Puget Sound Regional Council

PSRC

EXECUTIVE BOARD MEETING

NOTE TIME

THURSDAY, APRIL 25, 1996 → **9:00 A.M.** ←

NOTE LOCATION:
OLYMPIC ROOM
SEATTLE CENTER
SEATTLE, WA
(MAP ATTACHED*)

AGENDA

9:00 A.M.

1. **CALL TO ORDER** - EXECUTIVE DOUG SUTHERLAND, *PRESIDENT*
2. **ROLL CALL**

9 - 10:00 A.M.●

3. **CITIZEN COMMENTS**

10:00 A.M.

4. **COMMUNICATIONS**
   - PACKET OF COMMUNICATION RECEIVED REGARDING DECISION OF EXPERT ARBITRATION PANEL ON NOISE AND DEMAND/SYSTEM MANAGEMENT**
5. **PRESIDENT'S REMARKS**
6. **POLICY BOARD REPORTS**
7. **EXECUTIVE DIRECTOR'S REPORT**
8. **CONSENT AGENDA**
   - A. APPROVAL OF MINUTES OF MEETING HELD MARCH 28, 1995*

   OPERATIONS COMMITTEE

   - B. APPROVAL OF VOUCHERS DATED 2/28/96 THROUGH 4/15/96, IN THE AMOUNT OF $884,936.43.*

   TRANSPORTATION POLICY BOARD

   - C. PRIORITIZED LIST OF 1997 STATEWIDE TRANSPORTATION ENHANCEMENT PROJECTS*
   - D. CERTIFICATION OF TRANSPORTATION ELEMENTS OF LOCAL COMPREHENSIVE PLANS (CITIES OF BOTHELL, BUCKLEY, NORTH BEND, AND PACIFIC; TOWN OF INDEX**
   - E. ROUTINE AMENDMENT TO 1996-98 TIP*
9. **NEW BUSINESS**
   - FOLLOW UP TO EXPERT PANEL DECISION ON NOISE ISSUES*
10. **ANNOUNCEMENTS**

    NEXT EXECUTIVE BOARD MEETING DATE AND TIME - THURSDAY, MAY 23, 1996, 6TH FLOOR BOARD ROOM, 1011 WESTERN AVENUE, SEATTLE, WA, 10:00 A.M. - 12:00 NOON

12:00 NOON

ADJOURN

● **DOORS WILL OPEN AT 8:30 A.M. FOR SIGN UP TO SPEAK; ALLOTTED TIME WILL BE DIVIDED BY NUMBER OF PEOPLE WHO SIGN UP TO SPEAK.**

* SUPPORTING MATERIALS ATTACHED. FOR ADDITIONAL COPIES OF THE COMPLETE AGENDA PACKET OR ENCLOSURES, PLEASE CONTACT SYLVIA NELSON, (206) 464-7518, OR THE REGIONAL COUNCIL INFORMATION CENTER (206) 464-7532.

** SUPPORTING MATERIALS ENCLOSED SEPARATELY FOR MEMBERS AND ALTERNATES. FOR COPIES, PLEASE CONTACT THE INFORMATION CENTER (206) 464-7532.

