

**City of Concordia Commission**

*Lyle Pounds*, Mayor  
*Tim Parker*, Mayor Pro Tem  
*Gary Fraser*, Commissioner  
*Charles Johnson*, Commissioner  
*Marsha Wentz*, Commissioner

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*Lawrence Uri, Jr.*, City Manager / City Attorney  
*Stacy Crum*, City Clerk  
*Ron Cottle*, Director of Public Works  
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*Bruno Rehbein*, Zoning Administrator  
*Campbell & Johnson, P.A.*, City Engineers  
*James M. Kaup*, City Zoning Attorney, Kaup & Shultz Attorneys at Law, LC

**City of Concordia Airport Advisory Board**

*Kirk Lowell*, Chairman  
*Steve Richard*, Vice Chairman  
*Kelsey Larson*, Ex Officio Secretary  
*Brian Donovan*, Member and Fixed Base Operator (FBO) at Blosser Municipal Airport  
*Everett Ford*, Member  
*Dane Hanson*, Member  
*Mike Holmes*, Member  
*Lance Link*, Member  
*Susan Retter*, Member  
*Beverly Taddiken*, Member  
*Cindy Reimann*, Ex Officio Member  
*Lawrence Schlueder*, Ex Officio Member

**State of Kansas**

*Sam Brownback*, Governor  
*Michael King*, Secretary, Kansas Department of Transportation  
*C. Edward Young*, Director of Aviation, Kansas Department of Transportation, Division of Aviation

**United States Department of Transportation and Federal Aviation Administration**

*Ray LaHood*, Secretary, United States Department of Transportation  
*Michael Huerta*, Administrator, Federal Aviation Administration (FAA)  
*Sheila Bridges*, Program Manager for Airport Improvement Program and Passenger Facility Charge, Airports Division, FAA Central Region  
*Jeffrey Deitering, P.E.*, Airport Planning Engineer, Airports Division, FAA Central Region  
*Sarah Smith*, Airports Program Specialist, Airports Division, FAA Central Region

**Alfred Benesch & Company, Inc.  
Airport Engineering and Planning Consultants**

*Andrew Beil, P.E.*, Airports Group Manager  
*Bradley Waller, P.E.*, Kansas Division Manager/Project Manager  
*Bret Tremblay*, Technology Specialist  
*Alissa Hobelman*, Business Development Coordinator

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## INTRODUCTION

This Master Plan for Blosser Municipal Airport (Airport) is a comprehensive study providing an analysis of Airport needs, defining Concordia's role with the regional airport system and evaluating alternatives to provide direction for future Airport development.

This plan will replace the previous Master Plan that was completed by Bucher Willis & Ratliff (BWR) and approved March 5, 1997. It is typical for communities to periodically update their airport's Master Plan so they can provide adequate aviation facilities to meet demands placed upon them, and to coordinate project approvals, design alternatives, financing and construction to avoid experiencing detrimental effects due to inadequate aviation facilities.

The commitment to formulate this Master Plan is evidence that the City of Concordia (City) and area citizens recognize the challenges inherent in providing for future aviation needs as well as the importance of the Airport to the City, Cloud County and the region. The cost of maintaining a viable Airport is an investment that can yield impressive community benefits. By maintaining a Master Plan, the Airport will continue to be an economic asset to the residents of Concordia and the surrounding region.

### STUDY OBJECTIVES AND APPROACH

The primary objective of an Airport Master Plan is to produce a proactive planning document that utilizes a long-term development program that will yield a safe, efficient, economical and environmentally acceptable air transportation facility with opportunities for local revenue generation. The accomplishment of this objective requires an evaluation of the existing airport operations, facilities, and services in order to determine which recommendations are needed for the future. Finalized documents in Chapter Six and related Appendices will contain a complete Airport Layout Plan (ALP) that depicts all proposed developments at Blosser Municipal Airport (Airport) over the next 20 years.

A key element of the Master Plan is to provide a continuous planning process, which is a step-by-step and phased outline of the proposed improvements required, to meet the community's ultimate aviation needs. This continuous planning process benefits the responsible officials by giving them advance notice of future Airport funding needs so that appropriate steps can be taken to secure adequate funding over a 20 year period.

