



# Oregon Department of Aviation Strategic Plan

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# From Our Director



## To the Oregon Aviation Community,

It is with great pride that I present the Oregon Department of Aviation's (ODAV) 2025 Strategic Plan. This plan represents more than a roadmap for ODAV—it is a shared vision for advancing aviation across Oregon in a way that is resilient, sustainable, and future-ready.

Built on a foundation of integrity, collaboration, and service, the 2025 Strategic Plan outlines our collective commitment to strengthening the Oregon Aviation System. It reflects a unified vision to connect Oregon communities, drive innovation, and enhance economic opportunity while stewarding the safety, sustainability, and vitality of aviation across the state. ODAV's vision and goals speak to what we believe is possible when we work together—when we listen to our aviation community members, align around shared priorities, and hold ourselves accountable to meaningful progress.

This plan would not have been possible without the dedication and insight of many. I want to extend my sincere thanks to ODAV's Board of Directors for their steady guidance, to the ODAV management team for their leadership, and to our Strategic Planning Committee for their tireless work throughout this process. I am especially grateful to the many beneficiaries of the Oregon Aviation System who participated in the perspective gatherings, provided input, and helped shape our path forward. And I want to thank AMCG for facilitating this effort with professionalism and purpose.

Together, we are positioning the Oregon Aviation System to thrive—not just for today, but for the decades ahead. I look forward to continuing this journey with each of you.



Kenji Sugahara  
Director

# Summary

## Mission

ODAV enables and advocates for a safe and efficient aviation system that connects communities and drives economic growth.

## Vision

ODAV's vision is to be a leader in connecting and protecting communities through a resilient, sustainable, and technologically advanced aviation system that prepares Oregon for the future.

## Values

**Safety and Operational Excellence** - ODAV upholds the highest standards of safety and operational excellence, ensuring a safe, secure, and efficient operating environment for the aviation system users, the public, and ODAV employees.

**Integrity and Accountability** - ODAV operates with transparency, ethical decision-making, and accountability to the public we serve, ensuring trust and confidence in our actions.

**Sustainability and Stewardship** - ODAV is committed to environmental responsibility, promoting sustainable practices, and stewarding Oregon's natural and aviation resources for future generations.

**Collaboration and Partnership** - ODAV builds strong relationships with stakeholders—including airports, aviation system users, communities, and state agencies—fostering teamwork and shared success.

**Customer Focus** - ODAV is dedicated to providing exceptional service to all aviation system users and beneficiaries, addressing their needs promptly and effectively with professionalism and care.

**Education and Advocacy** - ODAV promotes aviation awareness, education, and outreach to inspire future generations and ensure the continued growth and support of Oregon's aviation system.



# Summary

## Goals

- Goal 1 -** By December 2026, ODAV will identify, advocate, and pursue long-term stable funding mechanisms that will increase annual funding by at least 100%.
- Goal 2 -** By December 2028, ODAV will complete and digitize biennial statewide infrastructure and resiliency assessments and airport data for all Oregon public-use airports and prioritize state grant funding to projects that improve safety, resiliency, sustainability, and innovation.
- Goal 3 -** By December 2030, ODAV will make updates to airport guidance, policies, rules, standards, agreements, and Oregon Aviation Plan ensuring compliance with FAA guidelines and prioritizing.
- Goal 4 -** By December 2027, ODAV will develop a comprehensive communication plan — including a social media strategy and outreach — with a goal of achieving a 50% increase recognition and engagement, as measured through survey and analytics data.
- Goal 5 -** By December 2027, ODAV will develop and launch a statewide Uncrewed Aircraft System (UAS) and Advanced Air Mobility (AAM) framework and program — supporting economic research and educational opportunities with at least three public or private sector entities.

