TOWN COUNCIL STAFF REPORT

Subject: Airport Capital Improvement Plan FY 2019-2023

Meeting Date: December 5, 2018

Written by: Grady Dutton, Public Works Director
Brian Picken, Airport Manager

RECOMMENDATIONS:

Receive update on preparation of the Airport Capital Improvement Plan (ACIP) for Federal Fiscal Years 2019-2023 and provide direction to staff.

BACKGROUND:

Airport Capital Improvement Plan required Federal Aviation Administration submittal:

The Town is required to submit an Airport Capital Improvement Plan (ACIP) to the Federal Aviation Administration (FAA) annually. In order to be eligible for Airport Improvement Grant Funding, projects must be included in the ACIP. While the FAA is under no obligation to fund the projects listed on the ACIP it cannot fund them unless they appear on the ACIP.

On August 1, 2018, Town Council took the following action:

A. Direct staff to continue working with USFS and FAA to complete final environmental disclosure documentation and to proceed toward final design and construction of the required wildlife hazard fence.

B. Direct staff to work with FAA to obtain approval of grant modifications or a new grant as appropriate for design and construction of additional aircraft apron area to alleviate a stated concern related to separations and to provide additional parking areas for aircraft of all types and other related pavement improvements.

D. Direct staff to complete an updated assessment of facility needs based on recent overall airport facility discussions to further identify critical needs in order to update our five year Airport Capital Improvement Program (ACIP). If consultant assistance is required to implement this assessment, a proposal will be obtained and brought back to Town Council for authorization. Possible improvements should not preclude our continuing to provide a facility that will support such service should the situation change. Staff should also review possible improvements beyond five years as is required by a responsible ALP. Projects to be reviewed may include but are not limited to:

a. Possible future improvements currently shown on the ALP or the five year ACIP (some are included in the list following).
b. Pavement Maintenance Program Update.

c. ARFF Vehicle Replacement.
d. Airport Layout Plan (ALP) and Narrative Update.
e. Airside pavements and markings: Runway, Taxiway, Helipads, Aprons.
f. Airside runway extension.
g. Airside: Hangars, new, relocated or otherwise.
h. Landside: Access, improvements and land acquisition.
i. Land acquisition, LADWP.
j. Land acquisition, USFS.
k. Facilities to support firefighting helicopters, other aircraft, support equipment and staff.

E. Town Council affirms the Town supports the concept of enhanced regional air service through infrastructure improvements and initiation of commercial service at BIH, including support of actions by Inyo County to plan, design, and construct infrastructure necessary to initiate commercial air service at BIH.

F. Town Council affirms the Town supports Inyo County's efforts to acquire funds necessary to initiate commercial air service. In keeping with discussions that the key decision point for funds to support final design and construction is likely at least one year away, in approximately one year, or before if conditions merit doing so, Town staff is directed to assess progress made by Inyo and provide an updated recommendation to Town Council as appropriate.

G. Town Council affirms that no Town funds directly, or through MLT, are to be utilized for Inyo County efforts

Staff has been working with FAA staff, existing consultants and proposed consultants in keeping with the FAA ACIP requirements and Town Council direction on August 1.

ANALYSIS/DISCUSSION:

The timeline for submittal of various types of documentation to FAA is somewhat different this year due to the availability of one-time-only FAA Supplemental Funding. Since the August 1 direction from Town Council:

A. **Initial Town and FAA staff meeting:** Typically, during formulation of the annual ACIP update, Town staff meets with FAA staff from our San Francisco Airport District office to have a preliminary discussion of likely ACIP projects. This meeting occurred on September 14th. Town staff, following the direction received from Town Council, and FAA staff reviewed and came to a preliminary agreement on likely ACIP projects. Possibly funding sources were also discussed.

B. **One-time FAA Supplemental funds:** On March 23, 2018, H.R.1625 was signed. The legislation provided the FAA an additional $1 billion in discretionary funds. The Act stipulated that priority consideration be given to projects at: (a) nonprimary airports that are classified as Regional, Local, or Basic airports and not located within a Metropolitan or Micropolitan Statistical Area as defined by the Office of Management and Budget; or

(b) primary airports that are classified as Small or Nonhub airports. Mammoth Yosemite Airport (MMH) is a primary nonhub airport and is, therefore, eligible for priority consideration.

