

## **APPENDIX M**

### **Memorandum to City Administration and Council**



## MEMORANDUM

TO: Renton Airport Advisory Committee and the City Council

CC: Mayor Jesse Tanner, Jay Covington, Gregg Zimmerman, and Sandra Meyer

FROM: Julie Rodwell and Christine Wolf

DATE: November 16, 2001

SUBJECT: Additional issues identified during the development of the Renton Airport Business Plan

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### 1. Introduction

As you are aware, during our work in developing the Renton Airport Business Plan, we identified a number of issues that were raised as part of the Airport Advisory Committee process. Three different types of issues arose during the project:

- Issues directly relevant to the Business Plan;
- Noise issues; and
- Other issues.

The Renton Airport Advisory Committee (RAAC) raised many of these issues during the process of reviewing the 50% draft of the business plan. Others were raised by airport tenants during the tenant interviews that were part of the work scope, and in the all-tenant meeting that initiated the study. RAAC members and tenants felt that the City should address these issues and suggested/requested recommendations that would help resolve them. We confirmed that these concerns and issues are valid during the course of this project through independent assessments; this summary reflects the priority issues. We concur with the Committee that these issues should be addressed.

In turn, RAAC reviewed and adopted recommendations on many of these issues. It is important that all recommendations (which were transmitted to the Council Transportation and Aviation Committee on October 16, 2001) be retained intact for Council and Administration consideration. To ensure that all issues identified by the Committee and airport tenants are considered by Council, while at the same time maintaining the integrity of the various work products with which we were charged, we are recommending a three-part approach to the organization of these issues and recommendations:

- 1) The Business Plan should contain only those issues and recommendations that are specifically within its scope; [summary attached]
- 2) The noise-related issues and recommendations that have arisen should be folded into the Noise White Paper; and
- 3) The remaining issues and recommendations should be reported to you in this memo.

A summary of the third set of issues is in Figure 1 below in chart form, followed by a narrative discussion. The next section then addresses recommendations.

## **2. Issue Detail**

### **2.1 Airport Management Policies and Philosophy**

Throughout our work with tenants, city staff and residents concerned with issues related to the policies and overall philosophical approach to running the airport, the following issues were identified:

#### **2.1.1 Validity of the 1997 Airport Master Plan**

The 1997 Airport Master Plan provides a limited vision for the future of the airport, focusing on the layout and physical infrastructure of the airport. The Master Plan projects a future in which Boeing moves all activities currently conducted on the west side of the airport to its east side, and takes over its southeast corner. Under this scenario, the entire west side of the airport is reserved for activities supporting general aviation, while Boeing would consolidate its operations on the east side of the airport, including the southwest corner now occupied by a number of aviation-related smaller businesses.

When Boeing clarifies its desire whether or not to continue at the airport past its current lease ending in 2010, and indicates what scope its operation will have, it will be valuable to revisit the future layout of the airport. While the loss of Boeing would create many issues for the City and the airport, such a change could create an opportunity to improve the airport layout. Most of the existing leases (including options) for parcels in the southeast corner do not expire until 2016, yet this time frame is too short to allow major improvements or new construction to amortize. There are tenants in the southeast corner of the airport who have expressed interest in improving existing facilities and building new hangar space. The southeast corner of the airport is served by City utilities, while much of the west side is currently using Boeing utilities and therefore more difficult to further develop.

#### **2.1.2 Airport Manager Requirements**

Airport tenants provided us with a detailed analysis of the skills and expertise any new airport manager, in their opinion, must have. Based on tenant comments, the new manager must be proficient in running an airport, yet at the same time be politically savvy and sensitive to aviation and community issues. It was indicated that he or she must also be able to clearly relate options and responsibilities with regard to the operation

and management of the airport to the City Council and Mayor. It will be important to develop a written job description that clearly outlines the responsibilities of the new airport manager.

While events have overtaken the above comments and it sounds like an excellent choice has been made in selecting Keith Freitas, we wanted to emphasize how strongly both tenants and residents feel about their need for a strong rapport and dialog with the new manager.

**Figure 1: Renton Airport Concerns and Issues**

Issue Area	Concerns
Airport management policies and philosophy	<ul style="list-style-type: none"> <li>• Validity of the 1997 Airport Master Plan.</li> <li>• Airport manager requirements.</li> <li>• Airport staffing levels required for safe and efficient operation of the airport.</li> <li>• Land use and zoning in areas surrounding the airport.</li> <li>• Hazard to/from boaters at the north end of the runway.</li> </ul>
Airport operations	<ul style="list-style-type: none"> <li>• Continued high attention to keeping runway free of foreign object debris (FOD).</li> <li>• Bird control.</li> <li>• Security on the airport.</li> </ul>
Airport infrastructure	<ul style="list-style-type: none"> <li>• Amenities for transient aircraft/pilots.</li> <li>• Customs facility in good location.</li> <li>• Aircraft washing facility.</li> <li>• Compass rose.</li> </ul>
Airport services	<ul style="list-style-type: none"> <li>• Jet fuel availability.</li> <li>• Car rental facilities and/or courtesy car for transient pilots on airport.</li> <li>• Continued availability of maintenance services, including avionics.</li> </ul>
Longer-term issues	<ul style="list-style-type: none"> <li>• Comprehensive strategy for operation of the airport.</li> <li>• Additional maintenance staff.</li> <li>• Detailed infrastructure study.</li> <li>• Comprehensive, long-range security study for the airport.</li> <li>• Dominance by one large tenant.</li> <li>• Training on airport management and policies for City staff and City Council members.</li> </ul>

Source: Tenant Interviews/Tenant Meeting.