# Why Plan

## Strategic Plan

This Strategic Plan uses a logical and disciplined process and structure to set out ODAV's goals, objectives, and actions plans that drive the day-to-day management and operation of ODAV in order to realize ODAV's mission and vision. The strategic planning process included the facilitation and development of (1) a inventory assessment of ODAV's organization, roles, responsibilities, programs, and services; (2) assessment of ODAV's strengths, weaknesses, opportunities, and threats (SWOT) analysis; (3) development of ODAV's mission, vision, and values, and (4) establishment of ODAV's goals and objectives. The ODAV Strategic Plan is an important planning tool, a critical management tool, and a vital communications tool.

## Planning Tool

As an important planning tool, the Strategic Plan (1) articulates the mission, vision, and values of ODAV and (2) sets forth the goals and objectives to realize the mission and vision of ODAV.

## Management Tool

As a critical management tool, the Strategic Plan helps keep ODAV board members, management/staff and aviation community members focused on achieving goals and realizing the mission and vision of ODAV. The Strategic Plan also provides an actionable game plan for building strengths, addressing weaknesses, capitalizing on opportunities, and managing threats. Most important, the Strategic Plan provides the framework for making informed, prudent and defensible decisions concerning the oversight and management of ODAV.

## Communications Tool

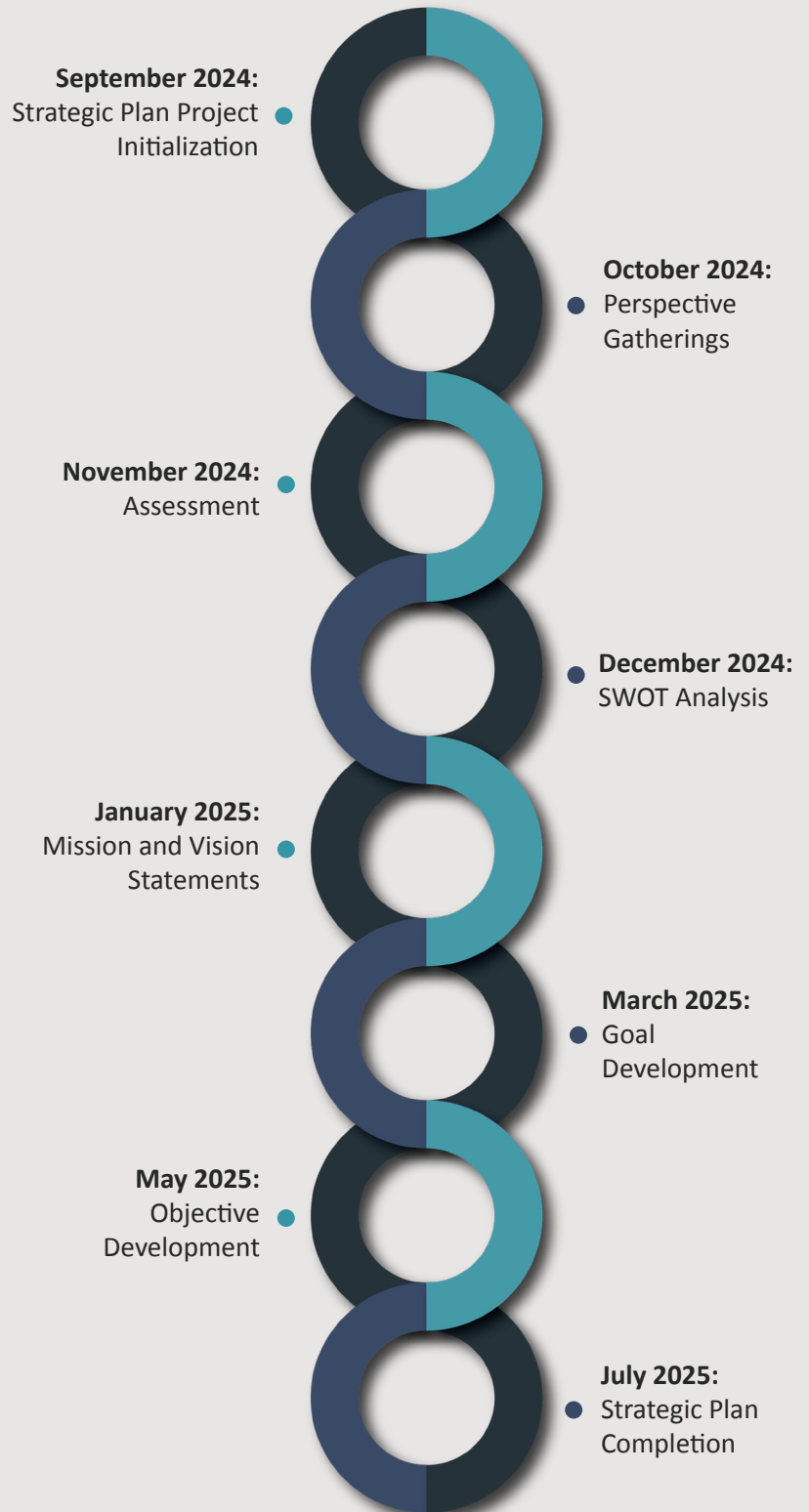
As a vital communications tool, the Strategic Plan and strategic planning process provides the opportunity for ODAV board members, management/staff, and aviation community members to engage in discussions about the current and future direction of ODAV; provides the information needed to assist ODAV's board members and management/staff to communicate the role and value of ODAV; help justify investment in ODAV and ODAV programs; provide the information needed by ODAV board members and management/staff to make informed, prudent, and defensible decisions concerning the oversight and management of ODAV; foster transparency; and demonstrate value of ODAV's programs.



