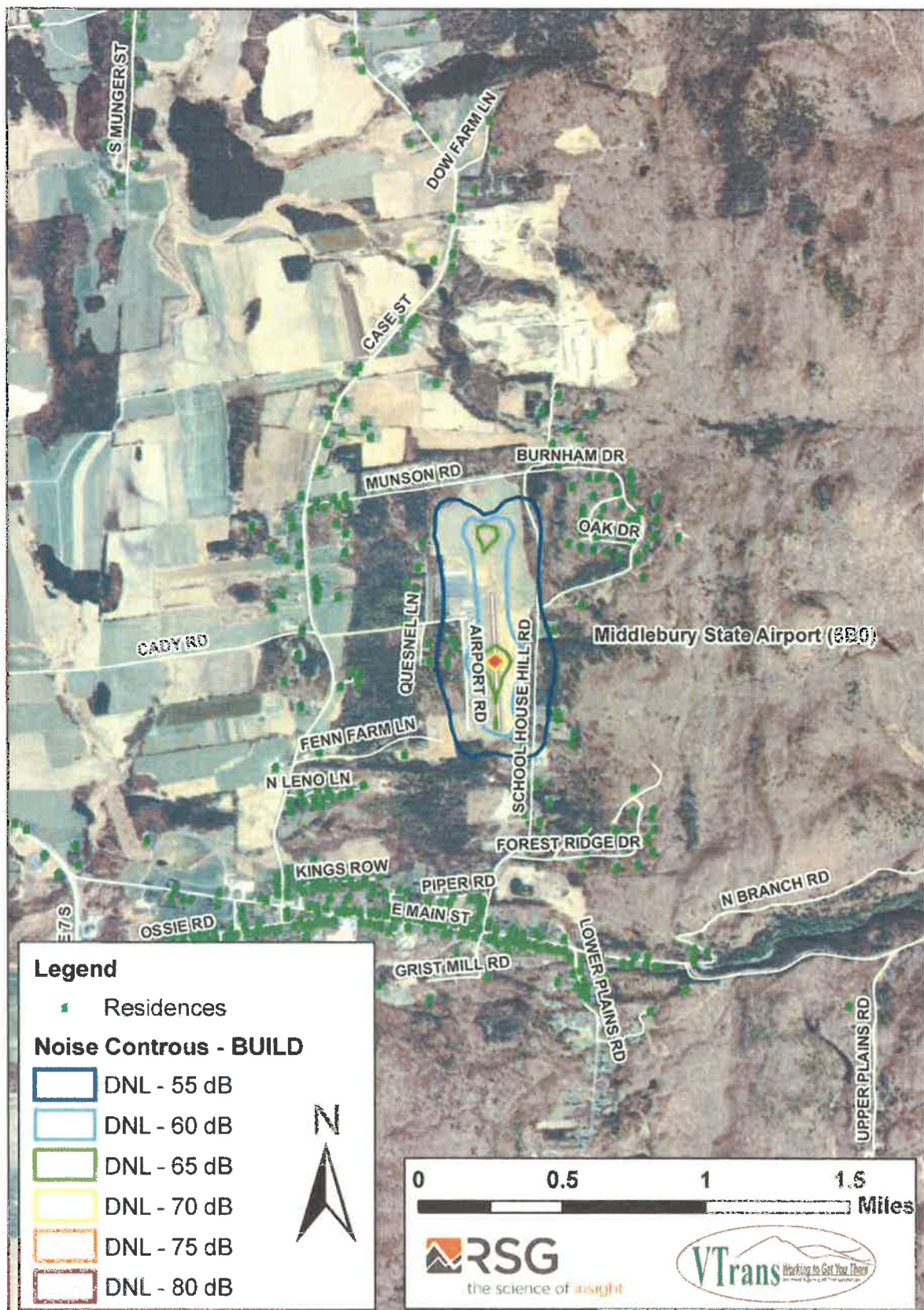
Legend

■ Residences

Noise Contour - BUILD

□ DNL - 65 dB







Middlebury Airport Environmental Sound Monitoring and Modeling

January 14, 2015

Middlebury Airport Noise Quantification and Prediction



- Background sound monitoring collected over 250 days of continuous 1-second one-third octave-band sound level data
- Sound level results at the airport and in the community reported for:
 - Aircraft noise only
 - Ambient sound levels (with aircraft)
 - Ambient sound levels (excluding aircraft)
- Monitored sound levels used to verify predictions from the FAA's Integrated Noise Model (**INM**) software
- **INM** utilized to predict the impact of proposed airport operations



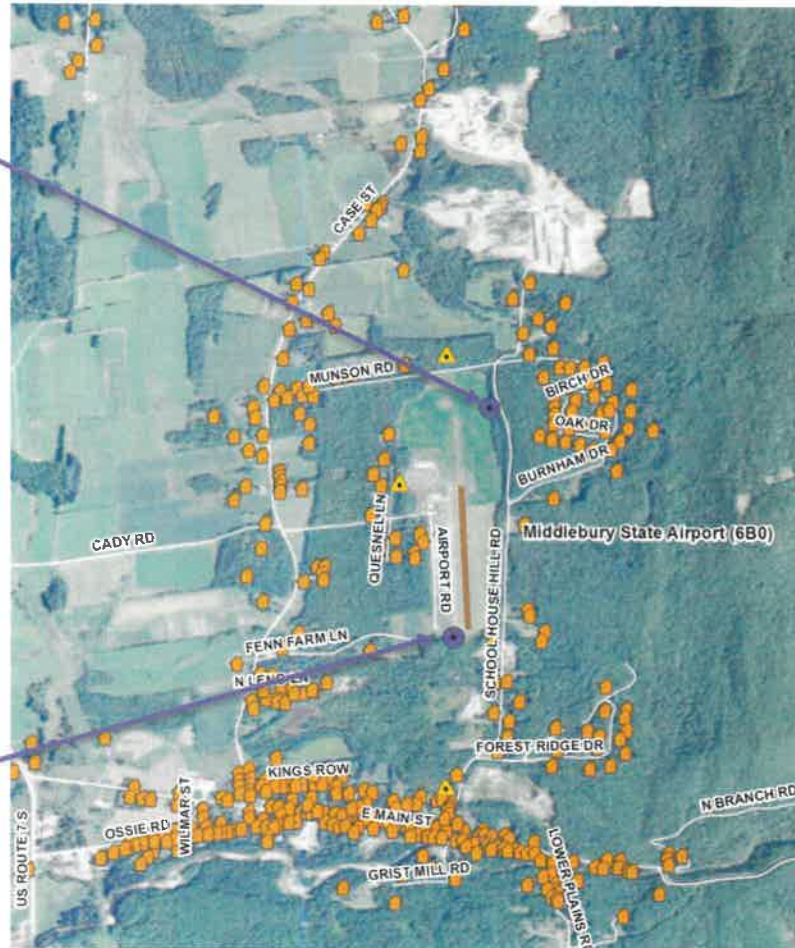
Background Sound Monitoring Long-Term Monitors



“Long-Term North”



“Long-Term South”



- Deployed for three months
- Located on airport property to evaluate airport operations

- Residences
- Current Runway
- Long-Term Monitors
- Mid-Term Monitors



0 0.4 0.8 1.2
Miles



Background Sound Monitoring

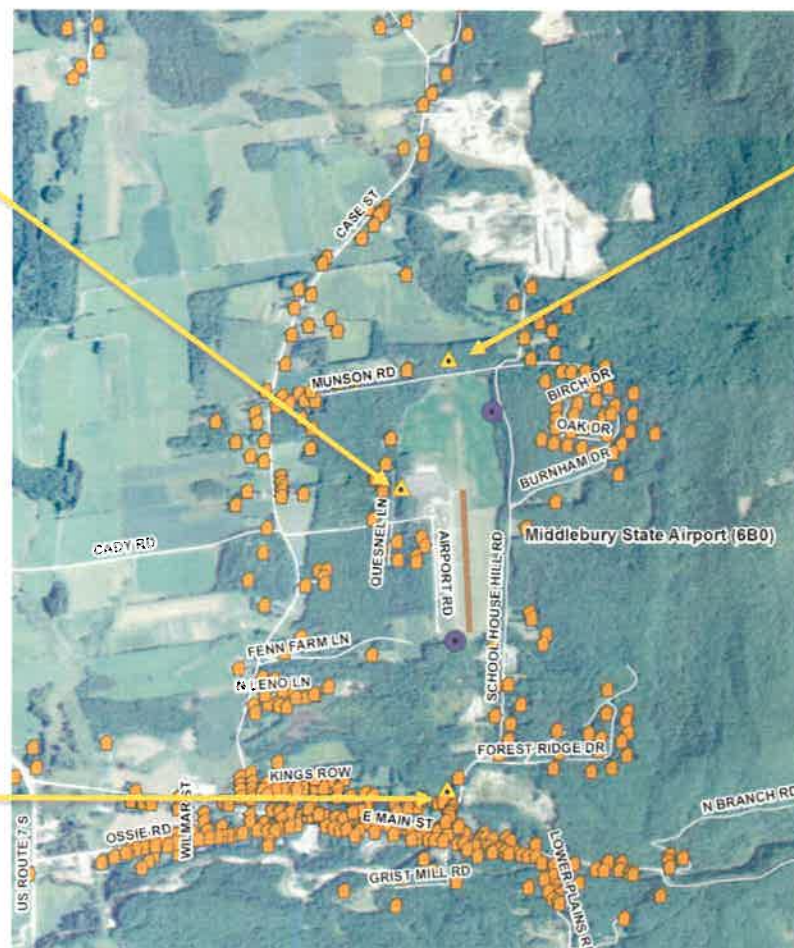
Mid-Term Monitors



“Mid-Term West”



“Mid-Term South”



“Mid-Term North”

- Deployed for one month
- Located around airport to assess sound levels in community

- Residences
- Current Runway
- Long-Term Monitors
- Mid-Term Monitors



0 0.4 0.8 1.2 Miles



Background Sound Levels Monitoring Results

- Average sound level recorded for entire monitoring periods
 - Data excluded for winds above 5 m/s, rain, and servicing of equipment
 - Day = 0700-2000, Night = 2000-0700
 - L_{EQ} = Equivalent (average) sound level. All values in dBA.

Location	Overall L_{EQ}	Daytime L_{EQ}	Nighttime L_{EQ}
Long-Term North	49	50	46
Long-Term South	51	52	45
Mid-Term North	48	49	39
Mid-Term South	43	45	37
Mid-Term West	49	51	38



Background Sound Levels Monitoring Results – Aircraft Excluded

- Average sound level without aircraft events
 - Aircraft events were excluded from the sound level averaging
 - Data excluded for winds above 5 m/s, rain, and servicing of equipment
 - All values in dBA

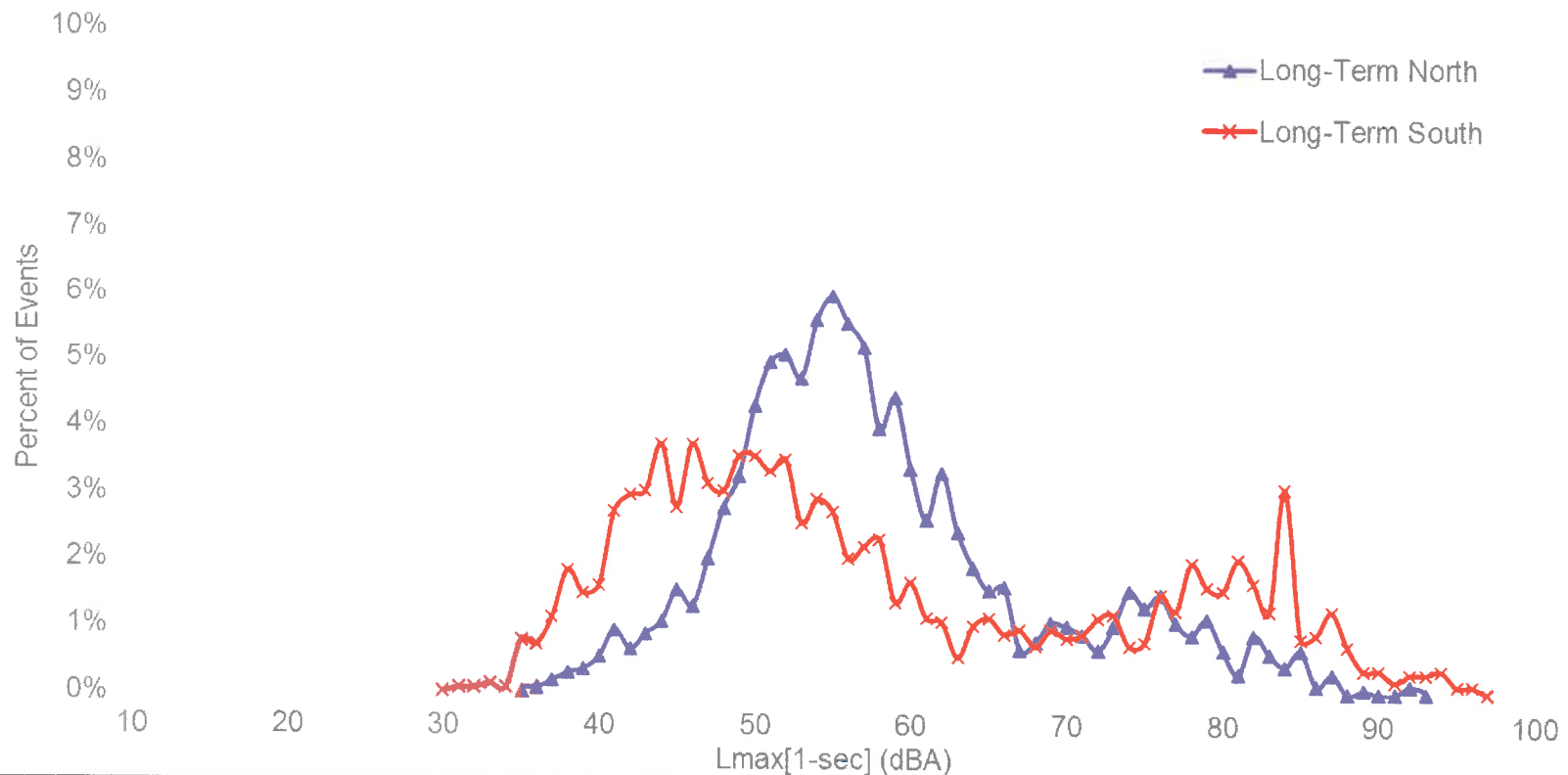
Location	Overall L_{EQ}	Daytime L_{EQ}	Nighttime L_{EQ}
Long-Term North	47	48	46
Long-Term South	47	48	45
Mid-Term North	45	47	39
Mid-Term South	41	42	37
Mid-Term West	48	51	38