Tenants expressed a strong desire to have regular quarterly or semi-annual meetings between the airport manager and all tenants, and to have a collective role in his or her performance evaluation. A related desire is for a periodic formal or informal management audit process at the airport that would involve the tenants.

### **2.1.3 City Personnel Requirements at the Airport**

In recent years, the airport has functioned with a small permanent staff and significant temporary help. Tenants indicate that this has made it difficult to appropriately maintain the public areas and City-owned facilities on the airport. The airport needs staffing levels and continued on-site expertise that are sufficient to operate the airport safely and efficiently. This is particularly important if the City should decide to take a more direct role in managing hangars and other facilities on the airport. The community has also expressed strong interest in having more resources applied to maintenance at the airport to improve its appearance. The fact that the RAAC did not, in the end, make a recommendation on this topic was out of a concern that they should not be seeking to direct City budget decisions.

### **2.1.4 Protecting the Airport From Incompatible Land Uses**

The City Administration indicated that this topic is not a part of the Business Plan and that other City work efforts—as part of the comprehensive plan update—will evaluate off land airport and use requirements.

“..... the recommendation is made to undertake more proactive land use controls and zoning around the airport including adoption of WSDOT Aviation guidelines in order to protect the airport’s chosen future. The Administration opposes this recommendation because it would appear to make other land use considerations subordinate to airport uses. This recommendation also appears to exceed the charter of the RAAC in that it deals with land uses outside of the airport.”

Based on our analysis and input from tenants we have, however, determined that this issue deserves attention; consequently it is addressed here instead. This is in part because it is one of three options for achieving RAAC’s mission to consider and address airport noise.

Increasing conflicts between the need to protect the viability and safe operation of an airport and the need for new housing and other noise-sensitive development near airports are a common problem. Under the State Growth Management Act, Renton is called upon to accommodate a greater population and higher densities. The City is pursuing this goal partly through new housing downtown and in other areas affected by the operation of the airport. This means, however, that some new residents will be at risk for noise exposure as new housing is built around the airport. The neighborhood representatives on the RAAC have made it very clear that noise is an issue although the noise levels attributable to the airport do not warrant land use adjustments if strictly based

on FAA thresholds. However, the pressure for appropriate off-airport-zoning came primarily from the tenant members of the RAAC, not the residents.

In addition to noise, the safety of both airport neighbors on the ground and pilots taking off or landing at the airport is also an important issue. It needs to be addressed to ensure that the airport area is kept safe as well as to minimize the City's liability if an aircraft accident occurred in the approach zones. Thus City trade-off strategies need to be developed to accommodate conflicting City goals.

Airport noise studies focus on three areas where noise can be more effectively controlled:

- *Quieter aircraft* – the noisiest, older large “Stage 1” and “Stage 2” jets have been banned in domestic service at this point; Stage 3 and hush-kitted aircraft remain in operation and the industry is exploring the possibilities of “Stage 4” aircraft design;
- *Operational procedures* – Renton is moving ahead with voluntary noise abatement procedures that are a first step in utilizing operational strategies; and
- *Land use techniques* – steps to minimize noise sensitive land use, that is people living in areas impacted by airport noise. Land use control and zoning techniques, especially as they relate to the runway approach zones, are also an important aviation safety factor.

FAA indicates that one of the responsibilities of an airport sponsor is to protect it from incompatible land uses. Tenants have expressed concerns that the City may not be taking adequate steps to protect the airport from land uses that are not compatible with the operation of the airport. One development mentioned in particular is currently occurring at the Shuffleton Steam Plant that was demolished in late September 2001. The project calls for the development of about 400 apartments, a hotel and three office towers. The development is located in the approach to the airport and will receive significant noise impact and almost certainly further exacerbate existing noise issues. Pilots have also expressed concerns about the safety of a large residential and office development in that location.

In Washington, general aviation airports are an Essential Public Facility (EPF) under the Growth Management Act and must be protected. The Aviation Division of the Washington State Department of Transportation provides guidelines to help protect airports from encroachment by housing and other unsuitable developments such as nursing homes, daycare facilities and other sensitive land uses; and to ensure both the safety of residents and pilots and continued existence of the airport. The bill establishing this process was passed in the 1990s<sup>1</sup>. In 2002, communities are required to update their Comprehensive Plans to address all legislation that has been passed post-GMA, including

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<sup>1</sup> RCW 36.70.547.

the airport protection legislation<sup>2</sup>. Both the Aviation Division of the Washington State Department of Transportation and the Office of Community Development provide support to local jurisdictions attempting to address this issue.

