

1. Introduction

The Airport Master Plan Update serves as an opportunity for airport sponsors, airport users, and other stakeholders to discuss the existing challenges and uncertain futures surrounding the airport and adjacent community or communities by participating in a concerted effort to investigate the existing conditions, develop solutions to satisfy future demand, and coordinate implementation strategies to realize the future of the airport. This first chapter of the Independence State Airport Master Plan will summarize the planning and public involvement process, briefly summarize the known major issues and opportunities that the Airport Master Plan should address throughout the planning process, and summarize the Airport's current and future role within the State and National system of airports.

1.1 Purpose of the Master Plan

The purpose of this Master Plan Update is to provide a 20-year road map that identifies the necessary airport improvements to serve current and projected aviation demand, comply with Federal Aviation Administration (FAA) design standards, and address airport issues identified by the Oregon Department of Aviation (ODA), airport users, and other stakeholders.

This Airport Master Plan Update will identify and reflect on the numerous changes that have occurred in aviation and at the Airport since the previous Airport Layout Plan Report completed in 1997. ODA obtained and matched a grant from the FAA to fund this study.

The Airport Master Plan presents both short-term and long-term development for the airport and graphically displays data upon which the proposed development is based. The goals of this Airport Master Plan, like many others, is to provide the framework necessary to guide future planning and airport development that will cost-effectively satisfy aviation demand.

The specific goals and objectives for the Airport Master Plan, based on FAA guidance are to:

1. Address and document the issues while meeting the existing and future aviation needs of the community and customers.
2. Justify the proposals and protect and enhance community land use goals and regional aviation needs.
3. Provide effective graphic presentation through the preparation of a narrative report and Airport Layout Plan (ALP).
4. Establish a realistic schedule while ensuring that any short-term actions and recommendations do not preclude long-term planning objectives
5. Propose an achievable financial plan.
6. Identify potential environmental considerations.
7. Evaluate facility layout and address and satisfy local, state, and federal regulations.
8. Document policies and demand in order to support local decision making.
9. Set the stage and establish the framework for future planning.

1.2 Planning Process

The planning process and documentation will follow [FAA Advisory Circular 150/5070 6B, Airport Master Plans](#). As this is a technical-style study, a list of FAA terms and acronyms is included as Appendix A for reference.

The Master Plan Update study involves several tasks to be undertaken in an estimated 12-16-month study time frame. A copy of this schedule, the Scope of Work, as well as other FAA correspondence is included in Appendix B and described in summary below.

Within this study, the following chapters will be prepared to present the issues, opportunities, and solutions derived from the planning process:

1. Introduction
2. Inventory of Existing Conditions
3. Aeronautical Activity Forecast

4. Facility Requirements
5. Airport Development Alternatives
6. Recycling and Solid Waste Management Plan
7. Airport Layout Plan and Associated Drawings
8. Capital Improvement Implementation Plan

These chapters will be published in draft for review and comment throughout the planning process in the form of three working papers and a draft final report as depicted in the schedule. Once review comments are incorporated into all draft chapters, a comprehensive final report will be published for ODA and FAA's review and approval. Additionally, per the requirements [Oregon Administrative Rule OAR 660-013 Airport Planning Rule](#), the document will recognize the interdependence between the Airport and the community it serves. Therefore, the document will also be coordinated with the local municipalities so it may be adopted in to the local comprehensive plan.

1.2.1 Public Involvement

A successful master planning process includes an active public involvement process and the early identification of airport issues and opportunities derived from discussions with a broad range of stakeholders including ODA staff, airport users, area businesses, and other interested parties. Involving diverse perspectives in the identification of issues and opportunities ensures that a more comprehensive list of topics are discussed. Furthermore, communicating with stakeholders in the early stages on issues helps establish working relationships that will benefit the study process and, ultimately, the development plans.

ODA organized a Planning Advisory Committee (PAC), representing Airport users and stakeholders, to participate in the planning process. PAC meetings were planned to coincide with the phases of the master plan and intended to be working meetings where the PAC and consultant team could work together to develop a comprehensive understanding of the information obtained, generate solutions to the issues and opportunities identified, and build consensus on the implementation strategies.