Maximum Sound Levels from Airplanes

Long-Term Monitors

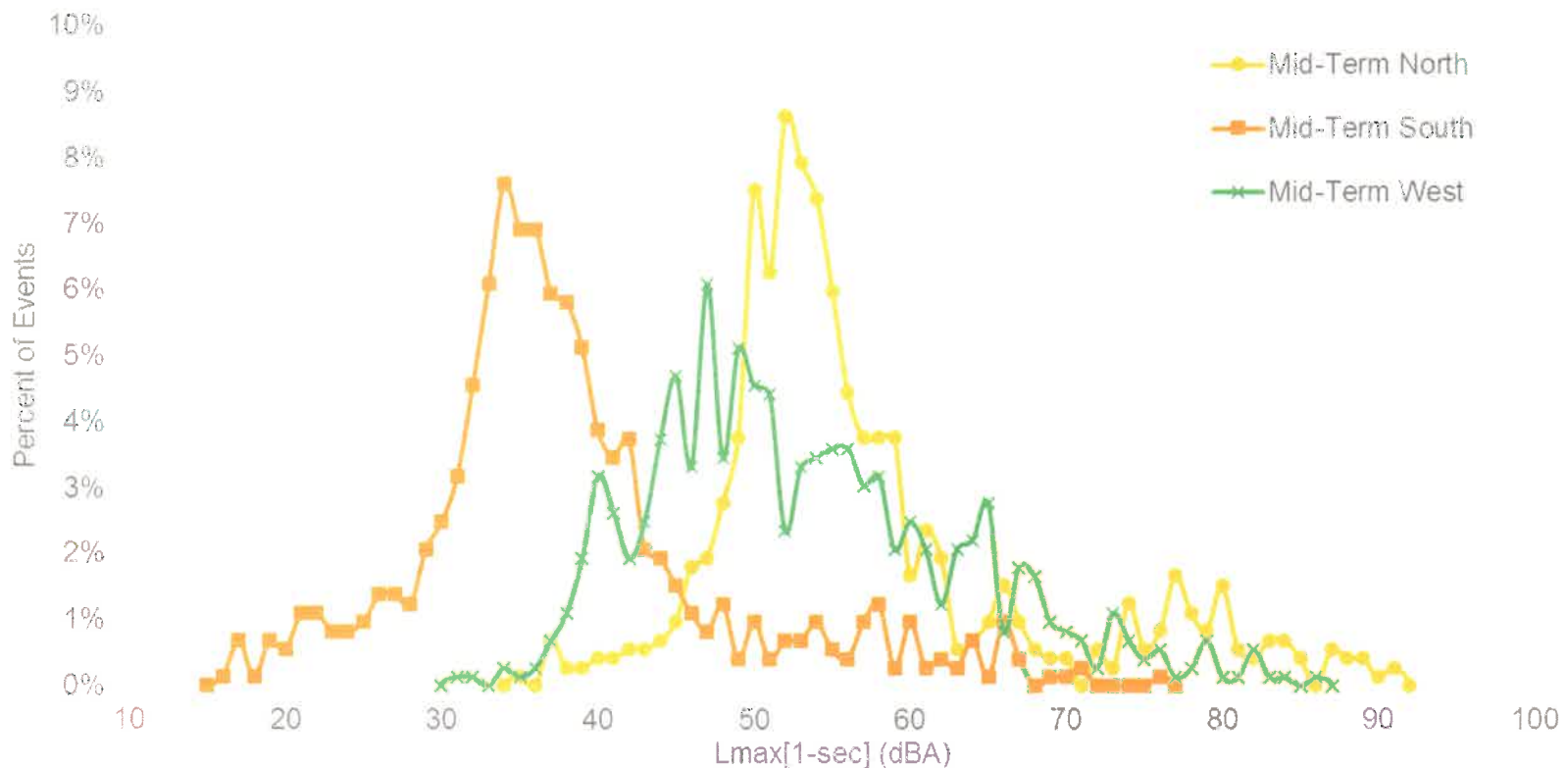
- Distribution of the maximum 1-second sound pressure level from all airplane events at each monitoring location
 - Collected into 1 dB increments



Maximum Sound Levels from Airplanes

Mid-Term Monitors

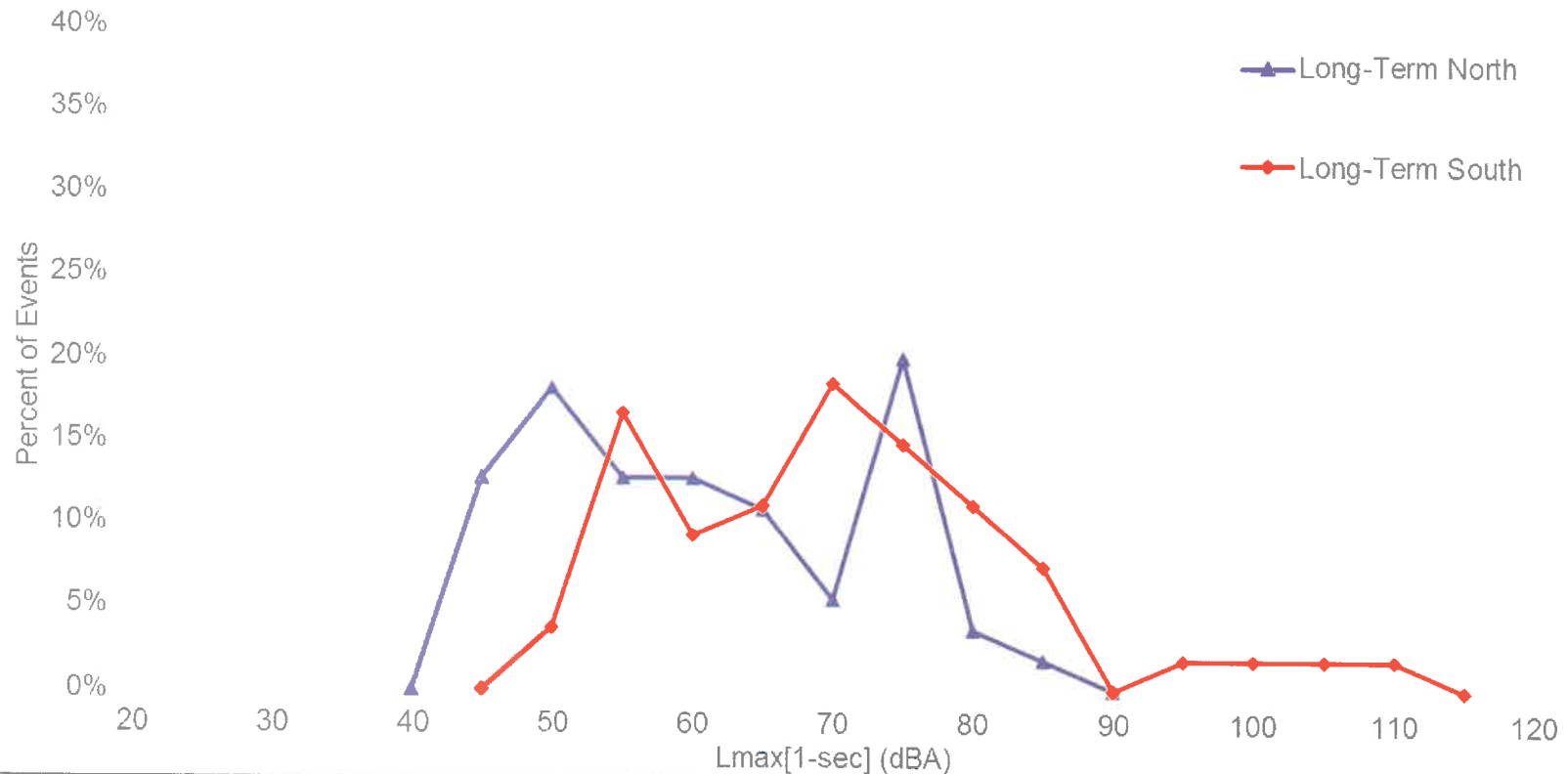
- Distribution of the maximum 1-second sound pressure level from all airplane events at each monitoring location
 - Quieter sites and events are closer to the origin



Maximum Sound Levels from Helicopters

Long-Term Monitors

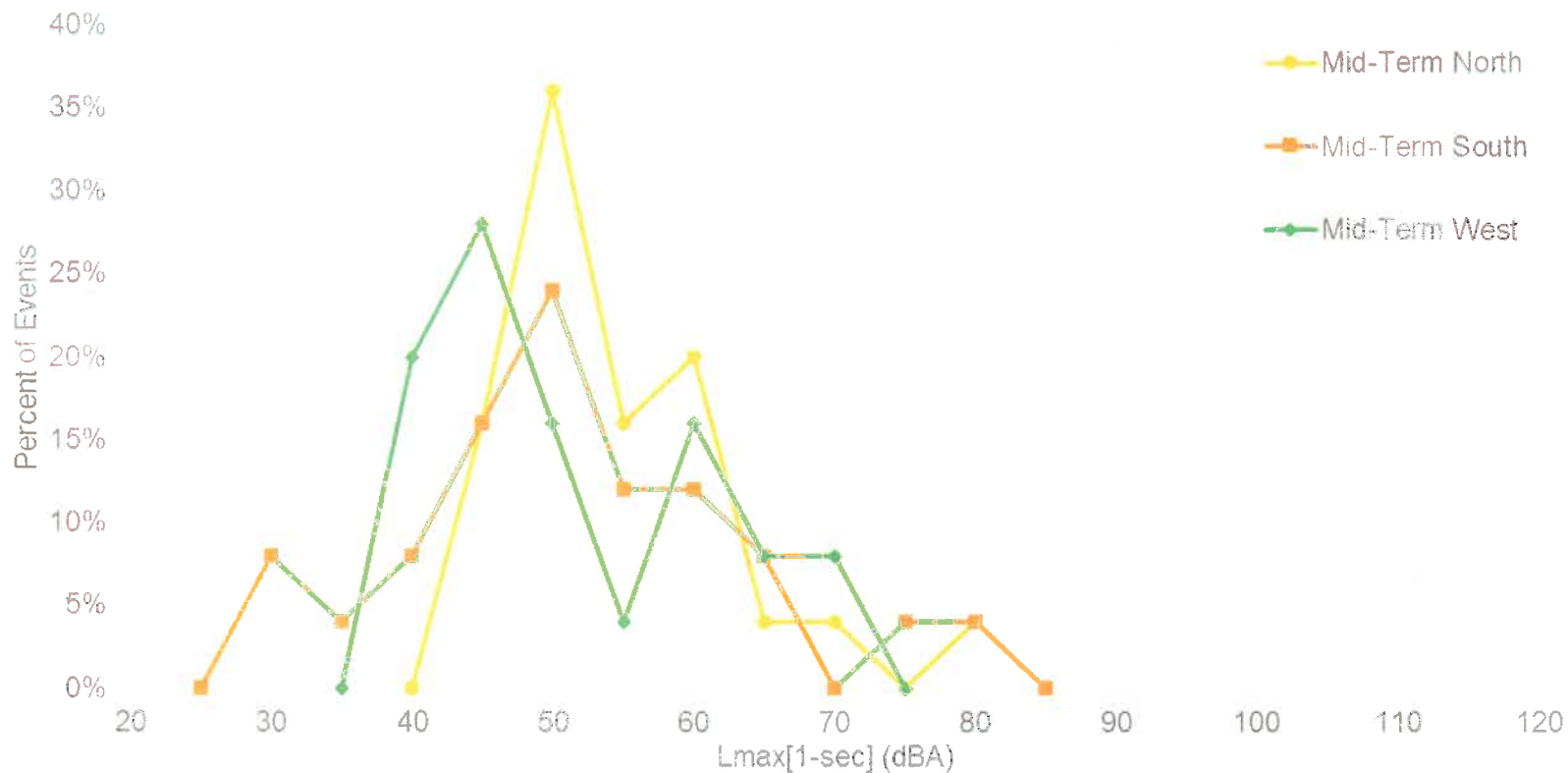
- Distribution of the maximum 1-second sound pressure level from all helicopter events at each monitoring location
 - Collected into 5 dB increments



Maximum Sound Levels from Helicopters

Mid-Term Monitors

- Distribution of the maximum 1-second sound pressure level from all helicopter events at each monitoring location
 - Quieter sites and events are closer to the origin



Airport Operations

Maximum Sound Levels

- Average of the maximum 1-second sound levels (dBA) from all aircraft events

Location	All Aircraft	Only Airplanes	Only Helicopters
Long-Term North	58	58	64
Long-Term South	59	53	74
Mid-Term North	57	57	57
Mid-Term South	39	38	54
Mid-Term West	53	53	55



Integrated Noise Model – Existing Operations

- Results expressed in Day-Night Level (L_{dn} or DNL),
 - A 10dB penalty is applied to sound levels during nighttime hours
- Airport traffic control estimated about 1025 operations during the monitoring period (3 months)
 - Extrapolated to an annualized scenario, the model is based on an estimate of just under 4600 operations/year
 - Aircraft events are equally distributed as takeoffs, landings, and overflights (1/3, 1/3, 1/3)

NOTE: Typical (or past) annual operations are estimated at 11,000 per year

The goal is to model what was monitored in order to verify the model.