The specific objective of the *Blosser Municipal Airport Master Plan 2013 Update* is to supply and provide the following information:

- **Chapter One - Inventory** – Analyze existing conditions, assemble and organize relevant information and data for the Airport, the City of Concordia (City) and Cloud County. Review economic impact of the Airport.
- **Chapter Two - Aviation Demand Forecasts** – Develop detailed projections of future aviation activity, by quantity and type.
- **Chapter Three - Facility Requirements** – Estimate the current and future levels of airfield capacity. Identify the facility requirements needed to meet projected demand for existing, short, intermediate and long-term time frames. Identify needed local programs, plans, reports, etc, to help keep Airport in compliance with Federal Aviation Administration (FAA) and Kansas Department of Transportation (KDOT) Division of Aviation.
- **Chapter Four - Development Alternatives** – Evaluate concepts of the various alternatives for Airport development as determined by current and future facility and revenue requirements.

- **Chapter Five - Airport Zoning** – Present concepts for developing land use compatibility guidelines in and around the Airport. Formulate zoning regulations that help protect investments made at the Airport by the Federal Aviation Administration (FAA), Kansas Department of Transportation (KDOT) Division of Aviation, City of Concordia and the private sector.
- **Chapter Six - Airport Layout Plan** – Refine the recommended Airport development concept into the final plan for development.
- **Chapter Seven - Capital Improvement Plan** – Prepare a Capital Improvement Plan (CIP) to assist in the implementation of the recommended development plan. Establish development priorities and schedule proposed development items and estimate development costs.
- **Chapter Eight - Executive Summary** – Briefly touch on each study objective, as outlined in the Introduction of this Master Plan report, and highlight the main results obtained as part of this Master Plan process.

During the planning process then later during study, consideration and/or reference of this Airport Master Plan, to help individuals who may not have very much aviation knowledge, a comprehensive reference document titled, *Glossary of Abbreviations, Acronyms and Terms Used in Airport Master Planning* was formulated and attached as Appendix A of this Master plan. It is hopeful that this will be a convenience to Concordia citizens and others as this Master Plan is publicly considered for implementation over the next 20 years.

#### CITY OF CONCORDIA AIRPORT ADVISORY BOARD

The *City of Concordia Airport Advisory Board* (AAB) is a public board with Members appointed by the City of Concordia (City) Commission that is empowered to make recommendations to the City Commission about issues that concern Blosser Municipal Airport (Airport). The AAB also recommends future development, planning, improvements, and maintenance of the Airport. In addition, the Board is empowered to determine, approve, and permit appropriate non-aviation uses of the Airport; recommend rules and regulations as well as penalties for violation of these rules and regulations.



Specifically, responsibilities of the AAB are prescribed in Article IV of the AAB Bylaws last publicly approved and accepted by the City Commission at a Regular Meeting of the City Commission conducted on June 1, 2011. The Article IV excerpt of those Bylaws is as follows:

**Article IV. – Responsibilities**

1. *Identify the needs of Blosser Municipal Airport, including:*
  - a. *Planning and zoning needs;*
  - b. *Facilities needs; and*
  - c. *Operation and maintenance needs.*
2. *Advise the City Manager on all matters affecting Blosser Municipal Airport, and appear before the City Commission to discuss Blosser Municipal Airport matters when appropriate.*
3. *Render advice and assistance to other City boards and commissions, to City departments and to private agencies on matters affecting Blosser Municipal Airport.*
4. *Serve as a communications conduit for Blosser Municipal Airport related matters, to include:*
  - a. *Providing accurate information on Airport facilities to federal and state agencies,*
  - b. *Performing public relations service between Airport users and local, state and federal government officials; and*
  - c. *Resolving conflicts that may occasionally develop between the Airport and its neighbors.*
5. *Make determinations concerning any future non-aviation use of Blosser Municipal Airport land and facilities. The Board shall make said determinations in accordance with City of Concordia, Kansas Commission Policy Statement Number 2007-1, effective September 30, 2007.*
  - a. *When the Airport Advisory Board determines that a request for non-aviation use of Blosser Municipal Airport is not detrimental to the primary use of the Airport for aviation purposes, the Airport Advisory Board shall only permit said deemed appropriate non-aviation Airport usage with the Board's approval and written consent.*

Note: A copy of City Commission Policy Statement Number 2007-1 is located in Appendix C of this Master Plan
6. *Perform such other functions and duties as may be directed by the City Commission.*
7. *In prescribing the above duties of the Airport Advisory Board, it is not the intent to duplicate or overlap the functions, duties, or responsibilities assigned to any other City board or commission, or of a department of the City. Upon request, the Board will render assistance and advice to such board, commission, or department.*

The AAB consists of not less than five (5) Members and not more than nine (9) Members. Currently it is a tradition to maintain nine (9) active Members on the AAB at all times. All Members must reside within Cloud County and serve without compensation. The City Commission appoints Members by a majority vote. Members serve a term of four (4) years which begins on July 1<sup>st</sup> and terms are staggered so that no more than a maximum of three (3) terms expire each year. The City Commission may appoint additional Members to the AAB, pursuant to recommendation by the AAB, for serving in expert or specialist capacities. Members appointed in this matter are Ex Officio Members and have no voting authority on the AAB.



