

April 3, 1970

Board of Supervisors  
County of Ventura

Gentlemen:

Subject: Evaluation Report - Oxnard Air Force Base

As directed by your Board on March 3, 1970, this department has compiled the attached report for your use in evaluating Oxnard Air Force Base as a possible addition to the County airport system.

Purpose and Scope

The major purpose of this report is to answer any questions your Board may still have in regard to the acquisition of Oxnard AFB as a major County airport serving intra-state commercial airlines. An overall summary and conclusions section is provided for your convenience with substantiating material located in appropriate sections following.

The conclusions and figures contained in this report should be used with caution. Many of them are derived from Air Force usage which may or may not have validity for proposed County operations. Others are the product of professional conjecture based on proposed uses and are, therefore, only educated guesses. It is simply not possible at this stage of airport development to describe the eventual uses of the property in detail; therefore, income and expenses can only be approximated.

The assumptions on which the report is based are as follows:

- a. The entire property will be used for airport purposes. Property not needed for aircraft and flightline uses will be leased to commercial/industrial enterprises and the incomes from these leases used to help defray operating costs of the entire property.
- b. Utilities, roads and other systems will be owned and operated by the County only as necessary to provide lessee service to parcel boundaries. All development and maintenance costs within the parcels will be borne by the lessees.
- c. Every effort will be made to maximize income through bulk sales of aircraft fuel, electricity, water, sewer service, flood control benefits, etc.

The report was compiled through the joint efforts of seven County departments comprising ten task groups. Overall coordinator of the project was Mr. Richard L. Anderson of this department, ably assisted by Mr. Herb Williams and Mr. Thomas Pizzo of Public Works. Although every effort was made to insure the accuracy and validity of the facts contained in this report, this department cannot verify the information supplied in each sub-report. Any questions which may arise within your Board concerning these sub-reports should be directed to the department in which it originated.

#### SUMMARY AND CONCLUSIONS

IT IS THE THOUGHTFUL AND CONSIDERED OPINION OF THIS DEPARTMENT THAT ACQUISITION OF OXNARD AIR FORCE BASE AS A MAJOR ELEMENT IN THE COUNTY AIRPORT SYSTEM IS FEASIBLE, PRACTICAL, ECONOMICAL AND ESSENTIAL. WE FURTHER BELIEVE THAT YOUR BOARD SHOULD DIRECT THIS DEPARTMENT TO PROCEED WITH VIGOR TO COMPLY WITH GOVERNMENT PROCEDURES FOR SAID ACQUISITION AND SUBSEQUENT DEVELOPMENT OF THE AIRPORT.

The individual task group summaries and backup material form the basis for the above conclusions.

- Task Group 1. AIRPORT OPERATIONS (Submitted by Airports Division, Dept. of Airports and Harbors)
- Task Group 2. BUILDINGS AND STRUCTURES (Compiled from reports submitted by the Dept. of Building and Safety, Assessor, Maintenance and Services, and Public Works)
- Task Group 3. COUNTY USES (Submitted by County Executive)
- Task Group 4. FLOOD CONTROL (Submitted by Public Works)
- Task Group 5. LEASE PROGRAM (Compiled by Dept. of Airports and Harbors using data supplied by Assessor, Public Works and Maintenance and Services)
- Task Group 6. LEGAL CONSIDERATIONS (Compiled by Public Works and County Counsel)
- Task Group 7. MAINTENANCE & SERVICES (Compiled from data submitted by Dept. of Maintenance and Services, commercial utility companies and Public Works)
- Task Group 8. UTILITY SYSTEMS (Compiled from data submitted by Dept. of Maintenance and Services, commercial utility companies and Public Works)
- Task Group 9. VALUATION (Submitted by County Assessor and Public Works)
- Task Group 10. ZONING (Submitted by Planning Dept.)

Task Group 1. AIRPORT OPERATIONS

Airport Operations Division will be conducted as an entity separate and distinct from, although related to, the Industrial Park Division of the base. It will include the runway, taxiways, ramps, flightline, hangars, fuel storage and dispensing systems, emergency power system, aircraft crash rescue, navigational aids, airline terminal and administrative offices.

It is currently proposed by the County Executive that acquisition of a new airport will trigger separation of the Department into Airports and Harbor entities. We further propose that the new airport would become an operating division of the separated Department of Airports. A current certificate on file with the State Department of Aeronautics authorizes the Oxnard AFB site to operate as "Ventura County Airport - Camarillo) and this is the name we propose to adopt.

The total annual operational cost of the Camarillo Airport would be \$165,000. In addition, it would be necessary to invest \$160,000 in capital projects the first year. It is estimated that the annual income after the first year will be \$126,000 and \$252,000 after the fifth year.

