

Ted Stevens Anchorage International Airport

2014 MASTER PLAN UPDATE

CHAPTER 1 - GOALS AND OBJECTIVES

FINAL
DECEMBER 2014

RS&H

IN ASSOCIATION WITH:

HDR

DOWL HKM

RIM Architects

ATAC



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TED STEVENS ANCHORAGE INTERNATIONAL AIRPORT MASTER PLAN UPDATE

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Prepared for:
Ted Stevens Anchorage International Airport
State of Alaska Department of Transportation & Public Facilities

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PREFACE

The Ted Stevens Anchorage International Airport (Airport) Master Plan Update (Master Plan Update) provides Airport management and the Alaska Department of Transportation & Public Facilities (DOT&PF) with a strategy to develop the Ted Stevens Anchorage International Airport. The intent of the Master Plan Update is to provide guidance that will enable Airport management to strategically position the Airport for the future by maximizing operational efficiency and business effectiveness, as well as by maximizing property availability for aeronautical development through efficient planning. While long-term development is considered in master planning efforts, the typical planning horizon for the Master Plan Update is 20 years.

The Federal Aviation Administration provides guidance for Master Plan development in *FAA Advisory Circular 150 / 5070-6B, Airport Master Plans*. Although not required, the Advisory Circular strongly recommends airports prepare a Master Plan. Funding for the Master Plan Update is provided primarily by the Federal Aviation Administration through an Airport Improvement Program grant.

A comprehensive Master Plan Update was last prepared in 2002 and a partial update was undertaken between 2006 and 2008. This Master Plan Update was initiated in June 2012 and concluded in December 2014. The DOT&PF entered into a contract with the firm RS&H to lead this effort. The Master Plan Update included a robust public and stakeholder involvement program.

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Chapter 1 - Goals and Objectives

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Acronyms and Abbreviations

AAAC	Airport Airline Affairs Committee
AAC	Aircraft Approach Category or Alaska Administrative Code
AACC	Anchorage Airport Communications Committee
AAD	Annual Average Day
AADT	Annual Average Daily Traffic
AAGR	Average Annual Growth Rate
AC	Advisory Circular
ACHP	Advisory Council on Historic Preservation
ACMI	Aircraft, Crew, Maintenance, and Insurance
ACMP	Anchorage Coastal Management Plan
ACRP	Airport Cooperative Research Program
ADAPT	Annual Delay and Activity Performance Times
ADEC	Alaska Department of Environmental Conservation
ADF	Aircraft Deicing Fluid
ADF&G	Alaska Department of Fish and Game
ADG	Airplane Design Group
ADNR, OHA	Alaska Department of Natural Resources, Office of History and Archaeology
ADOLWD	Alaska Department of Labor and Workforce Development
AEDC	Alaska Economic Development Corporation
AFSC	Anchorage Fueling and Service Company
AGL	Above Ground Line
AHPA	Alaska Historic Preservation Act
AHRS	Alaska Heritage Resource Survey
AIAS	Alaska International Airport System
AIDEA	Alaska Industrial Development and Export Authority
AIP	Airport Improvement Program
Airport	Ted Stevens Anchorage International Airport
AIT	Advanced Imaging Technology
AMATS	Anchorage Metropolitan Area Transportation Study
ANGB	Air National Guard Base
AOA	Air Operations Area
APDES	Alaska Pollutant Discharge Elimination System
APU	Auxiliary Power Units
ARC	Airport Reference Code
ARFF	Aircraft Rescue and Fire Fighting
AS	Alaska Statute