INM – Existing Airport Operations

- Aircraft included in the model:



Cessna 150 / 172 / 206
4362 operations per year



Beechcraft Baron/Navaho
23 operations per year



Piper Cheyenne / Pilatus PC12
/ Beechcraft King Air 90
23 operations per year

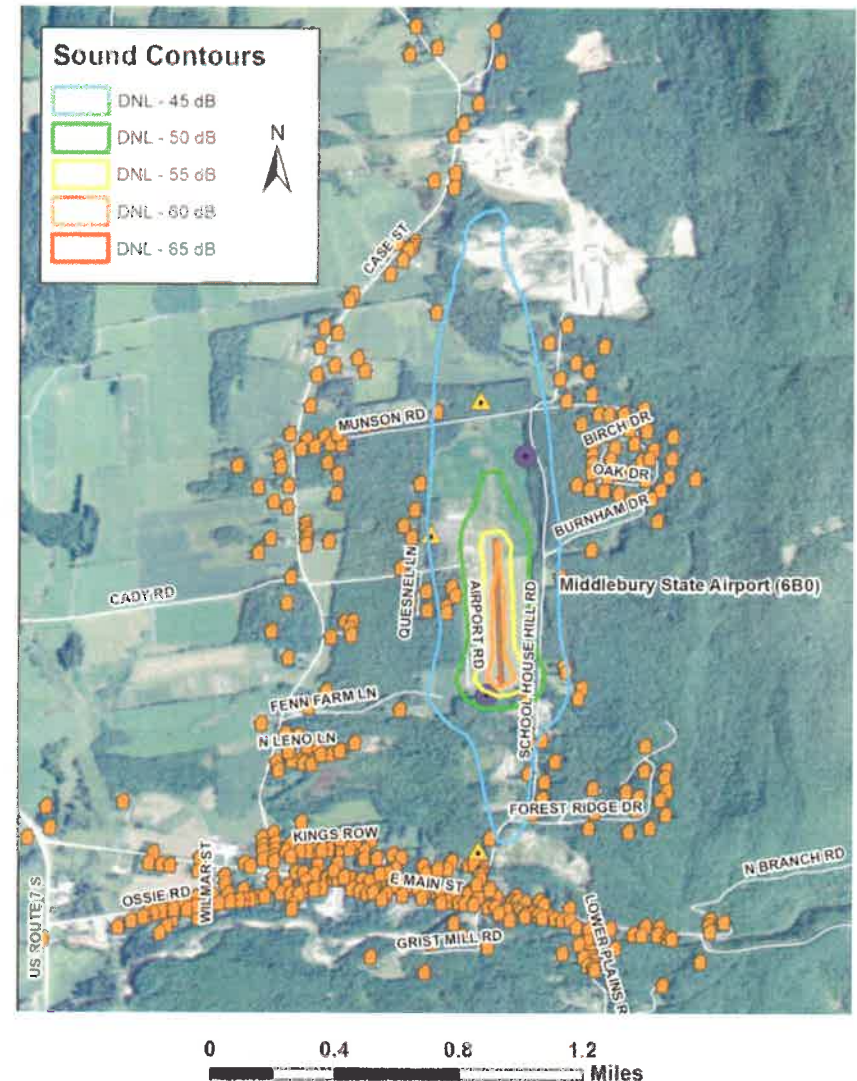


Blackhawk Helicopter
155 operations per year

Model Results – Existing Operations

- Model results are slightly higher than monitored levels
- 4,600 operations modeled
- DNL (Day-Night Level) = L_{dn}

Location	Monitored L_{dn} (dBA)	Modeled L_{dn} (dBA)
Long-Term North	44	46
Long-Term South	57	57
Mid-Term North	45	47
Mid-Term South	34	42
Mid-Term West	41	44



INM – Proposed Airport Operations

- Operations are intended to increase to 11,144 per year with the addition of a couple new airplanes to the fleet (modelled at 11,300 per year)

Aircraft included in the model:



Cessna 150 / 172 / 206
10,711 operations per year



Beechcraft Baron/Navaho
51 operations per year



Piper Cheyenne / Pilatus PC12
/ Beechcraft King Air 90
51 operations per year



Cessna Caravan
72 operations per year



Blackhawk Helicopter
339 operations per year



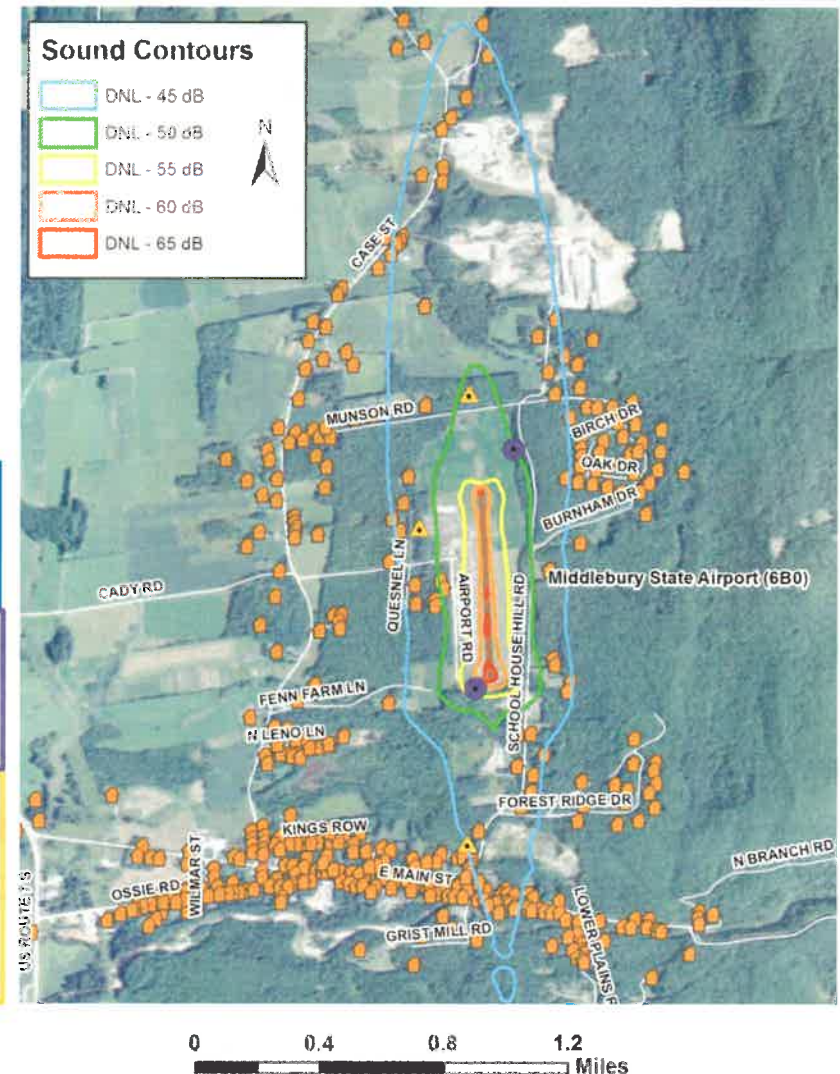
Eclipse 500
72 operations per year



Model Results – Proposed Operations

- 11,300 operations modeled
- An increase of about 3 dB is expected across all monitoring sites for proposed operations

Location	Monitored L_{dn}	Modelled Existing L_{dn}	Modeled Proposed L_{dn}
Long-Term North	44	46	50
Long-Term South	57	57	59
Mid-Term North	45	47	51
Mid-Term South	34	42	45
Mid-Term West	41	44	48



Model Results – Day-Night Levels

- Existing L_{dn} increased about 1 dB as a result of the airport
- The predicted L_{dn} of the airport's proposed operations are nearly identical to the existing background L_{dn} in the community
 - An increase of up to 3dB in the L_{dn} could be expected

Location	Background Sound		Aircraft Only Sound		
	Monitored Background L_{dn}	Monitored Background L_{dn} (Aircraft Excluded)	Monitored L_{dn}	Modeled Existing L_{dn}	Modeled Proposed L_{dn}
Long-Term North	53	52	44	46	50
Long-Term South	53	51	57	57	59
Mid-Term North	51	50	45	47	51
Mid-Term South	46	45	34	42	45
Mid-Term West	50	49	41	44	48



Conclusions

- Monitoring results confirmed that the INM model is generally consistent, but more conservative, predicting levels that are slightly higher than actual measurements
- Current aircraft operations increase the L_{DN} by only 1 dB above the background L_{DN}
- Model results show an increase of up to 3 dB in sound levels due to the proposed runway expansions and additional airframes in the fleet
 - Maximum predicted community L_{DN} is 51 dBA as a result of aircraft
 - FAA compatibility criteria is 65 L_{DN}



117 A.3d 457
Supreme Court of Vermont.

In re REQUEST FOR JURISDICTIONAL
OPINION RE: CHANGES IN PHYSICAL
STRUCTURES AND USE AT BURLINGTON
INTERNATIONAL AIRPORT FOR F-35A.

No. 14-192. | March 6, 2015.

Synopsis

Background: Challengers sought review of decision of the district environmental coordinator concluding that no permit was required under Land Use and Development Act (Act 250) for proposed construction on Air National Guard base for housing Air Force jets. The Superior Court, Environmental Division, Thomas G. Walsh, J., affirmed. Challengers appealed.

Holdings: The Supreme Court, Eaton, J., held that:

^[1] proposed construction was not for “state purposes” under Act 250;

^[2] proposed physical changes to buildings on base did not constitute a “cognizable change” under Act 250; and

^[3] change in noise levels resulting from change to runway was in an area preempted by federal law and was thus beyond scope of Act 250.

Affirmed.

Morse, J. (Ret.), Specially Assigned, filed concurring opinion.

West Headnotes (10)

^[1] **Zoning and Planning**
↔--Aviation and airports

Proposed construction on Air National Guard base for housing Air Force jets was not for “State purposes,” and thus proposed construction did not require land-use permit

under Land Use and Development Act (Act 250), even though Guard was under state control and even though jets used in defense of entire country would necessarily be used to defend the State; State did not instigate project and would not fund or control it, and jets were intended to be used to prepare for international missions and homeland defense. 10 V.S.A. § 6001(3)(A)(v).

Cases that cite this headnote

^[2] **Zoning and Planning**
↔--Construction by board or agency
Zoning and Planning
↔--De novo review

The Supreme Court gives deference to the Environmental Board’s interpretation of legislation within its area of expertise; however, the Court reviews de novo the interpretations of law of the Environmental Division of the superior court.

2 Cases that cite this headnote

^[3] **Zoning and Planning**
↔--Aviation and airports

Proposed physical alterations to buildings on Air National Guard base to house Air Force jets did not constitute a “cognizable change” under Land Use and Development Act (Act 250) and thus did not require land-use permit; proposed construction of improvements served a federal and not a state purpose. 10 V.S.A. §§ 6001(3)(A)(v), 6081(b); Vt.Code R. 16-5-200:34(B).

Cases that cite this headnote

^[4] **Zoning and Planning**
↔--Particular prior or nonconforming uses

Determining if there is a substantial change to preexisting development, which would require a land-use permit under the Land Use and Development Act (Act 250), involves a two-part inquiry: first, there must be a cognizable physical change to the preexisting development, and second, the change must have the potential for significant impact under one or more of the listed criteria. 10 V.S.A. § 6081(b); Vt.Code R. 16–5–200:34(B).

1 Cases that cite this headnote

- ¹⁵¹ **Zoning and Planning**
 ☞Particular prior or nonconforming uses

Under the test to determine if there is a substantial change to preexisting development, which would require a land-use permit under the Land Use and Development Act (Act 250), a change is a “cognizable change” if it involves either a physical change or a change in use. 10 V.S.A. § 6081(b); Vt.Code R. 16–5–200:34(B).

1 Cases that cite this headnote

- ¹⁶¹ **Zoning and Planning**
 ☞Aviation and airports

Change in noise levels from use of Air Force jets to be housed at Air National Guard base, which would result from change to runway, was in an area of regulation preempted by federal law and was thus beyond scope of Land Use and Development Act’s requirement for land-use permit for a material change to an existing development. 10 V.S.A. § 6081(b); Vt.Code R. 16–5–200:34(A).

1 Cases that cite this headnote

- ¹⁷¹ **Municipal Corporations**
 ☞Political Status and Relations

States

☞Preemption in general

Federal **preemption** of state and local law can be express, or implied through either field or conflict **preemption**.

Cases that cite this headnote

- ¹⁸¹ **Municipal Corporations**
 ☞Political Status and Relations
States
 ☞Occupation of field

“Field **preemption**” of state or local law occurs when federal control in a field is so pervasive as to displace state authority in that particular area.

Cases that cite this headnote

- ¹⁹¹ **Aviation**
 ☞Local regulations
Aviation
 ☞Regulation and use in general
Municipal Corporations
 ☞Political Status and Relations

Congress has occupied the entire field of regulation related to aircraft noise, and attempts by local governments to enforce their police powers to control noise or affect flight patterns are preempted.

Cases that cite this headnote

- ¹¹⁰¹ **Aviation**
 ☞Local regulations
Aviation
 ☞Regulation and use in general
Municipal Corporations
 ☞Political Status and Relations

A local entity retains control over land-use regulation, but cannot, under the pretense of its

zoning power, attempt to regulate flight operations to quell airplane noise; such an action would be preempted by federal law.

Cases that cite this headnote

Attorneys and Law Firms

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Christopher D. Roy of Downs Rachlin Martin PLLC, Burlington, for Interested Parties Greater Burlington Industrial Corporation and Friends of the Vermont Air Guard, Inc.

Present: REIBER, C.J., SKOGLUND, ROBINSON and EATON, JJ., and MORSE, J. (Ret.), Specially Assigned.

Opinion

EATON, J.

¶ 1. In this appeal, we consider whether Act 250 jurisdiction extends to the siting and related construction proposed for the Vermont Air National Guard base at the Burlington International Airport to accommodate the anticipated arrival of eighteen F-35A jets. Following a request for a jurisdictional opinion, the Environmental Division concluded that there was no Act 250 jurisdiction because the development served no state purpose and there was no material change to any existing permit. The requesting individuals (appellants) appeal that decision, arguing that the proposed changes are development for a state purpose and subject to Act 250 review. Appellants further contend that the project amounts to a substantial change to preexisting development on the Guard base, which requires a permit, and a material change to an existing Act 250 permit, which requires application for an amended permit. We conclude there is no Act 250 jurisdiction, and affirm.

¶ 2. The relevant facts, as presented by the parties on summary judgment, are as follows. Burlington International Airport is owned and operated by the City of Burlington. In 1971, the City received its first Act 250

land-use permit to install and operate an airport hangar and support facilities. The Vermont Air National Guard has a base adjacent to the airport on land leased from the City by the United States Air Force (USAF). The current lease extends through June 2048. The Guard occupies approximately 280 acres of land and maintains forty-four buildings in support of its mission.

¶ 3. Pursuant to directives from Congress and the Secretary of Defense, the USAF is charged with preparing the F-35A for combat. The USAF controls the decision of where to situate the F-35A. As part of its decision, the USAF completed *460 an Environmental Impact Statement (EIS) in September 2013 analyzing the proposed sites. In December 2013, the USAF decided to base eighteen F-35A aircraft at the Vermont Air National Guard base. To house the F-35A requires five internal infrastructure improvements within the existing Guard base: (1) renovating the interior of a building for an F-35A simulator; (2) providing appropriate power in aircraft shelter parking areas; (3) providing secure and classified upgrades to two internal rooms; (4) providing a secure parts-storage area, and (5) making internal design improvements. The Burlington airport runway is used by civilian and commercial aircraft and shared with the Guard and the USAF. A number of Act 250 permits relate to the runway. The proposal does not contemplate any structural changes to the runway.

¶ 4. Appellants requested a jurisdictional opinion from the district environmental coordinator. See 10 V.S.A. § 6007(c) (allowing “any person” to request a jurisdictional opinion from the district coordinator concerning the applicability of Act 250 to activity that might constitute development). In March 2013, the district coordinator concluded that the construction of the improvements contemplated to accommodate the F-35A was for a federal purpose, and therefore there was no Act 250 jurisdiction over the construction. In addition, the district coordinator concluded that there was no material change to any land-use permits because there were no physical improvements proposed for the runways and the improvements to the Guard base are not governed by an existing permit. To the extent that the operation of the F-35A would increase noise levels, the district coordinator explained that regulation of noise was preempted by the Federal Aviation Act, and therefore was outside the scope of Act 250.