# How We Got Here

The Strategic Plan process was intentionally designed to provide multiple engagement opportunities between the ODAV board members, ODAV management/staff, and aviation community members. These engagement opportunities also allowed input from multiple groups (including Oregon Airport Management Association, Oregon aviation industries, and Oregon Pilots Association). Through these perspective gathering efforts, ODAV welcomed input and feedback to ensure the resulting goals and objectives are reflective of the collective input received to strengthen the Oregon Aviation System.

The perspective gatherings provided an opportunity for participants to identify SWOT elements (strengths, weaknesses, opportunities and threats) of ODAV, convey opinions pertinent to ODAV's mission and vision, strategic goals, and objectives that are reflective of the collective input received.





# Oregon Airport System

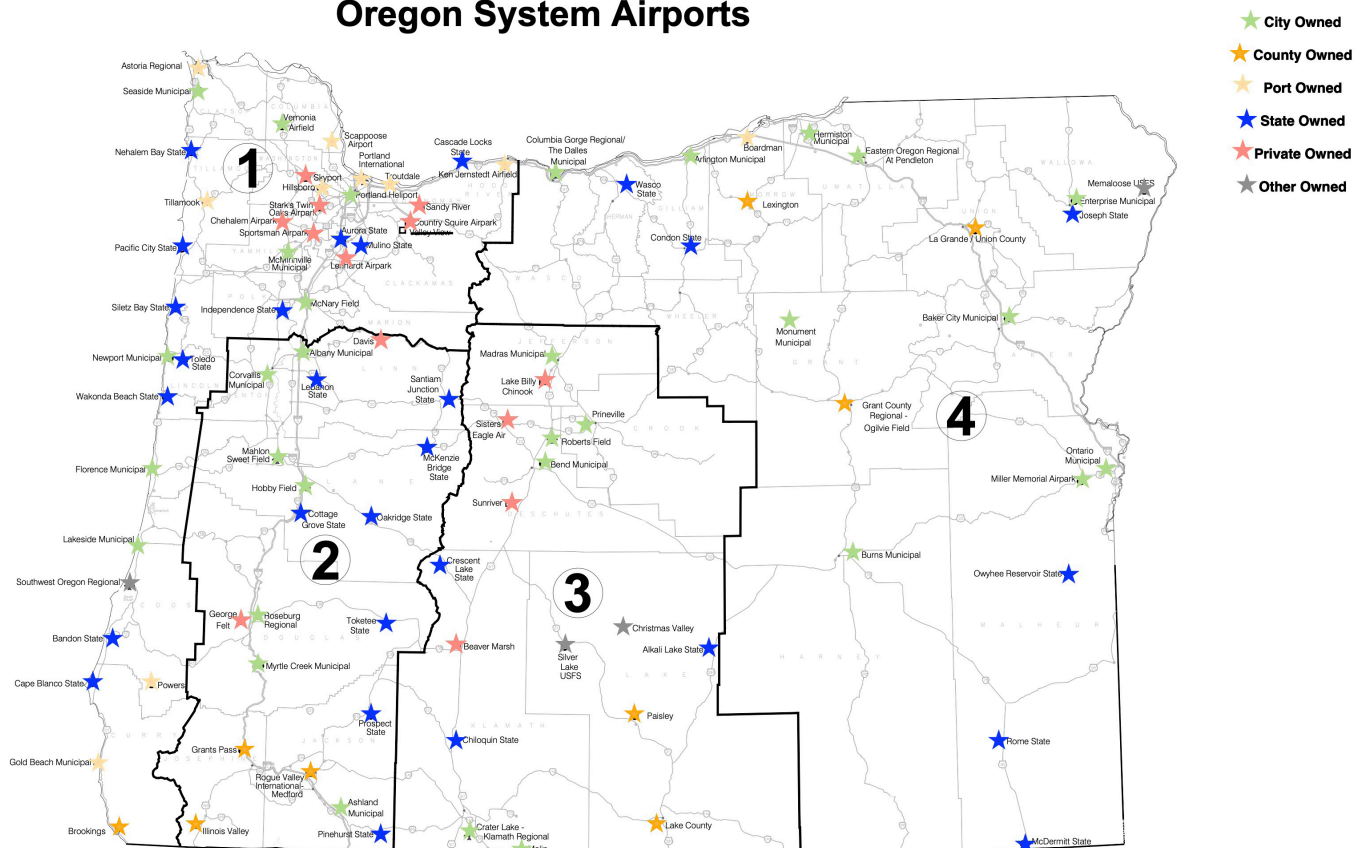
The Oregon Department of Aviation (ODAV) was established in 1921 and was the first aviation department in the United States. The formation of ODAV set a precedent for aviation regulation and safety standards. The department was initially created as the Oregon State Board of Aeronautics and was responsible for regulating aircraft and pilots, predating the regulatory role of the Federal Aviation Administration (FAA) in aviation. ODAV celebrated 100 years as an agency in 2021.

Oregon's aviation landscape is rapidly evolving with advancements in uncrewed aircraft systems (UAS) and advanced air mobility (AAM). However, keeping pace,

particularly with jet fuel tax being a primary revenue source for ODAV, has not been updated in over 69 years.