The deadline for applying for FAA supplemental funds for the next two federal fiscal years was October 31, 2018. In order to meet application requirements and with FAA staff guidance, the Town prepared appropriate Categorical Exemptions on the proposed supplemental projects listed on the ACIP for this year, at a cost of $39,345, using the airport operational budget. Funds advanced to complete the environmental documents for the supplemental grant requests will be reimbursed by the FAA, with the use of AIP Entitlement Funds and Passenger Facility Fees, if and when grants for the projects are awarded.

The FAA's published guidelines state "The FAA will consider grant applications for projects where the FAA has a high degree of confidence that the airport sponsor will be administratively prepared to accept a grant by September 1, 2020, or earlier with construction starting within 6 months thereafter or no later than March 1, 2021."

Projects listed on the ACIP, will be funded with either FAA Airport Entitlement Funds or special "one time" FAA Supplemental Funds.

The FAA is currently reviewing the Towns supplemental grant applications, which must compete with other airport projects in the region. Regardless of whether supplemental projects are funded this year, or at a future date, the FAA and Town have determined that the projects listed on the ACIP are important because they address conditions at the airport that are either non-standard, or constraining to current operations. All the projects funded with supplemental grant applications are related to improving safety at the airport.

Mammoth Yosemite Airport is classified in the National Plan of Integrated Airport Systems (NPIAS) as a Primary Non-hub Airport. Supplemental projects funded at the airport are subject to the same funding rules as normal AIP grants. AIP Entitlement Grants are funded by the FAA at 90.34% of the total project cost. The Town is responsible for paying 9.66% (local match) of the total project cost. The local match of 9.66% is eligible for reimbursement under the FAA's Passenger Facility Fee (PFC) program. Using these programs, the Town is eligible to recoup a substantial portion of its costs for the proposed AIP funded projects. The Airport currently collects about $100,000 in PFC's annually. The amount of PFC's collected is not expected change with the suspension of Alaska service and the expansion of United Airlines service.

C. **Overall ACIP Summary**: The Town of Mammoth Lakes has applied for funding to complete the following projects. These phases of these projects would be completed over the next two years using entitlement money.

   a. The relocation of the segmented circle and primary wind cone. This is a construction project scheduled for completion in the spring of 2019. This is a safety

project, which will relocate the segmented circle and primary wind cone outside of the safety area. Construction funds have previously been awarded.

b. The installation of a Wildlife Perimeter Fence at the airport. This is a construction project that is on hold due to USFS coordination issues. The Town continues to work with the USFS to resolve their concerns so the Town can complete this project. This is a safety project, which will prevent wildlife (primarily deer) from entering airport movement areas.

c. Environmental Assessment of additional aircraft apron area and possible commercial terminal building. The level of conceptual design necessary to move this forward does not include any detailed design of what might be a terminal building in the future. Rather, the analysis will focus on potential environmental impacts related to expansion of the apron area and a building of a defined capacity. As an example, should a review conclude the anlysis should be for impacts related to up to three CRJ 700s being on the ground at any one time, the peaking factors for that scenario will be analyzed. This project evaluates the impact of an expanded aircraft apron and a possible terminal building, under one environmental document, an Environmental Assessment (EA). Completion of the EA would evaluate the impact of the proposed terminal building, commercial apron, and associated infrastructure.

   Completion of the EA does not necessarily lead to the terminal or apron projects moving on to the design or construction phase. To comply with Federal and California environmental disclosure requirements it is reasonable to evaluate all portions of the projects at the same time. However, The Town has the option to complete the project in one phase or two phases with the apron being constructed first and the terminal building being designed and constructed at a future date. It should be noted, the FAA considers the airports apron constrained and they have identified several safety concerns. To eliminate these safety concerns it is prudent to move ahead with this EA so that the commercial apron can be expanded to handle its current level of service.

   This terminal/apron project was previously awarded an AIP entitlement grant for the purpose of conducting an EA for the proposed project in August of 2017. However, work was not started for a variety of reasons; including airline service changes at the airport in 2018. The FAA has indicated the original grant can be used for the EA; however, it is requiring the Town review and update its Terminal Area Development Plan (TADP), which was approved by the FAA in 2017. Specifically, the FAA is requiring the Airport to update the aviation forecast and analyze the new critical aircrafts conformance to the airports physical layout (safety areas, parking and movement areas, etc.). Non-conforming conditions will be identified and, if possible, corrected in the future.