¶ 5. Appellants appealed the denial of jurisdiction to the Environmental Division. Following the City’s motion for summary judgment, the trial court concluded that the siting and associated improvements to the Guard base were not development within the meaning of Act 250, and

there was no substantial change to the base or material change to an existing Act 250 permit. Thus, the court granted the City summary judgment, and affirmed the decision of the district coordinator. Appellants appealed to this Court.

¶ 6. Summary judgment may be granted when there is no genuine issue of material fact and the moving party is entitled to judgment as a matter of law. V.R.C.P. 56(a). This Court reviews a grant of summary judgment *de novo*, and applies the same standard as the trial court. *In re Eustance Act 250 Jurisdictional Op.*, 2009 VT 16, ¶ 14, 185 Vt. 447, 970 A.2d 1285. In construing the requirements of Act 250, we aim to implement the Legislature's intent by applying the plain and ordinary meaning of the statutory language. *Id.*

¶ 7. The legal question presented in this appeal is whether Act 250 jurisdiction extends to the construction and related increased noise levels associated with the siting of the F-35A on the Guard base at the Burlington airport. Act 250 is a land-use statute that is intended to regulate and control development so that it will not be unduly detrimental to the environment and orderly growth will be promoted. *In re Spring Brook Farm Found., Inc.*, 164 Vt. 282, 287, 671 A.2d 315, 318 (1995). Act 250 requires a permit prior to commencement of any "development." 10 V.S.A. § 6081(a). The rules implementing the statute also require application for a permit if there is a substantial change to any preexisting development and application for an amended permit if there is a material change to any permitted development. *461 Natural Resources Board, Act 250 Rules, Rule 34(A)-(B), Code of Vt. Rules 12 004 060 [hereinafter NRB Rules].¹

¶ 8. On appeal, appellants argue three bases for Act 250 jurisdiction: (1) the siting of the F-35A and accompanying retrofit of the Guard base is land development under Act 250 and requires a permit; (2) the construction associated with siting the F-35A involves a substantial change to preexisting development, which requires application for a permit; and (3) the project contemplates material changes to permitted development—namely, the runway—and requires application for an amended permit. We consider each argument in turn.

I.

¹ ¶ 9. Appellants argue that the construction required to house the F-35A is development within the meaning of Act 250 and requires a permit. Act 250 defines

development in part as "[t]he construction of improvements on a tract of land involving more than 10 acres that is to be used for municipal, county, or State purposes." 10 V.S.A. § 6001(3)(A)(v). The parties agree that the proposal includes the "construction of improvements" on land "involving more than 10 acres." The issue is whether the construction is for "State purposes."

¶ 10. Appellants argue that there is a state purpose to the development and, even if a federal purpose also exists, Act 250 jurisdiction attaches. There are two distinct questions: first, whether the F-35A serves a federal and/or state purpose and, second, if there are both federal and state purposes, whether jurisdiction exists. We conclude that the construction will serve solely a federal purpose and therefore do not reach the second question.

¶ 11. State purpose is defined in the NRB Rules as "the construction of improvements which are undertaken by or for the state, county or municipality *and* which are to be used by the state, county, municipality, or members of the general public." NRB Rule 2(C)(15) (emphasis added). We look to the undisputed facts concerning the F-35A to determine whether the construction serves a state purpose. The F-35A program was initiated by the federal government, through directives from both Congress and the Secretary of Defense, and the federal government will finance the project. The federal government completed an Environmental Impact Statement as part of its decisionmaking on where to house the F-35A. The USAF made the decision to base eighteen F-35A aircraft at the Burlington Guard base, which is located on land leased by the federal government. The F-35A aircraft will be used by the Guard for training missions. The stated purpose for the F-35A program is to "efficiently and effectively maintain combat capability and mission readiness as the Air Force faces deployment across a spectrum of conflicts while also providing for homeland defense." The USAF can conceive of no state purpose that the F-35A could be used to attain.

¶ 12. The federal purpose of the project is readily evident. The construction and improvements have been initiated and financed by the federal government. Further, the federal government will use the improvements to further its goal of combat readiness. Therefore, within the meaning of the relevant rule, the federal government has "undertaken" the construction *462 and improvements for housing the F-35A, and the F-35A will be "used by" the federal government. NRB Rule 2(C)(15).

¶ 13. This reasoning is consistent with a 1982 declaratory ruling by the former Environmental Board,² which

concluded that the improvements needed at the Guard base to house the F-4 fighter jet served a federal purpose. *In re Vt. Air Nat'l Guard*, Declaratory Ruling No. 134 (Vt. Envtl. Bd. July 20, 1982), <http://www.nrb.state.vt.us/lup/decisions/1982/dr134fco.pdf>. In that decision, the Board reasoned that there was a federal purpose because the improvements were to be constructed, funded, and owned by the federal government, and located on more than ten acres of land controlled by the federal government.

¶ 14. The question remains, however, whether a state purpose also exists. Appellants point to the fact that under the Federal and Vermont Constitutions, the Guard is under state control unless specifically called to serve federal interests. See U.S. Const. art. I, § 8, cl. 15–16 (according Congress power to call forth, organize, arm, and discipline militia, but reserving to states authority for training militia); Vt. Const. ch. II, § 59 (directing that “inhabitants of this State shall be trained and armed for its defense”); see also *Perpich v. Dep’t of Def.*, 496 U.S. 334, 347, 110 S.Ct. 2418, 110 L.Ed.2d 312 (1990) (explaining that state guard units retain status as state actors until called into federal service). Appellants argue that there is a state purpose because the leased land is on the Guard base and the planes will be used by the Guard, which is a state entity. Appellants further assert that because the F-35A is intended to help defend the entire nation, it implements the Vermont constitutional purpose of defending the people of Vermont and therefore has a state purpose.

¶ 15. There is no need to resolve any constitutional issue because based on the undisputed facts, we conclude that the proposed construction is not development for “State purposes” within the meaning of the statute and relevant rules. Under the relevant rule, to demonstrate that construction is for a state purpose requires showing that it is both “undertaken by or for the state ... and [is] to be used by the state.” NRB Rule 2(C)(15) (emphasis added). The rule’s use of the word “and” indicates an intent for the phrases to be conjunctive; therefore it is necessary to comply with both requirements to meet the definition. See 1A N. Singer & J. Singer, *Sutherland Statutory Construction* § 21:14 (7th ed. 2009) (explaining that use of “and” indicates that elements are conjunctive); cf. *Viskup v. Viskup*, 150 Vt. 208, 211 n. 3, 552 A.2d 400, 402 n. 3 (1988) (explaining that term “or” in statute should generally be interpreted in disjunctive not conjunctive manner). Here, neither part of the rule is met. The construction does not meet the first requirement in the rule defining state purpose because it was not “undertaken” by the state. NRB Rule 2(C)(15). The state did not instigate the project, and will not fund or control

it. In addition, the second prong of the test is not met because the construction is not intended to be “used by” the state. The F-35A is intended to be used to prepare for international missions and homeland defense. The USAF can conceive of no state purpose for the F-35A construction, and the undisputed facts do not contain any information which demonstrates that the *463 State of Vermont conceives of a state purpose for the construction.

¹²⁾ ¶ 16. Our conclusion is similar to that reached by the Environmental Board in its decision concerning the F-4.³ The Board recognized that the Guard serves both the state and the federal government, but concluded that the proposed improvements related to the fighter jet were being made by the federal government and would be under federal control, and therefore there was no state purpose.

¶ 17. Appellants’ arguments concerning the nature of the National Guard do not convince us otherwise. Appellants emphasize that the Militia Clauses in the federal constitution give states control over training of the state militia. U.S. Const. art. I, § 8, cl. 16 (providing that “the Authority of training the Militia” is reserved to the states). Appellants assert that because the Guard is a state entity and the Guard members are under state control until called into federal service, the state will be using the F-35A when individual Guard members, acting under state control, pilot the F-35A aircraft during training. See *Perpich*, 496 U.S. at 347, 110 S.Ct. 2418 (explaining that state retains control over Guard until called into federal service).

¶ 18. We need not resolve any constitutional question because we conclude that the determination of state purpose under the rule does not depend on the status of the pilots. The NRB Rule defining state purpose focuses on “the construction of improvements,” not on the status of individuals who will use the construction. NRB Rule 2(C)(15). The fact that individual Guard members may pilot aircraft during training missions without being called to federal service does not change the fact that the improvements themselves—to house and manage military aircraft—have been undertaken by the federal government to be used by the federal government to make troops combat-ready for foreign missions and homeland defense. The use by state Guard members does not alter our conclusion that the project is not for state purposes; the project was not initiated or paid for by the state, it is not located on state-controlled land, and it is not intended for state use.

¶ 19. In addition, the statutory language does not support appellants’ argument that because the F-35A will be used

in defense of the entire country, it will necessarily be used to defend Vermont and therefore fulfills a state purpose. In construing a statute, we apply the plain and ordinary meaning of statutory terms, and “presume that the Legislature adds and removes statutory language advisedly.” *Tarrant v. Dep’t of Taxes*, 169 Vt. 189, 196–97, 733 A.2d 733, 739 (1999). We are also mindful that attempting to regulate construction that has a federal purpose would raise constitutional preemption questions, and we avoid construing a statute in a manner that would render it unconstitutional whenever reasonably possible. *Chittenden v. Waterbury Ctr. Cmty. Church, Inc.*, 168 Vt. 478, 487, 726 A.2d 20, 27 (1998). Further, given that the statute conspicuously excludes construction for a *464 federal purpose, we construe the state-purpose requirement narrowly. If we applied appellants’ reasoning that defense of the nation includes defense of Vermont and amounts to a state purpose, then virtually all federal purposes would also transform into state purposes. This would contravene the intent of the statute, which does not include improvements that serve a federal purpose. We conclude that there is no state purpose to the proposed construction and therefore no “development,” which requires a permit.

II.

¹³¹ ¶ 20. Appellants’ second argument is that the physical alterations to the buildings on the Guard base required for the F–35A project are a substantial change to preexisting development, requiring application for a permit. Act 250 does not apply to improvements constructed prior to June 1, 1970. 10 V.S.A. § 6081(b); NRB Rule 2(C)(8) (defining preexisting development). However, where there is a substantial change to a preexisting development, a permit is required. 10 V.S.A. § 6081(b); NRB Rule 34(B) (stating that substantial change to preexisting development requires new application process). That is, pre-1970 development is exempted from Act 250 regulation until some change occurs on the property.

¹⁴¹ ¶ 21. To determine if there is a substantial change involves a two-part inquiry. First, there must be a “cognizable physical change to the preexisting development,” and second, the change must have “the potential for significant impact under one or more of the ten Act 250 criteria.” *In re Hale Mountain Fish & Game Club, Inc.*, 2007 VT 102, ¶ 4, 182 Vt. 606, 939 A.2d 498 (mem.). Appellants contend that the buildings on the base are preexisting development and the proposed alterations to those buildings to house the F–35A are cognizable changes, which will create increased noise levels and

therefore impact three of the Act 250 criteria. See 10 V.S.A. § 6086(a) (listing criteria).⁴

¹⁵¹ ¶ 22. The first prong of the inquiry is satisfied if there is a cognizable change. A change is cognizable if it involves either a physical change or a change in use. See *In re Vt. RSA Ltd. P’ship*, 2007 VT 23, ¶ 11, 181 Vt. 589, 925 A.2d 1006 (mem.) (affirming finding that installation of antennas and related construction were cognizable changes); *In re Gallagher*, 150 Vt. 50, 52–53, 549 A.2d 637, 639 (1988) (reversing determination that proposal, which did not include physical changes to property, was not cognizable because proposal might nonetheless result in change of use). Appellants argue that there is a physical change in this case that is cognizable, namely the proposed alterations to existing buildings at the Guard base to house the new F–35A.⁵

¶ 23. We conclude that this proposed construction is not a cognizable change because it does not amount to development for purposes of Act 250. The NRB Rules define “construction of improvements” as “any physical action on a project site which *465 initiates development for any purpose enumerated in Rule 2(A).” NRB Rule 2(C)(3). Rule 2(A) refers to both initial development and “any substantial change to a pre-existing development.” Therefore, any construction of improvements to preexisting development must itself amount to development under Act 250 for it to trigger the need for a permit. As set forth above, “development” does not include construction that is for a federal purpose. See 10 V.S.A. § 6001(3)(A)(v) (including construction of improvements to be used for state purpose). The physical improvements on the base, which will be subjected to changes under the F–35A plan, are to prepare the base to house federally owned military aircraft and to train persons to use those aircraft. For the same reasons set forth in Section I, we conclude that there is no Act 250 jurisdiction because the proposed construction of improvements serves a federal and not a state purpose and is therefore not development.⁶

III.

¹⁶¹ ¶ 24. Appellants’ final basis for asserting Act 250 jurisdiction is that the project will require a material change to the runway, which has an existing Act 250 permit. Appellants argue that there is a material change to the runway because there will be a substantial increase in noise levels from the use of the F–35A aircraft.

¶ 25. When permitted development undergoes a material

change, a permit amendment is required. NRB Rule 34(A) (explaining that material change to permitted development requires application for permit amendment). The analysis for determining if there is a material change is similar to that used for a substantial change—there must be a cognizable change that will have a significant impact on a finding or condition or may result in significant adverse impact on any of the Act 250 criteria. See NRB Rule 2(C)(6) (defining material change as “any change to a permitted development or subdivision which has a significant impact on any finding, conclusion, term or condition of the project’s permit or which may result in a significant adverse impact with respect to any of the criteria specified in 10 V.S.A. Section 6086(a)(1) through (a)(10)”). Under Environmental Board decisions, a change qualified as cognizable if it was either a physical alteration or a change in use. To determine if such an alteration had taken place, the Board analyzed whether the activity was contemplated as part of the initially approved project. See, e.g., *In re Vt. Inst. of Natural Sci.*, Declaratory Ruling No. 352, slip op. at 26–27 (Vt. Env’tl. Bd. Feb. 11, 1999), <http://www.nrb.state.vt.us/lup/decisions/1999/dr352-fco.pdf>. Both parties have accepted the Board’s test for material change and used it in their analysis on appeal. Although this Court has previously adopted the Board’s two-pronged substantial-change test, see *In re Vt. RSA Ltd. P’ship*, 2007 VT 23, ¶ 10, 181 Vt. 589, 925 A.2d 1006 (noting that this Court has adopted the Board’s substantial-change test), we have not had occasion to consider the material-change test. We now take the opportunity to adopt the Board’s articulation of the test for a material change.

¶ 26. Thus, we turn to the question of whether there is a physical change or *466 change in use that qualifies as a cognizable change. The proposal contemplates no physical changes to the runway. Appellants assert that there is a change in use because a different aircraft, the F-35A, will use the runway. Appellants argue that the use of the runway by the F-35A and the concurrent increase in noise levels is not contemplated by the existing Act 250 permits.⁷ The environmental court noted that there are several Act 250 permits pertaining to the Burlington airport, but none regulate aircraft operations or aircraft noise. The court concluded that there was no change in use because the existing permits allow aircraft traffic on the runway, and no prior permit precluded a change in aircraft type. We reach the same result as the environmental court—that no permit amendment is required—but on different grounds.