**City of Concordia Airport Advisory Board**

**Front Row, Left to Right:** Board Members, Everett Ford, Susan Retter and Beverly Taddiken; Board Ex Officio Members, Lawrence Schleuder (Pilot) and Cindy Reimann (Pilot and Airframe & Powerplant Mechanic)

**Back Row, Left to Right:** Board Chairman, Kirk Lowell; Board Members, Mike Holmes (Pilot), Lance Link (Pilot), Brian Donovan (Pilot and Fixed Base Operator), Dane Hanson (Pilot), and Board Vice Chairman, Steve Richard (Pilot)



Kelsey Larson is a fulltime City of Concordia employee and serves on the Concordia Airport Advisory Board as an Ex Officio Board Member and Board Secretary. Among many other things, Kelsey maintains the public records of the Board, serves Public Notice of Board meetings and mails information to all Board members.

Board Position vacancies on the AAB, from whatever cause, are filled by the City Commission for the unexpired term. The City Commission, by a two-thirds vote, may remove any Member from the AAB prior to the expiration of his/her AAB Position term. The Chairman of the AAB may recommend to the City Commission that a Member be removed from the AAB if:

- Any Member fails to attend three (3) consecutive meetings without a prior excuse accepted by the AAB Chairman; or
- If any Member fails to attend more than fifty percent (50%) of the AAB's combined total of Regular Meetings and Special Meetings conducted from July 1<sup>st</sup> through June 30<sup>th</sup> of each year.

The AAB must be representative of Airport users and other Cloud County citizens knowledgeable and concerned about air transportation and aviation. When the AAB considers applicants for City Commission appointment to the Airport Advisory Board, the AAB's appointment recommendation to the City Commission gives preference to applicants who are licensed pilots and to the Fixed Base Operator (FBO) serving at the Airport. In doing that, the AAB also works to maintain a balance of pilot and non-pilot Members serving on the AAB so that the general welfare of local citizens is represented during the consideration and decision making process concerning Airport matters.

The Airport Advisory Board organizes annually at the first meeting of the AAB on or after July 1<sup>st</sup> of each year. At the reorganizational meeting, the AAB elects, by majority vote, a Chairman and Vice Chairman who serve for a period of one (1) year or until the Board selects and qualifies their successors. An officer or employee of the City designated by the City Manager serves as Secretary to the AAB. In the absence of the Secretary, the Chairman selects an AAB Member as Acting Secretary to record the minutes of the AAB meeting. The Chairman presides at all meetings of the AAB and decides all points of order and procedure. The Vice Chairman shall assume the duties of the Chairman in his/her absence.

The AAB holds Regular Meetings that are conducted quarterly on the second Tuesday of January, April, July, and October of each year at 7:00 p.m. at Concordia City Hall. The AAB may alter the date, time, and/or place of its meetings as long as the AAB meets at least sometime during each quarter of a year. Determined alternate meeting dates, times, and meeting places must be published by the City. The Chairman, or in his/her absence the Vice Chairman, may call Special Meetings of the AAB. The Secretary must give notice of Special Meetings to Members of the AAB at least twenty-four (24) hours prior to such meeting, and notice to the public in accordance with the *Kansas Open Meetings Law*. All Regular Meetings and Special Meetings are to be open to the public. Executive Session, excluding the public, may be conducted only in accordance with the *Kansas Open Meetings Law*. The AAB must encourage the public to attend its Regular Meetings and Special Meetings and take positive action to keep AAB activities transparent and before the public.



A majority of the Members then appointed and acting shall constitute a quorum for the transaction of business. If a quorum of Members is not present at a Regular Meeting or Special Meeting, those Members present may either adjourn the meeting or hold the meeting to consider such matters as are on the agenda. No action at such meeting can be final or official unless and until ratified at

a meeting at which a quorum of the AAB is present. All AAB meetings follow a predetermined agenda. However, the Chairman has discretion to amend the agenda with additional topics or items before or during the meeting.

