

DRAFT WORKING PAPER

Master Plan

Guiding Principles, Goals, & Objectives

Boise Airport Master Plan

Prepared for Boise Airport

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1 Introduction

Airports play a vital role in the development and connectivity of the communities in which they serve. They are often economic generators that stimulate local economies by creating jobs, attracting new businesses, and supporting industries like tourism, logistics, and trade. They act as hubs for commerce and investment, encouraging regional development; and they are essential for providing emergency services such as rapid transport of people, medical supplies, and organs for transplants; wildfire suppression, and emergency personnel during a crisis.

The Boise Airport (BOI) is a major economic engine, generating over \$2.9 billion in total annual economic impact and supporting more than 21,000 jobs in the region, across a wide range of public- and private-sector employment. City staff, commercial airlines, concessionaires, maintenance providers, and other on-airport tenants collectively account for substantial local jobs tied directly to airport operations. The airport is also home to the FAA's Air Traffic Control Tower and Technical Operations facilities, providing a stable federal workforce essential to the safe and efficient movement of aircraft nationwide. In addition, Boise Airport supports both the Idaho Air National Guard and the Idaho Army National Guard, reinforcing its long-standing role in national defense, emergency preparedness, and regional resilience.

Beyond on-airport employment, Boise Airport strengthens the broader economy by enabling business development and attracting industries that depend on reliable air service, including logistics, manufacturing, and professional services. Its connections to major hub airports improve access to domestic and international markets, a critical benefit in a region where travel distances are substantial. As the region's primary air gateway, Boise Airport supports business travel, outdoor recreation, and tourism by providing access to hiking, biking, skiing, and other recreational destinations, as well as Boise's historic districts and unique cultural offerings, including its nationally recognized Basque community.

1.1 Master Plan Purpose

Airports are continually changing to adapt to the needs of the communities they serve. As communities grow, airports must grow also to keep pace with the increasing needs of new businesses and citizens to travel. In addition to the need for expanded facilities to meet the requirements of a growing population, airport infrastructures deteriorate over time requiring periodic maintenance, rehabilitation, and replacement to extend its useful life so they can continue to adequately serve airport users. Finally, the aviation industry evolves regularly as new technologies emerge and as airlines and aviation companies modify their business strategies to better serve communities and enhance revenues. This can result in changes to aircraft fleets that have different performance characteristics and need different facilities to meet dimensional requirements. Each of these factors can affect the need to expand or modify existing infrastructure to maintain high levels of customer service and ensure a high-quality experience.

To review the condition, capacity, and levels of service provided by existing Boise Airport facilities and to understand the future needs of airport tenants, the Boise Airport Department (Department) has

commissioned this Master Plan. The Master Plan is a facility-focused study that shows the types of facilities that may be needed in the future to accommodate forecasted demand. The Master Plan evaluates existing facility conditions, prepares aviation activity forecasts, identifies facility deficiencies that may exist today or occur in the future, and prepares plans to determine areas on the Airport that should be preserved to accommodate future facilities. Furthermore, the Master Plan determines the size and location for proposed facilities as well as the potential timing of when they need to be constructed and how they will be funded.

1.2 Guiding Principles

To ensure Boise Airport is developed in a manner that provides the necessary aviation facilities and services needed to strengthen the economic growth and wellbeing of the community, this Master Plan is guided by various principles intended to direct the study to achieve the general Goals and Objectives of the Department. The terms Guiding Principles, Goals, and Objectives are often used to establish strategic frameworks for shaping future airport facilities. Each term serves a different but related purpose in defining *what the Department stands for, what it wants to achieve, and how it will get there*.

Guiding Principles represent the core values, themes, and foundational ideas intended to inform decision making. They help to align the Department's Goals and Objectives with its long-term planning and development vision. They provide a clear sense of purpose and direction for the Department, airport staff, stakeholders, and the Master Plan consultant. These principles guide the identification of key issues, shape stakeholder engagement, establish criteria for evaluating alternatives, prioritize solutions, and inform actionable recommendations. Ultimately, they serve as a strategic compass to support sound decision-making and effective implementation.

