



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 3/2/2010  
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Set Time: 10:00 AM  
Estimated Report Time: 30 Minutes

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors  
**FROM:** Don Ridenhour - Director  
Airport  
**REPORT BY:** Martin Pehl, Airport Manager - 707-299-1694  
**SUBJECT:** Angwin Airport Master Plan

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### **RECOMMENDATION**

Director of Public Works requests the following actions pertaining to the Master Plan Feasibility and Alternate Site Selection Study of Angwin Airport (Parrett Field) in Angwin, CA:

1. Receive and file the Master Plan Feasibility and Alternate Site Selection Study of Angwin Airport; and
2. Direct staff to deliver the completed study to the Federal Aviation Administration, Caltrans Division of Aeronautics, and Pacific Union College (PUC) and continue discussions regarding the findings of the study.

### **EXECUTIVE SUMMARY**

A draft final of a Master Plan Feasibility and Alternate Site Selection Study for the Angwin Airport as defined by the scope of services, has been completed. Upon the Board's finding that this study has been completed, the study will be provided to the FAA and the FAA Airports Regional Office will be requested to provide the County with an official written position regarding possible addition of the Angwin Airport into the National Plan of Integrated Airport Systems (NPIAS) and the availability of funding.

In discussions with the FAA Airports District Office (a branch of the regional office), based on current FAA grant funding demands, it is unlikely, at least for the foreseeable future, that the FAA will consider funding the property acquisition. This is assuming that the seller (PUC) requires full appraised value as a condition of sale. Also, the Angwin Airport does not generate adequate revenue to offset operational and maintenance costs to operate the facility which would result in the need to subsidize the airport for a number of years with other revenues. Therefore, it is not recommended that the County enter negotiation for acquisition of the airport at this time.

However, if the Board elects to pursue negotiations for acquisition of the airport with FAA funding, it is anticipated

that the FAA will require the completion of an Environmental Assessment (EA) study. The completion of the EA by the County will require additional FAA grant funding and the selection of a consultant to complete the EA. Also, completion of environmental studies to comply with the National Environmental Policy Act (NEPA) and California Environmental Quality Act (CEQA) would be required prior to construction of the capital improvements identified in this Master Plan Feasibility and Alternate Site Selection Study. Funding for these environmental studies is not currently programmed.

## PROCEDURAL REQUIREMENTS

Staff reports.  
Public comments.  
Motion, second, discussion and vote on the item.

## **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

## **ENVIRONMENTAL IMPACT**

**ENVIRONMENTAL DETERMINATION:** The proposed action is not a project as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

## **BACKGROUND AND DISCUSSION**

PUC is the owner of Angwin Airport - Parrett Field, a public-use airport in the upper Napa Valley. PUC has requested that Napa County consider operation of the Airport under the ownership and/or management of Napa County. The County and the FAA believe that it is in the community interest to possibly assist PUC in its effort to preserve this public use airport. To achieve this goal, the County received a grant from the FAA to conduct a Master Plan Feasibility and Alternate Site Selection Study. The information obtained through the study will help the Napa County Board of Supervisors to determine the overall feasibility of owning and/or operating the existing Airport. The study will also be used by the FAA in its evaluation of possible financial assistance to the County for potential acquisition of the airport. If, after completion of the study, the County Board of Supervisors chooses not to proceed with the purchase and/or operation of the airport by the County, the study will be a valuable resource to PUC or another third party in the continued operation of this public-use airport.

Angwin Airport - Parrett Field, provides support to approximately 45 based aircraft and the PUC's aviation program (which offers a Bachelor of Science degree in aviation). The Airport provides access to and from the Upper Napa Valley, ground school and flight training, fueling (Avgas), aircraft storage (25 hangars) and aircraft maintenance services. Located high on a ridge top along Howell Mountain, it provides excellent poor weather access to the area. The single runway (3,217 feet in length by 50 feet in width) is oriented north-south, constructed of asphalt, and rated for 12,500 pounds single wheel gear loading (providing access for aircraft no larger than a King Air or Citation). A 1,500-foot overrun is located at the south end of the runway, and a non-standard right-hand pattern is used on Runway 34. The Airport is located one mile east of Angwin, and has been open to the public since 1961. While no instrument approach procedures are published for the Airport, visual approaches are aided by visual approach slope indicators (VASI) on each runway approach.

