



CITY OF BURIEN

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MEMORANDUM

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TO: Fred Stouder
City Manager

FROM: Pat Dugan
Burien Plan Manager *Pat Dugan*

DATE: July 21, 1995

SUBJECT: Third Runway Impact Strategy Paper

Attached please find a revised Airport Impact Assistance Strategy paper. It has been revised by me in consultation with the planners from the ACC core cities (Tukwilla, Des Moines, and Normandy Park). It has not yet been reviewed by any of the other city staffs (Federal Way, SeaTac, or Mercer Island).

The paper is intended to set forth the need for the program and its essential components to serve as the basis for a detailed work program. As can be noted, it would be difficult to fully detail a work program at this time due to the inadequacy of the EIS for the project. If we were to detail such a program now, most of the money would go to addressing things that should be in the EIS, leaving little for the actual planning itself.

I've asked Lynn to refine it more while I am gone and she will be able to make any changes you may want.

cc: Steve Lancaster, City of Tukwila
Steve Bennett, City of Normandy Park
Corbitt Loch, City of Des Moines
Lynn Miranda



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A Work Program For

Airport Impact Assistance Strategy

7/21/95

Goal: Enhance the sustainability of communities impacted by the Third Runway Project.

Initial Objective: Develop an action plan to address impacts and pursue economic development opportunities.

Overall Issue:

Construction and operation of a third runway at the SeaTac International Airport (the "project") presents both significant problems and potentials for the communities surrounding the facility. While the potential adverse impacts are diverse, some of the more significant involve the blighting influences the massive construction activities and the expansion of the heavy air traffic "shadow"¹ will create on neighborhoods and business areas. These blighting influences can reduce the appeal of these areas, reducing property values and redevelopment potentials, inducing additional blighting influences. As this blighting cycle begins, long term housing becomes displaced with transient housing with high turn-over. The quality of businesses decline as local market stability erodes, attracting illicit activities in the process; increasing the cost of local governmental services. Through this process the expanded heavy air traffic shadow can begin or accelerate deterioration in sustainability of adjoining areas as viable residential and commercial neighborhoods. Proactive planning is needed to combat this potential cycle of deterioration. This paper describes the need for, and a description of a strategy for such proactive planning (the program").

¹ Heavy air traffic of the character now operating at SeaTac alters the visual and noise characteristics of large areas adjacent to the airport. The adverse impacts associated with this air traffic noise extends far beyond the current legal thresholds for required noise specific abatement measures. Even relatively low levels of air traffic noise can alter the attractiveness of areas for a wide variety of uses, especially residential activities. This effect is referred to in this work program as the "air traffic shadow."

affected areas. However, since such impact analysis is required under both NEPA and SEPA, this work program assumes that this deficiency in the EIS will be rectified. If the EIS were appropriately revised to adequately address impacts and mitigation measures, this planning program could demonstrate how effective environmental analysis can be the basis for effective planning.

If the impacts are not adequately addressed in the EIS, then this program cannot be effective. If the final EIS does not adequately address these issues, this scope of work will need to be extensively changed, at very substantially increased costs, to rectify this deficiency. Also since the project depends on the information yet to be provided by the EIS process, actual work of various elements will need to be timed appropriately.

The implementation of this work program will be closely coordinated with project decisions on the third runway project in order to adjust for significant alterations in the project that should be considered as part of the alternative analysis under the environmental review process. However, the EIS currently inadequately assesses the potential alternatives. More thorough analysis could lead to other courses of action by the Port, also requiring reassessment of this scope. For example if a 5,000 foot alternative is implemented, the scope of the project would need to be adjusted to address impacts of a different magnitude. Or if instead of construction of the third runway, the use of Boeing Field for commuter traffic is decided instead, the project will need to consider the effects of the different, but still significant impact of the air traffic shadow.

Specific Issues:

Construction Impacts: Significant direct and indirect effects will derive from the project during the construction phases of the project. These include:

Movement of Fill Material: The project involves the massive movement of fill material from various areas to the project site. This relocation of material will alter the physical landscape of these areas and require significant mitigation measures to manage short term impacts. These measures will require careful management to minimize the potential impacts on adjacent areas. While the project currently envisions use of trucks to move this material, other options such as conveyor belts for the on-site pits should be evaluated.

Traffic: According to the DEIS, the project will involve as many as 115 very heavy truck trips per hour (two per minute!) for 16 hours per day, 6 days a week, for a minimum two and half years. Due to the massive amount of material that will need to be moved, the

be particularly pronounced in older, lower income neighborhoods.