There has been extensive RAAC email on this topic, recapped here and shown in full in Appendix A by permission of the authors.

### **2.1.4 Consideration of Airport Needs in Relation to Other City Activities**

In September of 2000, the City gave a lease for the boathouse on the Cedar River to a canoe/kayaking school but unfortunately did not include any restrictions with regard to a safety area at the north end of the runway. Boaters are getting too close and in danger of getting caught in jet blast. This example indicates that there is a need for the City to consider airport issues as it does business in surrounding areas.

## **2.2 Airport Operations**

Tenant interviews also revealed several issues related to the operation of the airport:

### **2.2.1 Foreign Object Debris on the Runway**

Some tenants, and in particular Boeing, expressed gratitude over the fact that the previous airport manager clearly understood the potential risks from Foreign Object Debris (FOD) on the runway and worked with Boeing to ensure that the runway is clear each day. Boeing uses its sweeper equipment to clean the whole airfield. This is critical to prevent damage to aircraft engines and other aircraft components; a new Boeing engine costs \$2.5 million. Future airport operations should continue this practice, beneficial to all airport users. On September 11, when the runway was closed, a more extensive FOD detail was possible that yielded a number of objects that could, if ingested, cause aircraft damage.

### **2.2.2 Bird Hazard**

Many airport tenants expressed concern over the number of birds both on the runway and at the mouth of the Cedar River at the northern end of the runway. There have already been several incidents with aircraft-bird collisions, one of which resulted in over \$1 million in damage to the aircraft. Tenants departing at dawn reported that they must back-taxi the runway to remove geese before they can take off. Replacement of some grass on the airport with grass unattractive to geese only remedied the problem to some extent. The Renton Airport Advisory Committee has discussed the possibility of replacing all the grass with another surface. Also useful is the bird harassment program implemented by the City, although there appears to be a coordination problem: At times the birds are chased out of the City's Coulon Park and move to the airport, or vice versa.

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<sup>2</sup> RCW 36.70A.130 (1).

According to one tenant, gulls are also increasingly becoming a problem at the north end of the runway since the City stopped dredging the mouth of the Cedar River for the benefit of salmon.

One tenant worried that the bird hazard is “a major accident or fatality waiting to happen.” The City should take coordinated steps to minimize this hazard and the risk of potential future litigation. Pilots also need to be educated on safe flying in bird areas and FAA needs to be aware of the problem.

### **2.2.3 Security on the Airport**

Prior to 9/11/01, several tenants had expressed concern about a perceived lack of security on the airport. City Police apparently had not been patrolling the airport regularly. Over the last few years, at least two vehicles and the instrument board of an aircraft were stolen from the airport. In one instance of vandalism, unknown perpetrators opened a valve on a parked fuel truck, causing over \$20,000 in environmental clean-up costs alone. The security gate at the south end of the field, i.e. the main entrance, had been broken for some time and was left open.

Community members also have concerns about safety in the sense that an unauthorized person could access a parked plane and fly it without training. This would present a hazard to surrounding homes.

Since 9/11/01, the City has undertaken an extensive security review of the field and is developing some immediate action and funding strategies to address some of the major problems. Boeing has aggressively increased security in all its production areas.

For the longer-term, a concern is that some tenant buildings lie entirely within the perimeter fence without direct access from the perimeter road, so that better security means customers arriving by car may have difficulty getting in. Some of these businesses are adjacent to one of the airport’s taxiways on the airside of the airport. The 1997 Master Plan attempted to solve this problem by moving the existing tenants from this part of the airport to the west side and consolidating Boeing operations on the east side of the airport. While there may be interim solutions to this problem providing for better communication between customers at the gate and tenants inside the perimeter fence, the next airport Master Plan update should explore further options for improving the layout of the affected part of the airport.

## **2.3 Airport Infrastructure**

There are also a number of issues related to the physical infrastructure of the airport:

### **2.3.1 Facilities for Transient Aircraft and Pilots**

Almost all tenants on the airport pointed to a lack of facilities for transient aircraft and pilots on the airport. One tenant called Renton the “airport with the least services

along the entire West Coast.” Tenants and transient pilots using the airport indicate a need for a proper passenger terminal building with a customs facility, public restrooms and phones, as well as a pilots’ lounge and additional parking for both transient aircraft and cars. Some of these services could be provided by FBOs/tenants as part of their airport services.

### **2.3.2 Customs Facility**

Recent efforts by City staff have helped identify a temporary Customs facility. However, a permanent, tailored Customs facility on the airport remains an issue. Both the 1997 Master Plan and tenant interviews indicate that the restaurant parcel is the best location since most airport visitors arrive at the airport via seaplane. However, there are currently no plans to locate the facility at that parcel although it is required to be used for aeronautical purposes.

