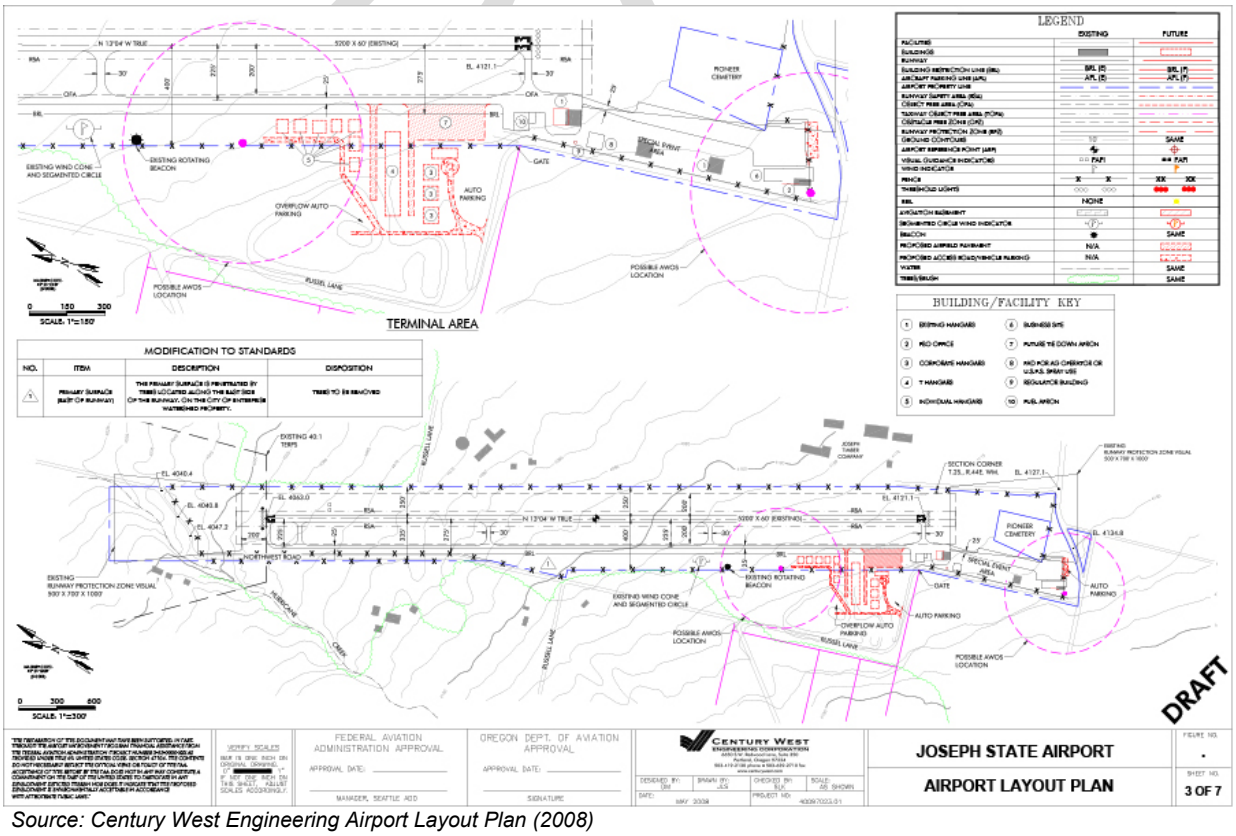
Chapter 1: Introduction

The Oregon Department of Aviation (ODA) is preparing an Airport Master Plan Update for Joseph State Airport (JSY) in cooperation with the Federal Aviation Administration (FAA) to address the Airport's needs for the next twenty years. The Airport Master Plan will provide specific guidance in making the improvements necessary to maintain a safe and efficient airport that is economically, environmentally, and socially sustainable.

Study Purpose

The purpose of the Airport Master Plan is to define the current, short-term, and long-term needs of the airport through a comprehensive evaluation of facilities, conditions, and FAA airport planning and design standards. The study will also address elements of local planning (land use, transportation, environmental, economic development, etc.) that have the potential of affecting the planning, development, and operation of the airport.