The Airport Department established a set of Guiding Principles, Goals and Objectives to reflect the core philosophies that shape how the Department conducts business and how the Master Plan should be developed. As part of this process, Airport staff identified and considered nearly a dozen potential Guiding Principles to direct recommendations in the Master Plan, including:

- Prioritize safety and security for all users
- Comply with federal, state, and local regulations
- Provide a high-quality customer experience
- Promote environmental stewardship
- Ensure financial feasibility
- Allow for flexible and adaptable implementation

Following thoughtful discussion and evaluation, the Department selected these as the six most essential principles to guide the Master Plan study and to steer the analysis, shape the development of alternatives, and inform final recommendations. Each of these key principles is discussed in more detail in the sections that follow.

1.2.1 Prioritize Safety and Security

Safety and security are critical principles for creating airport environments that are functional, reliable, and supportive of the community's needs. Ensuring the safety and security of people – whether travelers, employees or public, is a fundamental obligation of all public service providers. In addition to this obligation, maintaining a safe and secure airport is mandated by federal laws and standards. Having safe and secure facilities helps provide uninterrupted functionality. Prioritizing safety and security into the Master Plan help minimize risks of accidents, disruptions, or breaches that could compromise operations. The Master Plan analysis considers safety and security as a primary criterion in identifying facility requirements, preparing and evaluating alternatives, and recommending solutions. The highest priority is given to recommendations for facility improvements that maximize the safety and security of people who use the airport. Prioritizing safety and security enhances operational reliability and also builds public trust and confidence in BOI's ability to respond to evolving threats and challenges.

1.2.2 Ensure Regulatory Compliance

Preparing a Master Plan that complies with FAA aviation regulations, orders, and advisory circulars is necessary to ensure the Airport is developed so that it can be operated in a manner that is safe, secure, and efficient for passengers, airport tenants, and aircraft. Regulatory compliance establishes clear operational guidelines, enabling the airport to function smoothly while meeting performance standards. The Master Plan must also be conducted in accordance with FAA's Master Plan process to ensure quick FAA approval of forecasts and Airport Layout Plan (ALP). Compliance with FAA's Master Plan process fosters better relationships with the FAA, which can enhance opportunities to receive federal grants for projects recommended in the Master Plan. Adhering to regulations minimizes the risk of delays in completing the study. By incorporating regulatory compliance into the Master Plan, the Department can build a framework for safe, legal, and efficient operations.

1.2.3 Provide High-Quality Customer Experience

Customer service directly impacts passenger experience, BOI's reputation, and its long-term success. Boise Airport is often the first and last impression of the community for passengers visiting Boise. Prioritizing customer service ensures travelers feel welcomed, respected, and cared for, which creates a positive overall experience of the community. Happy customers are likely to spend more money on concessions, retail, and services, which helps boost the non-aeronautical revenues for the Airport. Satisfied customers are more likely to choose Boise Airport for future travel thereby increasing airline traffic and profitability. In a competitive aviation industry, exceptional customer service may help differentiate Boise Airport from alternative airports such as Sun Valley and Twin Falls, or alternative travel modes such as using shuttles or driving. Providing exceptional customer experience helps attract better airline service, more travelers, and greater business opportunities for the community.

Enhancing the customer experience by reducing walking and driving distances and minimizing congestion also delivers significant environmental benefits. By decreasing delays on airport roadways and the airfield, the Department can reduce carbon emissions and air pollution while improving traffic flow and operational efficiency. These improvements save time for passengers and help them move

through the airport more easily and also support the Department's alignment with Boise City's sustainability goals and regulatory requirements.

By embedding customer service into the airport Master Plan, the Department can ensure that recommended development is aligned with the needs and expectations of its most important stakeholders – including passengers, airlines, tenants, and the broader community.

1.2.4 Demonstrate Community and Environmental Stewardship

Stewardship reflects the airport management's philosophy and commitment to the responsible management of resources, partnerships, and environment to serve the community's long-term needs. The principle of stewardship seeks to minimize waste and maximize value for airport tenants and customers. A stewardship mindset is focused on making the airport better than it is today and ensuring that the presence and operation of the airport reduces undesirable impacts on the community while improving the economic health and wellbeing of the community. This demonstrates a commitment to the community by considering its needs, concerns, and quality of life in the planning and operation of the airport. Master Plan recommendations should contribute to long-term viability and economic growth that benefits both the airport and the surrounding community. As planning concepts are identified and evaluated, a focus on stewardship ensures collaboration with tenants, government agencies, businesses, and the public guaranteeing shared goals are achieved by using airport financial and operational resources wisely. This aligns airport development recommendations with the broader social, environmental, and economic responsibilities of the Department.