### **2.3.3 Aircraft Washing Facility**

The 1997 Master Plan indicated a lack of a washing facility for aircraft on the airport. Tenant interviews indicate that this is still a problem, possibly causing environmental violations as tenants make do without such a facility, or fly to other fields, creating an avoidable noise event. This service could be provided by FBOs/tenants.

### **2.3.4 Compass Rose**

Due to the flood control measures taken in recent years, the existing compass rose on the airport is no longer usable. Tenants indicate that this is a problem, in particular for seaplanes whose owners cannot use another airport to calibrate their compasses. Other tenants are forced to make (additional) trips to other airports for compass calibration.

## **2.4 Airport Services**

A fourth area of concern is a perceived need for additional services on the airport:

### **2.4.1 Fueling Services**

All tenants on the airport with based turbine aircraft have expressed concerns about the lack of reliable, timely jet fuel service on the airport. Only one of the two Fixed Base Operators (FBO) on site sells jet fuel needed by several operators including rotorcraft, and only during its business hours. One result is that aircraft fly to Boeing Field for fuel, again creating noise problems because the proximity of the two airports means this is a low-level flight.

Our review of existing Minimum Standards indicates that FBOs selling fuel are responsible for providing for reasonable access to fuel outside of regular business hours. The fact that other tenants perceive a need for additional service indicates that it might be useful to:

- Review this provision in the Minimum Standards to determine whether this is a realistic expectation given the level of demand that exists; and
- Explore other options for providing jet fuel during off-hours.

#### **2.4.2 Services for Transient Aircraft and Pilots**

While both major Fixed Base Operator (FBO)s provide some services for transient pilots, tenants perceive a lack of service beyond fueling. For example, there is no courtesy car on the airport, a common feature on many GA airports of Renton's class. Rental cars are also not available directly on the airport. Expanded services could be provided by the FBOs/tenants.

#### **2.4.3 Continued Availability of Aircraft Maintenance and Avionics Services On-site**

Ace Aviation and Pro-Flight are currently the only maintenance shops providing services to both tenants and transient aircraft. Tenants expressed a need for the continued presence of a certified maintenance facility on-site. There is currently no avionics maintenance on-site.

### **2.5 Longer-term Issues**

#### **2.5.1 Comprehensive Strategy for Airport Operations**

The Business Plan examined airport governance and management options and in discussion with the Renton Airport Advisory Committee, it was unanimously felt that the airport should continue to be City-owned and managed. At the present time and for the next fewer years, considerable effort is needed to refine and adopt the Leasing Policy Ordinance, to revise the Airport Rules and Regulations and Minimum Standards, and in various other ways establish the guiding principles and ground rules under which the airport is to operate. However, once those are in place, it may be advantageous for the City to consider the question of whether the airport should remain in its current department, be part of another City department, or become a new separate City department in its own right, as many other airports are.

#### **2.5.2 Additional Maintenance Staff**

This issue ties closely to section 2.1.3 above. If the airport is to be managed as an asset to the City and an attractive gateway to visitors from far and wide, then more staff time may be needed for routine maintenance. The airport supervisor or manager should not, for example, be performing functions such as snow plowing but should be reserving his time for supervising others, for policy matters and administration. This issue is likely to require revisiting.

### **2.5.3 Detailed Infrastructure Study**

The Business Plan has discussed in some depth the following facts:

- The existing mapping of utilities and other infrastructure at the airport is lacking in accuracy;
- It is known that specific sites rely on Boeing for utilities and if no longer part of the Boeing leasehold have development limits because Boeing utilities cannot readily be taken over by other organizations;
- The cost is very high of providing new utilities to just two parcels that Boeing would currently like to release from its leasehold.

Therefore, it behooves the City somewhat soon to undertake a comprehensive utility mapping and needs analysis that would perform field studies to identify accurately what exists and where, map this and analyze the future needs and their costs. This could be a priority action on the next Airport Master Plan update.

### **2.5.4 Comprehensive Long-range Security Study**

Much discussion has gone on in recent weeks about the need for better security at the airport, and many initial solutions begun. Longer-term security issues relate to the need to improve the airport layout for several leaseholds, to ensure that the perimeter fence is sites in a way that the airside is secure and the landside can be accessed by customers. Again, this could be a priority action on the next Airport Master Plan update.

### **2.5.5 Dominance by One Large Tenant**

The Airport Business Plan study was not scoped to examine a change in the status of Boeing as the primary leaseholder. However, shortly after the study began, Boeing announced its plan to move company headquarters to another city and by late summer had completed the move to Chicago. Following in the wake of the terrorism of 9/11/01, Boeing announced major job cuts and began discussing again the question of consolidating its Renton and Everett plants.

The Administration provided feedback on the fact that this issue was discussed during review of the 50% Business Plan:

“...the RAAC did not feel that a comprehensive analysis of the removal of Boeing as a tenant was warranted as part of the current Business Plan. This item should be dropped from the recommendations.”

The Business Plan did not attempt to undertake a comprehensive analysis. However, given the above-mentioned external factors, and since Boeing’s leaseholds expire in 2010, it is difficult to conduct a 20-year study of the airport’s future without the issue of Boeing’s plans being raised.