Source: Century West Engineering Airport Layout Plan (2008)

Project Need

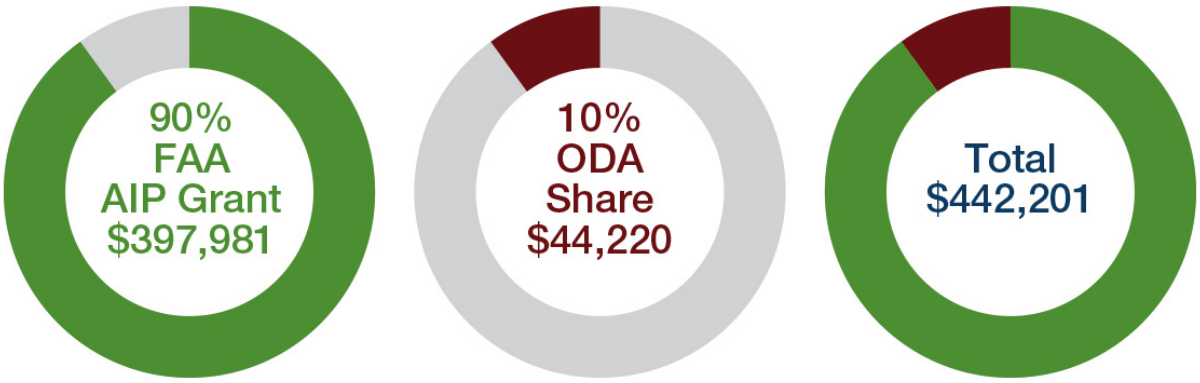
The FAA requires airport sponsors (in this case ODA) to periodically update their master plans as conditions change in order to maintain current planning. Activity at the Airport has increased as the local community and surrounding area have grown. Over the last twenty years, the communities of Joseph and Enterprise have grown, and Wallowa County has become an increasingly popular recreation and tourism destination.

As many of the previous airport master plan recommendations have been implemented in response to this demand, the need now exists to update the long-term planning for the airport and reevaluate several concepts presented in the previous master planning effort. In addition to addressing changing local conditions, updated FAA standards and current trends within the aviation industry also need to be reflected in updated airport planning.

This project replaces the 1993 Airport Master Plan, which serves as a primary source for inventory data. However, several projects have been completed since the last master plan that provide more current facility data. Where available, more current or comprehensive data have been included in the report to illustrate current conditions. Existing airfield facilities were examined during on-site inspections to update facility inventory data. The consultants also worked closely with airport staff to review the current facility and operational data maintained by ODA.

Project Funding

Funding for the Airport Master Plan Update is being provided through an FAA Airport Improvement Program (AIP) grant of $397,981 (90%) and $44,220 (10%) provided by ODA. The total project cost of $442,201 includes ODA staff administration time to support the planning process. The AIP is a dedicated fund administered by FAA with the specific purpose of maintaining and improving the nation's public use airports. The AIP is funded exclusively through fees paid by users of general and commercial aviation.



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Goals of the Master Plan

The primary goal of the master plan is to provide the framework and vision needed to guide future development at the Joseph State Airport. The FAA sets out goals and objectives each master plan should meet to ensure future development will cost-effectively satisfy aviation demand and also consider potential environmental and socioeconomic impacts.

Goal 1: Define the vision for the airport to effectively serve the community, airport users, and the region. Assess known issue including air traffic control, runway length, ability to accommodate development, auto parking, fencing, and land use to develop a realistic sustainable plan to improve the airport.

Goal 2: Document existing activity, condition of airfield facilities, and policies that impact airport operations and development opportunities.

Goal 3: Forecast future activity based on accepted methodology.

Goal 4: Evaluate facilities and conformance with applicable local, state, and FAA standards.

Goal 5: Identify facility improvements to address conformance issues and accommodate demand.

Goal 6: Identify potential environmental and land use requirements that may impact development.