1.2.5 Be Financially Responsible

Boise is a rapidly growing market, driving increased passenger activity and the need for significant investments to airport facilities and services. However, the Department must carefully manage its limited financial resources to meet these demands without compromising the airport's long-term fiscal health. Being financially responsible means managing resources sustainably, ensuring accountability, and meeting both current and future operational and capital needs while avoiding undue financial burdens on tenants, users, or the public.

Financial responsibility involves using assets efficiently to support long-term growth and deliver high-quality services without unnecessary spending. It requires maximizing the value of each investment, minimizing waste, and extending the useful life of existing facilities before committing to replacements or upgrades. This approach is essential for achieving operational goals while planning for future, capital-intensive projects that can enhance both aeronautical and non-aeronautical revenues.

A financially responsible Master Plan enables the Department to remain flexible and responsive to changes such as shifts in passenger demand, technological advancements, or unexpected disruptions. It also supports stronger partnerships with airlines, tenants, and the Federal Aviation Administration (FAA) through transparent and strategic resource management. By prioritizing financial responsibility, the Master Plan lays the groundwork for sustainable growth, operational excellence, and continued public service ensuring that Boise Airport remains a safe, adaptable, and competitive airport for years to come.

1.2.6 Maintain Flexibility and Adaptability

An airport Master Plan must be flexible and adaptable to account for the dynamic nature of the aviation industry and the evolving needs of the communities it serves. Factors such as changes in airline operations, evolving fleet mix, technological advancements, shifts in passenger demand, economic fluctuations, and regulatory updates can significantly impact airport development and operations over time. A rigid plan risks becoming obsolete or ineffective in the face of these uncertainties. By incorporating flexibility, the plan can respond more quickly to unforeseen challenges and opportunities, support phased implementation, and remain relevant as conditions change ensuring that the airport continues to operate safely, efficiently, and sustainably well into the future.

1.3 Master Plan Goals

The Guiding Principles discussed previously are the foundation upon which Airport Goals and Objectives were formed. Master Plan Goals are broad, high-level, outcome-oriented, strategic statements that describe *what* the organization wants to achieve. Goals translate the Guiding Principles into a long-term vision that provides direction for planning, action, and ultimate development projects. Though broad in nature and not necessarily measurable, the Goals are designed to align with the Department’s overarching mission and Guiding Principles. They provide a foundational framework to guide decision-making, prioritize investments, and adapt to evolving aviation demands over time.

Separate Goals for each of the Guiding Principles were established to help provide clarity on what the department wants to achieve. These Goals reflect the Department’s commitment to ensuring safe, efficient, and sustainable airport operations while supporting regional economic growth and community connectivity. Airport staff identified the following Goals to articulate the desired outcomes related to each principle.

Guiding Principles	Goals
Prioritize Safety and Security	Confirm safety compliance Identify required safety improvements
Provide High-quality Customer Experience	Reduce traffic congestion on roads Reduce pedestrian congestion in the terminal Support TSA efforts to reduce peak-hour wait times through strategic collaboration and advocacy. Minimize operational delays airport-wide Increase operational efficiency Provide state-of-the-industry services and facilities

	Increase airfield capacity
Be Financially Responsible	<p>Align facility development with expected demand to avoid over-building and over-spending</p> <p>Maintain costs per enplaned passenger at or below benchmark airports</p> <p>Establish a responsible Capital Improvement Plan (CIP) aligned with financial capacity</p>
Demonstrate Community and Environmental Stewardship	<p>Ensure alignment with City sustainability goals</p> <p>Enhance compatibility between the Airport and community</p> <p>Make recommendations regarding zoning to protect the Airport against development that compromises safety and utility</p> <p>Identify stormwater and de-icing system improvements</p> <p>Prepare a comprehensive stormwater management plan that meets environmental regulations and supports sustainable airport development</p>
Ensure Regulatory Compliance	<p>Meet or exceed FAA, TSA, and Customs and Border Protection (CBP) standards for airport facilities</p> <p>Comply with environmental regulations</p>
Maintain Flexibility and Adaptability	<p>Prepare plans to accommodate growth and expansion beyond 20 years</p> <p>Determine ultimate plans for terminal and airfield development</p> <p>Prepare plans that consider emerging technologies</p>

1.4 Master Plan Objectives

The Objectives of this Master Plan define the specific, measurable actions the Department will undertake to achieve its long-term goals. These Objectives serve as practical milestones that guide the planning process, ensuring that each step is aligned with the airport’s strategic vision. Tailored to the unique operational, environmental, and community needs of the Airport, the Objectives provide a clear roadmap for implementation, enabling progress to be tracked through defined benchmarks and

timelines. By establishing focused and actionable Objectives, the Master Plan ensures that development efforts remain purposeful, accountable, and adaptable to future challenges.