ASDA	Accelerate-Stop Distance Available
ASDE	Airport Surface Detection Equipment
ASIG	Aircraft Service International Group
ASPM	Aviation System Performance Metrics
ASR	Airport Surveillance Radar
ATCT	Airport Traffic Control Tower
AWMP	Anchorage Wetlands Management Plan
AWWU	Anchorage Water and Wastewater Utility
BAT	Best Available Technology
BGEPA	Bald and Golden Eagle Protection Act
BMPs	Best Management Practices
BRAC	Base Realignment and Closure
BRL	Building Restriction Line
CAA	Clean Air Act
CAD	Computer-aided Design
CATS	Compliance Activity Tracking System
CBIS	Checked Baggage Inspection System
CBP	Customs and Border Protection
CBRA	Checked Baggage Resolution Area
CCSF	Certified Cargo Screening Facility
CDS	Consolidated De-Icing Services
CERCLIS	Comprehensive Environmental Response, Compensation, and Liability Information System
CESQG	Conditionally Exempt Small Quantity Generator
CFC	Customer Facility Charge
CFR	Code of Federal Regulations, or Crash / Fire / Rescue
CIP	Capital Improvement Plan
CO	Carbon Monoxide
Coastal Trail	Tony Knowles Coastal Trail
COD	Chemical Oxygen Demand
CONRAC	Consolidated Rental Car Facility
CUPPS	Common Use Passenger Processing Systems
CZMA	Coastal Zone Management Act
DHS	Department of Homeland Security
DME	Distance Measuring Equipment
DNL	Day-night Average Sound Level
DO	Dissolved Oxygen
DOT	U.S. Department of Transportation

DOT&PF	Alaska Department of Transportation and Public Facilities
EAS	Essential Air Service
EDS	Explosive Detection System
EMS	Environmental Management System
EOC	Emergency Operations Center
EQA	Equivalent Aircraft
ETD	Explosive Trace Detection
FAA	Federal Aviation Administration
FAR	Federal Aviation Regulation
FBO	Fixed Base Operator
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FIRMs	Flood Insurance Rate Maps
FIS	Federal Inspection Service
FMRA	FAA Modernization and Reform Act of 2012
FY	Fiscal Year
GA	General Aviation
GPS	Global Positioning System
GRE	Ground Run-Up Enclosure
GSE	Ground Service Equipment
HLB	Heritage Land Bank
IAS	International Aviation Services, Inc.
IATA	International Air Transport Association
IBC	International Building Code
IFR	Instrument Flight Rules
IFT	International Freight Terminal
ILS	Instrument Landing System
INM	Integrated Noise Model
ISER	Institute of Social and Economic Research (at the University of Alaska Anchorage)
JBER	Joint Base Elmendorf-Richardson
LDA	Landing Distance Available
LOC	Localizer
LOS	Level of Service
LUST	Leaking Underground Storage Tank
Master Plan Update	Ted Stevens Anchorage International Airport Master Plan Update
MEP	Mechanical, Electrical, and Plumbing

MOA	Municipality of Anchorage
MSA	Metropolitan Statistical Area
MSGP	Multi-Sector General Permit
MSL	Mean Sea Level
MTOW	Maximum Takeoff Weight
NAAQS	National Ambient Air Quality Standards
NAC	Northern Air Cargo
NADP	Noise Abatement Departure Profiles
NAMS	Northern Air Maintenance Services
NAVAID	Navigational Aid
NCP	Noise Compatibility Program
NDB	Non-directional Beacon
NEMs	Noise Exposure Maps
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NOAA	National Oceanic and Atmospheric Administration
NPDES	National Pollutant Discharge Elimination System
NPIAS	National Plan of Integrated Airport System
NPL	National Priorities List
NRHP	National Register of Historic Places
O&D	Origin and Destination
O&M	Operations and Maintenance
OAIASS	Optimize AIAS Strategy
OER	Operating Expense Ratio
OFA	Object Free Area
OFZ	Obstacle Free Zone
OSR	On-Screen Resolution
PAL	Planning Activity Level
PAPI	Precision Approach Path Indicator
PCC	Portland Cement Concrete
PCI	Pavement Condition Index
PDARS	Performance Data Analysis and Reporting System
PFC	Passenger Facility Charges
PM-10	Particulate Matter with a Diameter of 10 Microns or Less
PM-2.5	Particulate Matter with a Diameter of 2.5 Microns or Less
QTF	Quick-Turnaround Facility
RCRA	Resource Conservation and Recovery Act