In addition to the PAC meetings, two public open houses were planned to inform the general public and other interested stakeholders of the work accomplished by the planning team and PAC as well as to receive citizen input on plan development and products.

The first open house introduces the project and informs the public of the services and benefits the airport offers, identify the goals and objectives of the Master Plan, and seeks comment on the Airport Issues and Opportunities, Existing Conditions Inventory, Aviation Forecasts, Facility Goals and Requirements, and proposed Development Alternatives. The public open house provides an opportunity for interested stakeholders and community members to provide input into the solutions phase of planning process and ultimately the PAC's selection of the preferred development alternative.

The final public open house includes a review of the planning process completed up to the Open House, and a deeper dive in to the Recycling and Solid Waste Management Plan, ALP Drawing Set, and Implementation Plan. The final open house will provide interested stakeholders and community members additional opportunity to provide input into the implementation phase of planning process.

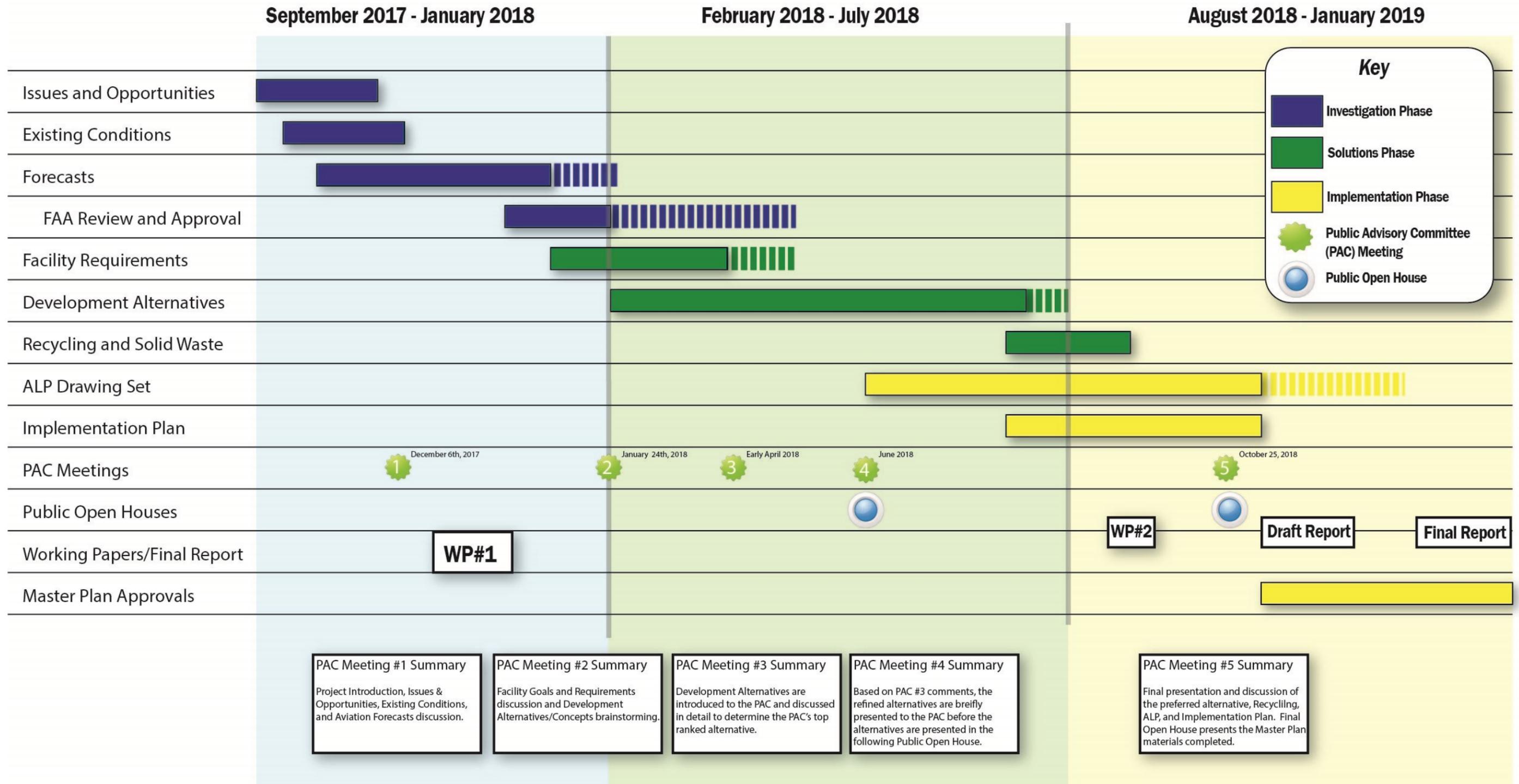
In addition to the six PAC meetings, and two public open houses, the public involvement process for the Master Plan Update included regular notices via mail and public notice requirements within the community as well as regular updates to the Independence State Airport Master Plan Update project website. The project website was developed to disseminate information and receive comments and questions. Furthermore, an online user survey was also published on the Master Plan Website for PAC members, Airport users, and citizens of Independence to provide input.