On February 7, 2006, the Napa County Board of Supervisors provided direction to:

- 1) Pursue negotiations with Pacific Union College (PUC) to maintain the Angwin Airport as part of the County of Napa's General Aviation System where there is no impact upon the General Fund and the Napa Valley Airport Enterprise Account; and
- 2) Pursue appropriations for the land acquisition and capital improvement plan within the Federal Aviation Administration (FAA) budget.

The County subsequently received a grant from the FAA to conduct a Master Plan Feasibility and Alternate Site Selection Study. This study will help the Napa County Board of Supervisors with determining the overall feasibility of owning and operating the existing airport (or an alternate site). The study will also be used by the FAA in their evaluation of possible financial assistance to the County for potential acquisition of the airport.

On August 19, 2008, the Napa County Board of Supervisors approved a Memorandum of Understanding (MOU) between PUC and the County which creates a cooperative agreement between parties in order to conduct the study in an orderly fashion. The MOU also identifies project funding sources: a federal grant from the Airport Improvement Program funded 95 percent of the study, a matching grant from Caltrans division of Aeronautics provided 2.37 percent, while the local match was provided by PUC (2.625% or \$9,187.50).

Coffman Associates was retained to conduct the study. The firm prepared the study in accordance with FAA requirements, including Advisory Circular 150/5300-13, Airport Design (as amended), and Advisory Circular 150/5070-6B, Airport Master Plans (2005). A thorough scope of services was prepared with Coffman Associates that outlined the overall study process that was used by staff and the consultant for completion of the study. The study's primary elements were as follows:

1. Evaluation of the existing airport and its use.
2. Develop new forecasts of aviation demand.
3. Conduct an evaluation of future facility needs and development alternatives.
4. Analyze the ability of the existing airport site to meet these needs.
5. Perform alternative site evaluation (as necessary to perform cost/benefit of alternative site to existing Airport).
6. Undertake compatible land use planning and environmental analysis.
7. Develop new airport layout plans (depicting future development recommendations) for review and approval by the FAA.

The study process included public participation through the formation of a Planning Advisory Committee (PAC), public workshops, and the posting of draft working papers on the internet. The PAC advised staff and the consultant on the conduct and recommendations of the Study through meetings and review of working papers. The PAC met four (4) times during the study's preparation and consisted of 12 nonvoting members. The PAC was composed of local stakeholders including residents, airport tenants, representatives of the Airport Advisory Commission, and PUC, as well as, representatives of local (County Planning & Public Works), and the state (CALTRANS Aeronautics Division). The FAA was invited to participate but elected not to attend the meetings. The FAA however was provided updates as the study progressed and allowed an opportunity to comment.

The general public was invited to participate in three (3) public workshops over the course of the study. The workshops were held in the evening on the day of the PAC meetings and allowed the public an opportunity to review and comment directly to staff and the consultant on the study elements. Advertising for the workshops was accomplished using press releases and official public notices. In addition, draft chapters of the study were made available as the study progressed, and continue to be available, online for public review and comment at

[www.angwin.airportstudy.com](http://www.angwin.airportstudy.com).

The study determined that various capital improvements are required in order to meet FAA airport design standards and meet future demand. The improvements are categorized as short (Phase I) and long term (Phase II). The cost estimate for short term capital projects total \$631,000 and long term improvements total \$3,210,000 for a total of \$3,841,000.

The study identifies the airport property boundary that would be required, at a minimum, to ensure proper operation of the airport and completion of short and long term capital improvements. The current airport "property" is part of PUC's larger property holdings (the airport spans five tracts owned by PUC), thereby likely requiring a lot line adjustment should the County or others pursue acquisition of the airport.

PUC conducted an appraisal of the airport in 2005 that found that the airport had a land value of \$24,000,000 based on an assumed acreage of 87.5 acres, which is smaller than the proposed acreage identified in the study. The acquisition cost for the airport is identified in the study as "To Be Determined". There were several reasons why acquisition cost was not identified in the study. First, it is anticipated that FAA funding would most likely be needed for the purchase of the airport. The FAA requires that real estate appraisals be completed within three months prior to acquisition, thereby making an appraisal of the property during the study process of little or no use for actual final acquisition. Second, a number of variables outside the scope of the study must be negotiated in order to determine a final purchase price with the final study playing an important role in that negotiation.

