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**Planning**

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# AIRPORT FUTURES

## CHARTING A COURSE FOR PDX

### AIRPORT FUTURES PLANNING PROCESS BACKGROUND

Preparing a master plan update and a City of Portland legislative land use plan for PDX through Airport Futures will be a complex process. As Planning Advisory Group (PAG) members and the public approach the Airport Futures planning process, there will be questions that will likely be asked about the scope of this planning effort. The following is a list of assumptions that City and Port project staff have made about what topics will, what topics may, and what will not be included in the scope of Airport Futures. In some cases, the determination of scope has been a policy decision about which there could be some debate. In other cases, certain topics are governed by local, state and federal law which is generally not subject to debate.

Clear definition of scope is important for the project's successful completion within the three year project timeline. A list of topics/questions is provided below to address topics relevant to the Airport Futures process along with a staff summary of information with links to relevant documents or regulations which will provide additional background information needed to explain the assumptions that have been made.

Topic/Question	Background	Staff Recommendation and/or Phase for Future Discussion	Resource/ Source/ Regulation
1. Will Airport Futures consider high-speed rail as means to meet travel demand?	The primary focus of Airport Futures is to discuss how aviation travel demand might be met at PDX if the demand occurs. There will be some discussion in the forecast modeling process about the potential for mode shift to rail systems. High-speed rail was a topic of the 2000 Regional Air Transportation Demand Task Force and the conclusion of that group was that the Port could become involved more in rail funding issues as an extension of its work on rail freight. To date, the priority of rail planning resources has been on developing and planning for local terminal developments serving the marine and local industrial base, rather than investing in the long haul corridors.	High speed rail will be considered as part of the Forecast phase.	A copy of the report of the Regional Air Transportation Demand Task Force can be found at <a href="http://www.PDXAirportFutures.com">www.PDXAirportFutures.com</a> or <a href="http://www.flypdx.com">www.flypdx.com</a> or a hard copy can be provided by the

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<p>2. Will the relocation of the military off PDX be considered?</p>	<p>Relocating the military was a topic that was raised during the 2000 Master Plan Update. A follow-on study to that Plan looked at the feasibility of moving the military off PDX. That study concluded that the mission and staffing requirements for the Air National Guard and Air Force Reserve required them to be at an airport close to the Portland/Vancouver metro area, but another airport in the immediate region might be feasible. After a review of other airports within a 50-mile radius and their associated facilities, continuing the military presence at PDX was the only viable alternative for the military.</p> <p>Since the military siting study was completed, the 2005 Base Realignment and Closure (BRAC) process recommended reassignment of the KC135 tanker aircraft and closure of the 939 Air Force Reserve component of the military base at PDX. That has been accomplished. The Oregon Army National Guard moved the 249th Aviation Regiment up from Salem with their C-23 Sherpa twin-engine turboprop aircraft into the hangars and offices vacated by the 939<sup>th</sup>. No move of the Oregon Air National Guard component of the base (flying the F15 fighter jets) is planned.</p> <p>The Oregon Air National Guard has a land lease with the Port that runs through 2029.</p>	<p>The Airport Futures Project will include an assumption that the military will remain at PDX. The military has a lease agreement that gives them the right to remain through at PDX through at least 2029.</p> <p>Additional briefings can be provided if desired by the PAG on the recommendations of the relocation study. No additional analysis on relocating the military off PDX is anticipated.</p> <p>Planning for the military will be important during the Alternatives Analysis phase of the project.</p>	<p>A copy of the Military Base Siting Analysis is available online at <a href="http://www.PDXairportfuture.com">www.PDXairportfuture.com</a> or at <a href="http://www.flypdx.com">www.flypdx.com</a> website or a hard copy can be provided by the Airport Planning Department.</p>

