



To | State Aviation Board
From | Sarah Lucas, Planner
Date | March 30, 2022
SUBJECT | Board Adoption of Joseph State Airport Master Plan Update



Information provided below is intended for use by the State Aviation Board to inform their decision on adopting the Master Plan Update. It is presented in three sections: 1) overview of Master Plan Update (MPU) process and 2) State Agency Coordination (SAC) Program findings, and 3) staff recommendations.

The MPU document and project information can be found at the project website.

<https://centurywest.com/joseph-state-airport-master-plan/>

MASTER PLAN UPDATE (MPU) PROCESS

The Joseph State Airport MPU was funded through a Federal Aviation Administration (FAA) Airport Improvement Program (AIP) Grant in the amount of \$442,201, with an Oregon Department of Aviation (ODAV) match of \$44,220, for a total of \$486,421. Work on the project began in January 2020 and was completed in January 2022. The prime contractor was Century West Engineering (CWE).

MPU Public Involvement

A Planning Advisory Committee (PAC) was formed, garnering representation from a variety of interests, airport users, and public agencies. The composition of the PAC met the requirements of the SAC Program.

Five PAC meetings were held, as well as two public Open Houses, during the course of the project. The dates and subjects covered during those meetings were:

1. July 21, 2020 – Issues and Opportunities and Existing Conditions
 - o August 12, 2020 – Online recap of Meeting #1
2. October 29, 2020 – Aviation Forecasts and Facility Requirements
3. February 25, 2021 – Development Alternatives
4. May 26, 2021 – Preferred Development Alternative, Airport Layout Plan, and Capital Improvement Plan
5. August 25, 2021 – Draft Final Master Plan Update

Open Houses were held concurrent with PAC meetings 2 and 3.

FAA Airport Layout Plan (ALP) Approval

The MPU process, as outlined in FAA Advisory Circular 150/5070-6B, requires FAA approval of the ALP. The ALP for Joseph State Airport was approved and signed by the FAA on January 12, 2022.

MPU Comment Period

The Draft Final MPU was available for review and open to public comment for 45 days. Notice of the review period were sent directly to the Oregon Department of Land Conservation and Development (DLCD), Wallowa County Planning Department, and via GovDelivery email distribution on January 26, 2022.

DLCD responded via email on February 1, 2022, stating they “find that it [MPU] complies with applicable statewide planning goals.”

Wallowa County Planning Department responded via email with the following comments. Text in black is from Franz Goebel, Planning Director, with blue response from ODAV, and [] indicates Mr. Goebel’s response:

1. Any structures built will require a Wallowa County Planning Department Zone Permit.
Seth (ODAV): Understood. Would you like this requirement to be stated in the Master Plan? [Not necessary.]
2. All Planning reviews in the airport or vicinity require evaluation under the criteria in Article 24, Watershed Protection Area. This may have been mentioned in the draft, but I did not see it.
Seth (ODAV): The overlay is mentioned on page 2-21 of the Master Plan, but we will also add the overlay in its entirety in Appendix C, which also consists of Article 29 and the full language of M-1 and EFU. Those 4 are included in the appendix because they are the land use designations/considerations ON airport property. R-2 is adjacent, which is why it was not included. Does this address your comment? [Yes! Thank you.]
3. Expansion of the airport to the East may require a re-zone of those areas currently zoned R-2 in order to have the airport uses deemed allowable. Although the earlier rezone from M-1 (Industrial) to R-2 (Residential) was not acknowledged by the State, it is still considered R-2 at the County level.
Seth (ODAV): We have not questioned the rezone, please see page 2-29 in the Master Plan for reference. ODA does acknowledge the rezone to R-2 in the Master Plan. ODA only stated opposition to AMD #08-02, which removed footnote 14 from Article 29. [Understood, thanks.]

Based on these discussions, Mr. Goebel responded on February 17, 2022 stating “No additional concerns. Yes, the Master Plan is compatible with the Wallowa County Comprehensive Plan.”

No public comments were received.

MPU Completion

The Draft Final MPU was completed by CWE in January 2022 and changes based on comments from Wallowa County Planning Department will be made prior to Final publication in April 2022. The AIP grant is currently in the process of final closeout. The MPU, as signed and approved by the FAA, is found to be compliant and compatible with state and local planning goals.