The materials developed for and from the PAC meetings are available for review in Appendix C - PAC Meeting Summary Materials.

1.3 Issues and Opportunities

Early identification and understanding of the issues and opportunities facing the airport and local community sets the stage for the planning

Dates are Approximate and Subject to Change



process to come. Developing and discovering a complete understanding of known and unknown issues and opportunities was the topic of discussion during the first PAC meeting held in December 2017, which has been reflected throughout this document.

The issues and opportunities identified below resulted from multiple scoping meetings held between the consultant planning team and ODA in late 2016 and early 2017.

1.3.1 Issues

Airport Drainage

Drainage, both on and off the Airport and the neighboring Airpark, has been an ongoing issue for the airport neighborhood. There have been several instances of temporary flooding on both properties that occurred due to the existing drainage networks inability to meet demand. This issue will be investigated further to identify where the system deficiencies exist and what steps will need to be taken to improve the drainage system on the Airport.

Based Aircraft Census

The FAA's National Based Aircraft Inventory Program requires [National Plan of Integrated Airport Systems \(NPIAS\)](#) airports like Independence State Airport to enter the aircraft that are based at the Airport into the FAA's program website so the counts of based aircraft can be validated and submitted with the national airport inspection data.

Accurate based aircraft information is of particular importance when it comes to future funding availability and programming. However, it can be difficult to accurately collect based aircraft data at GA airports like Independence State Airport due to privacy concerns, multiple aircraft in a single hangar, and double counting seasonally based aircraft that spend part of the year at the Airport and the rest of the year elsewhere.

Other Potential Issues

Throughout the master planning process, other unknown issues may come to light. The planning process is designed to provide multiple feedback loops so stakeholders concerns, ideas, and

solutions can be included and addressed accordingly in the Master Plan.

1.3.2 Opportunities

Westside Development Area

The area immediately west of the Airport has been identified for future development in previous planning studies dating back to 1997. In 2009 the City of Independence adopted an urban growth boundary expansion west of the Airport to include 41.1 acres rezoned for Airport Development District expansion and another 43.5 acres for airport compatible industrial type land uses.

Residential-Through-The-Fence (RTTF)

Maintaining the RTTF Airpark at the Airport is a commitment on the part of ODA and an undeniable foundation to this master planning process.

Opportunities for future RTTF agreements include a potential source of income for the Airport and its continued self-sufficiency that will be investigated.

Grass Landing Area

The topic of a grass landing area at the Airport was a topic in the previous master planning effort in 1997 and has come up again several times over the years since due to increased glider operations and sport pilot requests that prefer a grass landing area for operations.

Understanding the feasibility of developing a grass landing area and how a grass landing area may be integrated in to the existing and future operations will be considered in the facility requirements and development alternatives elements of the Master Plan.

