

**City of Brookings**  
**WORKSHOP Agenda**

**CITY COUNCIL**

**Monday August 20, 2012, 4:00pm**

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

**A. Call to Order**

**B. Roll Call**

**C. Topics**

1. Brookings Airport [City Manager, pg. 2]
  - a. 2012-13 Airport Budget [pg. 5]
  - b. Existing zoning [pg. 9]

**D. Council Member Requests for Workshop Topics**

**E. Adjournment**

**Immediately following the workshop**, Council will meet in **Executive Session**, in the City Manager's office, under authority of ORS 192.660 (2)(e), "to conduct deliberations with persons designated by the governing body to negotiate real property transactions."

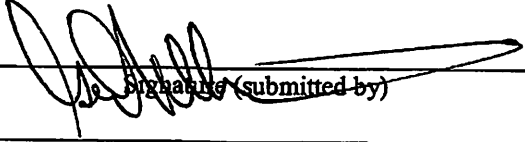
All public City meetings are held in accessible locations. Auxiliary aids will be provided upon request with advance notification. Please contact 469-1102 if you have any questions regarding this notice.

# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: August 20, 2012

Originating Dept: City Manager

  
\_\_\_\_\_  
Signature (submitted by)  
\_\_\_\_\_  
City Manager Approval

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**Subject:** Brookings Airport

**Background/Discussion:**

Curry County is the owner of the Brookings Airport. There is no airport management or maintenance staff. Administration of the airport is assigned to one of the Commissioners; currently George Rhodes. When there is a need for some maintenance activity, Commissioner Rhodes requests assistance from the County Road Department or the County Facilities Department. There are no Brookings-based resources, so County employees respond from Gold Beach.

The non-profit Brookings Flying Club serves in an advisory capacity to the County regarding airport matters.

The Brookings Airport is comprised of 90 acres at an elevation of 459 feet. It is the only general aviation airport in Curry County that is not located in a tsunami inundation zone. The Airport accommodates approximately 22,000 landings and departures annually.

The Airport is used predominantly for "general aviation" by private parties who base their privately-owned aircraft there, or who land at the airport while visiting the area. Among the 35 aircraft based at the Airport, are two larger corporate aircraft...one operated by C&K Markets and one by South Coast Lumber. Cal Ore Life Flight also uses the Brookings Airport as a base of operations and occupies a large hanger there. Commercial delivery services such as Federal Express and United Parcel Service also use the Brookings Airport to serve the greater Brookings area.

The County retains contract engineering services to assist with technical matters relating to the Airport and Airport improvements

The County contracted for the development of a Brookings Airport Master Plan in 2004. Attached is a visual depiction of that plan, which calls for construction of additional hangers, runway and navigation improvements. Some of these improvements have been funded by the Federal Aviation Administration (FAA).

The annual County operating budget for the Brookings Airport is about \$27,000, a copy of which is attached. The 2012-13 budget anticipates an operating deficit of about \$17,000. This deficit is paid from the County General Fund. There is also a 2012-13 capital projects budget totaling \$386,563, which is predominantly grant funded.

### **ADJACENT LANDS**

The County currently owns 14.3 acres immediately adjacent and to the north of the Airport. The

City currently owns 7.34 acres immediately adjacent to the south of the Airport. The County property is reasonably level and is considered to have good development potential, while the terrain of the City property is quite steep. The City property was acquired over 60 years ago and the City has a surface water right at this location for 0.53 cfs which is not considered developable.

The City had a portion of the County property appraised in December 2010 as a part of a proposal for a land exchange. An appraised value of \$58,000 was established for five of the 14.3 acres. An extrapolation of this appraisal applied to 14.3 acres would put the value of the entire parcel at about \$165,000.