With 96 public-use airports and 28 state-owned airports in Oregon, they serve a critical role in wildfire response, emergency response, and regional connectivity. The aviation sector in the State of Oregon is estimated to have \$24.2 billion in economic impact and contribute approximately 73,000 jobs (2018). ODAV has also prioritized resiliency efforts to prepare for disasters like a Cascadia Subduction Zone event.

## Oregon System Airports



# Department Management & Staff



Kenji Sugahara  
Director

Lisa Sardinha  
Aviation Accounts Specialist & Admin Coordinator

Kevin Olsen  
Airport Leasing & Contracts

Gerri Cheshire  
Registration Specialist

Anthony Beach  
State Airports Manager

Alexis Morris  
Marketing & Administrative Specialist

Don Richcreek  
Operations Specialist

Alex Thomas  
Policy, Planning & Programs Manager

Gerry Sturis  
Maintenance Coordinator

Andria Abrahamson  
Program & Policy Coordinator

Martin Pilcher  
Maintenance Coordinator

Ernie Buncal  
Program & Contracts Coordinator

Kristen Forest  
Finance & Administration Manager

Brandon Pike  
Aviation Planner

# Department Roles & Responsibilities

ODAV provides infrastructure, financial resources, and expertise to ensure a safe and efficient air transportation system. It registers airports and aircraft and is responsible for a Statewide Capital Improvement Program in coordination with the FAA and federally funded public-use airports around the state. ODAV has 15 staff members. ODAV is overseen by a seven-member Aviation Board that is appointed by the governor and provides policy oversight for the agency. The board also serves as the modal committee for the Connect Oregon program.