STATE AGENCY COORDINATION (SAC) PROGRAM FINDINGS

The ODAV Master Plan Adoption process is part of the SAC Program, adopted by the State Aviation Board in 2017. The process was established in OAR 738-130-0055, and requires ODAV to draft statements of compatibility and compliance (*see attachments for additional information*).

Findings of Compliance

The Draft Final MPU was sent to the DLCD for comment and was made available for public comment, as stated above, and was found to comply with applicable statewide planning goals

Findings of Compatibility

No element of the Draft Final MPU was identified as being in conflict with the Wallowa County Comprehensive Plan, per Wallowa County Planning Department. Therefore, the Master Plan Update is compatible.

ODAV STAFF RECOMMENDATION

Staff recommends the State Aviation Board adopt the Joseph State Airport Master Plan Update in its entirety, including the Airport Layout Plan and Capital Improvement Plan (CIP). Approval of the CIP acknowledges the list of projects are subject to modification by the annual issuance of the five-year CIP by the FAA.

Additionally, Staff recommends the State Aviation Board adopt the Findings of Compatibility and Findings of Compliance.

Attachments: PowerPoint presentation (for April 7, 2022 Board meeting)
 FAA ALP Approval Letter



Joseph State Airport Master Plan Update Final Adoption

PRESENTED BY ODAV AVIATION PLANNER, SARAH LUCAS

APRIL 7, 2022

Briefing Overview

- State Agency Coordination (SAC) Program Overview
- Project Schedule and Public Coordination
- FAA Approvals
- Findings of Compatibility
- Findings of Compliance
- Oregon Aviation Board Approvals



SAC Program

Purpose

Assure Oregon Department of Aviation's (ODAV's) land use programs are carried out in **compliance** with the statewide planning goals, in a manner that is **compatible** with acknowledged comprehensive plans.

- *Adopted by the Board March 7, 2017; update from 1990 Program*
- *In accordance with Department of Land Conservation and Development (DLCD) statutes & rules ORS 187.180; OAR 660-30 & 31*
- *Detailed in OAR 738-130*



SAC Program

- Planning Advisory Committee (PAC) should include Federal, State, Local, Special Districts, and Interested Parties
- At least one Public Meeting must occur during a project
- Draft Plans are distributed to all participating and parties of record for comment to identify conflicts and ensure **coordination** with local comprehensive plans.



Master Plan Update Overview

Joseph State Airport Draft Final Master Plan was completed in January 2022 in accordance with all state and federal requirements and guidance.

Planning Advisory Committee (PAC) Meetings:

- PAC #1 – July 21, 2020
 - Recap Meeting – August 12, 2020
- PAC #2 – October 29, 2020*
- PAC #3 – February 25, 2021*
- PAC #4 – May 26, 2021
- PAC #5 – August 25, 2021

**Concurrent with public Open House*



Master Plan Update Approvals

FAA approved and signed the Airport Layout Plan (ALP) on January 12, 2022

45-day Public Comment period via GovDelivery, along with DLCD and Wallowa County Planning Department notice, began January 26, 2022

- No public comments received
- Wallowa County and DLCD comments on following slides



Findings of Compatibility

Wallowa County Planning Department responded via email with three comments, only one of which required change to the Master Plan Update.

- All comments are included in the Board’s memo sent prior to this meeting.
- The only comment that required change was inclusion of Article 24, Watershed Protection Area, in Appendix C with other applicable Wallowa County land use designations.

Based on these discussions, Director Goebel responded on February 17, 2022 stating “No additional concerns. Yes, the Master Plan is compatible with the Wallowa County Comprehensive Plan.”

Conclusion: the Master Plan is compatible with local government comprehensive plans (OAR 660-031)



Findings of Compliance

DLCD did not identify any issues regarding compliance with statewide planning goals, *i.e.* Airport Planning Rule (OAR 660-030-0065(3)(d))

- DLCD responded via email on February 1, 2022, stating they “find that it [MPU] complies with applicable statewide planning goals.”

Conclusion: The Master Plan is in compliance with statewide planning goals



Oregon Aviation Board Approval

Final step in the Master Plan Update process is Board adoption

At a regular session of the State Aviation Board, the following documents are to be presented:

- Master Plan (briefed in February 2022 meeting)
- FAA ALP Approval (see memo)
- Findings of Compatibility (see memo)
- Findings of Compliance (see memo)



Oregon Aviation Board Approval

Staff recommends the following motion:

“Board moves to adopt the Joseph State Airport Master Plan Update in its entirety, including the Airport Layout Plan and Capital Improvement Plan; acknowledging the Capital Improvement Plan is subject to modification via the annual issuance of the five-year Capital Improvement Plan by the FAA.