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<p>3. Will moving air cargo operations to another airport to provide more capacity at PDX be considered?</p>	<p>The subject of moving the cargo operations to another airport to provide more capacity at PDX was considered by the 2000 Regional Air Transportation Demand Task Force. The conclusion was that it was not economically or operationally feasible for the cargo operators to move off PDX. Furthermore, federal regulations prevent the Port from requiring operators to make such a move or increase landing fees to incent such a move.</p> <p>Companies like UPS and FEDEX are part of a system that includes both large jets and small propeller aircraft. For a successful operation, both types of aircraft need to be co-located at the same airport so that coordinated operations and cargo transfer between the large and small aircraft can occur with minimum delay and cost. There are many airports in the region that could accommodate the smaller propeller aircraft, but few that can accommodate the large jets that UPS, FedEx, and other cargo companies operate. There are no airports in the immediate area that could accommodate the large aircraft without major runway, taxiway, and ramp improvements.</p>	<p>The project team recommends no further study of moving cargo operations to another airport be conducted.</p> <p>A briefing of the prior study can be provided to the PAG if requested.</p> <p>This assumption will be important during the forecast, facility requirements, and Alternatives Analysis phases of the planning process.</p>	<p>A copy of the report of the Regional Air Transportation Demand Task Force can be found at <a href="http://www.PDXAirportFutures.com">www.PDXAirportFutures.com</a> or <a href="http://www.flypdx.com">www.flypdx.com</a>, or a hard copy can be provided by the Airport Planning Department.</p>

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<p>4. Will Airport Futures look at building a new airport at some other location?</p>	<p>This was a topic considered by the 2000 Regional Air Transportation Demand Task Force. The task force's conclusion was that a new airport was not a practical alternative to planning for growth at PDX. The amount of land needed, the cost, environmental concerns, and land use laws make it highly impractical and/or infeasible to consider building a new airport to replace PDX. Building an airport to supplement PDX is similarly impractical and/or infeasible.</p> <p>Building a new airport is also counter to sustainability concepts, which would suggest maximizing use of existing facilities before building new or replacing facilities. Investments at PDX alone have exceeded \$1 billion dollars in the last 20 years. There have also been substantial investments by other governments and businesses in the vicinity.</p>	<p>There have been no significant changes in conditions that would result in a different conclusion.</p> <p>As a result, there will be no further analysis conducted of building a replacement or supplemental airport.</p> <p>The significance of this assumption will be important during the Facility Requirements and Alternatives Analysis phases of the project.</p>	<p>A copy of the report of the Regional Air Transportation Demand Task Force can be found at <a href="http://www.PDXairportfutures.com">www.PDXairportfutures.com</a> or <a href="http://www.flypdx.com">www.flypdx.com</a>, or a hard copy can be provided by the Airport Planning Department.</p>

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<p>5. Will Airport Futures consider shifting traffic to other airports?</p>	<p>Traffic “shifting” occurs because of the natural growth of markets and cities that have or could have commercial service airports. As an example, Salem, Oregon recently re-established commercial air service that connects through Salt Lake City rather than through Portland. The Redmond Airport and other commercial airports throughout the state have seen growth in service and in many cases that growth results in traffic shifting away from PDX to go directly to other destinations or airline hubs. This will continue to occur as those markets grow or technology changes to make such service feasible.</p> <p>The Connect Oregon investment program has also invested in commercial service and General Aviation airports outside the Portland area to support the development of commercial service. Redmond has a major terminal expansion under way and Medford and Eugene are developing additional cargo handling facilities.</p> <p>Currently, the Port does not have the regulatory means to require commercial passenger or cargo traffic to shift to other airports. The Airport Noise and Capacity Act of 1990 and Federal Aviation Administration grant assurances prohibit airport operators from restricting access to their facilities.</p> <p>The Port and other governments do provide reliever airports for general aviation (private aircraft) in the Portland metro area which provide an attractive alternative to PDX (Aurora and Hillsboro Airports are two good examples). The current and future role of these airports will also be considered in the Airport Futures Forecast phase.</p>	<p>Consideration will be given in the Forecast phase to potential market forces that will result in shifting of traffic away from or bypassing Portland of commercial aircraft and the function of General Aviation reliever airport in the region around PDX.</p>	<p>A copy of the 1990 Airport Noise and Capacity Act (ANCA) can be found at <a href="http://www.PDXairportfutures.com">www.PDXairportfutures.com</a> or a hard copy can be provided by the Aviation Planning Office.</p>