## **FUTURE OF OWNERSHIP AND OPERATION**

Given the County's current fiscal crisis, Commissioner Rhodes has initiated an exploration of the future ownership and operation of the Airport. Staff has met with Commissioner Rhodes and others concerning this matter and several alternatives have been discussed including:

- Forming some type of partnership agreement between the City, the County and private parties.
- An intergovernmental agreement between the City and the County providing for joint management of the Airport.
- The County retaining ownership and contracting with the Border Coast Regional Airport Authority (BCRAA) for management of the Airport.
- Transferring ownership of the Airport and the adjoining County property to the City, with the City then contracting with BCRAA for Airport management; and with the City assuming both responsibility for any deficit and pursuing private investment in further development of the airport and adjacent lands.

## **EDA FUNDING FOR INFRASTRUCTURE IMPROVEMENTS**

The City currently provides water service to the Airport through a one-inch service connection at the end of a four-inch main. There is insufficient water pressure or flow to accommodate additional development at the Airport, and the existing service is insufficient to provide fire protection. The Airport sewer system is on-site, which is also a severe development constraint.

The City's Water Master Plan calls for the construction of a 750,000 gallon water storage reservoir in the vicinity of the Airport to improve water service to the area. A 2011 study by the City Engineer evaluated several alternatives for providing water and sewer service to the Airport and the adjoining 14.3-acre County property. The preferred alternative called for the construction of a 1.0 million gallon reservoir on South Coast Lumber Company land just north of the Airport support by a main extension, and the construction of sewer system improvements to the 14.3 acres site. The estimated cost of this project is \$2,936,850.

The City applied for grant funding through the U.S. Department of Commerce, Economic Development Administration to fund a portion of the cost of this project. EDA has reviewed the City's application and has confirmed preliminary approval for a grant award of \$1,752,110.

This is a great opportunity for the City to take advantage of low market interest rates (the City just refinanced a \$9.88 million debt at 2.5 per cent interest with a 10 year term, to provide for the match. Other funds available include \$400,000 in current loan proceeds that will not be needed for sewer plant slope stabilization if the City receives FEMA grant funding for this project (considered highly likely) and water SDC's (current fund balance \$750,000). Some other water

capital projects would need to be deferred for at least three years. The City could also use General Fund revenue to help fund the match as an economic development project. Urban Renewal funding cannot be used as the project is not in the Urban Renewal Area.

The County has no funds available to assist with this project.

### **AN ECONOMIC DEVELOPMENT STRATEGY FOR THE AIRPORT**

Staff believes that the Brookings Airport and adjacent properties are an untapped economic development resource. The availability of water and sewer to these properties greatly enhances their development potential...and their value. The 14.3-acre County-owned site could be made available for light industrial development, with convenient air shipping service next door. Additional airport-dependent uses could be developed on the Airport itself. For example, Cal Ore Life Flight is interested in developing an air ambulance training facility at the Airport that would create up to 12 jobs.

Staff has developed the following basic strategy for proceeding given the confluence of the information outlined above:

1. Proceed with plans to undertake the water and sewer infrastructure project by finalizing agreements with EDA and financing the local match through a combination of utility and General Fund revenues.
2. Simultaneously with the above, propose that the County convey ownership of the Airport and the adjoining 14.3 acres to the City. Provide that the City would pay the County the current appraised value of the 14.3 acres at such time as the City recovers the value from re-sale or lease.
3. Annex the Airport and the adjoining County and City properties into the City Limits. Apply a zoning designation of "light industrial" to the Airport and adjoining 14.3 acres.
4. Form a new Urban Renewal Area consisting of the Airport, the adjoining 14.3 acres and the City property.
5. Contract with the Border Coast Regional Airport Authority to manage the Airport.
6. Appoint an Airport Commission consisting of Airport users to advise the City Council and staff concerning airport related matters.
7. Prepare a prospectus for developing the 14.3-acres site and seek private investors/buyers. Develop incentives through the Urban Renewal Agency.
8. Repay the City for its initial investments as tax increment funding is received through the Airport.

Attachment(s):

- a. 2012-13 Airport Budget
- b. Existing zoning

# **Brookings Airport** **Fund**

The Brookings Airport Fund is administered by the County Board of Commissioners. The Commissioners oversee the management, maintenance, and operations of the Brookings Airport.