RDC	Runway Design Code
RNAV	Area Navigation
ROFA	Runway Object Free Area
RON	Remain Overnight
RPZ	Runway Protection Zone
RSA	Runway Safety Area
RSIP	Residential Sound Insulation Program
RTR	Remote Transmitter Receiver
SCS	Sterile Corridor System
SHPO	State Historic Preservation Office(r)
SIDA	Security Identification Display Area
SIP	State Implementation Plan
SSCP	Security Screening Checkpoint
STEP	South Terminal Expansion Project
SWPPP	Stormwater Pollution Prevention Plan
TACAN	Tactical Air Navigation
TDG	Taxiway Design Group
TERPS	Terminal Instrument Procedures
TODA	Takeoff Distance Available
TORA	Takeoff Run Available
TRACON	Terminal Radar Approach Control
TSA	Transportation Security Administration
UPS	United Parcel Service
USDA-WS	U.S. Department of Agriculture - Wildlife Services
USEPA	U.S. Environmental Protection Agency
USFWS	U.S. Fish and Wildlife Service
USPS	United States Postal Service
VASI	Visual Approach Slope Indicator
VFR	Visual Flight Rules
VOCs	Volatile Organic Compounds
VOR	Very High Frequency Omnidirectional Range
WAAS	Wide Area Augmentation Systems
WADP	West Anchorage District Plan
WBI	Whole Body Imaging
WHA	Wildlife Hazard Assessment
WHMP	Wildlife Hazard Management Plan

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CHAPTER 1 GOALS AND OBJECTIVES

SECTION 1 INTRODUCTION

The Ted Stevens Anchorage International Airport (Airport) Master Plan Update (Master Plan Update) provides Airport management and the Alaska Department of Transportation & Public Facilities (DOT&PF) with a strategy for the continued development of the Airport. A comprehensive Airport master plan update was last prepared in 2002 and a partial update was undertaken between 2006 and 2008, prior to this Master Plan Update.

The purpose of this Chapter is to document key considerations for the Master Plan Update including project goals, issues for consideration or resolution, and project objectives.

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SECTION 2 AIRPORT MASTER PLAN UPDATE GOALS

Goals are the primary drivers of the Airport Master Plan Update, consisting of broad foundational statements to be adhered to and considered throughout the master planning process. This pertains to the various master planning analyses, evaluations, discussions, and decisions made throughout the duration of the project. The following Master Plan Update Goals were identified at the project's outset and were established through consultation between Airport staff and consultants on the Master Plan Update team. Goals were developed in consideration of feedback from Airport staff, tenants, users, and members of the general public and refined as necessary throughout the Master Plan Update process.

Safety	Maintain or enhance the safe operation of the Airport
Efficiency	Maintain or enhance the efficient operation of the Airport
Environmental Awareness	Minimize the impact of airport development through environmental awareness
Fiscal Sustainability	Enhance the long-term fiscal sustainability of the Airport
Land Management	Facilitate long-term Airport development through strategic land management planning
Communication	Engage stakeholders through open communication

The airport master plan process has evolved over the past 50 years. At the dawn of commercial aviation, the airport master plan process focused solely on the efficiency of airport infrastructure and its ability to accommodate an ever increasing number of airplanes, passengers, and cargo. Today the process is multifaceted and emphasizes advanced safety risk management, fiscal sustainability, environmental awareness, land management, and public and stakeholder engagement. This Master Plan Update reflects these contemporary airport master plan elements and introduces the following Goals to the process.

2.1 SAFETY

Safety is a fundamental goal across the United States air transportation system. Airports have a substantial degree of responsibility for providing a safe environment for aircraft operations. From an airport master planning perspective, safety pertains primarily to the airfield. It includes consideration for enhanced safety and reduced risk in evaluating existing facilities and developing concepts for new facilities.

Within the Master Plan Update, airfield facilities that do not meet current Federal Aviation Administration (FAA) design standards were documented along with the appropriate provisions to meet currently established FAA design standards. In addition, FAA guidelines for the evaluation and potential reduction of risk were also incorporated into airfield planning elements of the Master Plan Update.

2.2 EFFICIENCY

The Airport is among the most unique airports in the United States, serving as a vital transportation link within the state of Alaska and as a vital cargo link between Asia and North America. The Airport is currently among the top five airports in the world for total cargo throughput by weight, with nearly 5 million annual tons. Moreover, the limited road and rail infrastructure in Alaska makes intrastate air transportation essential. The Airport is the state's largest and busiest airport passenger hub, serving nearly 5 million annual passengers. The efficient operation of the Airport is perhaps the most elemental goal of the master plan process and has always been the core purpose of any airport master plan. Although other goals are important to consider during the master plan process, no airport master plan can be considered to have value if it does not set forth a means for the Airport to accommodate or manage future demand on its infrastructure. A concise plan for the efficient operation of all airport facilities is the most basic purpose of the airport master plan.