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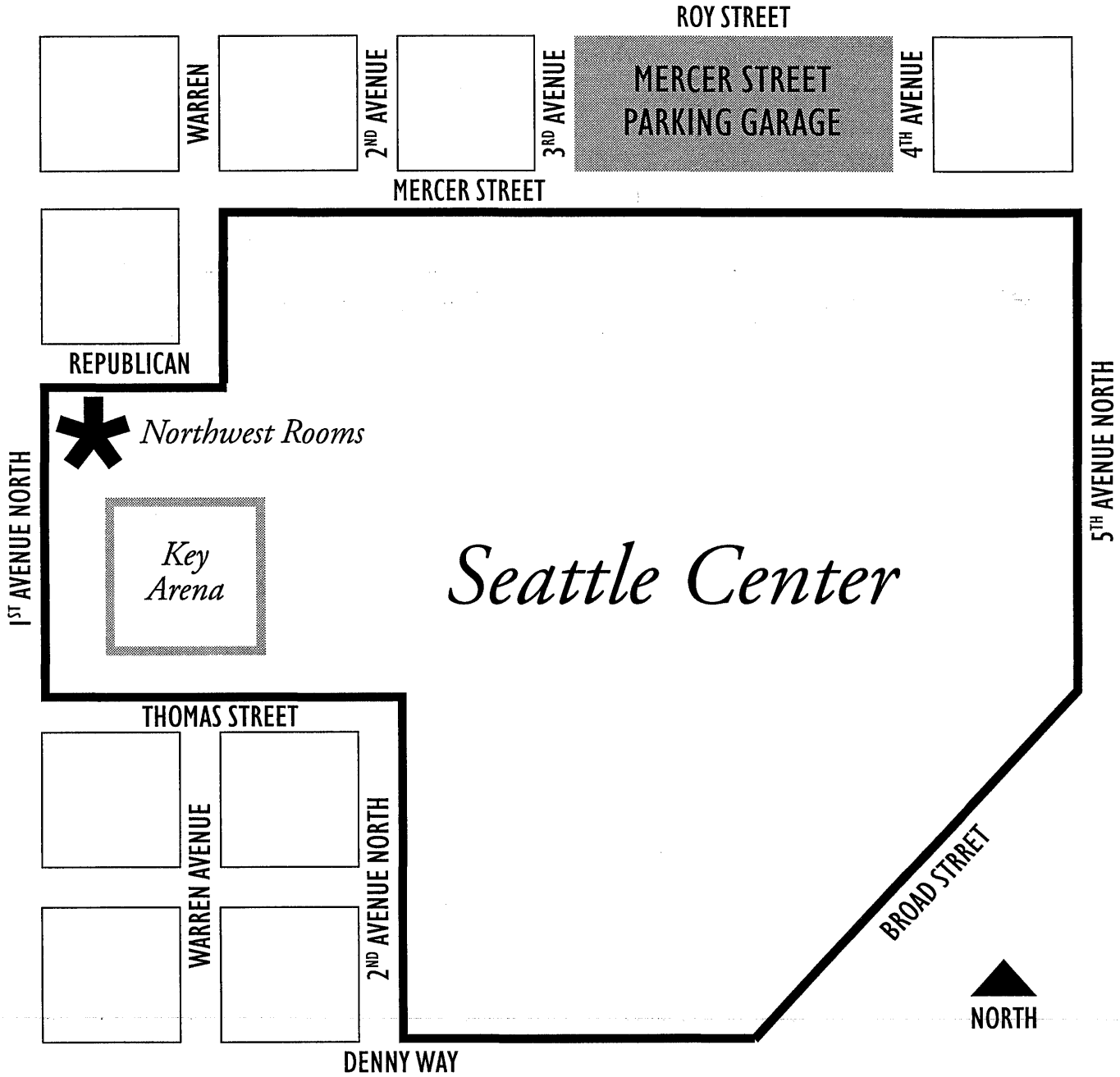

The *Olympic* and *Orcas Rooms* are located in the northwest corner of the Seattle Center.

They are part of the "Northwest Rooms" complex, directly north of Key Arena.

Parking is located in the Mercer Steet Parking Garage.
(Driving directions are on the reverse side.)

DRIVING DIRECTIONS TO SEATTLE CENTER
(To the Mercer Street Parking Garage)

DRIVING NORTH OR SOUTH ON INTERSTATE 5 (I-5):

Take Exit 167, Mercer Street. Turn right on to Fairview Avenue, immediately turn left on to Valley; stay in the center or left lanes. Valley becomes Broad Street. Turn right on 5th Avenue, left on Roy, left on 3rd Avenue and left into the Parking Garage. (See map on the reverse side.)

FROM THE EASTSIDE:

Take Highway 520 to I-5 and go south or take I-90 to I-5 and go north. Take Exit 167, Mercer Street. Turn right on to Fairview Avenue, immediately turn left on to Valley; stay in the center or left lanes. Valley becomes Broad Street. Turn right on 5th Avenue, left on Roy, left on 3rd Avenue and left into the Parking Garage. (See map on the reverse side.)

FROM FERRIES:

Travel north on Alaskan Way, which turns right and becomes Broad Street. Turn left on to 5th Avenue North, left on Roy Street, left on 3rd Avenue and left into the Parking Garage. (See map on the reverse side.)