**T15 BROOKINGS AIRPORT FUND DETAILED RESOURCES/REQUIREMENTS**

L I N E #	HISTORICAL DATA			L I N E #	RESOURCE/REQUIREMENT DESCRIPTION	Number of Employees	Range	Budget for Next Year 2012-2013			L I N E #
	Actual		Adopted Budget This Year 2011-12					Proposed by Budget Officer	Approved by Budget Committee	Adopted by Governing Body	
	Second Preceeding Year 2009-10	First Preceeding Year 2010-11									
<b>Tab 15</b>			<b>Tab 15</b>		<b><i>FUND - Brookings Airport - Operations Dept.</i></b>						<b>Tab 15</b>
1	2,993	3,200	3,100	1	1.30-419.98-341.90-000-00			3,100	3,100	3,100	1
2	383	586	900	2	1.30-419.98-341.91-000-00			900	900	900	2
3	16,464	15,792	17,300	3	1.30-419.98-362.10-000-00			17,300	17,300	17,300	3
4	7,151	3,563		4	1.30-419.98-362.20-000-00						4
5			10,000	5	1.30-419.98-362.30-000-00						5
6	240	1,710	200	6	1.30-419.98-380.00-000-00			200	200	200	6
7			2,742	7	1.30-419.98-391.12-000-00			27,724	27,724	27,724	7
8	16	1		8	1.30-419.98-391.99-000-00						8
9	(9,757)	19,459	(24,181)	9	1.30-419.98-399.00-000-00						9
10				10	1.30-419.98-399.01-000-00			(24,547)	(24,547)	(24,547)	10
<b>11</b>	<b>17,489</b>	<b>44,311</b>	<b>10,061</b>	<b>11</b>	<b>TOTAL RESOURCES</b>	<b>10</b>		<b>24,677</b>	<b>24,677</b>	<b>24,677</b>	<b>11</b>
12	3,315	3,395		12	1.30-419.98-490.00-110-00						12
13	1,176	1,200		13	1.30-419.98-490.00-213-00						13
14	8	7		14	1.30-419.98-490.00-214-00						14
15	250	261		15	1.30-419.98-490.00-220-00						15
16	309	324		16	1.30-419.98-490.00-230-00						16
17	199	208		17	1.30-419.98-490.00-235-00						17
18	5	6		18	1.30-419.98-490.00-260-00						18
19	5	4		19	1.30-419.98-490.00-290-00						19
<b>20</b>	<b>5,267</b>	<b>5,405</b>	<b>-</b>	<b>20</b>	<b>TOTAL PERSONAL SERVICES</b>	<b>1</b>		<b>-</b>	<b>-</b>	<b>-</b>	<b>20</b>