Defining these key objectives was a collaborative effort involving the Department, the FAA, the consultant team, and stakeholders. The key objectives of the Master Plan include:

- **Improve de-icing facilities:** Recommend improvements necessary to contain and control spent deicing fluids. Develop plans to expand de-icing ramps to increase capacity and aircraft throughput.
- **Identify required upgrades to the stormwater system:** Identify stormwater system improvements needed to control the stormwater discharge rate into receiving waters. Determine improvements needed to control discharge of oil and fuels.
- **Identify enabling projects needed to implement Ultimate Runway 9-27:** Develop a conceptual layout for Ultimate Runway 9-27 (South of Gowen Road) and identify enabling projects required for implementation.
- **Prepare an on-airport land use plan:** Define the Airport boundary and identify the highest and best use of undeveloped Airport property. Recommend appropriate land uses and locations for future facilities.
- **Update the Boise City Airport Overlay Zoning Ordinance:** Review the Airport Overlay Zoning Ordinance within both the Boise City and Ada County zoning codes, including height limitation zones. Recommend coordinated actions to allow compatible development near the Airport while protecting airport operations, safety, and functionality.
- **Prepare concepts to expand the terminal core:** Recommend plans to allow expansion for check-in, baggage handling, curbsides, car rental, amenities, and meet/greet functions.
- **Prepare concepts to expand the baggage handling system:** Recommend plans for scalable baggage handling solutions to meet the needs of current and future growth as well as to maintain service quality and operational efficiency.
- **Prepare concepts to expand the security screening checkpoint:** Recommend plans for security screening area improvements and upgrades to reduce wait-times, enhance passenger flow, and ensure the airport can handle future demand efficiently.
- **Identify safety projects:** Identify and prioritize infrastructure and operational safety projects that align with FAA standards and address current or potential hazards.
- **Improve vehicle access and circulation within the terminal campus:** Collaborate with transportation agencies to develop and implement strategies that improve traffic flow, reduce congestion, and streamline vehicle movement into and out of the airport terminal area.
- **Prepare a long-term plan for parking:** Establish a long-term strategy for expanding and modernizing airport parking facilities to meet future passenger and employee demand.
- **Prepare long-term plan for terminal:** Develop a phased terminal expansion and modernization plan that supports anticipated passenger growth and enhances customer experience.
- **Align Master Plan with Concourse A Development:** Incorporate recommendations for Concourse A development into long term plans.
- **Update forecast:** Update the aviation activity forecast developed in 2024 as part of the Concourse A project, to include all aviation segments and obtain FAA approval.

- **Update CIP:** Update the CIP to reflect current priorities, funding strategies, and timelines for planned Airport development projects.
- **Prepare Master CIP schedule:** Prepare a schedule of CIP projects in GANTT form that shows the sequence of Master Plan projects.
- **Update ALP:** Update the ALP ensuring it accurately represents existing and proposed airport facilities and obtain FAA approval.

1.5 Stakeholder Input

To ensure the airport is developed in a manner consistent with the desires of the community, obtaining input from Airport and community stakeholders is essential to ensure the Master Plan recommends the facilities and services desired in the future. Therefore, a Technical Advisory Committee (TAC) was established to provide input and direction into the planning process. This stakeholder group is comprised of a broad cross-section of Airport and community representatives who are either familiar with the aviation industry, have a personal or business interest in the Airport, or represent local government agencies who regularly coordinate with Airport staff regarding Airport matters.

The TAC is a critical part of maintaining and fostering positive relationships with the community and is essential for delivering a successful Master Plan. The stakeholder group was engaged throughout the study to guide analysis and recommendations. Through regular meetings with the TAC the study team was able to gather data and ideas, solicit feedback, improve communications, enhance solutions, and augment sustainable decision making.

At the outset of the Master Plan, the TAC met to help the Department define a vision for BOI. The TAC conducted an independent review of the previously presented Guiding Principles, Goals, and Objectives to confirm they accurately reflected the values and priorities of the broader stakeholder community. Members were invited to provide feedback, suggest revisions, and propose changes to ensure the plan addressed all relevant concerns. The feedback received during these sessions was used to identify a broad range of topics to be evaluated to enhance facilities and services at the Airport. Stakeholders were largely supportive of the planning process and the future proposed developments for the Airport and community.