General: the quality of the community is not only the sum of its neighborhoods which will be impacted, but the general community will suffer a general reduction in quality as the air shadow moves closer to the heart of the community.

Mitigation for Mitigations: While the EIS may (if revised) identify a series of measures to mitigate potential adverse impacts associated with the third runway, it may not address potential impacts associated with those measures. For example, noise mitigation factors will increase costs of new housing, making it unlikely that new affordable construction will occur in impacted areas. Street improvements to accommodate construction traffic will have impacts not now identified.

Lost Opportunity Costs: The impacts of the third run way could discourage or displace economic activity that may otherwise take place. This may be most pronounced during construction when high volumes of heavy truck movement will occur in the area for as long as three years (this may particularly be important in Seattle if fill material is barged in).

During the construction period the project will either divert most of the available fill material and heavy trucks from other projects, reducing construction activity region-wide, or the project will encounter extensive delays until such equipment or material can be made available. The competition for this equipment and material will increase cost for both the project and all other construction region-wide.

The project will divert all of the more readily available fill material in the region, increasing costs for future construction activity which would need to import more expensive material from greater distances.

In the long term the blighting conditions induced by both the construction activity and the air traffic shadow would reduce local market stability for local commercial activities. These activities would be displaced by activities attracted to blighted conditions, often along with associated illicit activities. This growth in illicit activities would drain public resources that could be better used for other purposes.

Potentials:

The increased transportation investment should yield increased growth.

The Port itself plans to use some of its property acquired as part of the third runway for commercial and industrial uses. These uses, not on taxable property, will increase service demand on special service districts which serve the impacted communities, potentially without additional revenues. The impacts of these uses on the fiscal stability of these districts will affect how well they will be able to respond to third runway impacts

Proposed Work Program Strategy:

An impact mitigation strategy requires a work program that involves the following components:

Data Inventory and Analysis

The work program will need to expand the EIS analysis of impacts and examine planning issues' potential impacts in greater detail. It will also reexamine the assumptions in the EIS and test other potential assumptions. (Considerably more impact assessment work will be needed since the EIS may not have addressed many indirect and ancillary effects of the project). An important element of the analysis will be forecasting environmental and socio-economic outcomes if the runway is constructed. This examination will be structured to produce information needed to identify actions and options for each issue and potential.

While beginning with the EIS and other existing sources, the analysis would move beyond the EIS and an issues and options analysis to assess program implementation and management considerations.

This assessment will include:

Assessment of socio-economic conditions and tax revenues.

Analysis of impacts of changed socio-economic conditions on public service needs and costs, especially for public safety.

Analysis of increased ground transportation (both pre and post construction).

A quality of life assessment regarding noise and the extension of the air traffic "shadow."

A comparative review of other major urban airports to identify similar situations and things that work and don't work.

Impact Management Organization

Implementation of the strategy will depend on effective cooperation of those who are affected by the project and its direct and indirect impacts, those

full GIS system. Useful monitoring techniques include development of a comprehensive baseline of information upon which to measure and evaluate change, and establishment of benchmarks to measure progress toward the goals of the program.

The monitoring aspect of the program will monitor mitigation measures and agreements made by the Port in the process of its planning to ensure compliance.

Key Elements:

The planning "product" will consist of a series of elements that will address the following at a minimum:

Reevaluation of Local Comprehensive Plans. None of the area plans of the participants include the third runway. All of the plans will need to be reevaluated on the basis of the project and potential alternative land use patterns assessed. It is anticipated that such review could identify significant changes that will be needed in order to more appropriately plan the uses of the affected areas if the project is constructed.

Transportation System Planning and Management: Transportation is the "channel" that delivers many of the impacts and provides most of the opportunities. This will include transit and non-motorized systems.

Park Plans and Development: Parks will be an important implementation tool since parks are a potential amenity to counter balance the effects of the air traffic shadow.

Downtown: Healthy communities have healthy focal points in their downtown. The image of the downtown usually establishes the image of the community as both a place to live and do business.

Interchange Development Plans: Freeway interchanges (existing and proposed) will be strategic points to provide sites to support airport related development.

Physical neighborhood enhancement: Improving streetscape in impacted areas.

Strategic Housing Rehabilitation: It will be important to maintain housing quality as areas become subject to increased blighting influences. This will be especially important in directly impacted