**T15 BROOKINGS AIRPORT FUND DETAILED RESOURCES/REQUIREMENTS**

L I N E #	HISTORICAL DATA			L I N E #	RESOURCE/REQUIREMENT DESCRIPTION	Number of Employees	Range	1 Budget for Next Year 2012-2013			L I N E #
	Actual		Adopted Budget This Year 2011-12					Proposed by Budget Officer	Approved by Budget Committee	Adopted by Governing Body	
	Second Preceeding Year 2009-10	First Preceeding Year 2010-11									
1				1	1.30-419.98-490.00-330-00			-	-	-	1
2	1,948	1,076		2	1.30-419.98-490.00-411-00						2
3	1,011	893	1,140	3	1.30-419.98-490.00-421-00			1,140	1,140	1,140	2
4	2,092	1,812	1,000	4	1.30-419.98-490.00-431-00			1,000	1,000	1,000	3
5		2,013		5	1.30-419.98-490.00-431-10			-	-	-	4
6	2,334	72		6	1.30-419.98-490.00-431-20			-	-	-	5
7	2,750	2,337	2,571	7	1.30-419.98-490.00-521-00			2,571	2,571	2,571	6
8			468	8	1.30-419.98-490.00-524-00			-	-	-	7
9	-		100	9	1.30-419.98-490.00-542-00			-	-	-	8
10	490	408	3,561	10	1.30-419.98-490.00-615-00			100	100	100	9
11	3,493	4,381	3,567	11	1.30-419.98-490.00-622-00			500	500	500	10
12	14,117	12,991	12,407	12	<i>TOTAL MATERIALS &amp; SERVICES</i>	2		4,000	4,000	4,000	11
13				13	1.30-419.98-490.00-745-00			9,311	9,311	9,311	12
14				14	1.30-419.98-490.00-745-10			-	-	-	13
15	-	-	-	15	<i>TOTAL CAPITAL OUTLAY</i>	3		-	-	-	14
16	5,666	5,666	5,366	16	1.30-419.98-491.01-000-00			-	-	-	15
17	9,000	9,600		17	1.30-419.98-491.04-000-00		remove maint	5,366	5,366	5,366	16
18			10,000	18	1.30-419.98-491.08-000-00			-	-	-	17
19	46	46		19	1.30-419.98-491.18-000-00			10,000	10,000	10,000	18
20	2,852			20	1.30-419.98-491.25-000-00			-	-	-	19
21	17,564	15,312	15,366	21	<i>TOTAL INTER-FUND TRANSFERS</i>	5		-	-	-	20
22	36,948	33,709	27,773	22	<b>TOTAL REQUIREMENTS</b>	9		15,366	15,366	15,366	21
23	<b>(19,459)</b>	<b>10,602</b>	<b>(17,712)</b>	23	<b>CONTRIBUTION TO/(FROM) FUND</b>			24,677	24,677	24,677	22
								-	-	-	23

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**T15 BROOKINGS AIRPORT FUND DETAILED RESOURCES/REQUIREMENTS**

LINE #	HISTORICAL DATA			LINE #	RESOURCE/REQUIREMENT DESCRIPTION	Number of Employees	Range	Budget for Next Year 2012-2013			LINE #
	Actual		Adopted Budget This Year 2011-12					Proposed by Budget Officer	Approved by Budget Committee	Adopted by Governing Body	
	Second Preceding Year 2009-10	First Preceding Year 2010-11									
<b>Tab 15</b>				<b>Tab 15</b>	<b>FUND - BOK - FAA GRANTS Dept</b>						<b>Tab 15</b>
1				1	1.30-419.88-331.00-000-01						1
2				2	1.30-419.88-331.00-000-02						2
3	4479			3	1.30-419.88-331.00-000-03						3
4	48693			4	1.30-419.88-331.00-000-04						4
5	23063	267		5	1.30-419.88-331.00-000-09						5
6		226769		6	1.30-419.88-331.00-000-10						6
7			366,000	7	1.30-419.88-331.00-000-11			366,000	366,000	366,000	7
8			16,000	8	1.30-419.88-335.00-000-09						8
9			24,000	9	1.30-419.88-335.00-000-10						9
10	300			10	1.30-419.88-380.00-000-00						10
10				10	1.30-419.88-391.12-000-00			17,795	17,795	17,795	10
11	9,891	4,820	(3,025)	11	1.30-419.88-399.00-000-00						11
12				12	1.30-419.88-399.03-000-00			2,768	2,768	2,768	12
13	86,426	231,856	402,975	13	<b>TOTAL RESOURCES</b>	10		386,563	386,563	386,563	13
14				14	1.30-419.88-490.00-110-00						14
15				15	Sal - Regular						14
					<b>TOTAL PERSONAL SERVICES</b>	1					15
16		1,555		16	1.30-419.88-490.00-330-00			800	800	800	16
17	1,359			17	1.30-419.88-490.00-542-00			500	500	500	17
18				18	1.30-419.88-490.00-615-00						18
19	1,359	1,555		19	<b>TOTAL MATERIALS &amp; SERVICES</b>	2		1,300	1,300	1,300	19
20				20	1.30-419.88-490.00-725-03						20
21		250		21	1.30-419.88-490.00-725-04						21
22	4,714			22	1.30-419.88-490.00-725-05						22
23	51,256			23	1.30-419.88-490.00-725-06						23
24	24,276	281		24	1.30-419.88-490.00-725-09						24
25		245,480		25	1.30-419.88-490.00-725-10						25
26			385,263	26	1.30-419.88-490.00-725-11			385,263	385,263	385,263	26
27	80,247	246,011	385,263	27	<b>TOTAL CAPITAL OUTLAY</b>	3		385,263	385,263	385,263	27
28				28	1.30-419.88-491.01-000-00						28
29				29	Tran To- Admin Svcs						29
					<b>TOTAL INTER-FUND TRANSFERS</b>	5					29
30	81,606	247,566	385,263	30	<b>TOTAL REQUIREMENTS</b>	9		386,563	386,563	386,563	30
31	4,820	(15,710)	17,712	31	<b>CONTRIBUTION TO/(FROM) FUND</b>						31
32	(14,639)	(5,108)		32	<b>CONTRIBUTION TO/(FROM) BROOKINGS AIRPORT FUND</b>						32