   The updated TADP will provide the environmental consultant with current information with which to evaluate the project. An updated aviation forecast will

account for the loss of Alaska Airlines, the expanded service of United Airlines, and the impact those changes may have on terminal building and terminal apron size. It is estimated that the updated TADP and aviation forecast will cost approximately $40,000. The cost of updating the forecast will be paid for with the airports operational budget, but is eligible for reimbursement with AIP Entitlement and PFC funding if the Town proceeds with a Terminal and/or Terminal Apron Design grant.

The review of the TADP will include:

- Terminal: Review the existing conditions at the airport; the existing Terminal Area Development Plan; the Aviation Forecast; type of aircraft; number of aircraft operations; enplanement numbers; and monthly, weekly, and hourly passenger peaking. The existing documents were developed using regional aircraft with 70 and 76 seats respectively and two airlines. The airport anticipates regional aircraft with 70 seats and one airline serving existing and new aviation markets.
- Apron: Review the existing and forecast conditions. This will include evaluating the commercial apron size and layout at the airport. The FAA is concerned with the following apron conditions.
    - Aircraft parking positions on the south side of the apron do not meet FAA Advisory Circular Guidelines when aircraft with approach speeds of 121-140 knots and wingspans of 79' to 118' (C III aircraft) operate at the Airport. A new commercial apron would mitigate this safety concern.
    - Congestion of general aviation and commercial aircraft utilizing the same connector. Connector A4 connects the apron to Taxiway "A" for both commercial and general aviation aircraft. A new apron would provide a separate connector for each type of service.
    - Airport tie downs in proximity to Connector A4. Currently the airport has restrictions on when general aviation tie downs in proximity to Connector A4 can be used; two tie downs cannot be used at all. A new apron would remove those restrictions.
    - Commercial and large private aircraft parking located on the south side of the apron has restrictions regarding runway transitional surfaces and tail height. A new commercial apron would allow aircraft to comply with FAA standards.
    - General Aviation lead in lines require Intermediate Hold Positions, and connector A4 requires a Non-movement Area Boundary to provide additional safety margins when commercial aircraft exit the secure area. A new commercial apron would eliminate the need for these surface markings.
    - Connector A4 currently connects the apron directly to the runway. A new commercial ramp would construct a new connector between the apron and the taxiway and eliminate the ability of aircraft to transition directly from the apron to the runway.

For these safety reasons, the airport and FAA concur that there is a need for an additional commercial apron that would serve the existing temporary terminal as well as a possible future terminal building.

d. Update the Airport Layout Plan of the Airport. An update ALP would show future improvements at the airport, such as helipads, proposed land acquisitions, etc. Projects are not eligible for funding if they do not appear on the Airport Layout Plan.

e. Widen the Runway Shoulders to 20 feet. Widening the shoulders allows improved aircraft safety and improved snow removal operations. Snow removal vehicles can operate on pavement instead of operating on soil. This will increase the speed and efficiency of snow removal operations at the airport. Operating on pavement reduces wear and tear on snow removal equipment and increases their life span.

f. Replace the Aircraft Fire Fighting and Rescue Vehicle (ARFF). The current ARFF was acquired in 2007 and should be replaced with a new vehicle in 2022.

Projects for which the airport has applied for funding over the next two years using one -time supplemental funding are:

g. Construction of a 12 bay snow removal/ARFF maintenance facility at the airport. This facility would house the existing snow removal equipment and ARFF vehicle at the airport. Currently the airport is leasing a hangar from Hot Creek Aviation at the cost of $5,427 per month. This facility does not have the capacity to hold all of the airport's snow removal equipment and ARFF vehicle. Construction of a maintenance facility would meet the FAA's goal of housing ARFF vehicles and snow removal equipment indoors. This project will protect and maintain the airports ARFF vehicle and snow removal equipment.

h. Widen the Taxiway Shoulders to 20 feet. Widening the shoulders allows for improved aircraft safety and snow removal operations. Snow removal vehicles can operate on pavement instead of operating on soil. This will increase the speed and efficiency of snow removal operations at the airport. Operating on pavement reduces wear and tear on snow removal equipment and increases their life span.