It is important to note that although specific facilities and services were recommended by stakeholders for analysis, it does not mean that they are feasible to implement given regulatory policies or financial limitations. The Master Plan cannot guarantee the development of any specific facility or the provision of service. Rather, the scope of the Master Plan is to consider the facilities and services suggested by stakeholders, document the conditions that must be met to implement the facility or service, designate the land area that should be preserved for future implementation, and estimate approximately when each facility might be needed.

During the initial TAC meeting, stakeholders identified the following topics they would like to see evaluated during the Master Plan. The topics are divided by functional area of the Airport.

Terminal

- Consider long-term use of Concourse C as part of terminal planning.
- Improve passenger amenities, e.g., child play area.
- Increase office space for Air Traffic Organization (ATO), TSA, and airport staff—consider off-airport locations.
- Make recommendation for Central Receiving and Distribution Center.
- Consider long-term requirements for Airport equipment storage (e.g. maintenance, snow removal).
- Identify future equipment quantity and types for CIP.

Landside

- Resolve roadway congestion during peak times (AM/PM); backups onto freeway.
- Resolve merging patterns near Airport Way, Airport Exit, and on the terminal roadway and entrance to I-84.
- Minimize vehicular circulation on terminal roads.
- Coordinate with multiple agencies involved in roadway ownership (ACHD, ITD).
- Make recommendations for Ground Transportation Center to optimize use by Transportation Network Companies (TNCs), taxis, shuttles, and Public Transit: Focus on reducing vehicle congestion on the terminal loop, activating the secondary curb, and evaluating long-term opportunities for future light rail integration to enhance multimodal connectivity.
- Incorporate catchment survey data to understand passenger origins and access methods.
- Consider conducting a passenger satisfaction survey that includes parking vs. ground transportation.
- Evaluate long-term rental car service center to support efficient vehicle processing and maintenance operations: Assess site requirements, operational needs, and potential partnerships to centralize functions such as vehicle cleaning, fueling, storage, and repairs.
- Incorporate recommendations to realign Orchard Street and develop Lake Hazel Road as high priority capital improvements.
- Include flexibility to accommodate an expansion of public transit to the Airport.

Airfield

- Determine layout and timeline for 3rd runway development.
- Identify taxiway access and military use for 3rd runway.
- Consider aircraft arresting system for military operations.
- Determine preferred runway use for military operations.
- Consider need for and location of a ramp control tower.
- Develop airfield plans that are aligned with ATC workforce and resources.
- Identify facility requirements for drones, advanced air mobility (AAM), and electrical vertical takeoff/landing (EVTOL) technology.
- Consider opportunities for improved instrument approaches.
- Enhance deicing ramps and policies

General Aviation

- Identify general aviation (GA) development needs: corporate, Maintenance Repair and overhaul (MRO), small aircraft.
- Determine whether additional GA activity should be accommodated at the Airport or at alternative airfields. If additional GA activity is to be accommodated, determine the preferred location for GA in future planning.
- GA layout should consider future runway and cargo use.
- Consider facility requirements for Part 135/61/91 aviation schools and clubs.
- Identify location for transient aircraft parking.

Land Use and Miscellaneous Issues

- Consider relocating Airport Operations Center to provide direct airfield access.
- Consider consolidating cargo facilities.
- Include capital planning requirements if cargo displacement is necessary.
- Understand market impacts of moving integrator cargo airlines.
- Determine additional space requirements for airport staffing growth.
- Coordinate with current Airport users and tenants to anticipate and estimate future growth and facility needs, enabling the airport to accommodate private facility expansions where possible.
- Coordinate with local land use agencies to enhance land use compatibility and make recommendations for appropriate zoning with surrounding areas.
- Actively engage military organizations to ensure collaboration and an alignment of priorities and future needs.
- Consider options for integrating fixed-route public transit services, such as buses and potential future light rail, into airport access planning, with consideration for land use impacts and long-term multimodal connectivity.
- Consider existing utility infrastructure (including electrical capacity, water, sewer, natural gas, and fiber) and evaluate the ability to support future growth, including the potential need for a new central plant and opportunities to incorporate alternative energy sources for example: solar, geothermal, or hydrogen.
- Address the Airport Influence Area by coordinating with local jurisdictions to manage land use compatibility, and explore the creation of a dedicated Airport Zone to protect airport operations, support future growth, and guide development in surrounding areas.