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6. Will Airport Futures consider the third parallel runway?	<p>The 2004 Intergovernmental Agreement between the City of Portland and the Port of Portland lays out many of the planning parameters of Airport Futures. One of those parameters is that the project will include a review of the Centralized and Decentralized alternatives from the 2000 PDX Master Plan Update. Both of those alternatives include a third parallel runway. The original forecast from the 2000 Plan indicated that in 20 years, the number of operations (takeoff and landings) at the airport might approach the threshold where an additional runway might be needed (500,000).</p> <p>Airport Futures will review the 2000 Master Plan forecasts, prepare a new forecast, and re-evaluate the need for and possible timeframe for a third parallel runway. Several things are known now:</p> <ul style="list-style-type: none"> <li>• The Port will not request City approval to build the third parallel runway as part of this 2007-2010 Airport Futures planning process.</li> <li>• Before a third runway could be built, demand would have to exist. The airport would need to approach the 500,000 operational threshold. In 2006, PDX had 262,000 operations and in the last 4 years, the number of operations has declined rather than grown.</li> <li>• A project such as the third runway would require an extensive review under the National Environmental Policy Act (NEPA).</li> <li>• A project to build a new runway would require significant airline or FAA funding which is not currently in place.</li> <li>• Although Airport Futures will be reviewing airport layout plans that include a third parallel runway, it is not something that is a short-term need for PDX.</li> </ul>	<p>The possible third parallel runway will be an important consideration in the Facility Requirements and Alternatives Analysis phases of the Airport Futures project. All airport master planning, to date, has included a conceptual third runway.</p>	<p>A copy of the 2004 General Aviation between the City of Portland and the Port of Portland can be found at the project website – <a href="http://www.PDXairportfutures.com">www.PDXairportfutures.com</a>.</p>
7. Will the Portland City Council consider approval to construct a third parallel runway in the City's 2010 land use plan for PDX?	<p>The Port will not be requesting Portland City Council approval of a third parallel runway in the City's land use plan to be developed in this process. Before development of a third runway, the airport would need to:</p> <p>(1) experience significant sustained growth in the number of take offs and landings, (2) complete a National Environmental Policy Act (NEPA) review of the new runway, and (3) ensure funding for its construction. These actions remain far into the future. (See #6 above).</p> <p>The Port does think it is prudent to develop long range plans for PDX, which give some consideration to where such a runway might go, if and when it is needed, and will include a third runway in conceptual airport layout plans.</p>	<p>The type of City review process for a future third parallel runway will be evaluated during the Land Use Alternatives phase of this process.</p>	

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<p>8. Will Airport Futures consider alternatives other than the Decentralized and Centralized alternatives that came out of the 2000 PDX Master Plan Update?</p>	<p>Airport Futures is a continuation of the 2000 Master Plan Update. After a long process, which involved a review of multiple alternatives, the 2000 Master Plan ended with the selection of two viable alternatives: Centralized and Decentralized. The intention was always to come back and to take a closer look at these alternatives based upon work that was done subsequent to the 2000 Master Plan. This will include variations to the two layouts that have been explored subsequent to completion of the 2000 Master Plan.</p> <p>In Airport Futures, the plan is to refine the planning analysis and pick a single alternative for future development of PDX. This approach is outlined in the 2004 Intergovernmental Agreement approved by the City of Portland and the Port of Portland.</p>	<p>If as work progresses in Airport Futures, it is determined that both development alternatives are fatally flawed, then it is possible that new alternatives or sub-alternatives might be considered. If the Port determines that additional work is needed, it would likely occur in the Alternatives Analysis phase of the project.</p>	<p>A copy of the 2004 Intergovernmental Agreement can be found at <a href="http://www.PDXairportfutures.com">www.PDXairportfutures.com</a> or a hard copy can be provided by the Airport Planning Department.</p>