The Secretary of the AAB keeps a public record of all AAB approved meeting minutes and recommendations officially made by the AAB. Those public records are available at Concordia City Hall for public review in accordance with the *Kansas Open Records Act*.

### THE PUBLIC PROCESS

One of the most important elements of the airport planning process is the direct and public involvement of those parties which could potentially be most affected by the results. That was



accomplished through many public meetings with the *City of Concordia Airport Advisory Board* and various other local, State of Kansas and Federal agencies. Local citizens were involved in the public process including a City of Concordia (City) sponsored, *Concordia Community Day* at the Airport conducted on Friday, June 12, 2009 at Blosser Municipal Airport (Airport) where the general public was invited by personal invitation and advertisements published in the local newspaper

#### AGENDA

- 10:00 Fly-In Begins (The 25th and 50th aircraft to land counting from 10:00 forward each receives 50 gallons of FREE fuel)
- 11:30 - 1:30 Free Lunch (by Cloud County Convention & Tourism until food is gone)
- 12:00 HWS Presentation - Blosser Municipal Airport 2009 Master Plan

#### SPONSORS

- City of Concordia
- CloudCorp
- Cloud County Community College
- Cloud County Convention & Tourism
- Concordia Airport Advisory Board
- Concordia Area Chamber of Commerce
- HWS Consulting Group

and broadcast on the local radio station. At the event, public meetings were held to discuss existing and future needs at the Airport.

Draft copies of the Airport Master Plan during its preparation were forwarded to all key City officials, including the City Manager, City Attorney, City Director of Public Works, City Finance Director, and Airport Advisory Board Members and Ex Officio Members for review and comment. The City of Concordia Planning Commission, during their public meetings, and the City Zoning Administration were also involved with the Airport Master Plan during the formulation of *Chapter Five – Airport Zoning*.

After Master Plan completion and Airport Advisory Board positive recommendation for City Commission public consideration and approval, the Master Plan was publicly presented to the City Commission at a Regular Study Session conducted on January 16, 2013 and a Special Study Session conducted on January 30, 2013. All five (5) of the duly elected City Commissioners were present at both Study Sessions.

At the City Study Sessions a page by page review of the proposed Master Plan final draft with the City Commission and City Staff was conducted by Members of the Airport Advisory Board and the City's Airport Consultant, *Alfred F. Benesch & Company, Inc.* of Manhattan, Kansas (Benesch). Questions, comments and concerns were taken under advisement to amend the Master Plan into its ultimate final draft for presentation at a Public Hearing.

The final draft of the Master Plan with City Commission requested amendments accomplished was presented to the Concordia public during a Public Hearing held at a City Commission Regular Meeting conducted on February 6, 2013. Public Notice of that Public Hearing was published in the *Concordia Blade-Empire* (the local daily newspaper) on February 1, 2013.

At the Public Hearing, all five (5) of the duly elected City Commissioners were present. Bradley J. Waller Professional Engineer (PE) and Kansas Division Manager with Benesch provided a *PowerPoint* presentation concerning the big picture topics and recommendations of the Master Plan and addressed questions by local citizens. After closing the Public Hearing, the City Commission provided public consideration and public discussion concerning approval of the Master Plan. Commissioner Charles Johnson motioned to approve the *Blosser Municipal Airport Master Plan 2013 Update* as presented at the Public Hearing. Commission Marsha Wentz seconded the motion. Motion unanimously passed with five (5) City Commissioners voting YES and none voting NO.



**City of Concordia Commission, City Staff Assisting with Airport Master Plan, and City Airport Consultant**

**Front Row, Left to Right:** Commissioner Marsha Wentz, Commissioner Charles Johnson, Mayor Lyle Pounds, Mayor Pro Tem Tim Parker, and Commissioner Gary Fraser

**Back Row, Left to Right:** Bruno Rehbein, City Zoning Administrator; Larry Uri, City Manager; Brad Waller, Airport Consultant with Alfred Benesch & Company, Inc. of Manhattan, Kansas; Ron Copple, City Director of Public Works; and Amber Farha, City Finance Director

With the assistance of many involved people including local citizens, Members of the Airport Advisory Board, City Staff and Benesch, the City Commission approved Airport Master Plan reflects the development needed at Blosser Municipal Airport to meet future aviation demands and Airport revenue needs for the City, Concordia community, and the region for many years to come.