i. Reconstruction of the Town Hangars Taxi lane. The pavement in this area is in poor shape and requires reconstruction. This project will improve aircraft safety and prolong the life of the Taxi Lane.

j. Reconstruct Taxiway "A" pavements. Taxiway "A" pavements are becoming coarse and showing wear. These pavements were last resurfaced in 2008. This project will improve aircraft safety and prolong the life of the Taxiway.

k. Grade the Runway Object Free Area (OFA) on the South side of the runway. This is an airport safety project that would bring the airports OFA on the south side of the runway into FAA compliance.

l. General Aviation Apron – North Expansion. This project enhances safety for all general aviation aircraft in the following ways.

   i. Allows all general aviation aircraft to park at least 500 feet from the runway centerline, so as to accommodate ADG C III aircraft.
   ii. Provide space to eliminate aircraft parking spots which are located in close proximity to the lead in line from the commercial apron to the runway at connector A4.
   iii. Allows for the separation of small general aviation aircraft tie downs from large general aviation aircraft parking locations.
   iv. Eliminate issues regarding the transitional surface by parking airplanes further from the runway center line.
   v. Provides additional parking and tie downs locations away from the general aviation terminal so as to accommodate aircraft, including large private jets and JetSuite's Embraer 135, which are dropping off and picking up passengers at the general aviation terminal.
   vi. Increases operational safety at the airport and brings the airport into compliance with FAA standards for current and future aircraft.

m. Reconstruct the West General Aviation Apron and a Portion of the Commercial Apron. This project seeks to maintain existing general aviation pavement in good condition and is an aircraft safety project.

n. Reconstruct the Airports Automobile Parking Lot. This lot is used by both the general aviation and commercial patrons at the airport. It is in poor condition and in need of reconstruction before it falls apart.

Attached to this report are an "ACIP Sketchmap" that shows the location of most of the projects listed and a copy of our approved ALP.

It is not anticipated that all supplemental requests will be funded. However, they will remain on the ACIP and eligible for funding until entitlement money or other funds are available to complete them.

D. **Adoption of ACIP:** Staff will incorporate any December 5 comments or direction from Town Council and make necessary edits to the proposed ACIP. It should be noted, inclusion of a project in the ACIP (and the ALP) does not required the Town to move forward on any specific project and does not guarantee funding will be available. Inclusion in the ACIP and ALP only ensures they may be eligible.

   One of the typical actions taken in advance of Town Council adoption of the ACIP is for the ACIP to be presented to the Planning and Economic Development Commission

(PEDC). On December 12, staff will ask PEDC to consider the Airport Capital Improvement Program regarding its consistency with the General Plan.

The ACIP will then be brought back to Town Council on December 19 for formal adoption.

RECOMMENDATIONS:

1. Receive the presentation and provide any comments or direction to staff.

2. Direct staff to move forward with the updated aviation forecast necessary to update the TADP as described in item C.c above at a cost of approximately $40,000.

3. Direct staff to continue working as described to maintain momentum and to be prepared to move forward should funds become available. Once the forecast and the TADP are updated, staff will obtain proposals from previously identified environmental and design consultants to prepare the EA for the apron and terminal project. Staff expects to return to Town Council for further discussion and authorizations in March 2019. As noted, this will Not include any detailed design for the possible future building.

STAFFING CONSIDERATIONS:

None at this time.

FINANCIAL CONSIDERATIONS:

The Town proposes to pay for the proposed projects with AIP entitlement money or one time FAA supplemental grant money and Passenger Facility Charges. If the Town is awarded all of its supplemental and entitlement grants in 2019, the local match would be $949,020 and $1,441,769 in 2020. Money expended by the Town as part of their local match is eligible for PFC reimbursement.

The projects listed on the ACIP can be re-prioritized to allow for changes in Town policy or financial considerations at any time. All of the projects on the ACIP improve airport safety with the exception of the commercial terminal building and apron, which along with safety improves operational capacity, and capabilities. Because these projects are related to safety, they will have to be completed at some time in the future to bring the airport into compliance with FAA standards. The ACIP provides the Town Council a clear path to evaluate and implement airport improvement projects.

ENVIRONMENTAL CONSIDERATIONS:

FAA funding of ACIP projects is conditional upon completion of CEQA & NEPA review.

LEGAL CONSIDERATIONS:

None.

Attachments:

ACIP Sketchmap
ALP