

TO: BOARD OF SUPERVISORS
FROM: Mark DeSaulnier, District IV Supervisor
Millie Greenberg, District III Supervisor
DATE: December 9, 2003



SUBJECT: EXPLORING ALTERNATIVES FOR AVIATION IN CONTRA COSTA COUNTY
SPECIFIC REQUEST(S) OR RECOMMENDATION(S) & BACKGROUND AND JUSTIFICATION

RECOMMENDATIONS

RECOGNIZE the responsibility and authority of the Federal Aviation Administration ("FAA") to direct all aspects of the National Aviation System.

RECOGNIZE the role of Buchanan Field and Byron airports in the area's regional transportation system.

RECOGNIZE that any changes to either of these facilities must ensure a demonstrated net improvement to our aviation system.

ACKNOWLEDGE the Contra Costa County Board of Supervisors' leadership on Smart Growth, transportation and protection of open space (Attachment A).

ACKNOWLEDGE that Contra Costa County and the Bay Area have a present and long term housing crisis. This area is among the least affordable places in the United States to own or rent (Attachment B).

RECOGNIZE that East County has a severe jobs/housing imbalance. The proper development of Byron into a major regional airport would improve East County jobs and housing (Attachment C).

DIRECT the Community Development Director, the Public Works Director, the County Administrator and County Counsel to assemble an interdepartmental Screening Committee (with assistance from experts in relevant disciplines) for the purpose of preparing a Request for Proposals (RFP) and evaluating responses to the RFP.

DIRECT the Screening Committee to prepare an RFP for submission to the Board of Supervisors for review and approval.

CONTINUED ON ATTACHMENT: YES NO

RECOMMENDATION OF COUNTY ADMINISTRATOR RECOMMENDATION OF BOARD COMMITTEE
 APPROVE OTHER

SIGNATURE(S): *Mark DeSaulnier* SUPERVISOR MARK DeSAULNIER SUPERVISOR MILLIE GREENBERG

ACTION OF BOARD ON APPROVED AS RECOMMENDED OTHER

VOTE OF SUPERVISORS

UNANIMOUS (ABSENT) _____
AYES: _____ NOES: _____
ABSENT: _____ ABSTAIN: _____

I HEREBY CERTIFY THAT THIS IS A TRUE AND CORRECT COPY OF AN ACTION TAKEN AND ENTERED ON THE MINUTES OF THE BOARD OF SUPERVISORS ON THE DATE SHOWN.

Contact: Dennis M. Barry, AICP (925.335.1276)
cc: Community Development Department (CDD)
County Administrator
County Counsel
Public Works Director

ATTESTED _____
JOHN SWEETEN, CLERK OF THE
BOARD OF SUPERVISORS AND
COUNTY ADMINISTRATOR

BY _____, DEPUTY

Exploring Alternatives for Aviation in Contra Costa County
December 9, 2003
Page 2 of 3

RECOMMENDATIONS – Continued

FIND that the activity is exempt from the requirements of the California Environmental Quality Act (CEQA), pursuant to Section 15262 of the CEQA Guidelines (Feasibility and Planning Studies).

AUTHORIZE the Community Development Director to expend up to \$50,000 from the Dougherty Valley County Regional Enhancement Contribution Fund (Org 1111); such costs to be reimbursed by the respondents to the RFP.

DIRECT staff of the Community Development Department to file a notice of Exemption with the County Clerk.

FISCAL IMPACT

Initiation of the RFP process is a significant undertaking and is likely to include a substantial expenditure of staff time and the retention of one or more expert consultants. Funds in the amount of \$50,000 are allocated from Dougherty Valley County Regional Enhancement Contribution Fund for this purpose. It is intended that these costs will ultimately be reimbursed by the RFP participants and that cost reimbursement will be included as an element of the RFP.

BACKGROUND/REASONS FOR RECOMMENDATION(S)

Buchanan Field has been a County Airport since its acceptance from the federal government in October 1947. Byron Airport opened to flights as a County General Aviation Airport in 1994.

Tremendous changes have occurred since 1947 in the area surrounding Buchanan Field, with urban development occurring in both city and County areas.

The establishment of Byron Airport in an agricultural, undeveloped area of the County provides an opportunity to maximize the utilization of that facility, while relieving demand at Buchanan Field. In the longer term, regional perspective, Byron Airport is optimally positioned at the center of the Bay Area-Central Valley-Sacramento triangle.