An incremental phase-in program would be necessary for optimum use of the airport. Initial air operations could begin almost immediately under daylight Visual Flight Rules. With manning of the control tower by the FAA, day and night Instrument Flight Rules operations could commence, using the VOR navigational aid for approaches. In FY 71-72 it is proposed that a privately-financed Instrument Landing System (ILS) be installed for approaches from the West, allowing normal airline operations to begin. No runway repairs are considered essential for immediate operations; however, \$90,000 would be budgeted for this purpose within the first two years.

One of the first steps, and one which should be taken prior to any flight operations, is adoption by your Board of a comprehensive set of rules governing air operations. We will propose that these rules include specific requirements designed to eliminate or minimize adverse community reaction from noise, pollution and similar problems.

Such rules would include adoption of a displaced threshold at the eastern end of the runway approximately 3000 feet west; restriction on jet engine flights between 10 p.m. and 6 a.m. daily; angled flight paths on the eastern approach and departure routes to avoid flying directly over the City of Camarillo; maximum rate of climb and descent for all flights which would otherwise create adverse noise problems; prohibiting use by specific types of aircraft such as the Boeing 707, 720, 727 and DC-8 until the Board of Supervisors has approved such operational plans; limitations on frequency of operations per hour per day by scheduled airlines.

It would be planned that the airline operation would move from the Oxnard Airport during the fiscal year 1971-72. An excellent area for airline terminal operation is available. This would use entrance from Pleasant Valley Road through the Eubanks Street gate and proceeding due north on Eubanks for two blocks to Building 306 at the corner of Eubanks and Durley Streets. This building is the newest on the base and is of cement block construction. Modification of this building, pavement of adequate parking areas in the immediate vicinity and construction of a concrete aircraft parking ramp connecting with the present ramp east of the building is estimated to cost \$156,000. Space is also available in this building for administrative offices.

A program would begin immediately to lease hangar and ramp space to aviation or aviation-related businesses. This department has conducted preliminary discussions with a number of enterprises which wish space on the flightline, the most prominent of these being Hughes Aviation of Culver City. This company is interested in all four alert hangars, one large maintenance hangar, the missile assembly building, a warehouse and administrative office space plus other related facilities. The Culver City operation is being phased down and the company desires immediate relocation. Their operation consists primarily of aircraft systems modifications and repairs. Other businesses expressing interest include those involved in aircraft modification and repair, systems installations and manufacture of aircraft.

Income from airfield operations would come from three principal sources: leases on flightline facilities; sales of bulk fuel to aviation industries; landing, tiedown and storage fees. Additionally it is proposed that lessees share in the cost of airfield maintenance and security, refuse collection and similar services, thus helping to offset these expenses.

Because of the size and complexity of this airport it will be necessary to have a staff of 18 employees at an annual estimated cost of \$136,000. This would include establishing a security system manned by at least two men on duty around the clock, seven days a week. Under County employees this patrol would cost \$74,500; however, it may be possible to contract for this service for approximately \$55,300 plus additional benefits in terms of lowered or eliminated training and administrative costs, uniforms, etc.

#### Task Group 2. BUILDINGS & STRUCTURES

There are 96 buildings and structures of which 77 are permanent type, 17 are semi-permanent and 2 are temporary. Of the total, about 60 are considered to have some current and future value as lease income property, and it was these which were inspected most closely by the task groups and which figured in their calculations. The total original cost of the 96 buildings was \$15,785,267.07. Total square footage is 547,821.

Most of the buildings inspected are of wood frame or concrete block construction. All have been painted externally within the past two years and none needs major repairs. Compliance with the Uniform Building Code is contingent upon actual use; however, most comply for general office, commercial or routine industrial uses. Some problems could develop if buildings are allowed to remain unused for an extended period.

Specific data on each leasable building has been compiled but is not included in this report because of its size. It is available from the Department, if desired. The assessed value of 62 leasable buildings (replacement cost less depreciation) is \$6,363,740.

### Task Group 3. COUNTY USES

Through the efforts of the Office of the County Executive, each department was offered the opportunity to submit a request for space or facilities on the base to be used by that department. Responses are summarized below:

Fire Department - Would provide fire protection for airport and surrounding County area from central fire station on base. Needs fire station and one acre of land.

Civil Defense - Would like to use some of the ammunition bunkers for storage of supplies.

Maintenance & Services - Very enthusiastic about possibility of moving entire operation to base motor pool area. Could use shops, offices and grounds very effectively. (This is identified as Parcel "N" on the small map in Section 5, Industrial Park.)

Purchasing - Surplus sales and the annual vehicle auction could ideally be located on base.

Health - Needs 3000 sq. feet of space within the next two years in a central location. Oxnard AFB would do nicely.

Animal Control - Could convert base kennels to County use as Animal Control shelter and use three on-base residences for offices. Need a total of about 5 acres encompassing the residences and kennels.