**Fund Summary**

5,405	-		1. Total Personal Services.....	1	-	-	-
14,546	12,407		2. Total Materials and Services.....	2	10,611	10,611	10,611
246,011	385,263		3. Total Capital Outlay.....	3	385,263	385,263	385,263
15,312	15,366		5. Total Transfers	5	15,366	15,366	15,366
281,275	413,036		9. Total Requirements	9	411,240	411,240	411,240
276,167	413,036		10. Total Resources Except Property Tax	10	411,240	411,240	411,240
(5,108)							



## **Gary Milliman**

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**From:** Donna Colby-Hanks  
**Sent:** Thursday, August 02, 2012 4:41 PM  
**To:** Gary Milliman  
**Cc:** Loree Pryce  
**Subject:** Airport project  
**Attachments:** prelim map.pdf

Hi Gary,

Attached is a map that shows zoning of the airport and the area of Parkview that would need to be annexed. The County property is split zoned, one parcel with two zones. The area developed with the airport is Public Facilities which is comparable to the City's Public Open Space (P/OS). The rest of the County property is zoned a light commercial (C-1) along with a small parcel to the northeast which is owned by South Coast Lumber. Would they want to annex also?? There is also property to the southeast and property to the west of the airport zoned C-1. The City's residential property is identified on the map.

The City does not have a zone that allows an airport either as an outright use or a conditional use. I propose to add a use to the P/OS something like

**Existing airport facilities including expansion and accessory uses such as cafes, car rentals, or retail shops intended for the convenience of airport customers.**

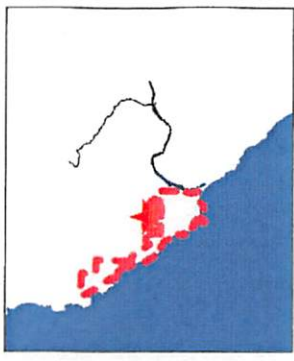
If the airport is annexed into the City with the current P/OS zoning it would be a non-conforming use and only be able to be repaired or maintained. A text change would be required to expand or improve.

For the portion of the County property zoned C-1, a change to the City's Industrial Park (I-P) would allow outright the public works building and use. It would also allow a variety of manufacturing and more intense commercial uses. If a café, coffee shop or a retail business was desired to serve the folks living or working in the area, a conditional use permit would be required. If the plan has progressed to the point where the location of these types of uses were known, this area could be zoned General Commercial (C-3) when annexed to the City.

Let me know if additional information is needed or I can assist in anyway. Thanks.