Given that the County is undertaking to update the Airport Master Plans for both facilities, the timing is ideal to consider, in a parallel process, whether increased investment and use at Byron Airport, coupled with conversion of Buchanan Field to other urban uses, would benefit regional aviation as well as provide other economic, social and environmental benefits.

Fundamental goals of this project include the following:

- ❖ To provide substantial benefits to the regional transportation system, including transportation improvements to increase access to Byron Airport;
- ❖ To ensure long-term protection of valuable environmental resources;
- ❖ To create a distinctive urban place that includes such public amenities as:
 - ◆ A mix of housing, including workforce housing and opportunities for lower income households;
 - ◆ Employment opportunities (short and long-term) that address local needs;
 - ◆ Critical public facilities such as library, convention center, museum, sports complex, park and recreation, etc.; and
 - ◆ Public transit linkages to regional systems, such as BART and County Connection.

Exploring Alternatives for Aviation in Contra Costa County
December 9, 2003
Page 3 of 3

BACKGROUND/REASONS FOR RECOMMENDATION(S) - Continued

- ❖ The successful proposal must demonstrate substantially greater public fiscal benefits than those projected by "The Economic Impacts, Costs, and Benefits of Contra Costa County Airports" (Economic Research Associates 6.15.00);
- ❖ The successful proposal should evaluate potential impacts on business location decision-making;
- ❖ The project should not require any public subsidy.

An important step in this process will be for the Chair of the Board to continue discussing the feasibility of airport development plans with appropriate representatives of the FAA.

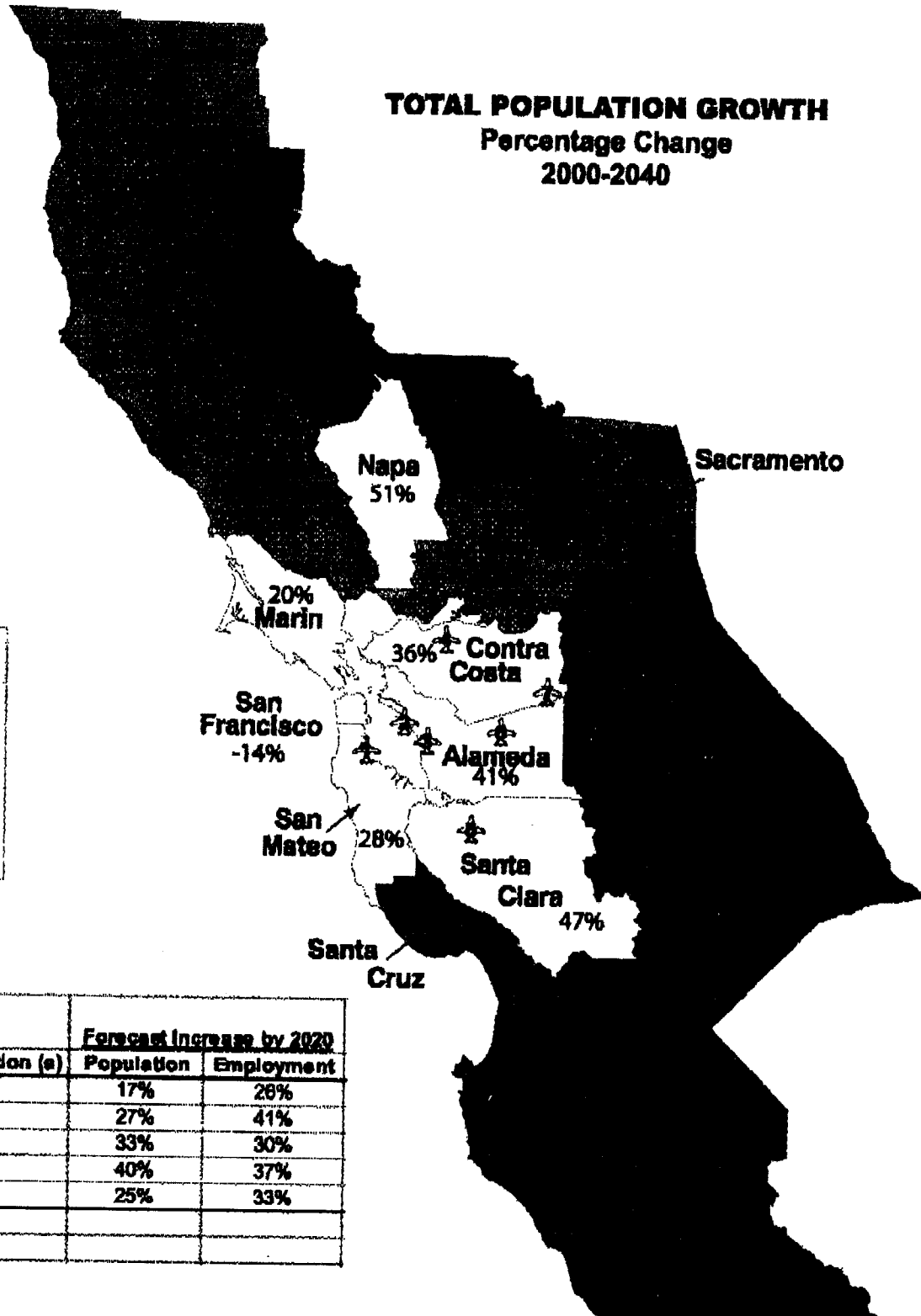
Approval of the listed recommendations will allow the process to proceed in gradual stages, as approved by the Board. In very general and preliminary terms, it is contemplated that the stages subsequent to direction to staff to prepare the RFP might include:

- (1) Review of the proposed RFP by the Board and, following approval of its terms and conditions, adoption of a resolution of intent to issue the RFP.
- (2) Direction to the Screening Committee to review the responses to the RFP and make recommendations to the Board. Direction to the Screening Committee to prepare an extensive public participation and outreach program (including a charrette process), to be funded by the successful responder.
- (3) Holding a public hearing to receive and review RFPs. If the Board is satisfied that one of the proposals has significant merit, the Board may consider directing staff to negotiate an "exclusive right to negotiate" (ERN) with the successful responder and initiate environmental review.
- (4) If an ERN is successfully negotiated, the ERN would be returned to the Board for approval of its terms. The Board would also authorize formal application to the FAA to release its interest in the Buchanan Field Airport property and approve other aspects of the project, as necessary or appropriate. This project would be contingent on, among other things, review of the project under CEQA/NEPA (the California Environmental Quality Act and/or the National Environmental Policy Act), FAA approval (including release of the FAA's interest in the Buchanan Field Airport property), a General Plan amendment changing the land use designation of the Buchanan Field Airport property and associated rezoning, and successful completion of a public outreach (charrette) process. This project must also include sufficient improvements to Byron Airport and required transportation improvements to demonstrate a net benefit to regional aviation.
- (5) The ERN may lead to the negotiation, drafting and approval by the Board of a development and disposition agreement, and/or other appropriate agreements, title transfers, and related approvals.

**BULLET POINTS RE: SALE AND DEVELOPMENT
OF BUCHANAN FIELD AIRPORT**

- **Sale of Buchanan Field Must Benefit Civil Aviation**
- **FAA Authority to Waive Requirements in the Instrument of Transfer Constrained by Federal Law; FAA Must Find Either:**
 - **Property no longer serves purpose for which it was conveyed; or**
 - **Waiver will not prevent carrying out the purpose of the conveyance and is necessary to advance civil aviation interests of the United States**
- **Detailed Application to FAA Required for Release of Instrument of Transfer Condition, Including:**
 - **Statement of circumstances justifying release**
 - **Terms and conditions of disposal of property**
 - **Environmental assessment**
 - **Proceeds of sale restricted to airport use**
- **Repayment of Federal Grants**
- **Sale Only for Fair Market Value; Use of Proceeds Restricted**

**TOTAL POPULATION GROWTH
Percentage Change
2000-2040**



- AIRPORTS**
- 1: San Francisco International
 - 2: Oakland International
 - 3: Hayward Air Terminal
 - 4: Buchanan Field
 - 5: San Jose International
 - 6: Livermore Municipal
 - 7: Byron Airport
 - 8: Modesto City-County
 - 9: Stockton Metropolitan

Area	2002 Population (a)	Forecast Increase by 2020	
		Population	Employment
Alameda County	1,487	17%	26%
Contra Costa County	982	27%	41%
San Joaquin County	596	33%	30%
Stanislaus County	470	40%	37%
Four County Area	3,534	25%	33%
(a) Population in thousands			