The Business Plan study also surfaced the following concerns:

- Boeing, utilizing 51.2% of the airport's leasable area, is the largest source of income to the airport fund and enables the airport to operate without City general fund subsidy. If Boeing were to depart, the City would face a significant revenue replacement issue;
- Since Boeing provides its own water, sewer and electrical services, and its current lease expires in 2010, this affects future utility provision and future viability of many airport sites as well as reuse of sites Boeing may wish to surplus prior to 2010 (this is addressed in some detail in the Business Plan);
- Boeing's utilitarian building style is felt by some tenants to dominate and affect aesthetics airport-wide; and
- The use of the majority of available leasehold space by one user limits expansion possibilities for other operators.

Other issues to be considered if Boeing were to leave (not addressed in the Business Plan) include:

- Loss of a major portion of airport revenue – about 50% of operating revenues, and the need to replace it either with General Fund revenues or new tenant income since lease rates for the remaining tenants are already at market levels and could not realistically be raised to cover the shortfall;
- Need to replace the mandatory Crash, Fire and Rescue (CFR) function at the airport, which is currently provided by Boeing;
- Difficulty in replacing lost revenue in a manner that does not generate more aviation noise, since for its size of leasehold, Boeing performs very few flights per year;
- Questions around long-term “through-the-fence” rights of aircraft access via the Boeing site City-owned taxiway bridges, and related issues of aviation activity levels, access fees and possible *de facto* expansion of the airfield; and
- Issues of lease renegotiation, lease payments and subleasing of Boeing surplus aviation parcels in the period prior to complete departure of the company.

The consultant recommendation on this topic has been removed from the Business Plan and is instead provided here.

## **2.5.6 Training for City Staff and City Council Members**

Aviation is a complex subject with a great deal of its own acronyms and jargon. It is heavily regulated from the safety and noise standpoints at the federal level, and all public use airports in the US are operated in a partnership involving federal and local government as well as the private sector. FAA is guided by the Code of Federal Air

Regulations or FARs and also issues numerous Advisory Circulars about airspace use and airport design and management that must be complied with.

This small element of the total city thus requires special knowledge and attention in order to be effectively managed. The professional association for airport managers, the American Association of Airport Executives (AAAE) runs a workshop program in August or September each year in various locations for new airport board members and commissioners, and it could be valuable for the City to consider sending both Council members and senior staff on a periodic basis.

When this issue was discussed with the RAAC, community members also felt it would be desirable to be able to have one or more of them attend. Councilmember Don Persson suggested that Renton could host such a workshop and invite other airports in the region to send people and share in the cost. Such training, to be most effective, is not a one-time event but needs to be periodically repeated as new actors join the scene, thus it is a budgetary consideration. Having it provided in Renton through a AAAE trainer could be the most efficient way of proceeding<sup>3</sup>.

### **3. Recommendations**

These follow in chart form indicating the position of the consultant, the Renton Airport Advisory Committee, and the City Administration. Where the RAAC or Administration “position” column is blank, it means that the topic has not yet been considered.

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<sup>3</sup> AAAE has been approached about this. The contact is Jackie Sher, Director of Meetings at 703-824-0500 x 150.

**Figure 2: Recommendations**

SUBJECT AREA	RECOMMENDATIONS	SUGGESTED IMPLEMENTATION TOOL	RAAC POSITION	ADMINISTRATION POSITION
<b>Security and Safety</b>	<ul style="list-style-type: none"> <li>Continue the current high level Foreign Object Debris (FOD) patrol.</li> </ul>	Council budget action (ordinance)	Concur 10/8	Support
	<ul style="list-style-type: none"> <li>Continue bird control through a variety of approaches.</li> </ul>	Council budget action (ordinance)	Concur as edited 10/8	Support
	<ul style="list-style-type: none"> <li>Empower the Renton Airport Advisory Committee to specifically address aircraft safety over the neighborhoods.</li> </ul>	Direction from Council Transportation Committee	New Oct. 15, 2001	Oppose, not feasible, FAA issue.
	<ul style="list-style-type: none"> <li>Improve airport security throughout the field, balancing the accelerated need for more protection against the need for continued access for customers and non-Boeing tenants.</li> </ul>	Council budget action (ordinance)	Concur as edited 10/8	City is taking aggressive actions in this area. Tenants must also participate. Investigate Homeland Security funding for security improvements.
	<ul style="list-style-type: none"> <li>Undertake more proactive land use controls and zoning around airport including adoption of WSDOT Aviation guidelines in order to protect the airport's chosen future.</li> </ul>	Council action through 2002 update of Comprehensive Plan	Concur 10/15	Strongly oppose.
	<ul style="list-style-type: none"> <li>Revise the kayak company lease to require higher aviation safety and awareness for boat renters.</li> </ul>	Council lease revision action (ordinance)	Concur as amended 10/8	Just communicate instead of lease revision.
	<ul style="list-style-type: none"> <li>Publicize the need among lake users for avoidance of all types of aircraft as they land and take off.</li> </ul>	Staff	New, October 2001	Support measured approach.