In addition to these requests there may be others, principally from the Sheriff and Probation; however, no specific request has been made as of this date.

### Task Group 4. FLOOD CONTROL

A review made by Flood Control, Public Works, has determined that there are no serious problems associated with flooding on Oxnard AFB. The improved secondary drainage facilities have adequate capacity to pass approximately a 2% frequency storm with little or no damage. Infrequently, the inadequate capacity of the Pleasant Valley Road Drain accepting base runoff will cause a short term backing up of flood waters.

No improvements are recommended for the improved interior drainage system.

Annual maintenance costs of the internal flood control system should be minimal, perhaps \$2500 at most.

Normal upstream waters discharge into the base at the northeast corner and are carried parallel to the main runway in a vegetated swale which curves around the western end of the runway and empties into a large pond. When this pond is filled to capacity, the excess water flows onto adjacent private property owned by Mr. and Mrs. Hunsucker. In 1958 these property owners obtained a \$119,000 judgment against the United States for damage to crops caused by the ponding of sewage effluent on the base and by flooding. Since that time the sewage ponds have been removed. There are two other suits reportedly pending; however, their content and disposition have not yet been determined.

It is the opinion of County Counsel that if "reasonable care" is exercised in the development of a property, then damage caused by runoff is not necessarily a proper basis for suit by downstream property owners. The exact opinion would, of course, depend on the specific facts of each case.

#### Task Group 5. INDUSTRIAL PARK

It is anticipated that a condition of title transfer from the United States to the County will be that all incomes derived from the property must be used for aviation purposes. To this end, we propose a lease program which will develop in two separate but related areas. The first would be the airfield proper, or all property north of Durley Avenue, as indicated in Section 1. All property south of this street would then become an Industrial Park. Although both activities would be under the operational control of the Department, each would function essentially as a separate entity with separate budgets, staffs, etc. Incomes derived from both would be placed into an Airport Enterprise Fund for disbursement to all elements of the County airport system on a priority basis.

A phased developmental program would be used, with the first five years constituting Phase I. During this phase a professional

property manager and secretary would be hired and an energetic program of leasing begun. It is anticipated that elements of County Government desiring space or facilities in the Park would be offered a priority opportunity to bid on available space or facilities. It is hoped that up to 50% of the total available leases could be completed within the first year and a half and approximately 85% by the end of the fifth year. Annual operating costs for staff and services are estimated at approximately \$85,000. Another \$10,000 would be required each year for capital improvements. These expenses would be offset by estimated incomes of \$65,000 the first year, rising to about \$250,000 by the end of the Phase. The breakeven point should come during the second full year of operation (fiscal year 1971-72). The airfield, on the other hand, is not expected to become self-sustaining until the end of the fifth year. After that it may be expected to produce a return of approximately 10% per year.

As a general philosophy of lease operation we would negotiate all leases so as to provide the County with a maximum income consistent with lessee's margin of profit. We would, for example, require that lessees provide their own utilities beyond a County-installed metering point, that all maintenance of buildings and grounds within the lease parcel be the responsibility of the lessee, and that all improvements be at lessee's expense.

#### Task Group 6. LEGAL CONSIDERATIONS

A review of land titles by the Property Division, Public Works, reveals that all current titles held by the United States on Oxnard AFB are valid and transferable and that all property rights can be conveyed without reversion.

Review of past litigation involving crop damage on the farm of Mr. and Mrs. Hunsucker adjacent to the southwest portion of the base is continuing but is incomplete at this time. A judgment was awarded to the Hunsuckers in 1958 in the amount of \$119,000 for crop damage resulting from oversalinization of soil caused by two sewage settling ponds installed by the Air Force on the base. These ponds have since

been removed and sewage is now processed by the Camarillo Sanitary District. Unless further evidence to the contrary appears, this would tend to reduce the possibility that future lawsuits may accrue from this cause.

#### Task Group 7. MAINTENANCE & SERVICES

An inspection of the base by the Dept. of Maintenance & Services revealed that there are no major problems in building condition and repair, electrical distribution or roads. The grounds were found to be in generally poor condition due to the cessation of Air Force maintenance as of December 31, 1969. A short term heavy effort will be required to police them back to acceptable standards, after which a routine maintenance program will suffice.

The figures noted in the attached report submitted by the Dept. of Maintenance & Services (Section 7) are based on Air Force use during the last six months of operation and, therefore, do not apply exactly to proposed County operations. More realistic figures may be found in the Airport Operations - Section 1, Buildings & Structures - Section 2, and Utility Systems - Section 8.

This department concurs with the proposal of the Dept. of Maintenance & Services for space at the base with the stipulation that a fair rent be established consistent with current commercial rates.

