



STANISLAUS COUNTY AIRPORT LAND USE COMMISSION

1010 Tenth Street, Suite 3400
Modesto, California 95354

April 2, 2009

MEMO TO: Stanislaus County Airport Land Use Commission

FROM: Joshua Mann, Associate Planner

SUBJECT: CROWS LANDING AIR FACILITY - DRAFT LAND USE COMPATIBILITY PLAN

BACKGROUND

On October 12, 2004, the Stanislaus County Board of Supervisors accepted the conveyance of a portion of the former Crows Landing Naval Air Facility from the United States of America to the County, pursuant to Public Law 106-82. The public law provided the County with 1,352 acres of the 1,528-acre former air facility, and allowed for the transfer of the remaining 176 acres upon completion of environmental activities and site cleanup. The County had pursued the transfer of the property since its closure by the National Aeronautics and Space Administration (NASA) in 1996.

In 2006, the Board entered into a contractual agreement with ESA Airports for the development of an Airport Layout Plan (ALP) and Airport Land Use Compatibility Plan (ALUCP). The County's contract with ESA Airports is to provide aviation planning, including the preparation of the ALP, Land Use Compatibility Plan, and environmental support for the development of the proposed Crows Landing Airport. The County will be responsible for the development and operation of the airport at the former Crows Landing Air Facility, and airport development will be considered as one of the components evaluated in the Environmental Impact Report (EIR) for the larger West Park development.

DRAFT AIRPORT LAYOUT PLAN (ALP)

The County and its consultants developed three land use concepts. The reuse concepts were developed to provide for the re-use of the former Air Facility and the development of a County-operated general aviation (GA) airport. In September of 2006, the Board of Supervisors selected a concept for site reuse and development.

The selected concept focused on the redevelopment of the east-west parallel runway. Under this scenario, an additional 452 acres would be needed for full airport build out. This configuration would result in 818 acres of business park and industrial land in larger sized parcels and provided the best configuration to bring in a rail facility. It also requires the acquisition of additional land for the development of a dual-runway GA airport, but the trade-off of more usable and contiguous industrial land is a worthy end result. Concept 3 can accommodate the widest range of uses and it capitalizes on inter-modal transportation with the ability to accommodate for truck, rail, and air transportation.

Crows Landing Air Facility - ALUCP

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The Draft ALP (attached) is based on this concept. The ALP presents the airport's development over a 20-year period and can be summarized as follows:

- Opening Phase - 0 to 5 years: During the opening phase, the Airport would include the former east-west runway, which would be marked as a 5,300-foot long, 100-foot wide runway. The runway and taxiway would be available for daytime use. A portion of the former north-south runway (Runway 16-34) would be retained as an airport building area including tie-down positions, hangars, an administrative/operations office, and rest rooms. A manual gate would provide controlled access to the airport from Ike Crow Road. The airport would accommodate aircraft reference category B-II, or mostly small GA aircraft.
- Short-term Horizon - 6 to 10 years: During the short-term horizon, the runway and taxiway configuration would not change, but runway lights, navigational aids, and a 3-acre helicopter takeoff/landing area is anticipated. A fueling facility, wash rack, additional aircraft parking, and a Fixed Base Operator (FBO) are also anticipated. The airport would accommodate non-precision approaches.
- Intermediate Horizon - 11 to 20 years: Following 10 years of operation, Runway 11-29 could be extended to a length of 6,300 feet to accommodate Aircraft Reference Code (ARCC-II) aircraft, such as business jets. The airport would include navigational aids to accommodate precision approaches.
- Ultimate Buildout - 20+ years: Beyond 20 years of operation, the ALP envisions the potential use of two parallel, 6,300-foot runways and other development southwest of the runways. Up to 200,000 annual operations could be anticipated.

More detailed descriptions of anticipated forecasted operations and airport facilities are presented in Chapter 3 of the ALP Narrative Report (attached).

DRAFT AIRPORT LAND USE COMPATIBILITY PLAN

Section 21670 of the Public Utilities Code created Airport Land Use Commissions to ensure the long-term safety of air navigation around general public airports, to promote air commerce, and to protect the general welfare of inhabitants living and working in the vicinity of public airports. The ALUC is required to develop a comprehensive land use plan to provide for the orderly growth of each public airport and the area surrounding the airport within the jurisdiction of the Commission, and to safeguard the general welfare of the inhabitants within the vicinity of the airport and the public in general.

The Stanislaus County ALUC Plan, adopted in August 1978, establishes the planning area boundaries of each airport that falls under the jurisdiction of the Stanislaus County ALUC. It establishes the policies and standards applicable to development projects constructed within each airport planning area. The compatibility of a development project is based upon the type of use proposed and the location of the project within the planning area boundary.