Instrument Approach Procedure (IAP)

The addition of an IAP at Independence State Airport was first introduced in the 1997 planning project when GPS technology was in its infancy in the civilian market. As time has gone on the number of GPS approaches within the national airspace system has continued to increase.

Other Potential Opportunities

Additional future opportunities on the Airport are likely to be introduced over the course of the planning process. In addition to the issues

identified during the planning process, the opportunities identified by stakeholders will also be included and addressed accordingly throughout the Master Plan.

1.4 Airport Role Analysis

This section identifies the current role of the Independence State Airport within the National, State, and regional system of airports. A consideration of whether or not that role should change in the future is also investigated.

1.4.1 National System Role

The Airport is identified by the FAA as one of 2,553 General Aviation (GA) facilities nationwide, as of 2014, and is included within the National Plan of Integrated Airport Systems (NPIAS). GA airports do not have scheduled passenger service. There are several criteria allowing an airport to be included in the NPIAS; however, the general criteria are that the airport has at least 10 based aircraft and is located at least 20 miles (30 minute drive time) from another NPIAS airport. With 199 based aircraft, the Airport meets the based aircraft threshold. The closest airport is McNary Field Airport, which is approximately 15 road miles northeast with a drive time of approximately 30 minutes. Both of the NPIAS criteria are met for the Independence State Airport.

Since it is in the NPIAS, the Airport is eligible to receive Federal grants under the Airport Improvement Program (AIP). Under the current AIP, Federal grants cover up to 90% of Airport eligible costs. Eligible costs include planning, development, and noise compatibility projects that are in the approved Master Plan and on the Airport Layout Plan. A condition of receiving AIP grants, ODA must accept all conditions and obligations under the FAA grant assurances. In general, such assurances require the State to operate and maintain the Airport in a safe and serviceable condition, not grant exclusive rights, mitigate hazards to airspace, and use airport revenue properly.

1.4.2 State System Role

The [Oregon Aviation Plan \(OAP\)](#) classifies Independence State Airport as a Category IV, Local General Aviation Airport. (**Figure 1B**). A

Category IV airport supports primarily single-engine general aviation aircraft but are capable of accommodating smaller twin-engine general aviation aircraft. Category IV airports support local air transportation needs and special use aviation activities. Key performance criteria associated with these airports are an [FAA Airport Reference Code \(ARC\)](#) of at least B-I, minimum runway size of 3,000 feet by 60 feet, a rotating beacon, and a visual approach system. The Independence State Airport meets and/or exceeds these minimum standards to qualify as a Local General Aviation Airport.

In 2013, the [Oregon Resilience Plan](#)—that reviewed policy options, summarized relevant reports and studies by state agencies, and made recommendations on policy direction to protect lives and keep commerce flowing during and after a Cascadia earthquake and tsunami—identified three tiers of airports within the state system of airports that have the potential to maintain or quickly restore operational functions after a major earthquake. The three tiers are:

- Tier 1 (T1) is comprised of the essential airports that will allow access to major population centers and areas considered vital for both rescue operations and economic restoration.
- Tier 2 (T2) is a larger network of airports that provide access to most rural areas and will be needed to restore major commercial operations.
- Tier 3 (T3) airports will provide economic and commercial restoration to the entire region after a Cascadia subduction zone event.

As pointed out by Committee in the first PAC meeting, Independence State Airport was identified as a Tier 3 airport in the 2013 Oregon Resilience Plan. It is expected that any future planning decisions and efforts for the Independence State Airport should ensure the continuation of this Tier 3 status.