¹⁷¹ ¹⁸¹ ¶ 27. We accept as true appellants’ assertion that the F-35A traffic creates noise levels not contemplated by

any of the existing Act 250 permits,⁸ but conclude that this is not a cognizable change triggering the need for an amended permit because regulation of noise is preempted by federal law.⁹ Federal **preemption** of state and local law can be express, or implied through either field or conflict **preemption**. *In re Investigation into Regulation of Voice Over Internet Protocol Servs.*, 2013 VT 23, ¶ 14, 193 Vt. 439, 70 A.3d 997 (recognizing three methods of federal **preemption**). Field **preemption** occurs when federal control in a field is so pervasive as to displace state authority in that particular area. *Id.*

¹⁹¹ ¶ 28. There is no question that the Federal Aviation Administration has broad authority to regulate air traffic based on noise generation. See *Helicopter Ass’n Int’l, Inc. v. FAA*, 722 F.3d 430, 433–34 (D.D.C.2013) (holding that FAA has authority to regulate traffic patterns of helicopters based on noise concerns of local residents). The U.S. Supreme Court has recognized that pursuant to federal statute, the FAA and the Environmental Protection Agency (EPA) have full control over the regulation of aircraft noise. *City of Burbank v. Lockheed Air Terminal, Inc.*, 411 U.S. 624, 633–34, 93 S.Ct. 1854, 36 L.Ed.2d 547 (1973). In *City of Burbank*, the Court considered whether federal law, specifically the Federal Aviation Act, preempted a local ordinance that limited the takeoff hours for certain aircraft for the purpose of limiting the noise effects *467 on surrounding neighborhoods. The Court examined the text of the statute and its legislative history, and concluded that “the pervasive control vested in EPA and in FAA” left no room for local control of noise. *Id.* at 638, 93 S.Ct. 1854. In other words, Congress has occupied the entire field of regulation related to aircraft noise, and attempts by local governments to enforce their police powers to control noise or affect flight patterns are preempted. See *Price v. Charter Twp. of Fenton*, 909 F.Supp. 498, 502–03 (E.D.Mich.1995) (explaining extent of federal **preemption** and citing cases).

¶ 29. Appellants nonetheless argue that the states can regulate the land-use impacts of airport noise. Appellants point to comments by then-Justice Rehnquist in his dissent in *City of Burbank*, which characterizes the Court’s holding as follows:

A local governing body that owns and operates an airport is certainly not, by the Court’s opinion, prohibited from permanently closing down its facilities. A local governing body could likewise use its traditional police power to prevent the establishment of a new

airport or the expansion of an existing one within its territorial jurisdiction by declining to grant the necessary zoning for such a facility. Even though the local government's decision in each case were motivated entirely because of the noise associated with airports, I do not read the Court's opinion as indicating that such action would be prohibited by the Supremacy Clause merely because the Federal Government has undertaken the responsibility for some aspects of aircraft noise control.

411 U.S. at 653, 93 S.Ct. 1854 (Rehnquist, J., dissenting). Based on this language, appellants argue that state and local governments can impose land-use requirements on airport development as long as there is no attempt to directly regulate noise. Appellants contend that here there is room to regulate use of the runway by the F-35A even though this would indirectly regulate noise. Appellants further argue that at the least there is jurisdiction to impose mitigation measures to reduce the impact of the noise.

¹⁰¹ ¶ 30. We conclude that any action to regulate a change in use to the F-35A would amount to an attempt to regulate noise and be preempted.¹⁰¹ We note that Justice Rehnquist's characterization of the holding in *City of Burbank* is not binding as it comes from the dissent. However, we agree that *City of Burbank* left some room for some local land-use regulation of airports. See *Goodspeed Airport LLC v. E. Haddam Inland Wetlands & Watercourses Comm'n*, 634 F.3d 206, 210–12 (2d Cir.2011) (recognizing that Congress intended to occupy the entire field of air safety, but scope of preemption did not extend to state laws on land use). A local entity retains control over land-use regulation, but cannot, "under the pretense of its zoning power, attempt to regulate those flight operations to quell airplane noise." *Price*, 909 F.Supp. at 504; see *Harrison v. Schwartz*, 319 Md. 360, 572 A.2d 528, 534 (1990) ("A zoning ordinance that does not regulate aircraft noise emissions or the *468 actual conduct of flight operations may withstand a preemption argument."). Indeed, this Court has recognized this distinction, holding that although "the federal government has not pervasively occupied the field of land-use regulations relating to aviation," any attempt to regulate air safety or aircraft noise is preempted by federal law. See *In re Commercial Airfield*, 170 Vt. 595, 597, 752 A.2d 13, 15–16 (2000) (mem.).

¶ 31. Here, the sole cognizable change asserted between the use of the runway under the current Act 250 permit and the use by the F-35A is the increase in noise levels. Since the current permits do not regulate noise, the change asserted by appellants is one that they contend is implicit in the current permit. Necessarily, however, any attempt to now set permit requirements to respond to this "change" is a control aimed at regulating the noise created by the F-35A. Even imposing restrictions to mitigate the effects of noise, such as requiring berms or additional landscaping, would be a regulation of the noise. Such regulation is beyond the scope of Act 250 because it is preempted by federal law. For this reason there is no material change that triggers Act 250 jurisdiction.

Affirmed.

MORSE, J. (Ret.), Specially Assigned, concurring.

¶ 32. I concur in the Court's holding insofar as it goes, but write separately to acknowledge what the Court largely disregards—the overpowering assault on the senses produced by the F-35A aircraft—and to observe that other remedies may be available to those most immediately affected.

¶ 33. The record evidence of the F-35A's noise impact on the area surrounding the Burlington International Airport is an alarming wake-up call. It reveals that decibel levels of the F-35A on take-off, approach, and landing will be perceived as two to four times louder by the human ear than the current F-16 aircraft. The area experiencing decibel levels incompatible with residential use will increase by several hundred acres, and encompass nearly a thousand additional households. See *In re Burlington Airport Permit*, 2014 VT 72, ¶ 3, 197 Vt. 203, 103 A.3d 153 (discussing the airport's program of acquiring residential structures within a minimum "noise contour" of the airport). Anyone who has experienced the noise generated by an F-16 can only imagine the exponential effect of the F-35A on the local populace.

¶ 34. The Court is correct, nevertheless, that federal law preempts direct state and local regulation of noise generated by aircraft in flight. See *City of Burbank v. Lockheed Air Terminal, Inc.*, 411 U.S. 624, 635, 93 S.Ct. 1854, 36 L.Ed.2d 547 (1973) (invalidating municipal ordinance prohibiting aircraft from taking off from Hollywood-Burbank Airport between 11:00 p.m. and 7:00 a.m., on the ground that Congress had impliedly preempted "the field of noise regulation insofar as it involves controlling the flight of aircraft" (quotation

omitted)).

¶ 35. A fair number of courts interpreting *City of Burbank* have also concluded, however, that federal law does *not* preempt common-law actions against municipally-owned airports based on excessive noise or emissions that result in a public nuisance. See, e.g., *Bieneman v. City of Chi.*, 864 F.2d 463, 471 (7th Cir.1988) (holding that FAA “does not expressly preempt state damage remedies,” and rejecting argument that permitting damages while prohibiting regulation was inconsistent); *Greater Westchester Homeowners Ass’n v. City of L.A.*, 26 Cal.3d 86, 160 Cal.Rptr. 733, 603 P.2d 1329, 1336–37 (1979) (holding that federal aviation law did not preempt “noise disputes between *469 airport owners ... and property owners” or provide municipal airport operators “immunity from traditional nuisance liability,” and affirming award of damages to homeowners living adjacent to Los Angeles International Airport for personal injuries resulting from aircraft noise); *Owen v. City of Atlanta*, 157 Ga.App. 354, 277 S.E.2d 338, 340–41 (1981) (rejecting notion that “preemption [was] a doctrine behind which an airport proprietor whose facility creates a ‘nuisance’ may hide,” and holding that City of Atlanta, which owns and operates Atlanta International Airport, could be held liable where its “airport invades the property rights of adjacent owners”); *Krueger v. Mitchell*, 112 Wis.2d 88, 332 N.W.2d 733, 739–41 (1983) (holding that federal aviation law did not preempt nuisance actions based on “unreasonable noise levels,” that such actions would not interfere with “national aviation” policy, and that unreasonable noise may constitute nuisance even if in compliance “with federal and state law”); see generally K. Falzone, Comment, *Airport Noise Pollution: Is There a*

Solution in Sight?, 26 B.C. Envtl. Aff. L.Rev. 769, 795 (1999) (observing that courts have reached the “conclusion that claims for personal injuries founded upon nuisance are not federally preempted”).

¶ 36. Thus, there is at least an argument to be made that the F-35A will create a “public nuisance” to the area surrounding the Burlington International Airport. Under the common law of this and most states, a “public nuisance” is an activity that represents “an unreasonable interference with a right common to the general public.” *State v. Howe Cleaners, Inc.*, 2010 VT 70, ¶ 49, 188 Vt. 303, 9 A.3d 276 (quotation omitted). Here, the right is to be free from the assault of ear-splitting noise generated by jet aircraft.

¶ 37. Of course, whether the facts and law will ultimately support a public-nuisance action by residents of the area near the Burlington International Airport if, and when, the F-35A aircraft is deployed remains to be determined. It is well to recall, however, that the right to a remedy “for all injuries or wrongs which one may receive in person, property or character” is one granted to all Vermonters under our Constitution. Vt. Const. ch. I, art. 4. While a public-nuisance suit may be less than what the affected residents had hoped for, it may at least provide some redress for an injury they are powerless to prevent.

All Citations

117 A.3d 457, 2015 VT 41

Footnotes

- ¹ The NRB Rules were amended effective October 2013. Because the jurisdictional opinion was requested in December 2012, the 2009 version of the rules is used in this decision.
- ² The Environmental Board no longer exists, and now the Environmental Division of the superior court has jurisdiction over appeals concerning the scope of Act 250 jurisdiction. 10 V.S.A. § 6007(d)(4).
- ³ This Court gives deference to the Environmental Board’s interpretation of legislation within its area of expertise. See *In re Green Crow Corp.*, 2007 VT 137, ¶ 12, 183 Vt. 33, 944 A.2d 244 (explaining that this Court gives deference to Environmental Board’s interpretation of Act 250 “even in appeals raising jurisdictional issues” (quotation omitted)); *In re Southview Assocs.*, 153 Vt. 171, 175–76, 569 A.2d 501, 503 (1989) (“The Board must be afforded deference in its interpretation of its own enabling legislation.”). However, this Court reviews *de novo* the Environmental Division’s interpretations of law. See *In re SP Land Co.*, 2011 VT 104, ¶ 13 n. 2, 190 Vt. 418, 35 A.3d 1007 (explaining that review of environmental court is just as for any other court, and different than review of agency decision).
- ⁴ Appellants allege that the project will impact criterion 1 as air pollution through loud noise, criterion 8 as an impact on aesthetics through noise, and criterion 10 due to nonconformity with the municipal plans because of noise impacts on housing.
- ⁵ Appellants’ argument that the construction will create increased noise does not factor into the first part of the analysis; it is relevant only to the second part of the test—whether the change will have the potential for significant impact under

one or more of the ten Act 250 criteria. See *Hale Mountain*, 2007 VT 102, ¶ 4, 939 A.2d 498 (setting forth two-part test).

- 6 On appeal, the City contends that appellants waived any argument that the proposal included substantial changes to the internal buildings on the Guard base because in the Environmental Division appellants only argued that the change in aircraft was a cognizable change. Appellants argue that they adequately raised the issue in both their initial and responsive summary-judgment filings. We need not reach this issue because we conclude that the changes are not development within the meaning of Act 250.
- 7 Our cases do not delineate which party has the burden of proving that there is a material change to permitted development. Generally, the burden of proving that a project is exempt from Act 250 jurisdiction is on the person claiming the exemption. *In re Vt. RSA Ltd. P'ship*, 2007 VT 23, ¶ 10, 925 A.2d 1006. We have held, however, that where development is grandfathered in because it was preexisting, the burden is on the proponent of jurisdiction to demonstrate that the project is a substantial change to the preexisting development. *Id.* In this case, appellants argue that the burden was on the City to prove that the existing Act 250 permits covered the changes proposed for the project. We need not reach this issue because we conclude that even if, as appellants assert, the City failed to show that the current permits covered use of the runway by the F-35A, any resulting change in noise levels is preempted by federal law.
- 8 The federal EIS, which both parties accepted at summary judgment, reports that the F-35A will generate higher noise levels than the F-16 aircraft that it is replacing.
- 9 The concurrence suggests that a public-nuisance suit could provide an avenue of relief to address the increased noise levels created by the F-35A. Whether such a suit could be brought to address noise created by a federally owned military aircraft is a question that would implicate federal **preemption** in areas beyond noise regulation. This issue is beyond the scope of this appeal, and as such, we do not address it.
- 10 Further, any argument that the change in aircraft alone would amount to a cognizable change would also be preempted. The federal government has specifically preempted the states from regulating the type of aircraft that are authorized to use an airport. See 49 U.S.C. § 41713(b) ("**Preemption.**—(1) Except as provided in this subsection, a State, political subdivision of a State, or political authority of at least 2 States may not enact or enforce a law, regulation, or other provision having the force and effect of law related to a price, route, or service of an air carrier that may provide air transportation under this subpart.").



District Environmental Commissions #4, 6 & 9
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March 21, 2013

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RE: Jurisdictional Opinion #4-231
F-35A - Burlington International Airport, South Burlington, Vermont

Dear Messrs. Dunkiel and Dumont:

This jurisdictional opinion was initiated pursuant to Mr. Dumont's written request of December 12, 2012 and the City of Burlington's ("City") request of January 31, 2013 regarding the applicability of Act 250 jurisdiction over the proposed siting of F-35A jets at the Burlington International Airport ("BTV" or "Airport") and to construct \$2.3 million of new improvements to accommodate the F-35A jets. I have based my analysis on Mr. Dumont's submittals (December 12, 2012, January 29, 2012 and February 21, 2013); the City's submittals (January 31, 2013 and March 12, 2013); data from the Burlington International Airport website; and files in our office. For the reasons set forth below, I have determined that Act 250 jurisdiction does not apply for the proposed siting of F-35As or the proposed improvements.