Goal 7: Explore alternatives to address facility needs. Work collaboratively with all stakeholders to develop workable solutions to address needs.

Goal 8: Develop an Airport Layout Plan to graphically depict proposed improvements consistent with FAA standards as a road map to future development. Prepare a supporting Capital Improvement Plan to summarize costs and priorities.

Goal 9: Provide recommendations to improve land use, zoning, and City/County oversight of the airport to remove barriers to appropriate growth at the airport.

Goal 10: Summarize the collective vision and plan for the airport in the Airport Master Plan report.

THE FAA ROLE IN THE AIRPORT MASTER PLAN

FAA Advisory Circular 150/5070-6B Airport Master Plans defines the specific requirements and evaluation methods established by FAA for the study. The guidance in this AC covers planning requirements for all airports, regardless of size, complexity, or role. However, each master plan study must focus on the specific needs of the airport for which a plan is being prepared.

The recommendations contained in an airport master plan represent the views, policies, and development plans of the airport sponsor and do not necessarily represent the views of the FAA. Acceptance of the master plan by the FAA does not constitute a commitment on the part of the United States to participate in any development depicted in the plan, nor does it indicate that the proposed development is environmentally acceptable in accordance with appropriate public law. The FAA reviews all elements of the master plan to ensure that sound planning techniques have been applied. However, the FAA only approves the Aviation Activity Forecasts and Airport Layout Plan.

Planning Process

The three phase planning process is designed to provide multiple feedback loops intended to maintain the flow of information and ideas among the community and project stakeholders and ultimately maximize public involvement.

DEVELOP UNDERSTANDING

A comprehensive understanding of the issues and opportunities, existing conditions, and an identified level of future aviation activity that would mandate facility improvements required to satisfy future demand.

Analysis

- Develop Scope of Work
- Public Involvement Strategy
- AGIS Survey
- Existing Conditions Analysis
- Aviation Activity Forecasts

Project Meetings

- Bi-Weekly Planning Team Meetings
- Internal Team Project Kick-off Meeting
- Planning Advisory Committee (PAC) Meetings

Work Product

- Introduction
- Existing Conditions
- Aviation Activity Forecasts

EXPLORE SOLUTIONS

A collaborative exploration of local Airport needs, goals, and facility requirements in sequence with the development of community generated ideas, solutions, and development alternatives.

Analysis

- Define Updated Airfield Design Standards
- Perform Demand/Capacity Analysis
- Define Facility Goals and Requirements
- Identify & Prepare Development Alternatives
- Evaluate Development Alternatives

Project Meetings

- Bi-Weekly Planning Team Meetings
- Planning Advisory Committee (PAC) Meetings
- Public Open House

Work Product

- Facility Goals & Requirements
- Airport Development Alternatives

IMPLEMENTATION

An implementation program with recommended strategies and actions for future land use, transportation, and environmental requirements; a realistic and workable CIP; and current ALP drawings that graphically depict existing conditions at the airport as well as proposed development projects.

Analysis

- Develop Strategies & Actions
- Develop CIP/Phasing/Financial Plan
- Develop ALP Drawing Set

Project Meetings

- Bi-Weekly Planning Team Meetings
- Planning Advisory Committee (PAC) Meetings
- Public Open House

Work Product

- Strategies & Actions
- Financial Plan (CIP/Phasing)
- ALP Drawing Set
- Draft Report
- Final Report