#### Task Group 8. UTILITY SYSTEMS

Representatives of local utility companies were contacted and asked if they could foresee any problems in establishing or continuing service to the base and whether or not they would consider buying the appropriate base system. In each case, no major problems were foreseen.

##### a. Water System

The base has an entirely self-contained system drawing water from two deep wells into elevated and ground storage tanks. Capacity of this system was approximately 432,000 gallons daily which is

considered more than adequate for proposed County uses. Additional water is available from the United Water Conservation District, if necessary, or at increased cost from the City of Camarillo, provided certain criteria are met.

The primary and secondary water sources and associated equipment are in very good condition. Operation and maintenance of this system should cost approximately \$12,100 per year with all costs recovered from lease income.

An independent deluge fire protection system is provided for three hangars and one warehouse. This system could supply 6000 GPM from a 265,000 gallon storage tank for approximately 44 minutes.

Quality of the potable water is good with a total dissolved solids of about 665 ppm.

It is proposed that the County would continue to own and maintain the water system and sell water to lessees to defray operating, depreciation and other costs.

#### b. Sewer System

The sewer system consists basically of 8-inch mains from the eastern to the western edge of the property where it enters a pumping station and is sent through 6-inch pipe into the Camarillo Sanitary District lines for processing and disposal. The limiting capacity of the main system is 350,000 gallons per day which is more than adequate for proposed County uses. Total annual costs of this system have been \$10,800, of which \$6,000 was spent on operation and maintenance and \$4800 for the Camarillo Sanitary District.

#### c. Electrical System

Current service is provided by the Southern California Edison Company with 2400/4160 WYE volts delivered at a single sub-station near the main gate. Service is then split into 4 primary feeder lines using 39,185 pole feet of overhead lines and 18,045 pole feet of underground lines. One 1500 KVA transformer is installed. The entire system has been well maintained and is in very good condition. The Edison Company is amenable to any reasonable plan of operation; however, it would appear that County ownership and

maintenance of the system is the most promising course of action. This would allow us to sell electrical service to lessees. It is anticipated that maintenance of the system would be through commercial contract.

#### d. Heating System

All heat is supplied either from a central heating plant or from individual heaters within buildings. All use oil rather than natural gas, which is not available on the base. The central plant supplies heat to six dormitories (barracks), the hospital and the mess hall. Two oil-fired steam boilers produce 7,697,000 BTU and two hot water boilers produce 4,800,000 BTU. Number 2 fuel oil is stored in a 12,500 gallon tank.

Conversion to natural gas is possible and practical, but will require replacement of all oil-transfer piping as well as conversion of the heating units themselves. Total cost of this conversion is not available at this time; however, this cost could be recovered through user charges.

#### Task Group 9. VALUATION

A report from the County Assessor is attached which indicates that the replacement cost, less depreciation, of the 65 buildings selected for possible leasing is six million, three hundred and sixty-three thousand, seven hundred and forty dollars (\$6,363,740.00)

A majority of the buildings were deemed to be in very good condition, having depreciated less than 20%. The total square footage of the assessed buildings and structures is 531,054.

A report from Property Division, Public Works, is attached which indicates a total land value of six million, seven hundred and forty thousand dollars (\$6,740,000.00). This figure represents an average value per acre of \$8,800 which is considered to be somewhat conservative.

Value of perpetual air navigational easements on surrounding property was placed by the Property Division at two million, seven hundred and seventy thousand dollars (\$2,770,000.00). In addition,

there is a temporary easement which extends the perpetual easement at the western approach area by some ten feet which expires in 1973. If extended, this easement would cost approximately \$50,000; however, it is not necessary to meet FAA criteria and this department does not at this time contemplate renegotiation of this lease.

In summary, the current value of the Oxnard AFB land, improvements and easements applicable to proposed County Airport purposes totals \$15,873,740.

Task Group 10. ZONING

Inasmuch as the Oxnard AFB site has been used as an airport continuously since 1942 both the City of Camarillo and City of Oxnard General Plans, as well as the County General Plan, include compatible land use around the property. Both agricultural and industrial zoning currently exists on surrounding properties. (See Section 10 for descriptive maps).

The City of Camarillo envisions no changes in the surrounding zoning until at least 1980, while the City of Oxnard sees none until the year 2000.

Currently the base is zoned "S" for study by the City of Camarillo, within whose city limits the entire property lies.

Section 35010 of the California Public Utilities Code relating to Aeronautics states: "Any territory which is zoned and restricted for airport purposes exclusively pursuant to a master plan for land use in any County which is subsequently annexed to a City pursuant to Article 2 or 5 of this chapter shall continue to be subject to such use restriction, notwithstanding any city zoning ordinances, unless consent to a change in use is granted by the landowner of the territory."

Respectfully submitted,



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Dept. of Airports & Harbors

TMV/RLA/le