SUBJECT AREA	RECOMMENDATIONS	SUGGESTED IMPLEMENTATION TOOL	RAAC POSITION	ADMINISTRATION POSITION
<b>Facilities</b>	<ul style="list-style-type: none"> <li>Complete the development of the existing airport and enhance the public amenities, e.g. improved jet and avgas fuel times of operation, bathrooms on the airside, aircraft wash pad, and compass rose (to reduce low-level flights to other nearby airports to use such facilities).</li> </ul>	Staff action; Council budget action to approve use of Airport Fund	Concur 10/8	Administration position is that the market should determine need for public amenity improvements at airport. Tenants, particularly FBO's should provide improvements to public amenities if this will promote business. Any public amenity improvements provided by City should be paid for by rental rate increases. Opposed to city-maintained public restrooms.
	<ul style="list-style-type: none"> <li>Explore the provision of portable toilet facilities as an interim measure to meet the needs of the flying public especially as security makes it more difficult to access other facilities.</li> </ul>	Council budget action	[New Oct. 8]	Strongly Oppose. Would add to visual blight.
	<ul style="list-style-type: none"> <li>Explore the merits of siting car rental facilities on the field.</li> </ul>	Staff action		This could be FBO/tenant provided service
	<ul style="list-style-type: none"> <li>Develop a new design code for the airport, working with the RAAC and the tenants, and incorporate code compliance requirements with each lease change.</li> </ul>	Staff action, Council Ordinance	Concur 10/8	Oppose, the city rather than the RAAC and tenants is responsible for this.
	<ul style="list-style-type: none"> <li>Enforce the existing airport rules and regulations regarding aesthetic aspects of properties and enhance the airport aesthetics by adopting stronger standards.</li> </ul>	Staff action, Council Ordinance	Concur 10/8	Support. Minimum facility maintenance standards should be part of new leases.
	<ul style="list-style-type: none"> <li>Explore provision of more fueling options.<sup>4</sup></li> </ul>	Staff action	"Parking Lot" 10/8	Market driven.

SUBJECT AREA	RECOMMENDATIONS	SUGGESTED IMPLEMENTATION TOOL	RAAC POSITION	ADMINISTRATION POSITION
<b>Facilities Continued</b>	<ul style="list-style-type: none"> <li>Meet with tenants to confirm, update and clarify their business expansion interests; review how such plans mesh or conflict with the Master Plan and community interests.</li> </ul>	Staff action	Concur as amended 10/8	Appropriate ongoing activity.
	<ul style="list-style-type: none"> <li>Develop appropriate space to meet the needs of US Customs.</li> </ul>	Staff action, Council Resolution	Concur as amended 10/8	City is working with Customs on accommodating their needs.
	<ul style="list-style-type: none"> <li>Improve the main entrance of the airport through better layout, improved safety of autos on the taxiway, and aesthetics.</li> </ul>	Staff action, Council Resolution	Concur 10/8	Support with participation by tenants.
<b>Longer-Term Issues</b>	<ul style="list-style-type: none"> <li>Once all framework documents are in place for the running of the airport, develop a comprehensive strategy for its operation.</li> </ul>	Staff analysis, Council action	Concur 10/8 as amended <sup>5</sup> .	Support
	<ul style="list-style-type: none"> <li>Add a maintenance staffer in order to keep the airport in better visual condition.</li> </ul>	Council budget action	Not agreed 10/8	Done.
	<ul style="list-style-type: none"> <li>Perform a detailed infrastructure study of the airport – conditions, needs and costs if Boeing leaves.</li> </ul>	Staff scoping; Council budget action	Concur 10/8	Separate investigation to be headed by Economic Development Dept. in the event Boeing leaves.
	<ul style="list-style-type: none"> <li>Conduct a comprehensive long-range security study of the airport.</li> </ul>			Administration is pursuing.
	<ul style="list-style-type: none"> <li>Develop a cohesive citywide policy for any departure of Boeing from Renton including the future of the taxiway bridges and Boeing’s current “through the fence” operations. Develop an action plan for providing Crash, Fire and Rescue (CFR) services to the airport if Boeing leaves as this service is currently provided by Boeing using the taxiway bridges for access.<sup>6</sup></li> </ul>	Council policy directive or Resolution	Not felt to be a RAAC issue directly but consultants may recommend.	Strongly oppose use of taxiway bridges for other than commercial airplane manufacture. Rest of this is outside scope of study.

<sup>4</sup> Comment was made that fuel volume is so small that it would be unprofitable to provide as a separate activity.

<sup>5</sup> The RAAC was strongly unanimous in agreeing that the airport should stay under City of Renton management and ownership.