The roles of ODAV include, but are not limited to, the following:

- Advocates for and supports 96 Oregon public-use airports and operates 28 state-owned airports
- License all non-exempt aircraft
- License all Oregon airports
- Manage and advocate airport improvement projects enhancing infrastructure and safety across the state's system of 96 public-use airports
- Effectively integrate UAS into the state's airspace
- Support aviation education, economic development, and community awareness





# State Aviation Board Members

Cathryn Stephens  
Board Chair

Steve Nagy  
Board Vice Chair

Bill Graupp  
Board Member

Sarah Lucas  
Board Member

Jim Knight  
Board Member

Brian Prange  
Board Member

Jeffery Pricher  
Board Member



# Board Roles & Responsibilities



The Aviation Board consists of seven members appointed to represent public and private aviation interests. The Aviation Board provides policy direction to the Director and ODAV in administering the laws of the state related to the development, management, education, and promotion of Oregon's aviation system. The Director and seven-member Aviation Board are appointed by the Governor and subject to the approval of the Oregon State Senate. Membership requires no more than four members in the same political party, and considering different geographic regions of the state. Members serve four-year terms (2-term limit); the governor designates a chair and vice chair. The current appointments are as follows:

- Position 1, Sarah Lucas
- Position 2, William “Bill” Graupp
- Position 3, Brian Prange
- Position 4, Cathyrn Stevens, Board Chair
- Position 5, Jeffery Pricher
- Position 6, Stephen Nagy
- Position 7, James “Jim” Knight

The roles of the Board include, but are not limited to, the following:

- The Board provides policy oversight for the ODAV. Its duties include:

- Incorporating a plan for the development of state aviation system, Oregon airports, and aeronautical industry with ODAV's advice;
- Cooperating with, and assisting, federal and local governments, and others in the development of aviation activities, through ODAV;
- Overseeing ODAV administration, including authorizing contracts and the receipt and use of federal funds and monies in the State Aviation Account;
- Performing its duties commensurate with and for the purpose of protecting the general public and the safety of persons receiving instruction for operating or traveling in aircraft, and developing and promoting aviation;
- Establishing rules governing seaplane safety and operations in state waters, in consultation with the State Marine Board and the State Parks and Recreation Department; and
- Perform such acts, adopt or amend and issue such orders, rules and regulations, and make, promulgate, and amend such minimum standards as it considers necessary to perform its statutory duties.

# SWOT Analysis

Based on multiple workshops (with ODAV Board, ODAV management and staff, Oregon airport representatives, Oregon aviation system users, prospective SWOT (strengths, weaknesses, opportunities, and threats) elements were identified, which were then quantified through SWOT analysis survey. The summarized results of the survey are as follows:





# Our Mission

ODAV enables and advocates for a safe and efficient aviation system that connects communities and drives economic growth.



# Our Vision

ODAV's vision is to be a clear leader in connecting and protecting communities through a resilient, sustainable and technologically advanced aviation system that prepares Oregon for the future.



# Our Values

## Safety and Operational Excellence

ODAV upholds the highest standards of safety and operational excellence, ensuring a safe, secure, and efficient operating environment for the aviation system users, the public, and ODAV employees.

## Integrity and Accountability

ODAV operates with transparency, ethical decision-making, and accountability to the public we serve, ensuring trust and confidence in our actions.

## Sustainability and Stewardship

ODAV is committed to environmental responsibility, promoting sustainable practices, and stewarding Oregon's natural and aviation resources for future generations.

## Collaboration and Partnership

ODAV builds strong relationships with stakeholders-- including airports, aviation system users, communities, and state agencies--fostering teamwork and shared success.

## Customer Focus

ODAV is dedicated to providing exceptional service to all aviation system users and beneficiaries, addressing their needs promptly and effectively with professionalism and care.