The attached Draft Airport Land Use Compatibility Plan has been developed based off the airport configuration shown in the Draft Airport Layout Plan. The Draft Airport Layout Plan and Narrative Report were recently authorized by the Board of Supervisors (February 17, 2009) to

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # B-5

Urgent

Routine

AGENDA DATE February 17, 2009

CEO Concurs with Recommendation YES NO
(Information Attached)

4/5 Vote Required YES NO

SUBJECT:

Approval of the Draft Airport Layout Plan and Narrative Report for Consideration in the Environmental Impact Report for the Proposed West Park Development, and Referral of the Plan and Report to the County Airport Land Use Commission for its Review and Recommended Modification of the Existing Airport Land Use Compatibility Plan

STAFF RECOMMENDATIONS:

1. Approve the Draft Airport Layout Plan and Narrative Report so that it can be considered in the forthcoming Environmental Impact Report for the proposed West Park Development.
2. Refer the Draft Airport Layout Plan and Narrative Report to the County Airport Land Use Commission for its review, and recommend that the Commission consider modifying the existing Airport Land Use Compatibility Plan in accordance with the Plan and Narrative Report.

FISCAL IMPACT:

Funds to support airport planning and subsequent ALUC Plan revisions for the ongoing airport development process at the former Crows Landing Air Facility have been established in the Crows Landing Development budget unit. The development of the ALP and ALUC Plan revisions were awarded in March of 2006 to a multi-disciplinary project team led by ESA Airports. All work associated with the ALP and Narrative Report has been performed under this existing contract with ESA Airports.

BOARD ACTION AS FOLLOWS:

No. 2009-122

On motion of Supervisor Grover, Seconded by Supervisor O'Brien
and approved by the following vote,

Ayes: Supervisors: O'Brien, Chiesa, Grover, Monteith, and Chairman DeMartini

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) X Approved as recommended

2) _____ Denied

3) _____ Approved as amended

4) _____ Other:

MOTION:



ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No.
EXHIBIT A

Approval of the Draft Airport Layout Plan and Narrative Report for Consideration in the Environmental Impact Report for the Proposed West Park Development, and Referral of the Plan and Report to the County Airport Land Use Commission for its Review and Recommended Modification of the Existing Airport Land Use Compatibility Plan

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DISCUSSION:

On October 12, 2004, the Stanislaus County Board of Supervisors accepted the conveyance of a portion of the former Crows Landing Naval Air Facility from the United States of America to the County pursuant to Public Law 106-82. The public law provided the County with 1,352 acres of the 1,528-acre former air facility, and allowed for the transfer of the remaining 176 acres upon completion of environmental activities and site cleanup. The County had pursued the transfer of the property since its closure by the National Aeronautics and Space Administration (NASA) in 1996.

In March of 2006 the Board authorized entering into a contractual agreement with ESA Airports for the development of an Airport Layout Plan and Airport Land Use Compatibility policy language. This process was suspended in September 2006 pending the outcome of a master developer negotiation process. In April 2008 a master developer was named (after a twelve month exclusive negotiation process) and the ESA Airports contract reinstated.

The Board has been very clear regarding priority and guiding principles for the development of a Master Development Plan for the former Crows Landing Air Facility. To further the development of a Master Development Plan, the County and its consultants developed three land use concepts to reflect the stated goals:

- Protect air facility from incompatible land uses;
- Set aside land for runway expansion;
- Look toward multi-modal transportation and distribution options;
- Integrate ground distribution;
- Capitalize on proximity to Interstate 5;
- Maintain sensitivity to surrounding communities;
- Improve infrastructure and services for the community of Crows Landing; and
- Develop attractive entrance/presence that creates a positive statement for the area.

The reuse concepts were developed to provide for the re-use of the former Air Facility and the development of a County-operated general aviation (GA) airport:

- **Concept 1** focused on the existing runway configuration and would require an additional 335 acres for a full airport buildout. The concept would yield approximately 464 acres of land for business park and industrial land, including 70 acres for a rail facility.

Approval of the Draft Airport Layout Plan and Narrative Report for Consideration in the Environmental Impact Report for the Proposed West Park Development, and Referral of the Plan and Report to the County Airport Land Use Commission for its Review and Recommended Modification of the Existing Airport Land Use Compatibility Plan

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- **Concept 2** focused on the development of the North-South parallel runway; an additional 79 acres would be required for full airport build out. This concept would result in about 477 acres of business park and industrial land in larger sized and easier to develop parcels. No room would be available for any type of rail facility.
- **Concept 3** focused on the redevelopment of the East-West parallel runway. Under this scenario, an additional 452 acres would be needed for full airport build. This configuration would result in 818 acres of Business Park and industrial land in larger sized parcels and provided the best configuration to bring in a rail facility. This concept would provide for approximately 350 more acres of usable land than Concept 1 and approximately 340 more acres than Concept 2. It also requires the acquisition of additional land for the development of a dual-runway GA airport, but the trade-off of more usable and contiguous industrial land is a worthy end result. Concept 3 can accommodate the widest range of uses and it capitalizes on inter-modal transportation with the ability to accommodate for truck, rail and air transportation.