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9. Will there be a National Environmental Policy Act (NEPA) analysis of the PDX Master Plan?	<p>Airport Futures by itself is not the type of “project” that requires a National Environmental Policy Act (NEPA) analysis. Airport Futures will produce an Airport Layout Plan (ALP). The Federal Aviation Administration states in Paragraph 202a of the Environmental Handbook 5050.4B that:</p> <p><i>An ALP identifies all existing and future runways, runway extensions, terminal buildings and other airfield facilities, and the descriptions of development needed to support them. The ALP is for planning purposes only. It does not commit the airport sponsor to building any depicted airport facilities. Also, ARP’s approval of an ALP does not commit ARP to contribute Federal financial support to the facilities the ALP depicts.</i></p> <p>(Note: ARP is an abbreviation for the “Airports” office of the Federal Aviation Administration that works with airports.)</p> <p>Any near term projects (to be implemented in the next 5 years or so) will undergo a NEPA review separate from Airport Futures. A review would determine if a project warrants being categorically excluded from needing a NEPA Analysis, or requires an Environmental Assessment (EA), or an Environmental Impact Analysis (EIS).</p>	<p>As outlined in the City-Port Intergovernmental Agreement, there will be an environmental screening of all projects recommended in Airport Futures using the NEPA criteria. That screening will not be a substitute for a full NEPA analysis required for implementation of the projects.</p> <p>This screening will occur as part of the Alternatives Analysis and Land Use Alternatives phases.</p>	<p>A copy of the FAA handbook for the National Environmental Policy Act for airports can be found at:  <a href="http://www.faa.gov/airports_airtraffic/airports/resources/publications/orders/environmental_5050_4/">http://www.faa.gov/airports_airtraffic/airports/resources/publications/orders/environmental_5050_4/</a>.</p>
10. Will air quality be a considered as part of Airport Futures?	<p>Air quality will be one of several factors to consider as the PAG evaluates the development alternatives. Air quality impacts of the two alternatives were analyzed as part of the 2000 PDX Master Plan follow-on studies and that information will be presented to the PAG. Some of the improvements identified in both alternatives may have varying impacts on air emissions. The project will not, however, attempt to or recommend that the Port or City establish their own air quality standards as a replacement to the Federal Clean Air Act.</p>	<p>Air quality will be considered as part of the Follow-on studies and Alternatives Analysis phases.</p>	<p>The federal Clean Air Act can be found at <a href="http://www.epa.gov/air/caa/">http://www.epa.gov/air/caa/</a>.</p>
11. Will Airport Futures consider climate change?	<p>Where plans can be made which will result in reductions in emissions of green house gasses by improved operational efficiency or sustainable design, those will be considered as part of the Airport Futures Alternatives Analysis phase. However, the reduction in travel demand through taxation or other involuntary user or operator fees is beyond the scope of Airport Futures.</p>	<p>Climate change will be considered as part of the Alternatives Analysis phases.</p>	

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<p>12. Will Airport Futures consider emissions from jet aircraft?</p>	<p>Where plans can be made which result in reduced aircraft emissions through improved operational efficiency (e.g., reduced taxi times, use of ground power vs. auxiliary power units on the aircraft), those will be considered as part of the Airport Futures Alternatives Analysis phase.</p> <p>The development of new emission standards for aircraft is beyond the scope of Airport Futures. The Port will continue to support increased research in the science of what is contained in jet engine exhaust and supports efforts to reduce aircraft emissions.</p> <p>PDX is currently regulated through the following air quality permits:</p> <ul style="list-style-type: none"> <li>• DEQ Indirect Source Construction Permit (regulates the number of parking spaces), and</li> <li>• DEQ Air Contaminant Discharge Permit (regulates our boilers, generators, and other stationary sources such as painting)</li> </ul>	<p>Air emissions will be considered as part of the Alternatives Analysis phase,</p>	
<p>13. Will Airport Futures consider aircraft noise impacts from aircraft?</p>	<p>The primary resource for noise analysis in the Airport Futures project will be the 2007 PDX Noise Plan Update. The four-year study looked comprehensively at aircraft noise issues and evaluated a package of 28 recommendations for ways to mitigate and manage the noise impact of aircraft using PDX. This body of information will be used in Airport Futures.</p> <p>The City will evaluate potential revisions to the City's regulations to better address noise impacts. This may include the implementing some of the recommendations from the Noise Plan Update.</p>	<p>To the extent that additional noise analysis is needed to fill significant gaps in the 2007 PDX Noise Plan Update, that information will be provided during the Alternatives Analysis phase.</p> <p>The City's evaluation of current and potential noise regulations related to PDX would occur in the Alternatives Analysis phase as well.</p>	<p>A CD of the Noise Plan Update is available from the PDX Noise Office. A hard copy can be checked out from the Noise office.</p> <p>Additional information is available on the Noise office website at <a href="http://www.flypdx.com">www.flypdx.com</a>.</p>