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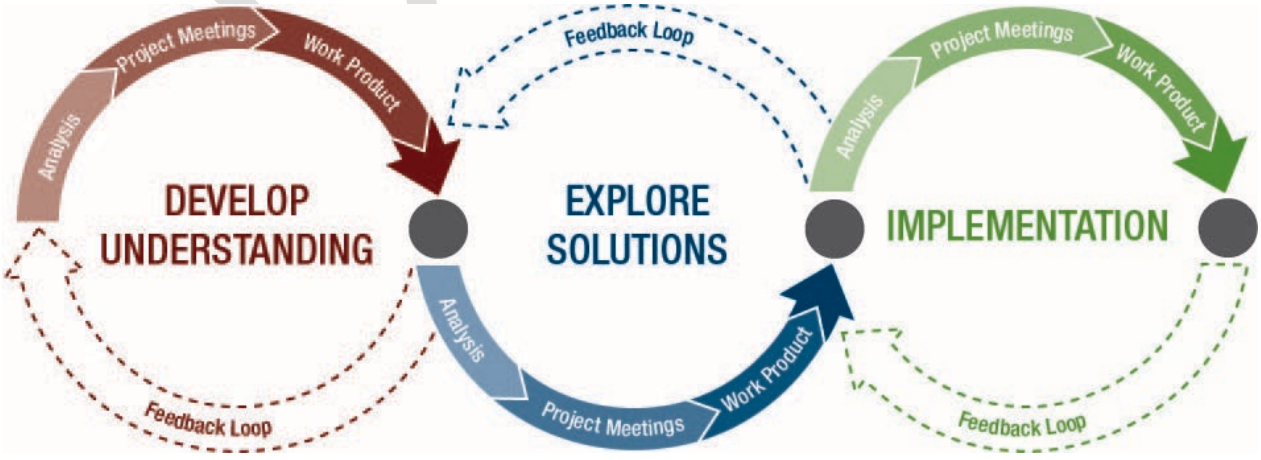


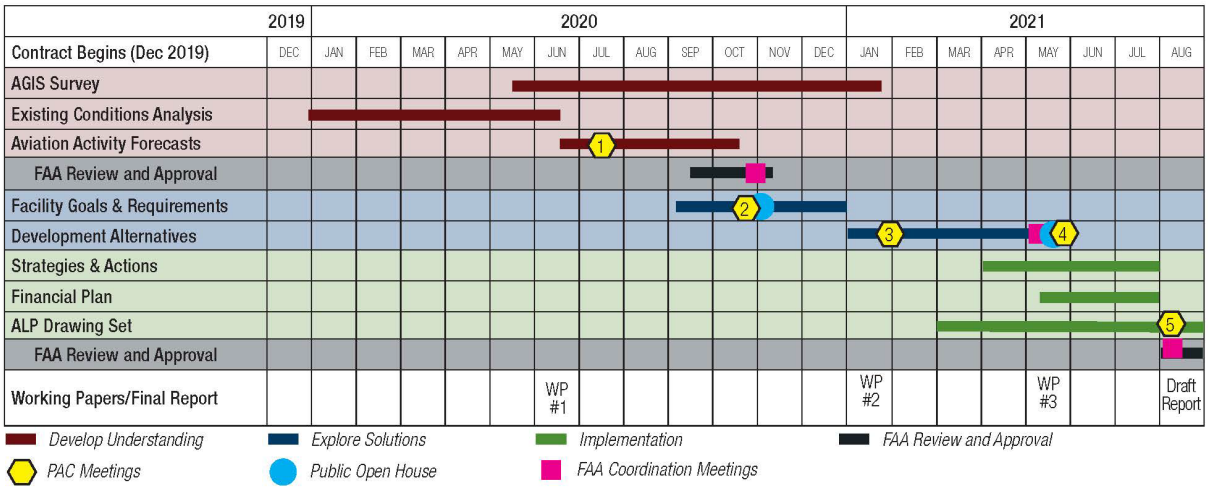
Framework of the Airport Master Plan

The framework of the Airport Master Plan provides a clear structure to inform and steer future planning decisions and serve as a tool to guide a process that allows the plan to take shape through flexibility, iteration, and adaptation. The framework is based upon an airport-urban interface model intended to analyze the regional setting of the airport, the landside elements and airside elements of the airport, as well as the airport management and administration functions associated with the airport. The framework provides guidance, while being flexible enough to adapt to changing conditions to maximize opportunities to develop understanding, explore solutions, and implement the preferred development alternatives for the Airport and adjacent urban and rural environments.