SUBJECT AREA	RECOMMENDATIONS	SUGGESTED IMPLEMENTATION TOOL	RAAC POSITION	ADMINISTRATION POSITION
<p><b>Longer-Term Issues Continued</b></p>	<ul style="list-style-type: none"> <li>Send City Council [at least Transportation committee members], Mayor and senior staff to AAAE training for new airport commissioners, along with a neighborhood liaison person OR arrange for periodic workshops by the AAAE trainers on site in Renton for this purpose.<sup>7</sup></li> </ul>	<p>Council budget action</p>	<p>Concur 10/8</p>	<p>Possibly support sending the Airport Manager and one or two others.</p>

<sup>6</sup> Comment was made that lack of water services at many sites to meet the Renton Fire Code tends to preclude hangar development since Boeing is currently providing water to the sites. This information will be added in the appropriate report chapter.

<sup>7</sup> Council Transportation Committee on 10/16 suggested this can be done by inviting other airports in the region to join Renton and share the costs.

**Figure 3: SCOPE SUMMARY**  
**Renton Airport Business Plan**

TASK	DETAILS/ DELIVERABLES
<p><i>Task 1)</i>  <u>Available Space:</u> Based upon the adopted Airport Master Plan, the City's Business Plan Goals, current airport leases, and other information provided by the City, identify airport space that is available now and which will become available over the next 20 years to new users and businesses. This information shall be identified in square footage and hangar space.</p>	<p>Inventory of current and future available airport space by square footage and hangar space</p> <hr/> <p>Parcel map, keyed to the database, in AutoCAD format</p>
<p><i>Task 2)</i>  <u>Identify current uses.</u> Identify current uses in terms of square footage and activity levels in average daily arrivals and departures. These uses include: the Boeing Company, recreational non-seaplane aircraft use, seaplane operation, pilot training, charter services, non-charter commercial Business use (propeller driven aircraft), Business jet operations, fueling, maintenance and repair, tie down space, helicopters, hangar rental and miscellaneous other uses.</p>	<p>Inventory of leased areas and parcels by type of usage</p> <hr/> <p>Summary of daily activity levels by type</p>
<p><i>Task 3)</i>  <u>Tenant uses vs. non-tenant uses.</u> Estimate the percentages of current activity (daily arrivals and departures) for airport tenants compared to non-tenant airport users. Present information in tabular form.</p>	<p>Chart of current usage by type</p>
<p><i>Task 4)</i>  <u>Market demand.</u> Identify use trends and market demands for reliever airports in the Puget Sound region. Identify the impacts of projected new uses on the airport and the community.</p>	<p>20-year unconstrained market demand by type of use</p>

TASK	DETAILS/ DELIVERABLES
<p><i>Task 5)</i> <u>Property management/lease issues.</u> <i>The City is investigating more direct management of airport property as opposed to allowing this to be done by airport tenants through subleases. This would be accomplished by taking control of property freed up as leases expire. The City is also investigating issuing shorter-term leases to further this purpose. Benefits of this approach will be greater control by the City over airport uses and improved lease revenues. Costs will include the need to increase City staff resources to manage this property, and also the possibility that prospective tenants will not be willing to install infrastructure improvements as a part of shorter-term leases. Identify the costs and benefits involved with the City assuming more proactive control of airport leases, airport construction and leasing of hangars, and airport property management.</i></p>	<p>Draft leasing policy through 2021 for Renton Municipal Airport</p> <hr/> <p>Cost and benefit analysis</p> <hr/> <p>Comparative information from up to 5 airports nationally</p>
<p><i>Task 6)</i> <u>Public notice/ impact mitigation/ lease criteria.</u> <i>In exercising more control over airport leases and activities, the City would like to develop and improved process for public notification, and to establish standards and methodologies for identifying and requiring impact mitigation for new operations as needed. Along this line, the City would also like to apply the SEPA process to airport use proposals. The City also needs to establish improved thresholds and screening criteria for the acceptance of airport lease and sublease and operating permit applications. Make recommendations for improvements in these areas.</i></p>	<p>Legal analysis re use of SEPA vis a vis federal pre-emption</p> <hr/> <p>Recommendations regarding elements of Minimum Standards and a leasing policy creating a higher standard of requirements for airport businesses</p>
<p><i>Task 7)</i> <u>Business Plan options.</u> <i>The City must consider and balance several interests in establishing a Business Plan for the airport. These interests include:</i></p> <ul style="list-style-type: none"> <li>• <i>Minimizing impacts to the neighborhoods;</i></li> <li>• <i>Compatibility with Renton’s Business Plan Goals;</i></li> <li>• <i>Meeting tenant and user market demands and needs;</i></li> </ul>	<p>Alternative Business Plans with pros and cons</p>

TASK	DETAILS/ DELIVERABLES
<ul style="list-style-type: none"> <li>• <i>Airport infrastructure improvements and revenue; and</i></li> <li>• <i>FAA noise regulations and non-discrimination covenants.</i></li> </ul> <p><i>Prepare a chart comparing how each of these options will address the identified City interests.</i></p>	<p>Preferred “Consensus” Business Plan</p>
<p><i>Task 8) Report. Thirty copies of a 50% draft airport Business Plan document and a 90% draft airport Business Plan document shall be submitted to Renton for review by the Renton Transportation / Aviation Committee and parties of interest. Revisions requested by Renton as a result of a review of these documents shall be incorporated into the Business Plan. A camera-ready copy and fifty copies of an Executive Summary will be prepared.</i></p>	<p>50% report</p>
	<p>90% report</p>
	<p>Final report and Executive Summary</p>

## Appendix A – Selected RAAC e-mails About Off-Airport Land Use and Zoning

**From:** "alfrede banholzer" <alandesther@worldnet.att.net>  
**To:** "Howard Wolvington" <hwolvington@earthlink.net>, "Rodwell, Julie" <jrodwell@hansonengineers.com>  
**Date:** 10/13/01 8:44AM  
**Subject:** Re: Recommendation

Thank you Howard.