1.4.3 Local Role

The Airport serves a role in the Mid-Willamette Valley and locally in the City of Independence by accommodating 197 based aircraft comprised of predominately single-engine piston aircraft. It estimated there are 37,000-44,000 annual

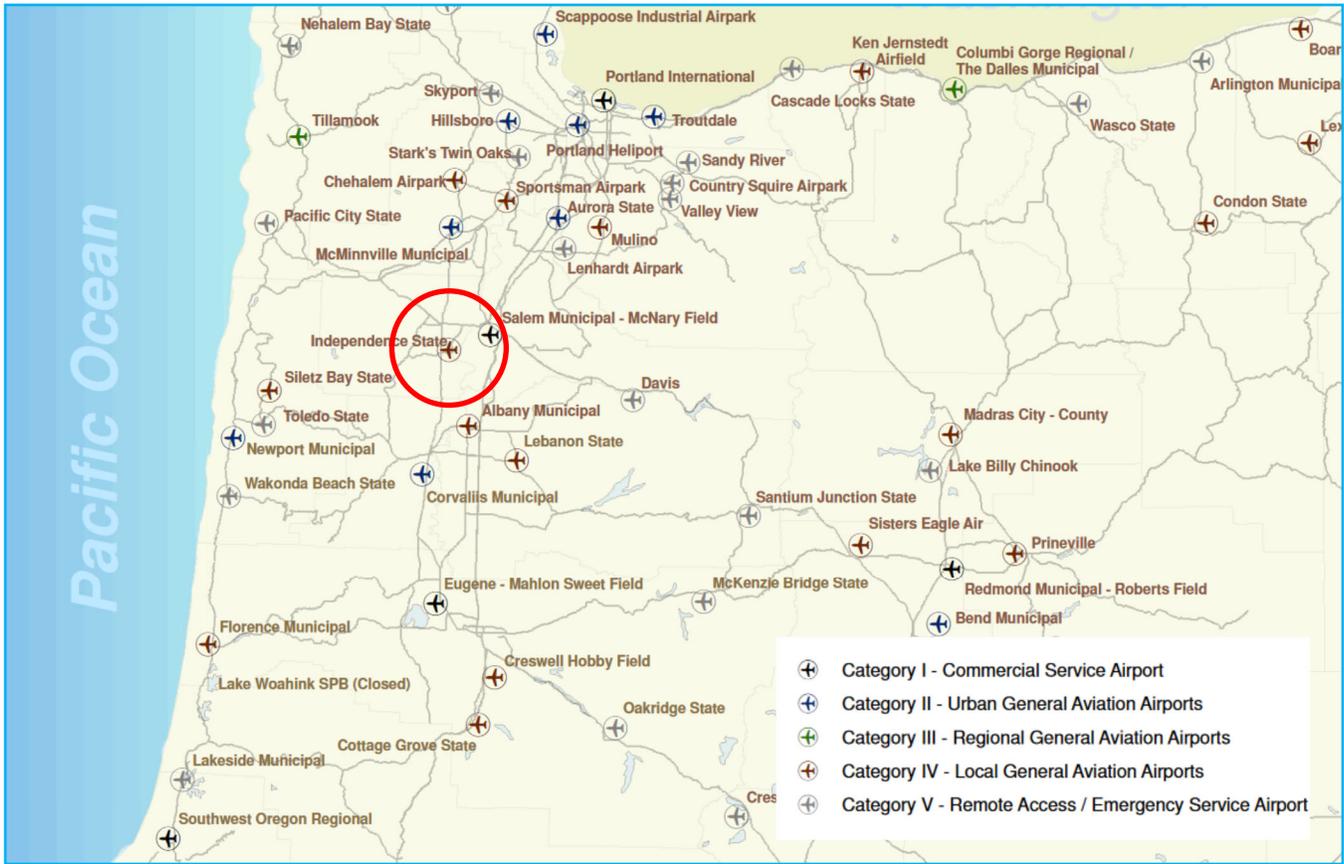


Figure 1B: Oregon Aviation Plan Airport Categories

operations based on current figures and federal estimates. **Table 1A** provides a cursory comparison of the facilities and services at the Independence State Airport to other area airports within approximately 45 nautical miles from the Airport based on publicly available data on the [FAA 5010](#) website.

In the first PAC meeting, it was presented that the Independence State Airport occasionally serves as an airport for emergency medical evacuation services. Moreover, the PAC seemed to be in agreement that a primary role of the airport locally is to provide aviation facilities for local business aviation operations such as fixed base operations (FBOs) serving itinerant aviation traffic, flight training, glider lessons, scenic flights, and as a staging area for agricultural aerial application operations.