Furthermore, the Board adopts the Findings of Compatibility, and Findings of Compliance.”



Thank You

Project Website

<https://centurywest.com/joseph-state-airport-master-plan/>

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ALP & Exhibit A Approval Letter

Date: January 3, 2022
To: Benjamin Mello, Airport Planner, Seattle Airports District Office
From: Betty Stansbury, Director, Oregon Department of Aviation
Heather Peck, Planning & Projects Manager, Oregon Department of Aviation
Matt Rogers, Project Manager, Century West Engineering

Background

The updated Airport Layout Plan (ALP) for the Joseph State Airport (JSY) consists of Sheets 1 through 12, dated October 2021. These documents were developed based on the conclusions of the 2020 Airport Master Plan study. This determination does not constitute FAA approval or disapproval of the physical development involved in the proposal. It is a determination with respect to the safe and efficient use of navigable airspace by aircraft and with respect to the safety of persons and property on the ground.

This ALP approval is conditioned on acknowledgement that any development on airport property requiring Federal environmental approval must receive such written approval from the FAA prior to commencement of the subject development. This ALP approval is also conditioned on acceptance of the plan under local land use laws. The FAA encourages appropriate agencies to adopt land use and height restrictive zoning based on the plan.

Approval of the plan does not indicate that the United States (FAA) will participate in the cost of any development proposed. AIP funding requires evidence of eligibility and justification at the time a funding request is submitted for consideration. When construction of any proposed structure or development indicated on the plan is undertaken, such construction requires a normal 45-day advance notification to FAA for review in accordance with applicable Federal Aviation Regulations (i.e., Parts 77, 157, 152, etc.). More notice is generally beneficial to ensure that all statutory, regulatory, technical and operational issues can be addressed in a timely manner.

ALP

The ALP consists of Sheets 1 through 12. It was prepared in accordance with current FAA airport design standards, FAA Standard Operating Procedure 2.00. The last ALP for JSY was approved by FAA in 2008. A summary of the significant changes in this 2021 ALP from the previous version include:

- Runway 15/33
 - A future non-precision RNAV GPS approach is planned for the Airport (Runway 15/33).
- Taxiways
 - A partial east parallel taxiway reserve is identified to support long-term development and provide adequate setback guidance for adjacent off-airport development.
- Landside
 - Future taxilanes are planned in the southwest landside area to support future hangar development.
 - Property acquisition (1.9 ac) is planned in the southwest landside area.
 - Future reconfigured fuel apron to prevent direct taxi to Runway 33 end.
 - Future expansion of the south tiedown apron to support aircraft turnarounds including the loss of four existing tiedowns and the addition of a blast fence to protect Hurricane Creek Cemetery.
 - Future expansion of the south apron to support hangar development, resulting in the loss



of nine existing tiedowns.

- o Portion of Airway Road to be closed for future taxiway and hangar development. A new vehicle access road and gate to be constructed along Juniper Road.

Exhibit A

The Exhibit A – Airport Property Map consists of Sheet 09. It has been prepared in accordance with FAA Standard Operating Procedure 3.00 and developed based on the following:

- Airport parcels
 - o Existing fee and easement parcels are based on recorded conveyance documents obtained through Airport and local records.
 - o Future and ultimate airport property interests are shown based on the development plans and design standards shown on the ALP.
- Existing fee and easement parcels, as well as recorded encumbrance boundaries, were drawn as legally described in conveyance documents.
- A review of the Federal grant history and associated parcel naming convention was completed.

The last Exhibit A - Property Map was updated in 2008. Major changes in this October 2021 Exhibit A Update from the previous version includes:

- Updated existing property boundary.
- Updated property acquisition details.

Signature Blocks

The FAA signature below acknowledges approval of the ALP and acceptance of the Exhibit A.

Federal Aviation Administration (FAA)

Electronic signature will not transfer, see ODAV project files

Benjamin Mello, Airport Planner

Oregon Department of Aviation (ODA)

Betty Stansbury, Director

Century West Engineering Corp.

Matt Rogers, Project Manager

Oregon Department of Aviation (ODA)

Heather Peck, Planning & Projects Manager