Al

----- Original Message -----

From: "Howard Wolvington" <hwolvington@earthlink.net>  
To: "Rodwell, Julie" <jrodwell@hansonengineers.com>  
Cc: "Zulauf, Ryan" <Rzulauf@ci.renton.wa.us>; "Kotker, Dave" <djkotker@earthlink.net>; "Poff, Jim" <Jim.Poff@PACCAR.com>; "Banholzer, Alfrede" <alandesther@worldnet.att.net>  
Sent: Friday, October 12, 2001 3:35 PM  
Subject: Fw: Recommendation

> Julie,  
> I believe that Al's suggestion should be included when we discuss the  
> general topic of "Noise" in the RAAC. We can do (and have done) a lot to  
> mitigate the impact of noise from the airport. However, it IS an airport  
> and will always have some noise impact. The Airport Deed requires that the  
> city provide and maintain compatible uses AROUND the airport. If the  
> residents feel that there is a noise impact beyond that considered by the  
> FAA at the airport, then we should all acknowledge this and do what is  
> possible to minimize the impact on residents. This includes both noise  
> abatement procedures and also zoning actions that might impact building  
> codes and land uses. This would imply to me that we need some zoning  
> considerations, not just for the airport itself, but also for areas around  
> the airport that are impacted by noise, safety, and other such issues.  
>  
> As I have indicated to Ryan, I am very concerned with the construction of  
> significant residential housing right under the "preferred" flight path of  
> the airport, and if the City is going to allow this, it should do so in a  
> manner which does not result in future noise complaints.  
>  
> Let's discuss in committee how this might be best represented in report  
> recommendations.  
> Howard

> ----- Original Message -----

> From: "alfrede banholzer" <alandesther@worldnet.att.net>

> To: "Howard Wolvington" <hwolvington@earthlink.net>

> Cc: "Julie Rodwell" <jrodwell@hansonengineers.com>

> Sent: Friday, October 12, 2001 2:47 PM

> Subject: Recommendation

> Howard,

>

> You have been in the loop on my suggestion to have the following added to  
> the noise section in 8.5 Recommendations. I did not realize that I could  
> not submit something because I am not a member of the RAAC. Would you,  
as

> a member, look over what I would like to add and see if it makes sense to  
> you. If it does, would you please submit it to Julie under your OK? I  
> have little pride of authorship, so change it as you like. I think it is  
> clear what I would like to see, but call me at 425-228-6330 if you have  
> questions. I want the City to take on a little more responsibility for  
> notifying people about the airport and to make buildings/homes more sound  
> proof to airport noise. This should help to hold down future noise  
> complaints.

>

> Thanks,

>

> Al Banholzer

>

>

> Under "8.5 Recommendations" in the draft Renton Airport Business Plan,  
> please add in the "Noise" section in "1.2 Subject Area", the following  
> additional meatball item under "Preliminary Recommendations: Management  
and  
> Amenities":

>

> Outline noise sensitive areas around the airport on the city zoning map.  
> Have the home, apartment, and building codes changed within the noise  
> sensitive areas to include sound deadening materials and construction  
> practices to decrease any airport noise. Make a clear notation on any  
> building permit issued within the noise sensitive areas that the location  
is

> subject to noise generated by the Renton City Airport.

>

> The "Suggested Implementation Tool" for this item would be the, Renton  
City

> Planning/Building/Public Works Department.

>

>>CC: "Zulauf, Ryan" <Rzulauf@ci.renton.wa.us>, "Kotker, Dave"  
<djkotker@earthlink.net>, "Poff, Jim" <Jim.Poff@PACCAR.com>

**From:** David Kotker <djkotker@earthlink.net>  
**To:** Howard Wolvington <hwolvington@earthlink.net>  
**Date:** 10/12/01 4:14PM  
**Subject:** Re: Fw: Recommendation

Hi, Howard,

I think this is a longer discussion than we'll have time for on Monday. In general zoning, noise and airport operating issues issues do not belong in the business plan. They have crept in because of community concerns. The issues that need to be dealt with include a building code, real estate disclosure statement, as well as zoning ordinances. Washington state has a real estate disclosure ordinance in Title 64 RCW. It was enacted in 1994. I believe this would address Al's concern, and a building code would address yours.

I think this is probably out of scope of Julie's contract, and our tasking from the City Council. Maybe we should get the Planning and Development Committee involved.

Cheers,

Dave Kotker