**Donna Colby-Hanks  
Planning Manager  
City of Brookings  
(541) 469-1137  
FAX (541) 469-3650**

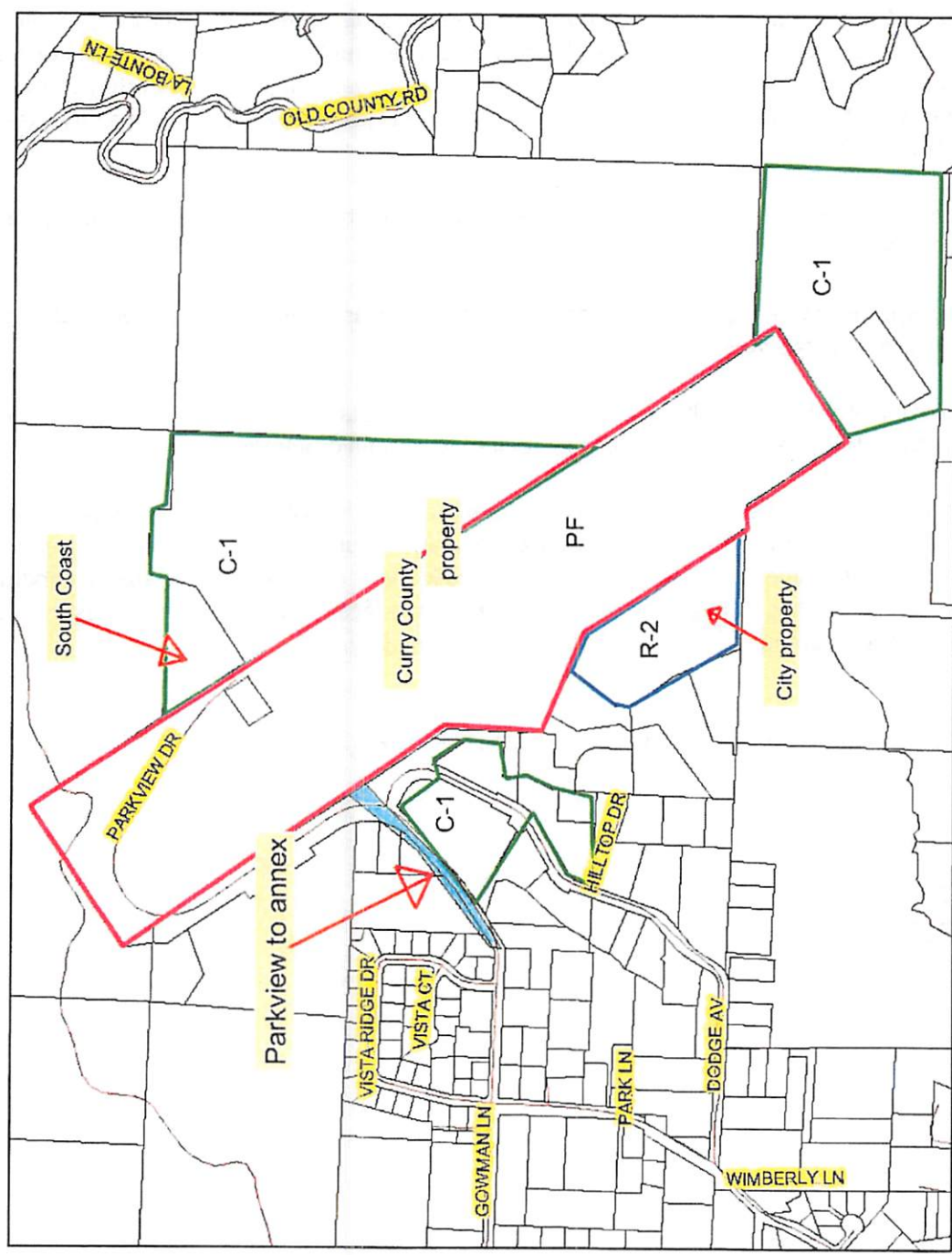
# Airport Project Existing Zoning



**Legend**

- RIVERS
- ROADS
- PARCELS
- OCEAN

Scale: 1:9,314



Map center: 42° 4' 24" N, 124° 17' 21" W



This map is a public resource of general information. Use this information at your own risk. Curry County makes no warranty of any kind, expressed or implied, including any warranty of merchantability, fitness for any particular purpose or any other matter.