	Regional Setting	Landside Elements	Airside Elements	Airport Administration
Develop Understanding	Location & Vicinity Socio-Economic Airport Role Airport History Area Airports Airport Operations Relevant Studies Environmental Data Local Surface Transportation Land Use/Zoning	General Aviation (GA) Development Areas Aprons/Tiedowns Taxilanes Airport Fencing Access Roads Hangars Utilities	Runways Taxiways Pavement Condition Area Airspace	Airport Ownership & Management Airport Financials Airport Rates and Charges Rules & Regulations Oregon Aviation Laws FAA Compliance Overview
Explore Solutions				
Implementation				

Project Schedule

The Joseph State Airport Master Plan schedule is expected to occur over the course of 18-24 months. Phase 1 - Develop Understanding will take approximately 6-7 months, excluding the AGIS element, Phase 2 - Explore Solutions will take approximately 8-9 months, and Phase 3 - Implementation will take approximately 8-9 months including 3 months for FAA approvals, which can take anywhere from 3-6 months upon receipt of the final draft narrative reports and drawings



Public Involvement Process

A comprehensive and engaging public involvement process is a key element to a successful Master Plan update. Therefore, numerous opportunities for public input are built in to the process. In addition, there will be up to five Planning Advisory Committee (PAC) meetings, two Public Open House meetings, three FAA coordination meetings, a project website, and ongoing communication and coordination between ODA staff and the project planning team over the course of the project.

PLANNING ADVISORY COMMITTEE (PAC) MEETINGS

The PAC was assembled to provide input and allow for public dissemination of data. Airport tenants, pilots, local and regional economic development interests, neighbors of the airport, and staff/representatives of the City and/or County were identified as members of the PAC. The FAA Seattle Airports District Office (ADO) project manager will interact with the project team throughout the project, and may attend one or more of the PAC meetings. The FAA has primary responsibility for technical review, comment, and project approval.

The original proposed PAC meeting schedule has been impacted by the COVID-19 stay at home orders. The meetings will be rescheduled, with some potentially restructured as remote meetings (video conferences) as the project progresses and restrictions on in-person meetings evolve.

PAC Meeting #1

PAC Meeting #1 is an interactive discussion with the PAC that addresses the existing conditions of the Airport, community, and aviation industry. Potential issues and opportunities will be identified and discussed, and the framework for the aviation forecasts that will be submitted to the FAA for review and approval will be established.

PAC Meeting #2 / Public Open House

Presentation of multi-step public review process used to identify and verify the facility goals and requirements necessary to satisfy future demands on the Airport reflected in the updated aviation activity forecasts. An updated assessment of all applicable FAA airport design standards will provide the basis for identifying facility conformance issues to be addressed in the master plan.

PAC Meeting #3

The facility goals and requirements discussed in PAC #2 will serve as the building blocks for the development of three preliminary alternative concepts capable of satisfying future demand. Preliminary development alternatives concepts will be presented to the PAC for review and comment.

PAC Meeting #4 / Public Open House

The input provided in PAC #3 is used to refine the concepts presented in PAC #4 and at the public open house. Based on technical evaluations, public input and coordination with local officials, the process will lead to the selection of a preferred alternative by ODA that will be presented for additional public review and comment.

PAC Meeting #5

Facilitate an interactive discussion and presentation with the PAC of an implementation program with recommended strategies and actions for future land use, transportation, and environmental requirements; a realistic and workable CIP; and current ALP drawings that graphically depict existing conditions at the airport, as well as proposed development projects.

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Known Issues & Opportunities

At the outset of the Airport Master Plan there were several known issues and opportunities identified by the FAA, airport management, and Airport users/tenants. These issues and opportunities identified below served as focus areas during the completion of the master plan to ensure a comprehensive and thorough assessment that addressed and documented the proposed solutions and methods of implementation.

Limited Airport Land Area – KNOWN ISSUE #1

The available land development area at JSY is limited. The majority of the site has been developed to include the runway, runway protection zones, a full-length parallel taxiway, aircraft parking and fueling aprons, and aircraft hangars. ODA indicates they currently have only one developable hangar site, with interested parties planning to construct on it. The current configuration of the airport site does not provide adequate space to develop additional hangars or aircraft parking. Acquisition of additional property to accommodate new landside development is identified as a high priority need to be addressed in the master plan.