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14. Is a nighttime flight curfew a realistic option to consider to address noise impacts?	<p>Curfews are regulated by federal law. The Airport Noise and Capacity Act (ANCA) of 1990 is the federal law under which airport curfews or caps might be put in place at PDX. To date, only one airport has succeeded in establishing a curfew for older noisy Stage 2 business jets. No airport has ever succeeded in establishing a new curfew or cap under the 1990 Airport Noise and Capacity Act (ANCA) for quieter Stage 3 commercial aircraft although Los Angeles Airport (LAX) is evaluating this.</p>	To undertake a process to enact a curfew under the ANCA is not recommended.	A copy of the 1990 Airport Noise and Capacity Act (ANCA) can be found at <a href="http://www.PDXairportfutures.com">www.PDXairportfutures.com</a> or a hard copy can be provided by the Aviation Planning Office.
15. Will water quality be considered as part of Airport Futures?	<p>Water quality will be one of several factors to be considered in the evaluation of alternatives. Water quality impacts of the Centralized and Decentralized alternatives were analyzed as part of the follow-on studies and that information will be presented to the PAG. Some of the proposed improvements could result in less impervious surface, which might reduce water quality impacts.</p> <p>The project will not, however, attempt to or recommend that the Port or City establish their own water quality standards as a replacement to the Federal Clean Water Act. The City and Port, along with Multnomah County, are co-permittees on the Municipal Separate Storm Sewer System (MS4) Permit, and work together on water quality issues.</p> <p>Other water quality permits include:</p> <ul style="list-style-type: none"> <li>• 1200 Columbia Slough National Pollutant Discharge Permit (NPDES),</li> <li>• NPDES Waste Discharge Permit (excavation dewatering permit),</li> <li>• NPDES Waste Discharge Permit for Deicing,</li> <li>• 1700-B Water Pollution Control Facility Wastewater Discharge Permit,</li> <li>• 1200-CA NPDES Stormwater Discharge Permit,</li> <li>• 1200-Z NPDES Stormwater Discharge Permit (general industrial stormwater discharge permit).</li> </ul>	Water quality impacts will be considered as part of the Alternatives Analysis phase.	The federal Clean Water Act can be found at <a href="http://www.epa.gov/region5/water/cwa.htm">http://www.epa.gov/region5/water/cwa.htm</a> .
16. Will deicing issues be considered as part of Airport Futures?	A variety of state and federal agencies regulate deicing activities at PDX. Enhancements to the existing deicing collection system for PDX are planned to be in place by 2012. When the enhancements are operational, the deicing system discharges (to either the Columbia Slough or the Columbia River) are planned to meet all state and federal water quality standards. To the extent that any of the development alternatives considered in Airport Futures result in less impervious surface, and the need for using pavement deicers and will be reduced, thereby lessening the impact on the surrounding environment.	Deicing will be discussed during the Alternatives Analysis phase.	Additional information about the PDX deicing program can be found at <a href="http://www.flypdx.com">www.flypdx.com</a> .

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17. Will neighborhood improvements not related to PDX impacts be considered in Airport Futures?	Potential neighborhood improvements could be identified in the City's Land Use Plan as future action items. The action items would also need to identify possible funding sources. Action items are different from required mitigation. Required mitigation would be identified in direct relationship to impacts from the airport. Required mitigation would be the responsibility of the Port.	Neighborhood improvements will be discussed in the City Land Use Plan phase.	
18. Will an economic development plan for areas adjacent to PDX be considered?	Many industrial and employment uses surrounding PDX benefit from close proximity to the airport. The City's Land Use Plan will consider infrastructure deficiencies in these areas and freight transport issues in particular. One potential City product is a plan to provide better access and connections for freight. The scope of this issue will be further defined as the process moves forward.	Economic development actions will be discussed in the City Land Use Plan phase.	
19. Will Airport Futures consider moving or piping the Columbia Slough to make way for a third runway?	Airport Futures will produce an Airport Layout Plan (ALP). The Airport Layout Plan will identify all existing and future runways and runway extensions. The current ALP does not show a need to pipe over or move the main channel of the Columbia Slough. The goal of any future facility improvements, including runways or taxiways would be to avoid impacting the slough if feasible.	Any impacts on the slough will be evaluated in the Alternative Analysis and City Land Use Plan phase.	