2.3 ENVIRONMENTAL AWARENESS

The National Environmental Policy Act (NEPA) of 1970 was established "to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans." No federally funded airport development can be implemented without an evaluation of its environmental impacts under NEPA. The Master Plan Update will be followed by a formal environmental study / studies in compliance with federal law. However, early consideration of potential environmental impacts is essential to an effective master plan. An environmental overview and high-level assessment of all NEPA environmental impact categories were conducted to integrate environmental awareness earlier in the planning process in order to facilitate later environmental efforts.

2.4 FISCAL SUSTAINABILITY

The volatility of national and global economics over the past decade and the unprecedented impacts on commercial aviation have influenced airports and changed attitudes toward airport infrastructure planning and airport management. The Airport's vital role in the global air cargo trade and Alaska's transportation system, combined with economic uncertainty, has reasserted the need for a Master Plan Update focused on business effectiveness or fiscal sustainability. According to Airport

staff, a focus of the Master Plan Update is to “strategically position the Airport for the future by maximizing business effectiveness...”

2.5 LAND MANAGEMENT

As Alaska’s population and economy grow, more people and businesses will depend on the Airport for air transportation. The Airport, however, is unlikely to be able to grow in an unconstrained manner given its location near the Cook Inlet shoreline and residential areas. This Master Plan Update provides the Airport with an effective plan for managing land as an asset. The strategic management of Airport land will allow the Airport to coexist within a vibrant Anchorage community that places tremendous value on recreational lands near the Airport. The Master Plan Update provides the Airport with a clear vision for the Airport’s long-term development to inform near-term land management decisions.

2.6 COMMUNICATION

Communication was established as a key goal for this Master Plan Update. A robust Public Involvement Program was developed that sought collaboration with all stakeholders, including Airport staff, tenants, users, community councils, Alaska businesses, surrounding residents, and members of the general public. Outreach to a broader and more diverse segment of stakeholders helped to address issues that would otherwise remain unresolved. The ultimate purpose of improved communication, however, is the acknowledgement of the Airport’s integration with its stakeholders.

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SECTION 3 STAKEHOLDER ISSUES

Stakeholder participation is the process used to collect, understand, and incorporate meaningful stakeholder input so that project decisions reflect both technical requirements and public concerns. Stakeholders include Airport staff, the Master Plan Update team, Airport tenants and users, community councils, Alaska businesses, surrounding residents, and members of the general public. It includes any group or individual with an interest in the Master Plan Update process or who may be affected by the process.

The Airport is committed to being sensitive to the interests and values of stakeholders and to maintaining a positive and receptive attitude when meeting with the public and other vested interests. To ensure effective communication, the same planners who work with stakeholders were involved in actual master planning activities. Since March 2012, many meetings and events (documented in **Appendix A**, Public Involvement Summary) were held with the intent of gathering stakeholder issues to be considered in the Master Plan Update. These issues were documented and responded to in a series of Comment-Response Reports. They were also considered in the development and refinement of the Master Plan Update Goals.

Finally, it should be noted that some identified issues were not able to be addressed or resolved through the Master Plan Update process, as they are best resolved through other area planning efforts, studies, or agencies. Some of these issues may relate to policy or operational procedures that are not directly addressed in a Master Plan Update. The Master Plan Update pertains primarily to the determination of what future facilities, infrastructure, or land use allocations are required to accommodate future demand. Other issues may be out of the control of the DOT&PF, or addressed in further detail in other ongoing planning efforts (e.g., Part 150 Noise Compatibility Study); these are considered influencing issues as they still influence the Master Plan Update process. Where issues were raised that are outside the jurisdiction or control of the DOT&PF, and specifically the Airport, these issues were forwarded, if possible, to the appropriate agency.

Examples of identified stakeholder issues for the Master Plan Update are categorized by the previously identified goals in the list below.