## Education and Advocacy

ODAV promotes aviation awareness, education, and outreach to inspire future generations and ensure the continued growth and support of Oregon's aviation system.



# Goal 1

By December 2026, ODAV will identify, advocate and pursue long-term stable funding mechanisms that will increase annual funding by at least 100%.

## Objective 1-1

Collaborate with the public and aviation community to build consensus for new funding sources.

## Objective 1-2

Propose legislation until passed to increase Oregon's aviation fuel tax and diversify revenue sources, ensuring funding reflects the needs of emerging aviation users and technologies and keeps pace with inflation and supports core services.

## Objective 1-3

Conduct and publish a statewide aviation economic impact study by January 2027 to support advocacy for funding mechanisms and demonstrate the return on investment of public aviation infrastructure.

## Objective 1-4

Work with private industry to stand up a 501 (c)(3) entity by June 2027 to facilitate public-private partnerships and collaborative funding mechanisms.

## Objective 1-5

Procure and implement a new aircraft and UAS registration database by June 2027 to improve data accuracy, compliance tracking, and administrative efficiency.

# Goal 2

By December 2028, ODAV will complete and digitize biennial statewide infrastructure and resiliency assessments, and airport data for all Oregon public-use airports and prioritize state grant funding to projects that improve safety, resiliency, sustainability, and innovation.

## Objective 2-1

By December 2026, ODAV will develop and implement a statewide airport resiliency program that enhances emergency preparedness, strengthens disaster recovery capabilities, and integrates aviation-specific contingency planning in partnership with Oregon's emergency management agencies.

## Objective 2-2

Deploy low cost, high impact aviation-related sensors at 5% of Oregon state-owned public-use airports by December 2026 to enhance safety, monitoring, and operational efficiency.

## Objective 2-3

Initiate a statewide airport sustainability deployment by December 2027, with two pilot airports adopting renewable energy, alternative fuels or sustainable building practices.

## Objective 2-4

Explore acquisition or development of new aviation infrastructure (e.g., vertiports) and formalize at least one public-private airport stewardship partnership by December 2028.

## Objective 2-5

Assess and update the agencies pavement programs by June 2027 to guide future infrastructure funding needs and investment strategies.

# Goal 3

By December 2030, ODAV will make updates to airport guidance, policies, rules, standards, agreements, and Oregon Aviation Plan ensuring compliance with FAA guidelines and prioritizing.

## Objective 3-1

Review and update the Land Use Compatibility Guidebook by June 2028 to reflect new technologies, infrastructure models, and UAS considerations.

## Objective 3-2

Update ODAV policies, rules, and minimum standards by December 2027 to ensure alignment with industry trends and community expectations.

## Objective 3-3

Update at least two chapters of the Oregon Aviation System Plan (OASP) by December 2026 to include resiliency, sustainability, and advanced technology planning.

## Objective 3-4

Establish a scalable framework for Through-the-Fence agreements by June 2026 to balance growth with operational oversight.

## Objective 3-5

By December 2028, collaborate with Oregon Department of Land Conservation and Development and local jurisdictions to develop training and templates to improve local integration of aviation land use planning requirements.



# Goal 4

By December 2027, ODAV will develop a comprehensive communication plan — including a social media strategy and outreach — with a goal of achieving a 50% increase recognition and engagement, as measured through survey and analytics data.

## Objective 4-1

Optimize customer experience by integrating digital communication tools—such as real-time updates and resource libraries—into ODAV’s web and social media presence by June 2026.

## Objective 4-2

Elevate ODAV’s identity and value proposition through a targeted communications campaign by June 2026 that distinguishes the agency’s impact and leadership role.

## Objective 4-3

Leverage digital analytics to track user engagement, improve messaging, and guide content strategy beginning in June 2026.

## Objective 4-4

Develop an annual stakeholder engagement calendar by June 2026, including listening sessions, regional town halls, and virtual briefings to expand ODAV's visibility and accessibility statewide.

## Objective 4-5

Work with the general aviation community to create a flying interest program by December 2026, to generate excitement around use and benefit of Oregon’s general aviation airports.