Perhaps the most notable role of the Airport discussed by the PAC was the obvious nature of the Airport as a place for recreational aviation to flourish. Combined with the adjacent RTTF area, the Independence State Airport is an identified

neighborhood within the Independence and greater Polk County communities that provides a place for aviation enthusiasts to taxi right out of your house on to a state-owned airport.

1.4.4 Airport Role Conclusions and Recommendations

At the first PAC meeting, the discussion of the local role of the Airport was a recurring topic interwoven throughout the presentation of issues and opportunities, existing conditions, and aviation forecasts. While historically the Airport has primarily accommodated single-engine

piston recreation and small general aviation aircraft with the occasional multi-engine piston aircraft, the discussion of including an Instrument Approach Procedure and the potential of a Fixed Base Operator (FBO) selling JetA fuel on the airport raised concerns of a potential change in the character of the Airport.

This potential change in the character of the Airport due to expanded facilities requires

additional analysis and consideration by the users of the Airport, stakeholders, and ODA.



Table 1A. Area Airports Within 30 Nautical Miles

Airport / Location	Oregon Aviation Plan Role (Category)	Distance from 7S5	Paved Runways	Lighting, Nav aids	Services	FAA 5010 Based Aircraft and Operations Data
Independence State Airport / Independence, OR	Local GA Category (IV)	-	Rwy 16-34 (3,142' x 60')	PAPI, REIL	AvGas, Restaurant, Aircraft Rental, Flight Training	197 aircraft 33,700 ops
McNary Field Airport / Salem, OR	Urban General Aviation Airports Category (I)	9 nm E	Rwy 13-31 (5,811' x 150') Rwy 16-34 (5,145' x 100')	HIRL, REIL, PAPI, VASI, MALSR, ODALS	AvGas, Jet A, Air charter, Restaurant, Flight Training	136 aircraft 34,700 ops
Albany Municipal / Albany, OR	Local GA Category (IV)	15 nm SE	Rwy 16-34 (3,004' x 75')	VASI, MIRL, REIL	AvGas, Restaurant, Aircraft Rental, Flight Training	92 aircraft 23,000 ops
McMinnville Municipal Airport / McMinnville, OR	Urban General Aviation Airports Category (II)	20 nm N	Rwy 4-22 (5,420' x 150') Rwy 17-35 (4,340' x 75')	HIRL, REIL, PAPI, MALSR	AvGas, Jet A, Aircraft Rental, Restaurant, Flight Training	109 aircraft 63,500 ops
Corvallis Municipal Airport / Corvallis, OR	Urban General Aviation Airports Category (II)	23 nm S	Rwy 17-35 (5,900' x 150') Rwy 9-27 (3,545' x 75')	MIRL, REIL, PAPI, VASI, MALSR	AvGas, Jet A, Aircraft Rental, Flight Training	134 aircraft 52,200 ops
Aurora State Airport / Aurora, OR	Urban General Aviation Airports Category (II)	29 nm NE	Rwy 17-35 (5,004' x 100')	MIRL, VASI, ODALS	AvGas, Jet A, Aircraft Rental, Flight Training	350 aircraft 95,000 ops

A&P - Airframe & Powerplant Mechanic
 ALSF - Approach Lighting System with Sequenced Flashing Light
 ATCT - Air Traffic Control Tower
 AWOS - Automated Weather Observing System
 DME - Distance Measuring Equipment
 GPS - Global Positioning System
 HIRL/MIRL - High/Medium Intensity Runway Lighting
 MALSR - Medium Intensity Approach Lighting System with Runway Alignment Indicator Lights
 ODAL - Omnidirectional Approach Lighting Operation - Takeoff or Landing
 PAPI - Precision Approach Path Indicator
 REIL - Runway End Identifier Lights
 RNAV - Area Navigation
 VASI - Visual Approach Slope Indicator
 VOR - Very High Frequency Omnidirectional Range Station
 Source: WHPacific, ODA, FAA