The alternate site selection study was intended to confirm the viability of the existing Angwin Airport site and its future development potential. In undertaking the analysis, alternative sites in the upper Napa Valley were identified by screening out sites which were unacceptable for airport development. This screening process resulted in only the Pope Valley Airport as a viable alternate site, and the analysis concluded that access and development needs at the Pope Valley site make this a much less desirable alternative to the existing Angwin Airport.

Discussions have been held with the FAA Airport District Office (ADO) in Burlingame, CA regarding the findings of the study. The FAA has stated that the study shows that the Angwin Airport is a viable candidate for inclusion in the National Plan of Integrated Airport Systems (NPIAS), which is a prerequisite for FAA grant funding for possible acquisition and capital improvements from the federal government. The airport is not currently a part of the NPIAS as PUC is not an eligible sponsor. However, Napa County, as it is with the Napa County Airport, would be an eligible sponsor.

The FAA has stated that due to current economic conditions and existing demands for FAA grant funding that it is highly unlikely that the FAA, for the foreseeable future, could provide funding for acquisition of the airport. Nor is it likely that the FAA could provide any certainty for funding of the long term capital improvements identified by the study. However, the FAA has stated that it could likely fund the short term capital improvements identified by the study, assuming the airport were added to the NPIAS and become eligible for FAA grant funding. This would require that an eligible sponsor, such as the County, were to gain sufficient legal interest in the airport property, which could be accomplished through a long term lease of the property. Upon the Board's finding that this study has been completed, the study will be provided to the FAA and a official written determination regarding the availability of funding and possible addition of the Angwin Airport into the NPIAS will be requested from the FAA.

Compounding the FAA funding limitations is the current State of California's funding issues. For the 2009-2010 fiscal year, the State eliminated a number of key funding programs for airports. While this action was limited to the current fiscal year, due to the State's ongoing fiscal crisis it is anticipated that there will be little or no opportunities for airport funding from the State in the near term.

In order to conduct the study of the Angwin Airport, the County and PUC needed to work cooperatively. To this end, a Memorandum of Understanding (MOU) between PUC and County was prepared. The MOU served to clarify the

intentions, expectation, and responsibilities of both parties so that the study was completed in an orderly and timely manner. The MOU also identifies project funding sources that include a grant from the FAA (95% or \$332,500), Caltrans (2.375% or \$8,312.50), and PUC providing the local match (2.625% or \$9,187.50). PUC, per the conditions of the MOU, was required to pay the local match to the County prior to the start of the study. All study costs, including consultant and County airport staff costs, were funded by grants and PUC.

The term of the MOU commenced the later of the dates when the MOU was signed by both parties or payment was made by the College to the County in the sum of \$9,187.50. Under the terms of the MOU both the County and PUC agreed to a study period of 15 months to complete the study. After the study period, the County would have a 3 month to determine whether or not to enter into further negotiations with PUC regarding the purchase and/or operation of the airport by the County.

During the term of the MOU the County and PUC agreed to work diligently to determine if an agreement can be reached for the purchase and/or operation of the airport by the County. If, after completion of the feasibility study, the Napa County Board of Supervisors elected to continue to pursue acquisition of the airport with FAA funding, it was anticipated that the FAA would require the completion of an Environmental Assessment (EA) study. The completion of the EA by the County would require additional FAA grant funding and the selection of a consultant to complete the EA. Therefore, the MOU stipulates that a minimum two year contingency period will be required, in addition to the 18 months agreed to in the MOU for completion of the feasibility study, to allow time to complete any additional studies required by the FAA and to secure funding for the purchase and/or operation of the airport by the County.

On January 11, 2010 the Airport Advisory Commission (AAC) unanimously approved a recommendation that the draft final study be presented to the Board. The AAC has also formed an ad hoc committee to consider options resulting from the completion of the study and advise the advisory commission.

## **SUPPORTING DOCUMENTS**

None

CEO Recommendation: Approve

Reviewed By: Helene Franchi