3.1 SAFETY

- Potential elimination of Hot Spot 1 (at the intersection of Taxiway G and Taxiway E and K)
- Potential elimination of Hot Spot 2 (along Taxiway E between Runway 7L-25R and Runway 7R-25L)

3.2 EFFICIENCY

- Confusing accessibility points and circulation on Airport roads near terminal
- Address potential short-term public, covered long-term public, and rental car overflow parking needs
- Evaluation of the future redevelopment / reuse of the North Terminal
- Determine the future use of the Rail Depot
- South Terminal baggage screening facilities become overwhelmed during peak times
- Enhanced airfield capacity
- Simultaneous approaches to Runways 7L and 7R
- Implementation of advanced navigational aids (NextGen)
- Air Operations Area access for ground handlers and airline support
- Identify potential location of heliport
- Protect / identify airfield and Airport snow disposal sites
- Document Airport fuel farm capacity
- Aircraft engine run-up location and facilities
- Ground support equipment storage areas
- Preserve land for future airfield capacity if and when it is needed
- Plan the West Airpark
- Consider public transit options
- Restrict general aviation traffic patterns
- Taxi / commercial vehicle staging areas are in poor condition

3.3 ENVIRONMENTAL AWARENESS

- General aviation aircraft, older aircraft, and engine run-up operations may be contributing to bothersome noise impacts
- Utilize the north-south runway to shift noise away from neighborhoods; minimize takeoffs and landings over populated areas
- Aircraft engine run-up noise from commercial aircraft
- Cargo loading operational noise
- Congestion on Northern Lights Boulevard and Raspberry Road
- Fuel fumes and aircraft exhaust are nuisances
- Consideration of NEPA evaluation process
- Deicing fluid runoff – stricter Environmental Protection Agency (EPA) regulations may impact handling of deicing fluid
- Stormwater management

- Recognize importance of recreational lands
- Preserve quality and continuity of Tony Knowles Coastal Trail
- Preserve parkland and Airport buffers
- Protect animal and bird habitat areas
- Improve bicycle trails (aesthetics and lighting)
- Noxious and invasive weeds
- Airport aesthetics

3.4 FISCAL SUSTAINABILITY

- Identify opportunities for more cargo transfer
- Long-term fiscal sustainability
- Sources of revenue
- Is the Airport competitive?

3.5 LAND MANGEMENT

- Conceptual long-term development plan beyond the Master Plan horizon
- Accommodate expansion of the Asplund Wastewater Treatment Facility owned and operated by the Anchorage Water and Wastewater Utility
- Offset aviation demand or relocate landings and takeoffs to other airports
- Recommend a Kulis Air National Guard Base development plan
- Ensuring the Airport has room to grow and maintaining recreational facilities are not mutually exclusive
- Consider the *West Anchorage District Plan* (WADP)
- Determine value of existing and potential aeronautical and non-aeronautical development for informed land use decision making
- Utilize Airport property to its fullest extent
- Develop explicit land use agreements
- Develop the South Airpark in a responsible manner

3.6 COMMUNICATION

- Better public involvement process
- Clarification of FAA and Airport decision-making
- Provide public education sessions
- Airport ownership and obligations
- Stakeholder issues should be addressed
- Build a long-term relationship with stakeholder groups
- Clarify FAA's involvement and role

- Clarify Municipality of Anchorage's involvement and role
- Provide comments from previous and current master planning efforts
- Address community issues
- How does the Master Plan relate to other studies?
- Provide ample notice of upcoming meetings
- Share user group email lists
- A Master Plan that has the support of Airport stakeholders
- Be a good neighbor
- Include Alaska Native interests in the stakeholder process

SECTION 4 MASTER PLAN UPDATE OBJECTIVES

Objectives are measurable criteria by which the Airport Master Plan Update's success in achieving the project's Goals can be measured. Objectives generally correspond to the previously identified issues and are categorized by the six Master Plan Update Goals.

Objectives were developed in consideration of feedback from Airport staff, tenants, users, and members of the general public and refined as necessary throughout the Master Plan Update process. The Objectives were used to develop performance measures against which the Master Plan Update alternatives for future development were evaluated. Overall, the Objectives helped the Master Plan Update team stay on a set planning course.