# Goal 5

By December 2027, ODAV will develop and launch a statewide Uncrewed Aircraft System (UAS), and Advanced Air Mobility (AAM) framework and program — supporting economic, research and educational opportunities with at least three public or private sector entities.

## Objective 5-1

Introduce, educate and work with Oregon legislature and Governor's office on aviation, AAM and UAS and encourage attendance to at least one national AAM/UAS event by December 2026.

## Objective 5-2

By July 2026, launch a 2-to-3 year pilot project to stand up an ODAV drone program to support state enterprise drone operations including training, operations, oversight, as well as supporting public safety and inter agency missions.

## Objective 5-3

Enable BVLOS (Beyond Visual Line of Sight) operations in four operational areas by July 2027 and begin phased deployment of digital and physical infrastructure to support AAM and UAS operations.

## Objective 5-4

Establish a UAS workgroup by August 2026, including the 501(c)3 established through Objective 1.3, to develop innovative pilot projects to demonstrate the potential of emerging technologies.

## Objective 5-5

By September 2026, launch a 2-to-3-year pilot project to support aviation education by partnering with schools, nonprofits, agencies and industry to support workforce development.

## Objective 5-6

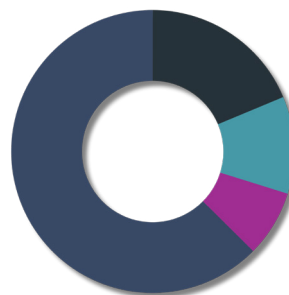
By December 2026, develop and publish an Emerging Aviation Technology Roadmap that outlines infrastructure, policy, regulatory framework, equity, economic development, aerospace funding, and environmental considerations to foster innovation in the manufacturing, use, and deployment of UAS, AAM, and alternative propulsion systems statewide.

# ODAV Statistics

## ODAV Statistics

### NUMBER OF OREGON AVIATION FACILITIES

|                        |            |
|------------------------|------------|
| <b>Total</b>           | <b>513</b> |
| ● Public Use           | 96         |
| ● NPIAS Public Use     | 57         |
| ● Non-NPIAS Public Use | 39         |
| ● Private              | 321        |



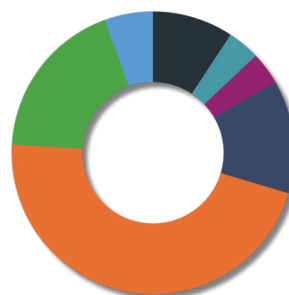
### OREGON PUBLIC USE AIRPORTS BY ODAV CLASSIFICATION

|                                   |    |
|-----------------------------------|----|
| ● Commercial Service              | 7  |
| ● Urban General Aviation          | 11 |
| ● Regional General Aviation       | 13 |
| ● Local General Aviation          | 27 |
| ● Remote Access/Emergency Service | 38 |



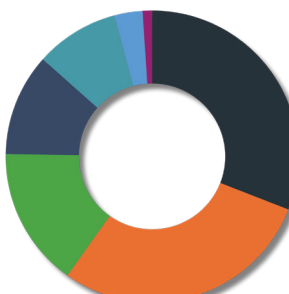
### OREGON NPIAS AIRPORTS BY FAA CLASSIFICATION

|                                  |    |
|----------------------------------|----|
| ● Primary Commercial Service     | 5  |
| ● Non-Primary Commercial Service | 2  |
| ● National                       | 2  |
| ● Regional                       | 7  |
| ● Local                          | 25 |
| ● Basic                          | 10 |
| ● Unclassified                   | 3  |



### OREGON AIRPORT OWNERSHIP

|                         |    |
|-------------------------|----|
| ● City                  | 30 |
| ● State                 | 28 |
| ● Private               | 15 |
| ● County                | 11 |
| ● Port Authority        | 9  |
| ● Federal               | 3  |
| ● Joint City and County | 1  |





Oregon Department of Aviation  
3040 25th Street SE  
Salem, Oregon 97302-1125