Airport Instrumentation – KNOWN ISSUE #2

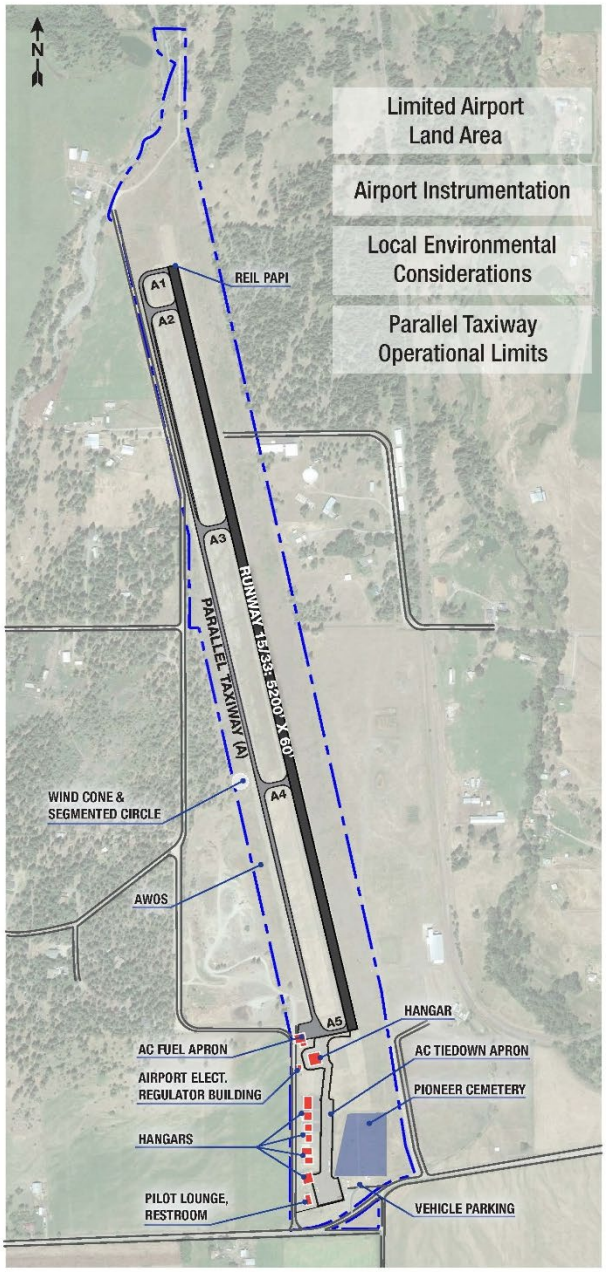
The addition of instrument approach and departure capabilities has been identified by ODA, medical evacuation (MEDEVAC) operators, and local hospital officials as a critical need. The Airport currently operates under visual flight rules (VFR) only, and MEDEVAC access can become limited as weather conditions deteriorate. An airports global information system (AGIS) survey is being completed in conjunction with the master plan. The AGIS survey is required by FAA to initiate their technical feasibility analyses and procedure design processes. The master plan will address all related issues that need to be incorporated into facility planning.

Local Environmental Considerations and Other Site Constraints – KNOWN ISSUE #3

Joseph State Airport is located in an area of significant environmental and cultural sensitivity. Among the issues affecting activities at the Airport include direct proximity to a major drinking water aquifer (City of Enterprise), a local cemetery located on site (within an existing runway protection zone (RPZ)), and the unique natural setting of the Wallowa Lake area and the Wallowa Valley.

Parallel Taxiway Operational Limits (obstructions) – KNOWN ISSUE #4

The parallel taxiway for Runway 15/33 has an area of limited aircraft wingtip clearance caused by rising terrain and a boundary fence constructed on the airport property line on the northern 1/3 of the taxiway. Larger aircraft taxiing to the north end of the runway typically back-taxi approximately 1,700 feet on the runway from Taxiway A3 to the Runway 15 end.