Facts

1. On Saturday, August 14, 1920, the first aircraft landed at what was, at the time a 72-acre cornfield in South Burlington, Vermont. On July 9, 1921, Burlington Mayor Jackson approved the action of the Board of Alderman to rent and improve fields near Williston Road belonging to C.W. Brownell and C.J. North for use as a landing field and became the Burlington Municipal Airport.
2. The land, on which the Vermont Air National Guard base ("Base") is currently located is situated on the north side of the Airport's runway and was initially used as part of the Ethan Allen Air Force Base ("Ethan Allen AFB"), a United States Air Force Base. While the Ethan Allen AFB was located on land owned by the City, documents submitted by the City indicate that there were formal lease agreements between the City and the U.S. Air Force ("USAF") for the land at least as early as 1946.
3. After World War II, Ethan Allen AFB continued to be used by the USAF. In 1951, the Air Defense Command ("ADC") assigned the 134th Fighter Squadron ("134 FS") to the Base. The mission of the squadron was air defense of northern New England. The 134 FS was subsequently released from active duty and returned to the control of the State of Vermont in 1952. At that time, it was replaced by the ADC's 37th Fighter-Interceptor Squadron ("37 FIS"). With the release of the Air National Guardsmen from federal service, Ethan Allen AFB was re-activated by ADC on the north side of the Airport in 1953.



4. With the inactivation of the active-duty 134 FIS, the group was reorganized as the 158th Fighter Interceptor Group ("158 FIG") in mid-1960 when the Vermont Air National Guard ("VTANG") began manning alert hangars 24 hours a day. Also in 1960, the Maintenance and Operations Squadrons moved into the former Ethan Allen AFB facilities on the north side of the Airport. The rest of the 158 FIG remained on the Williston Road side of the airfield, and military vehicles were allowed to cross the east end of the runway to transport personnel and materials after receiving clearance from the tower.
5. The ADC closed the Ethan Allen AFB on May 1, 1960 due to budget constraints. With its release from active duty, the VTANG's 134 FIS began operating out of the old airport administration building and the wooden hangar next to it.
6. On November 18, 1971, LUP #4C0015 was issued for an airport hangar and support facilities. This was the first Act 250 Land Use Permit issued to the Airport.
7. On February 23, 1972, the District #4 Commission issued LUP #4C0034 for a major expansion of the existing airport terminal at BTV. The property was then listed as 50 acres.
8. Act 250 permits for the Airport have since followed two basic series #4C0034 and #4C0331. Most of the recent permit amendments (since 1988) have used the #4C0331 series. The numbers are used for administrative reasons and do not have other significance.
9. A Master Plan Act 250 application (#4C0034-9 / #4C0071) for BTV was submitted on April 10, 1987. A hearing was scheduled and held and a second hearing was scheduled. However, to the best of our knowledge the second hearing was not held nor was a permit or findings issued.
10. BTV is a part of the City of Burlington and thus is a municipal entity pursuant to Act 250 Rule 2(C)(14).
11. The National Guard Bureau administers the Air National Guard, a joint bureau of the departments of the Army and Air Force. When Air National Guard units are not mobilized or under federal control, they report to the governor of their respective state, territory or the commanding general of the District of Columbia National Guard. The adjutant general of the state or territory supervises each of the 54 National Guard organizations. Under state law, the Air National Guard provides protection of life, property and preserves peace, order and public safety.
12. According to the Draft USAF F-35A Operational Basing Environmental Impact Statement, the Air Force's purpose for siting the F-35A aircraft at the Airport (i.e. the purpose of the Air Force's proposed action) "is to efficiently and effectively maintain combat capability and mission readiness as the Air Force faces deployments across a spectrum of conflicts while also providing for homeland defense of the U.S." This purpose supports the "overall mission of the Air Force," which is the "defense of the U.S. and fulfillment of directives of the President and the Secretary of Defense."
13. From time to time, the City and the Federal Government have executed supplements to their leases, with the latest one dated March 26, 2012. Currently, the term of the lease has been extended through June 30, 2048.
14. The Environmental Board ruled that the purpose of basing of F-4D Phantoms at the Base is a federal purpose based on the following factors: the improvements are to be (1) constructed, (2) funded, (3) owned by the federal government, and (4) are located on more than ten acres of land controlled by the federal government. Therefore, their siting did not require an Act 250 permit. See *Vermont Air Natl. Guard* Declaratory Ruling #134, Findings of Fact, Conclusions of Law and Order at 3-4 (July 20, 1982) affirming the Project Review Sheet ("PRS") determination

of January 12, 1982. There is no evidence indicating that the Base has not been in continuous federal control for a federal purpose since the Environmental Board's decision on VTANG.

15. I issued a PRS on August 27, 2002, in which I concluded that work planned within the perimeter of the Base, including parking, fencing, taxiways, and the like, did not require an Act 250 permit "due to the combination of the federal purpose for the project and the federal control of the land."
16. On August 12, 2004, I concluded in another PRS that a VTANG-related project did require an amendment to Permit #4C0331. This conclusion was based on the fact that the project planned to replace the existing aircraft arresting system on the airport runway, which was situated outside the Base perimeter and thus was not located on federally-controlled land. Consequently, I determined that those proposed improvements were not eligible for the federal purpose and federal control exemption because the land was not under federal control.
17. The \$2,300,000 in improvements for the siting of F-35As include: (1) internal improvements to Building 120 for F-35A simulator; (2) providing power in aircraft shelter parking areas; (3) providing secure/classified upgrades inside Building 140; and (4) providing a secure parts storage in Building 70.
18. Those who seek Act 250 review of the above improvements assert that F-35As generate more noise than the noise generated by the F-16s that are currently housed at the Base; increased noise levels are of concern to those who live in the vicinity of the Base, and it is the increase in noise that forms the basis of claims that the proposed VTANG improvements should be subject to Act 250 jurisdiction. No other impacts from the improvements are raised as grounds for the assertion of jurisdiction.
19. Seventy one (71) Act 250 permits and amendments have been issued to BTV.¹ Eleven (11) have dealt with the terminal and parking garage/lots; twenty one (21) have dealt with hangers and maintenance facilities; twelve (12) were for stormwater or wastewater systems and eleven (11) were for facilities tangential to airport flight operations (e.g. a dog park on airport land, quarry operations, master plan for the southern development area). None of these dealt with aircraft operations or noise generated by aircraft. Eighteen (18) permit amendments have dealt with runways and taxiways, and these are the only amendments that have dealt directly with aircraft operations. Land Use Permits #4C0331-13 and amendments -A, -B and -C, and #4C0331-26 have dealt with Runway 15-33, the main runway. No permit covers area within the perimeter of the Base.
20. At all relevant times, the City of South Burlington has had duly adopted subdivision and zoning ordinances.

Issue

Does the siting of F-35A jets and the concomitant construction require an Act 250 permit as either development, pursuant to 10 V.S. 6001(3)(A)(v) or as a Material Change, pursuant to Act 250 Rule 2(C)(6) to issued Airport permits or as a Substantial Change, pursuant to Act 250 Rule 2(C)(7)?

¹ There is no Master Plan permit for the airport; the processing of the application for a Master Plan (#4C0034-9) was never completed.

Analysis

Development (original jurisdiction)

Act 250 jurisdiction is triggered by either “development” or “subdivision”. “Development” is defined, in part, as “The construction of improvements on a tract or tracts of land, owned or controlled by a person, involving more than 10 acres of land within a radius of five miles of any point on any involved land, for commercial or industrial purposes in a municipality that has adopted permanent zoning and subdivision bylaws.” 10 V.S.A. § 6001(3)(A)(i). “Development” is also defined as “The construction of improvements on a tract of land involving more than 10 acres that is to be used for municipal, county or state purposes.” 10 V.S.A. §6001(3)(v).

Act 250 Rule 2(C)(2) defines construction of improvements “as any physical action on a project site which initiates development.” *Re: Real J. Audet and Joe Audet Auto and Truck Sales, Inc.*, Declaratory Ruling #409, Findings of Fact, Conclusions of Law and Order 5 (Vt. Env. Bd. December 5, 2002), *aff’d In re Real Audet*, 2004 VT 30.

The construction of improvements contemplated here are for federal purposes, *Vermont Air National Guard*, Declaratory Ruling #134 (Vt. Env. Bd. July 20, 1982) (“the combination of solely federal purpose and federal control² leads us to conclude that the proposed improvements are not for state purposes within the meaning of 10 V.S.A. § 6001(3).”).

Construction of improvements for a federal purposes is not an action listed within the purposes (commercial, industrial, municipal, county or state) enumerated in the definition of “development” in 10 V.S.A. § 6001(3), and thus it is not within the jurisdiction of Act 250. Therefore, I conclude that the \$2.3 million of improvements do not trigger the requirement for an Act 250 permit pursuant to 10 V.S.A. § 6001(3) as original jurisdiction.

Amendment Jurisdiction

There is a second way that jurisdiction on this property could be triggered, if the proposed jet siting and improvements are a material change to any land use permit that has been issued to BTV. Act 250 Rule 2(C)(6) defines a material change as any change to a permitted development or subdivision which has a significant impact on any finding, conclusion, term or condition of the project's permit or which may result in an impact with respect to any of the criteria specified in 10 V.S.A. § 6086(a)(1) through (a)(10).

The test for applying Rule 34(A) (“material change” to a permitted development) is whether the change has a significant impact on any finding, conclusion, term or condition of the project's permit or which may result in a significant adverse impact with respect to any of the criteria. Act 250 Rule 2(C)(6). The test for determining whether a “substantial change” to a pre-existing development has occurred, 10 V.S.A. §6081(b), is virtually identical to the “material change” test in all pertinent respects. *See* Act 250 Rule 2(C)(7) (“‘substantial change’ means any change in a preexisting development or subdivision which may result in significant adverse impact with respect to any of the criteria...”).

First we need to determine if there is a change. There are no physical improvements proposed for the runways and all other improvements (Finding #17) are to the Base that is not governed by any land-

² While the land on which the improvements are to be made is City land, I note that the lease of the land to the VTANG extends for the next 35 years. The VTANG’s long-term control of this land further demonstrates that this project serves a federal purpose for the reasons set out in the Environmental Board’s *Vermont Air Natl. Guard* decision.

use permit. We have not identified any finding, conclusion, term or condition of the Airport's permits that would be significantly impacted by the use of F-35A jets.

As noted in Finding #18, there were no other claims of adverse significant impacts under an Act 250 criterion, other than increased noise from the operation of F-35A jets. In *In re Commercial Airfield*, 170 Vt. 595 (2000), the Vermont Supreme Court held that Act 250 was not precluded from regulating many of the aspects of an airport that arise within the Act 250 Criteria. However, our Supreme Court cited the United States Supreme Court decision in *City of Burbank v. Lockheed Air Terminal, Inc.*, 411 U.S. 624, 627 (1973), for the proposition that "the FAA has authority over air safety concerns and aircraft noise" and that thus, a regulation "that attempted to interfere with the movements and operation of aircraft" would be pre-empted under the Supremacy Clause, U.S. Const, art. vi, cl. 2.

Therefore, I conclude that the noise arising from the potential siting of F-35A jets at the Burlington Airport is outside the scope of Act 250. There is thus no need to engage further in a "substantial change" or "material change" analysis.³

Conclusions

The siting of F-35A jets and the \$2.3 million of improvements do not trigger the requirement for an Act 250 permit or amendment.

This is a jurisdictional opinion issued pursuant to 10 V.S.A. § 6007(c) and Act 250 Rule 3(B). Reconsideration requests are governed by Act 250 Rule 3(B) and should be directed to the district coordinator at the above address. Any appeal of this decision must be filed with the Superior Court, Environmental Division within 30 days of the date the decision was issued, pursuant to 10 V.S.A. Chapter 220. The Notice of Appeal must comply with the Vermont Rules for Environmental Court Proceedings (VRECP). The appellant must file with the Notice of Appeal the entry fee required by 32 V.S.A. § 1431 and the 5% surcharge required by 32 V.S.A. § 1434a(a), which is \$262.50 as of January 2011.

The appellant must also serve a copy of the Notice of Appeal on the Natural Resources Board, National Life Records Center Building, Montpelier, VT 05620-3201, and on other parties in accordance with Rule 5(b)(4)(B) of the Vermont Rules for Environmental Court Proceedings.

³ Nor do I find the *Eustance* decision to mandate jurisdiction. *In re Eustance Act 250 Jurisdictional Opinion*, 2009 VT 16, 185 Vt. 447 (2009). *Eustance* did not address the issues presented here, namely Act 250's regulation of federal activities and preemption.

If you have any questions regarding this jurisdictional determination, please call me at (802) 879-5658.

Sincerely,

A handwritten signature in cursive script, reading "Peter E. Keibel". The ink is dark and the signature is fluid, with a large loop at the end of the last name.

Peter E. Keibel
District #4 Coordinator

Cc: Ron Shems, Chair, NRB
Louis Borie, Executive Director, NRB
John Hasen, Esq., General Counsel, NRB
Gregg Myers, Esq., City of Burlington
Eileen Blackwood, Esq., City of Burlington
Gene Richards, Burlington International Airport
Robert McEwing, Burlington International Airport
Major James G. Gentry, USAF
Cara Johnson, Esq., USAF
Ray Belair, City of South Burlington
Rosanne Greco

In re Request for Jurisdictional Opinion re: Changes in Physical Structures and Use at Burlington International Airport for F-35A (2014-192)

2015 VT 41

[Filed 06-Mar-2015]

NOTICE: This opinion is subject to motions for reargument under V.R.A.P. 40 as well as formal revision before publication in the Vermont Reports. Readers are requested to notify the Reporter of Decisions by email at: JUD.Reporter@state.vt.us or by mail at: Vermont Supreme Court, 109 State Street, Montpelier, Vermont 05609-0801, of any errors in order that corrections may be made before this opinion goes to press.

2015 VT 41

No. 2014-192

In re Request for Jurisdictional Opinion re: Changes in Physical Structures and Use at Burlington International Airport for F-35A

Supreme Court

**On Appeal from
Superior Court,
Environmental Division**

November Term, 2014

Thomas G. Walsh, J.

James A. Dumont of Law Office of James A. Dumont, PC, Bristol, for Appellants.

Geoffrey H. Hand, Brian S. Dunkiel and Erik G. Nielsen of Dunkiel Saunders Elliott

Raubvogel & Hand, PLLC, Burlington, for Appellee City of Burlington.

Christopher D. Roy of Downs Rachlin Martin PLLC, Burlington, for Interested Parties

Greater Burlington Industrial Corporation and Friends of the Vermont Air Guard, Inc.

PRESENT: Reiber, C.J., Skoglund, Robinson and Eaton, JJ., and Morse, J. (Ret).,

Specially Assigned

¶ 1. **EATON, J.** In this appeal, we consider whether Act 250 jurisdiction extends to the siting and related construction proposed for the Vermont Air National Guard Base at the Burlington International Airport to accommodate the anticipated arrival of eighteen F-35A jets. Following a request for a jurisdictional opinion, the Environmental Division concluded that there was no Act 250 jurisdiction because the development served no state purpose and there was no material change to any existing permit. The requesting individuals (appellants) appeal that decision, arguing that the proposed changes are development for a state purpose and subject to Act 250 review. Appellants further contend that the project amounts to a substantial change to preexisting development on the Guard base, which requires a permit, and a material change to an existing Act 250 permit, which requires application for an amended permit. We conclude there is no Act 250 jurisdiction, and affirm.