The Master Plan Update Objectives are presented below, categorized by Master Plan Update Goal.

4.1 SAFETY

Maintain or enhance the safe operation of the Airport.

Safety should underlie all activities on and around the Airport. Therefore, maintaining and enhancing the safe operation of the Airport were integrated into Master Plan Update tasks. Safety is a Goal under which the following Objectives pertain:

- Plan airfield facilities that meet or exceed established design and operational standards and best practices pertaining to airfield safety
- Ensure compliant and safe access to the Air Operations Area for ground handlers and other airline support operations
- Ensure existing runway and taxiway safety areas are clear and unobstructed

4.2 EFFICIENCY

Maintain or enhance the efficient operation of the Airport.

The Master Plan Update reflects the Airport's role as an air transportation facility. Efforts were taken to maintain or enhance the efficient operation of the Airport. For example, in the alternatives development process, efforts were made to maximize the use of land for the functional Airport components or implement capacity-maximizing technology so as to reduce delay and congestion and increase throughput.

Efficiency is a Goal under which the following Objectives pertain:

- Plan airfield and Airport facilities that accommodate aircraft operational demand and aircraft fleet mix within and beyond the planning horizon
- Plan Airport facilities that accommodate passenger demand within and beyond the planning horizon
- Consider the impact of NextGen navigation aids and other navigation technological innovations to operational capacity and the efficient flow of aircraft traffic
- Enhance vehicular traffic circulation in the passenger terminal and cargo areas
- Provide adequate commercial vehicle staging areas and improve commercial vehicle access to the Airport
- Consider the Airport's role as identified within the Alaska International Airport System

4.3 ENVIRONMENTAL AWARENESS

Minimize the impact of Airport development through environmental awareness.

- Coordinate Airport development with local environmental mitigation efforts
- Plan deicing operations that are in conformance with EPA deicing chemical effluent guidelines and applicable environmental standards
- Consider the noise sensitivity of nearby neighborhoods and minimize noise impacts through the careful siting of Airport operations that may generate noise
- To the extent practical, minimize Airport-related vehicular traffic impacts on Airport roadways and on roadways surrounding the Airport

4.4 FISCAL SUSTAINABILITY

Enhance the long-term fiscal sustainability of the Airport.

The goals and objectives are reflective of the Airport's fiscal policy and mission for long-term fiscal sustainability. A financial analysis was conducted focusing on prioritizing Airport projects and programs, phasing, and allocating adequate financial resources to ensure required improvements could be implemented when needed and at affordable levels.

Fiscal sustainability is a Goal under which the following Objectives pertain:

- Maximize the business effectiveness of the Airport
- Consider the Airport's role as an economic asset and its ability to promote economic growth locally, within the state, and globally
- Encourage the use of existing assets and possible reuse of assets prior to investing in new or replacement infrastructure
- Consider land as an asset and promote the potential for Airport land to be acquired, developed, or disbursed in support of the Airport's fiscal sustainability goal
- Support growth of cargo transfer operations

4.5 LAND MANAGEMENT

Facilitate long-term Airport development through strategic land management planning.

Strategic land management planning efforts were undertaken during the Master Plan Update. This required completing an inventory and assessment of Airport land. Land management is a Goal under which the following Objectives pertain:

- Prepare a long-range Airport development vision
- Promote the highest and best use of Airport property to best serve the Airport while minimizing impacts to nearby residents
- Consider land use compatibility and development recommendations proposed in the WADP

4.6 COMMUNICATION

Engage stakeholders through open communication.

The Airport is a state, regional, and neighborhood asset, and the Master Plan Update reflects its role as a transportation infrastructure lifeline. Within this Master Plan Update, a Public Involvement Program was developed that outlined the two-way dialogue between the Airport and stakeholders and created opportunities for public input throughout the development process. Communication is a Goal under which the following Objectives pertain:

- Provide for open two-way communication throughout the duration of the Master Plan Update
- Foster a good neighbor working relationship between the Airport and its stakeholders
- Encourage public participation from all stakeholders that may impact or be impacted by the Airport

- Respond to stakeholder comments
- Provide education about the relationship between the FAA and Airport in ensuring the Airport's continued safe and efficient operation