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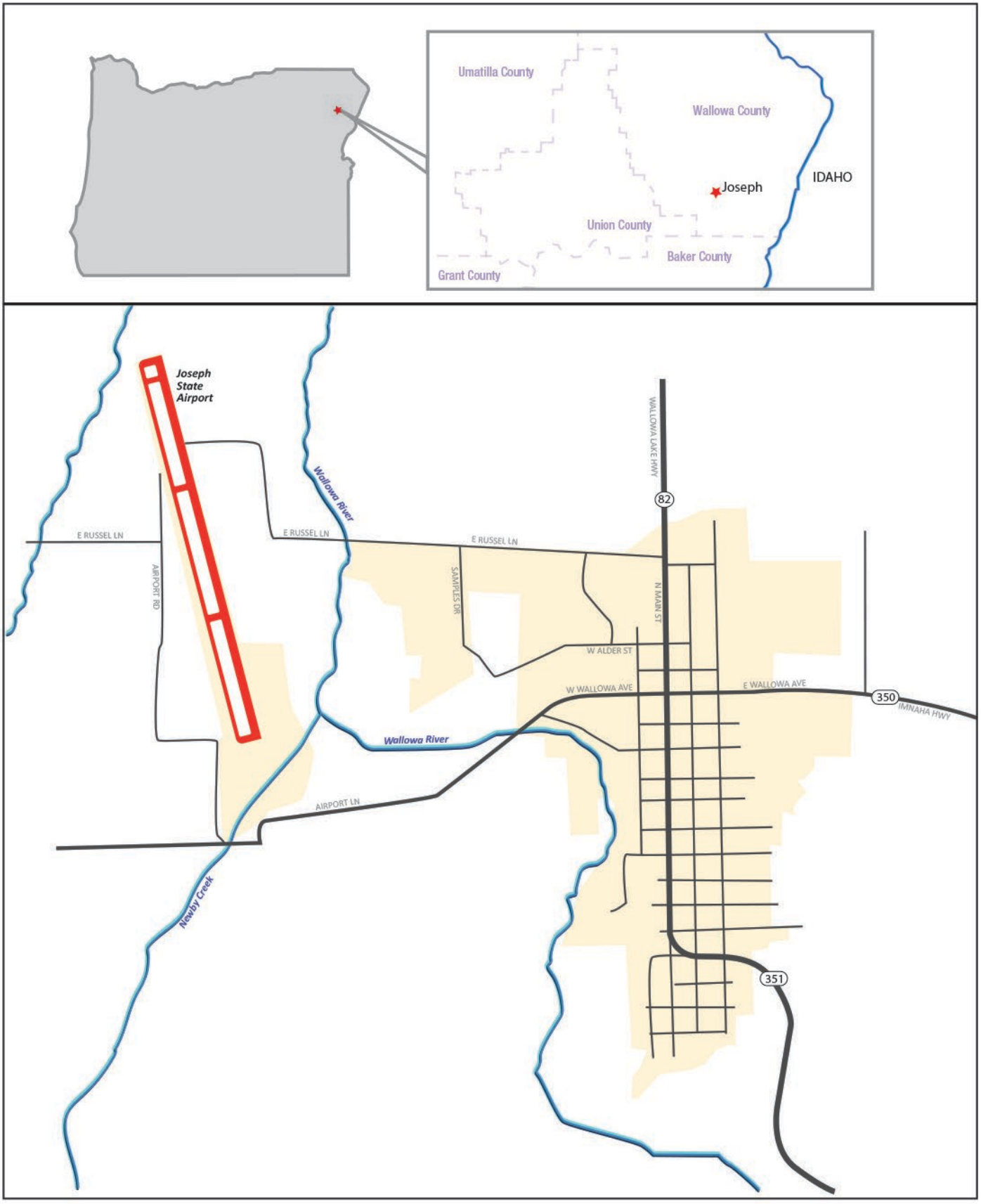
LOCATION & VICINITY MAP