¶ 2. The relevant facts, as presented by the parties on summary judgment, are as follows. Burlington International Airport is owned and operated by the City of Burlington. In 1971, the City received its first Act 250 land-use permit to install and operate an airport hangar and support facilities. The Vermont Air National Guard has a base adjacent to the airport on land leased from the City by the United States Air Force (USAF). The current lease extends through June 2048. The Guard occupies approximately 280 acres of land and maintains forty-four buildings in support of its mission.

¶ 3. Pursuant to directives from Congress and the Secretary of Defense, the USAF is charged with preparing the F-35A for combat. The USAF controls the decision of where to situate the F-

35A. As part of its decision, the USAF completed an Environmental Impact Statement (EIS) in September 2013 analyzing the proposed sites. In December 2013, the USAF decided to base eighteen F-35A aircraft at the Vermont Air National Guard base. To house the F-35A requires five internal infrastructure improvements within the existing Guard base: (1) renovating the interior of a building for an F-35A simulator; (2) providing appropriate power in aircraft shelter parking areas; (3) providing secure and classified upgrades to two internal rooms; (4) providing a secure parts-storage area, and (5) making internal design improvements. The Burlington airport runway is used by civilian and commercial aircraft and shared with the Guard and the USAF. A number of Act 250 permits relate to the runway. The proposal does not contemplate any structural changes to the runway.

¶ 4. Appellants requested a jurisdictional opinion from the district environmental coordinator. See 10 V.S.A. § 6007(c) (allowing “any person” to request a jurisdictional opinion from the district coordinator concerning the applicability of Act 250 to activity that might constitute development). In March 2013, the district coordinator concluded that the construction of the improvements contemplated to accommodate the F-35A was for a federal purpose, and therefore there was no Act 250 jurisdiction over the construction. In addition, the district coordinator concluded that there was no material change to any land-use permits because there were no physical improvements proposed for the runways and the improvements to the Guard base are not governed by an existing permit. To the extent that the operation of the F-35A would increase noise levels, the district coordinator explained that regulation of noise was preempted by the Federal Aviation Act, and therefore was outside the scope of Act 250.

¶ 5. Appellants appealed the denial of jurisdiction to the Environmental Division. Following the City’s motion for summary judgment, the trial court concluded that the siting and associated improvements to the Guard base were not development within the meaning of Act 250, and there was no substantial change to the base or material change to an existing Act 250 permit. Thus, the court granted the City summary judgment, and affirmed the decision of the district coordinator. Appellants appealed to this Court.

¶ 6. Summary judgment may be granted when there is no genuine issue of material fact and the moving party is entitled to judgment as a matter of law. V.R.C.P. 56(a). This Court reviews a grant of summary judgment de novo, and applies the same standard as the trial court. In re Eustance Act 250 Jurisdictional Op., 2009 VT 16, ¶ 14, 185 Vt. 447, 970 A.2d 1285. In construing the requirements of Act 250, we aim to implement the Legislature’s intent by applying the plain and ordinary meaning of the statutory language. Id.

¶ 7. The legal question presented in this appeal is whether Act 250 jurisdiction extends to the construction and related increased noise levels associated with the siting of the F-35A on the Guard base at the Burlington airport. Act 250 is a land-use statute that is intended to regulate and control development so that it will not be unduly detrimental to the environment and orderly growth will be promoted. In re Spring Brook Farm Found., Inc., 164 Vt. 282, 287, 671 A.2d 315, 318 (1995). Act 250 requires a permit prior to commencement of any “development.” 10 V.S.A. § 6081(a). The rules implementing the statute also require application for a permit if there is a substantial change to any preexisting development and application for an amended

permit if there is a material change to any permitted development. Natural Resources Board, Act 250 Rules, Rule 34(A)-(B), Code of Vt. Rules 12 004 060 [hereinafter NRB Rules].^[1]

¶ 8. On appeal, appellants argue three bases for Act 250 jurisdiction: (1) the siting of the F-35A and accompanying retrofit of the Guard base is land development under Act 250 and requires a permit; (2) the construction associated with siting the F-35A involves a substantial change to preexisting development, which requires application for a permit; and (3) the project contemplates material changes to permitted development—namely, the runway—and requires application for an amended permit. We consider each argument in turn.

I.

¶ 9. Appellants argue that the construction required to house the F-35A is development within the meaning of Act 250 and requires a permit. Act 250 defines development in part as “[t]he construction of improvements on a tract of land involving more than 10 acres that is to be used for municipal, county, or State purposes.” 10 V.S.A. § 6001(3)(A)(v). The parties agree that the proposal includes the “construction of improvements” on land “involving more than 10 acres.” The issue is whether the construction is for “State purposes.”

¶ 10. Appellants argue that there is a state purpose to the development and, even if a federal purpose also exists, Act 250 jurisdiction attaches. There are two distinct questions: first, whether the F-35A serves a federal and/or state purpose and, second, if there are both federal and state purposes, whether jurisdiction exists. We conclude that the construction will serve solely a federal purpose and therefore do not reach the second question.

¶ 11. State purpose is defined in the NRB rules as “the construction of improvements which are undertaken by or for the state, county or municipality and which are to be used by the state, county, municipality, or members of the general public.” NRB Rule 2(C)(15) (emphasis added). We look to the undisputed facts concerning the F-35A to determine whether the construction serves a state purpose. The F-35A program was initiated by the federal government, through directives from both Congress and the Secretary of Defense, and the federal government will finance the project. The federal government completed an Environmental Impact Statement as part of its decisionmaking on where to house the F-35A. The USAF made the decision to base eighteen F-35A aircraft at the Burlington Guard base, which is located on land leased by the federal government. The F-35A aircraft will be used by the Guard for training missions. The stated purpose for the F-35A program is to “efficiently and effectively maintain combat capability and mission readiness as the Air Force faces deployment across a spectrum of conflicts while also providing for homeland defense.” The USAF can conceive of no state purpose that the F-35A could be used to attain.

¶ 12. The federal purpose of the project is readily evident. The construction and improvements have been initiated and financed by the federal government. Further, the federal government will use the improvements to further its goal of combat readiness. Therefore, within the meaning of the relevant rule, the federal government has “undertaken” the construction and improvements for housing the F-35A, and the F-35A will be “used by” the federal government. NRB Rule 2(C)(15).

¶ 13. This reasoning is consistent with a 1982 declaratory ruling by the former Environmental Board,[2] which concluded that the improvements needed at the Guard base to house the F-4 fighter jet served a federal purpose. In re Vt. Air Nat'l Guard, Declaratory Ruling No. 134 (Vt. Envtl. Bd. July 20, 1982), <http://www.nrb.state.vt.us/lup/decisions/1982/dr134-fco.pdf>. In that decision, the Board reasoned that there was a federal purpose because the improvements were to be constructed, funded, and owned by the federal government, and located on more than ten acres of land controlled by the federal government.

¶ 14. The question remains, however, whether a state purpose also exists. Appellants point to the fact that under the Federal and Vermont Constitutions, the Guard is under state control unless specifically called to serve federal interests. See U.S. Const. art. I, § 8, cl. 15-16 (according Congress power to call forth, organize, arm, and discipline militia, but reserving to states authority for training militia); Vt. Const. ch. II, § 59 (directing that "inhabitants of this State shall be trained and armed for its defense"); see also Perpich v. Dep't of Def., 496 U.S. 334, 347 (1990) (explaining that state guard units retain status as state actors until called into federal service). Appellants argue that there is a state purpose because the leased land is on the Guard base and the planes will be used by the Guard, which is a state entity. Appellants further assert that because the F-35A is intended to help defend the entire nation, it implements the Vermont constitutional purpose of defending the people of Vermont and therefore has a state purpose.

¶ 15. There is no need to resolve any constitutional issue because based on the undisputed facts, we conclude that the proposed construction is not development for "State purposes" within the meaning of the statute and relevant rules. Under the relevant rule, to demonstrate that construction is for a state purpose requires showing that it is both "undertaken by or for the state . . . and [is] to be used by the state." NRB Rule 2(C)(15) (emphasis added). The rule's use of the word "and" indicates an intent for the phrases to be conjunctive; therefore it is necessary to comply with both requirements to meet the definition. See 1A N. Singer & S. Singer, Sutherland Statutory Construction § 21:14 (7th ed. 2014) (explaining that use of "and" indicates that elements are conjunctive); cf. Viskup v. Visкуп, 150 Vt. 208, 211 n.3, 552 A.2d 400, 402 n.3 (1988) (explaining that term "or" in statute should generally be interpreted in disjunctive not conjunctive manner). Here, neither part of the rule is met. The construction does not meet the first requirement in the rule defining state purpose because it was not "undertaken" by the state. NRB Rule 2(C)(15). The state did not instigate the project, and will not fund or control it. In addition, the second prong of the test is not met because the construction is not intended to be "used by" the state. The F-35A is intended to be used to prepare for international missions and homeland defense. The USAF can conceive of no state purpose for the F-35A construction and the undisputed facts do not contain any information which demonstrates that the State of Vermont conceives of a state purpose for the construction.

¶ 16. Our conclusion is similar to that reached by the Environmental Board in its decision concerning the F-4.[3] The Board recognized that the Guard serves both the state and the federal government, but concluded that the proposed improvements related to the fighter jet were being made by the federal government and would be under federal control, and therefore there was no state purpose.

¶ 17. Appellants' arguments concerning the nature of the National Guard do not convince us otherwise. Appellants emphasize that the Militia Clauses in the federal constitution give states control over training of the state militia. U.S. Const. art. I, § 8, cl. 16 (providing that "the authority of training the militia" is reserved to the states). Appellants assert that because the Guard is a state entity and the Guard members are under state control until called into federal service, the state will be using the F-35A when individual Guard members, acting under state control, pilot the F-35A aircraft during training. See Perpich, 496 U.S. at 347 (explaining that state retains control over Guard until called into federal service).

¶ 18. We need not resolve any constitutional question because we conclude that the determination of state purpose under the rule does not depend on the status of the pilots. The NRB rule defining state purpose focuses on "the construction of improvements," not on the status of individuals who will use the construction. NRB Rule 2(C)(15). The fact that individual Guard members may pilot aircraft during training missions without being called to federal service does not change the fact that the improvements themselves—to house and manage military aircraft—have been undertaken by the federal government to be used by the federal government to make troops combat-ready for foreign missions and homeland defense. The use by state Guard members does not alter our conclusion that the project is not for state purposes; the project was not initiated or paid for by the state, it is not located on state-controlled land, and it is not intended for state use.

¶ 19. In addition, the statutory language does not support appellants' argument that because the F-35A will be used in defense of the entire country, it will necessarily be used to defend Vermont and therefore fulfills a state purpose. In construing a statute, we apply the plain and ordinary meaning of statutory terms, and "presume that the Legislature adds and removes statutory language advisedly." Tarrant v. Dep't of Taxes, 169 Vt. 189, 196-97, 733 A.2d 733, 739 (1999). We are also mindful that attempting to regulate construction that has a federal purpose would raise constitutional preemption questions, and we avoid construing a statute in a manner that would render it unconstitutional whenever reasonably possible. Chittenden v. Waterbury Ctr. Cmty. Church, Inc., 168 Vt. 478, 487, 726 A.2d 20, 27 (1998). Further, given that the statute conspicuously excludes construction for a federal purpose, we construe the state-purpose requirement narrowly. If we applied appellants' reasoning that defense of the nation includes defense of Vermont and amounts to a state purpose, then virtually all federal purposes would also transform into state purposes. This would contravene the intent of the statute, which does not include improvements that serve a federal purpose. We conclude that there is no state purpose to the proposed construction and therefore no "development," which requires a permit.

II.

¶ 20. Appellants' second argument is that the physical alterations to the buildings on the Guard base required for the F-35A project are a substantial change to preexisting development, requiring application for a permit. Act 250 does not apply to improvements constructed prior to June 1, 1970. 10 V.S.A. § 6081(b); NRB Rule 2(C)(8) (defining preexisting development). However, where there is a substantial change to a preexisting development, a permit is required. 10 V.S.A. § 6081(b); NRB Rule 34(B) (stating that substantial change to

preexisting development requires new application process). That is, pre-1970 development is exempted from Act 250 regulation until some change occurs on the property.

¶ 21. To determine if there is a substantial change involves a two-part inquiry. First, there must be a "cognizable physical change to the preexisting development," and second, the change must have "the potential for significant impact under one or more of the ten Act 250 criteria." In re Hale Mountain Fish & Game Club, Inc., 2007 VT 102, ¶ 4, 182 Vt. 606, 939 A.2d 498 (mem.). Appellants contend that the buildings on the base are preexisting development and the proposed alterations to those buildings to house the F-35A are cognizable changes, which will create increased noise levels and therefore impact three of the Act 250 criteria. See 10 V.S.A. § 6086(a) (listing criteria).[4]

¶ 22. The first prong of the inquiry is satisfied if there is a cognizable change. A change is cognizable if it involves either a physical change or a change in use. See In re Vt. RSA Ltd. P'ship, 2007 VT 23, ¶ 11, 181 Vt. 589, 925 A.2d 1006 (mem.) (affirming finding that installation of antennas and related construction were cognizable changes); In re Gallagher, 150 Vt. 50, 52-53, 549 A.2d 637, 639 (1988) (reversing determination that proposal, which did not include physical changes to property, was not cognizable because proposal might nonetheless result in change of use). Appellants argue that there is a physical change in this case that is cognizable, namely the proposed alterations to existing buildings at the Guard base to house the new F-35A.[5]

¶ 23. We conclude that this proposed construction is not a cognizable change because it does not amount to development for purposes of Act 250. The NRB Rules define "construction of improvements" as "any physical action on a project site which initiates development for any purpose enumerated in Rule 2(A)." NRB Rule 2(C)(3). Rule 2(A) refers to both initial development and "any substantial change to a pre-existing development." Therefore, any construction of improvements to preexisting development must itself amount to development under Act 250 for it to trigger the need for a permit. As set forth above, "development" does not include construction that is for a federal purpose. See 10 V.S.A. § 6001(3)(A)(v) (including construction of improvements to be used for state purpose). The physical improvements on the base, which will be subjected to changes under the F-35A plan, are to prepare the base to house federally owned military aircraft and to train persons to use those aircraft. For the same reasons set forth in Section I, we conclude that there is no Act 250 jurisdiction because the proposed construction of improvements serves a federal and not a state purpose and is therefore not development.[6]

III.

¶ 24. Appellants' final basis for asserting Act 250 jurisdiction is that the project will require a material change to the runway, which has an existing Act 250 permit. Appellants argue that there is a material change to the runway because there will be a substantial increase in noise levels from the use of the F-35A aircraft.