County staff and its consultants conducted a combination public meeting and open house to present the three land use concepts to the public on July 10, 2006 at Creekside Middle School in Patterson. ESA Airports prepared a report, *Crows Landing Air Facility and Industrial Business Park*, which evaluated the three proposed land use concepts for the former air facility and summarized all public comments received in July 2006.

The Board of Supervisors approved Concept 3 as the recommended concept for site re-use and development in September 2006.

The County issued an RFP to the development community in late 2006 that was based on Concept 3, which would retain the existing East-West runway. In early 2007, the Board of Supervisors entered into a one-year exclusive negotiation period with PCCP West Park (West Park) for the development of lands on and adjacent to the former Crows Landing Air Facility. In 2008, the County entered into a Memorandum of Understanding (MOU) and prepared a Draft Disposition and Development Agreement (DDA) with West Park to initiate a public/private partnership for re-use of the former Crows Landing Air Facility and adjacent lands. The area addressed by the MOU and DDA is a 4,800-acre area that encompasses the 1,528 acre former Crows Landing Air Facility. Uses associated with the 4,800-acre West Park Development include an Inland Rail Port, warehouse and distribution uses, business park uses, public facilities, and others. The proposed Inland Rail Port would re-use former north-south runway 16-34, while the immediately adjacent property would be allocated for re-use by the County as a public-use GA airport.

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Following the development of the DDA with West Park, the County re-initiated its contract with ESA Airports to provide aviation planning, including the preparation of an ALP, ALUC Plan, and environmental support for the development of the proposed Crows Landing GA Airport. The County will be responsible for the development and operation of the airport at the former Crows Landing Air Facility, and airport development will be considered as one of the components evaluated in the Environmental Impact Report (EIR) for the larger West Park development. The ESA Airports Team prepared the ALP and Narrative Report under this contract.

ALP Development Process

The Draft ALP is based on Concept 3, as approved by the Board of Supervisors in 2006. The ALP and Narrative Report reflect discussions held with the Crows Landing Ad Hoc Steering Committee, which included council members Richard Monteith and Jim DeMartini, during 2007 and 2008.

The ALP presents airport development over a 20-year planning horizon that can be summarized as follows:

- Opening Phase: 0 to 5 years
- Short-term: 6 to 10 years
- Intermediate: 11 to 20 years
- Ultimate buildout: 20+ years

The ALP focuses on the types of facilities that would be appropriate for the opening and short-term phases of the Crows Landing GA Airport, but provides a summary of the projected operations and activities that may be required throughout the 20-year planning horizon.

- Opening Phase. During the opening phase, the Airport would include the former east-west runway, which would be marked as a 5,300-foot long, 100-foot wide runway. The runway and taxiway would be available for daytime use. A portion of the former north-south runway (Runway 16-34) would be retained as an airport building area including tie-down positions, hangars, an administrative/operations office, and rest rooms. A manual gate would provide controlled access to the airport from Ike Crow Road. The airport would accommodate aircraft reference category B-II, or mostly small GA aircraft.
- Short-term Horizon. During the short-term horizon, the runway and taxiway configuration would not change, but runway lights, navigational aids, and a 3-acre helicopter takeoff/landing are anticipated. A fueling facility, wash rack, additional aircraft parking, and a Fixed Base Operator (FBO) are also anticipated. The airport would accommodate non-precision approaches.

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- Intermediate Horizon. Following 10 years of operation, Runway 11-29 could be extended to a length of 6,300 feet to accommodate Aircraft Reference Code (ARC C-II) aircraft, such as business jets. The airport would include navigational aids to accommodate precision approaches.
- Ultimate Buildout. Beyond 20 years of operation, the ALP envisions the potential use of two parallel, 6,300-foot runways and other development southwest of the runways. Up to 200,000 annual operations could be anticipated.

More detailed descriptions of anticipated forecasted operations and airport facilities are presented in Chapter 3 of the ALP Narrative Report (attached). At this juncture the Airport Layout Plan and Narrative Report are required to be subject to California Environmental Quality Act (CEQA) review. By approving the recommendations of this report, the ALP and Narrative Report will be included in the Environmental Review process.

POLICY ISSUES:

The Board should determine whether the Draft ALP and Narrative Report are consistent with assisting the development of a diversified, strong local economy through the development of a general aviation/corporate air facility at the former Crows Landing Air Facility.

STAFFING ISSUES:

The Chief Executive Office will continue to oversee ALP Development pursuant to its contract with ESA Airports with additional participation from Planning and Community Development, Redevelopment, County Counsel, Environmental Resources, and the Department of Public Works.

Attachment: Airport Layout Plan and Narrative Report

PowerPoint Presentation

Notice

Exhibits B and C

Crows Landing Air Facility - Draft Airport Layout Plan
and Narrative Report and Draft Land Use Compatibility Plan
can be found on our website:

www.stancounty.com/planning/index.shtm

*Planning Commissioners were given Exhibits B and C prior to
March 5, 2009* meeting.*

*This Item had been previously scheduled for the March 5, 2009 Airport
Land Use Commission (ALUC) Meeting which was cancelled.