¶ 25. When permitted development undergoes a material change, a permit amendment is required. NRB Rule 34(A) (explaining that material change to permitted development requires application for permit amendment). The analysis for determining if there is a material change is similar to that used for a substantial change—there must be a cognizable change that will have a significant impact on a finding or condition or may result in significant adverse impact on any of the Act 250 criteria. See NRB Rule 2(C)(6) (defining material change as “any change to a permitted development or subdivision which has a significant impact on any finding, conclusion, term or condition of the project’s permit or which may result in a significant adverse impact with respect to any of the criteria specified in 10 V.S.A. Section 6086(a)(1) through (a)(10)”). Under Environmental Board decisions, a change qualified as cognizable if it was either a physical alteration or a change in use. To determine if such an alteration had taken place, the Board analyzed whether the activity was contemplated as part of the initially approved project. See, e.g., In re Vt. Inst. of Natural Sci., Declaratory Ruling No. 352, slip op. at 26-27 (Vt. Env’tl. Bd. Feb. 11, 1999), <http://www.nrb.state.vt.us/lup/decisions/1999/dr352-fco.pdf>. Both parties have accepted the Board’s test for material change and used it in their analysis on appeal. Although this Court has previously adopted the Board’s two-pronged substantial-change test, see In re Vt. RSA Ltd. P ship, 2007 VT 23, ¶ 10 (noting that this Court has adopted the Board’s substantial-change test), we have not had occasion to consider the material-change test. We now take the opportunity to adopt the Board’s articulation of the test for a material change.

¶ 26. Thus, we turn to the question of whether there is a physical change or change in use that qualifies as a cognizable change. The proposal contemplates no physical changes to the runway. Appellants assert that there is a change in use because a different aircraft, the F-35A, will use the runway. Appellants argue that the use of the runway by the F-35A and the concurrent increase in noise levels is not contemplated by the existing Act 250 permits.[7] The environmental court noted that there are several Act 250 permits pertaining to the Burlington airport, but none regulate aircraft operations or aircraft noise. The court concluded that there was no change in use because the existing permits allow aircraft traffic on the runway, and no prior permit precluded a change in aircraft type. We reach the same result as the environmental court—that no permit amendment is required—but on different grounds.

¶ 27. We accept as true appellants’ assertion that the F-35A traffic creates noise levels not contemplated by any of the existing Act 250 permits,[8] but conclude that this is not a cognizable change triggering the need for an amended permit because regulation of noise is preempted by federal law.[9] Federal preemption of state and local law can be express, or implied through either field or conflict preemption. In re Investigation into Regulation of Voice Over Internet Protocol Servs., 2013 VT 23, ¶ 14, 193 Vt. 439, 70 A.3d 997 (recognizing three methods of

federal preemption). Field preemption occurs when federal control in a field is so pervasive as to displace state authority in that particular area. Id.

¶ 28. There is no question that the Federal Aviation Administration has broad authority to regulate air traffic based on noise generation. See Helicopter Ass'n Int'l, Inc. v. FAA, 722 F.3d 430, 433-34 (D.D.C. 2013) (holding that FAA has authority to regulate traffic patterns of helicopters based on noise concerns of local residents). The U.S. Supreme Court has recognized that pursuant to federal statute, the FAA and the Environmental Protection Agency (EPA) have full control over the regulation of aircraft noise. City of Burbank v. Lockheed Air Terminal Inc., 411 U.S. 624, 633-34 (1973). In City of Burbank, the Court considered whether federal law, specifically the Federal Aviation Act, preempted a local ordinance that limited the takeoff hours for certain aircraft for the purpose of limiting the noise effects on surrounding neighborhoods. The Court examined the text of the statute and its legislative history, and concluded that "the pervasive control vested in EPA and in FAA" left no room for local control of noise. Id. at 638. In other words, Congress has occupied the entire field of regulation related to aircraft noise, and attempts by local governments to enforce their police powers to control noise or affect flight patterns are preempted. See Price v. Charter Twp. of Fenton, 909 F. Supp. 498, 502-03 (E.D. Mich. 1995) (explaining extent of federal preemption and citing cases).

¶ 29. Appellants nonetheless argue that the states can regulate the land-use impacts of airport noise. Appellants point to comments by then-Justice Rehnquist in his dissent in City of Burbank, which characterizes the Court's holding as follows:

A local governing body that owns and operates an airport is **certainly not**, by the Court's opinion, prohibited from permanently closing down its facilities. A local governing body could likewise use its traditional police power to prevent the establishment of a new airport or the expansion of an existing one within its territorial jurisdiction by declining to grant the necessary zoning for such a facility. Even though the local government's decision in each case were motivated entirely because of the noise associated with airports, I do not read the Court's opinion as indicating that such action would be prohibited by the Supremacy Clause merely because the Federal Government has undertaken the responsibility for some aspects of aircraft noise control.

411 U.S. at 653 (Rehnquist, J., dissenting). Based on this language, appellants argue that state and local governments can impose land-use requirements on airport development as long as there is no attempt to directly regulate noise. Appellants contend that here there is room to regulate use of the runway by the F-35A even though this would indirectly regulate noise. Appellants further argue that at the least there is jurisdiction to impose mitigation measures to reduce the impact of the noise.

¶ 30. We conclude that any action to regulate a change in use to the F-35A would amount to an attempt to regulate noise and be preempted.^[10] We note that Justice Rehnquist's

characterization of the holding in City of Burbank is not binding as it comes from the dissent. However, we agree that City of Burbank left some room for some local land-use regulation of airports. See Goodspeed Airport LLC v. E. Haddam Inland Wetlands & Watercourses Comm'n, 634 F.3d 206, 210-12 (2d Cir. 2011) (recognizing that Congress intended to occupy the entire field of air safety, but scope of preemption did not extend to state laws on land use). A local entity retains control over land-use regulation, but cannot, "under the pretense of its zoning power, attempt to regulate those flight operations to quell airplane noise." Price, 909 F. Supp at 504; see Harrison v. Schwartz, 572 A.2d 528, 534 (Md. 1990) ("A zoning ordinance that does not regulate aircraft noise emissions or the actual conduct of flight operations may withstand a preemption argument."). Indeed, this Court has recognized this distinction, holding that although "the federal government has not pervasively occupied the field of land-use relations relating to aviation," any attempt to regulate air safety or aircraft noise is preempted by federal law. See In re Commercial Airfield, 170 Vt. 595, 597, 752 A.2d 13, 15-16 (2000) (mem.).

¶ 31. Here, the sole cognizable change asserted between the use of the runway under the current Act 250 permit and the use by the F-35A is the increase in noise levels. Since the current permits do not regulate noise, the change asserted by appellants is one that they contend is implicit in the current permit. Necessarily, however, any attempt to now set permit requirements to respond to this "change" is a control aimed at regulating the noise created by the F-35A. Even imposing restrictions to mitigate the effects of noise, such as requiring berms or additional landscaping, would be a regulation of the noise. Such regulation is beyond the scope of Act 250 because it is preempted by federal law. For this reason there is no material change that triggers Act 250 jurisdiction.

Affirmed.

FOR THE COURT:

Associate Justice

¶ 32. **MORSE, J. (Ret.), Specially Assigned, concurring.** I concur in the Court's holding insofar as it goes, but write separately to acknowledge what the Court largely disregards—the overpowering assault on the senses produced by the F-35A aircraft—and to observe that other remedies may be available to those most immediately affected.

¶ 33. The record evidence of the F-35A's noise impact on the area surrounding the Burlington International Airport is an alarming wake-up call. It reveals that decibel levels of the F-35A on

take-off, approach, and landing will be perceived as two to four times louder by the human ear than the current F-16 aircraft. The area experiencing decibel levels incompatible with residential use will increase by several hundred acres, and encompass nearly a thousand additional households. See In re Burlington Airport Permit, 2014 VT 72, ¶ 3, ___ Vt. ___, 103 A.3d 153 (discussing the airport's program of acquiring residential structures within a minimum "noise contour" of the airport). Anyone who has experienced the noise generated by an F-16 can only imagine the exponential effect of the F-35A on the local populace.

¶ 34. The Court is correct, nevertheless, that federal law preempts direct state and local regulation of noise generated by aircraft in flight. See City of Burbank v. Lockheed Air Terminal Inc., 411 U.S. 624, 635 (1973) (invalidating municipal ordinance prohibiting aircraft from taking off from Hollywood-Burbank Airport between 11:00 p.m. and 7:00 a.m., on the ground that Congress had impliedly preempted "the field of noise regulation insofar as it involves controlling the flight of aircraft" (quotation omitted)).

¶ 35. A fair number of courts interpreting City of Burbank have also concluded, however, that federal law does not preempt common-law actions against municipally-owned airports based on excessive noise or emissions that result in a public nuisance. See, e.g., Bieneman v. City of Chi., 864 F.2d 463, 474 (7th Cir. 1988) (holding that that FAA "does not expressly preempt state damage remedies," and rejecting argument that permitting damages while prohibiting regulation was inconsistent); Greater Westchester Homeowners Ass'n v. City of L.A., 603 P.2d 1329, 1331 (Cal. 1979) (holding that federal aviation law did not preempt "noise disputes between airport owners . . . and property owners" or provide municipal airport operators "immunity from traditional nuisance liability," and affirming award of damages to homeowners living adjacent to Los Angeles International Airport for personal injuries resulting from aircraft noise); Owen v. City of Atlanta, 277 S.E.2d 338, 340-41 (Ga. Ct. App. 1981) (rejecting notion that "preemption [was] a doctrine behind which an airport proprietor whose facility creates a 'nuisance' may hide," and holding that City of Atlanta, which owns and operates Atlanta International Airport, could be held liable where its "airport invades the property rights of adjacent owners"); Krueger v. Mitchell, 332 N.W.2d 733, 739-41 (Wis. 1983) (holding that federal aviation law did not preempt nuisance actions based on "unreasonable noise levels," that such actions would not interfere with "national aviation" policy, and that unreasonable noise may constitute nuisance even if in compliance "with federal and state law"); see generally K. Falzone, Comment, Airport Noise Pollution: Is There a Solution in Sight, 26 B.C. Envtl. Aff. L. Rev. 769, 795 (1999) (observing that courts have reached the "conclusion that claims for personal injuries founded upon nuisance are not federally preempted").

¶ 36. Thus, there is at least an argument to be made that the F-35A will create a "public nuisance" to the area surrounding the Burlington International Airport. Under the common law of this and most states, a "public nuisance" is an activity that represents "an unreasonable interference with a right common to the general public." State v. Howe Cleaners, Inc., 2010 VT 70, ¶ 49, 188 Vt. 303, 9 A.3d 276 (quotation omitted). Here, the right is to be free from the assault of ear-splitting noise generated by jet aircraft.

¶ 37. Of course, whether the facts and law will ultimately support a public-nuisance action by residents of the area near the Burlington International Airport if, and when, the F-35A aircraft is

deployed remains to be determined. It is well to recall, however, that the right to a remedy “for all injuries or wrongs which one may receive in person, property or character” is one granted to all Vermonters under our Constitution. Vt. Const. ch. I, art. 4. While a public-nuisance suit may be less than what the affected residents had hoped for, it may at least provide some redress for an injury they are powerless to prevent.

Associate Justice (Ret.), Specially Assigned

[1] The NRB Rules were amended effective October 2013. Because the jurisdictional opinion was requested in December 2012, the 2009 version of the rules is used in this decision.

[2] The Environmental Board no longer exists and now the Environmental Division of the superior court has jurisdiction over appeals concerning the scope of Act 250 jurisdiction. 10 V.S.A. § 6007(d)(4).

[3] This Court gives deference to the Environmental Board’s interpretation of legislation within its area of expertise. See In re Green Crow Corp., 2007 VT 137, ¶ 12, 183 Vt. 33, 944 A.2d 244 (explaining that this Court gives deference to Environmental Board’s interpretation of Act 250 “even in appeals raising jurisdictional issues” (quotation omitted)); In re Southview Assocs., 153 Vt. 171, 175-76, 569 A.2d 501, 503 (1989) (“The Board must be afforded deference in its interpretation of its own enabling legislation.”). However, this Court reviews de novo the Environmental Division’s interpretations of law. See In re SP Land Co., 2011 VT 104, ¶ 13 n.2, 190 Vt. 418, 35 A.3d 1007 (explaining that review of environmental court is just as for any other court, and different than review of agency decision).

[4] Appellants allege that the project will impact criterion 1 as air pollution through loud noise, criterion 8 as an impact on aesthetics through noise, and criterion 10 due to nonconformity with the municipal plans because of noise impacts on housing.

[5] Appellants’ argument that the construction will create increased noise does not factor into the first part of the analysis; it is relevant only to the second part of the test—whether the change will have the potential for significant impact under one of more the ten Act 250 criteria. See Hale Mountain, 2007 VT 102, ¶ 4 (setting forth two-part test).

[6] On appeal, the City contends that appellants waived any argument that the proposal included substantial changes to the internal buildings on the Guard base because in the Environmental Division appellants only argued that the change in aircraft was a cognizable change. Appellants argue that they adequately raised the issue in both their initial and responsive summary-judgment filings. We need not reach this issue because we conclude that the changes are not development within the meaning of Act 250.

[7] Our cases do not delineate which party has the burden of proving that there is a material change to permitted development. Generally, the burden of proving that a project is exempt from Act 250 jurisdiction is on the person claiming the exemption. In re Vt. RSA Ltd. P ship, 2007 VT 23, ¶ 10. We have held, however, that where development is grandfathered in because it was preexisting, the burden is on the proponent of jurisdiction to demonstrate that the project is a substantial change to the preexisting development. Id. In this case, appellants argue that the burden was on the City to prove that the existing Act 250 permits covered the changes proposed for the project. We need not reach this issue because we conclude that even if, as appellants assert, the City failed to show that the current permits covered use of the runway by the F-35A, any resulting change in noise levels is preempted by federal law.

[8] The federal EIS, which both parties accepted at summary judgment, reports that the F-35A will generate higher noise levels than the F-16 aircraft that it is replacing.

[9] The concurrence suggests that a public-nuisance suit could provide an avenue of relief to address the increased noise levels created by the F-35A. Whether such a suit could be brought to address noise created by a federally owned military aircraft is a question that would implicate federal preemption in areas beyond noise regulation. This issue is beyond the scope of this appeal, and as such, we do not address it.

[10] Further, any argument that the change in aircraft alone would amount to a cognizable change would also be preempted. The federal government has specifically preempted the states from regulating the type of aircraft that are authorized to use an airport. See 49 U.S.C. § 41713(b) ("Preemption.—(1) Except as provided in this subsection, a State, political subdivision of a State, or political authority of at least 2 States may not enact or enforce a law, regulation, or other provision having the force and effect of law related to a price, route, or service of an air carrier that may provide air transportation under this subpart.").