FROM WEST SEATTLE:

Take Highway 99 and exit on Western Avenue. Turn right on Broad Street, left on to 5th Avenue North, left on Roy Street, left on 3rd Avenue and left into the Parking Garage. (See map on the reverse side.)

MINUTES
PUGET SOUND REGIONAL COUNCIL EXECUTIVE BOARD
THURSDAY, MARCH 28, 1996
10:00 A.M.
PSRC BOARD ROOM

Call to Order/Roll Call

The meeting of the Executive Board was called to order at 10:10 a.m. by Pierce County Executive Doug Sutherland, President. The attendance was determined by the signatures on the Attendance Sheet.

Members and Alternates present:

Executive Doug Sutherland, President
Executive Gary Locke
Mayor Roger Bergh
Councilmember Cheryl Chow
Commissioner Aubrey Davis
Commissioner Pat Davis
Executive Bob Drewel
Mayor Erselle Eade
Councilmember Bob Edwards
Councilmember Robert Evans
Commissioner Jack Fabulich
Councilmember Larry Gossett
Commissioner Gary Grant
Councilmember Frank Hansen
Councilmember Sherril Huff-Menees
Councilmember Rob McKenna
Ms. Renee Montgelas
Councilmember Gary Nelson
Councilmember Bob Overstreet
Mayor Dave Russell
Commissioner Matt Ryan
Mayor Leonard Sanderson
Councilmember Ron Scholz
Councilmember Christopher Vance

Members absent:

Councilmember Karen Biskey
Councilmember Jan Drago
Mayor Brian Ebersole
Mayor Ed Hansen
Mayor Jeanne Hansen
Mayor Mitch Mitchusson
Secretary Sid Morrison
Commissioner Ed Morrow
Mayor Norm Rice

PSRC staff present included:

Larry Blain
King Cushman
Jerry Dinndorf
Mark Gulbranson
Clare Impett
Mary McCumber
Richard Milne
Sylvia Nelson
Don Pethick
Rocky Piro
Karen Richter
Bob Sicko
Margaret Warwick

A list of guests present for all or part of the meeting is attached to the official record of these minutes.

Executive Doug Sutherland announced that "late yesterday afternoon the expert panel's report was released. Obviously this issue has been, and will continue to be, very controversial." He said it was his

intention to have Regional Council staff "walk through what's in this report. Obviously there is a lot of information in this report, and unless the Board feels otherwise, my intention--and I will be asking for you to be thinking about it, and at the appropriate time either concur or object--my intention is to give us an opportunity to review it, to give us an opportunity internally to talk about it." He also said he wanted to talk individually to Board members to get a sense of what members wanted to do.

"I would also like to ask that the Port of Seattle look at the report and give [them] an opportunity to analyze it and to think about it. Then come back next month at our regular meeting and begin the discussion of where we go from here. Personally, I think for us to react to this today would be irresponsible. We have spent so much time trying to put together a reasonable approach. We have so much invested in this. The public has much invested in this and I think for us to do something this morning in reaction to it would not be in our collective best interest."

Communications and Citizen Comments

Several citizens asked to address the Board. Peter Townsend representing the Aircraft Noise Coalition and RCAA, "which is against the third runway but trying to come up with a rational solution," said "the Port is trying to treat this as an advisory vote. Mr. Grant and I were at that A-93-03 meeting three years ago when everyone else in the room agreed to go along with the process; and it looks as if he is trying to undo the process. If this process is overridden by your group, it will be a day of infamy against the citizens and people who have really put their shoulders to the wheel over this last three years, or longer, to try and get some justice and redress for what we are going through, and what we would go through with a third runway. Many new PSRC members were not here in those early days and they haven't seen the fights that have gone on, but Gary Locke was, Jim Street was, Cynthia Sullivan was, and Mary McCumber has been through this, Doug, you have, and we've been promised that the due process would be followed. As a question of ethics, we want this due process to be open and followed to the letter of the law." He asked for a public hearing "before any further move is taken by this body."

Jorgen Bader, of the Ravenna-Bryant Community Association, said his community is under the flight path of the Seattle-Tacoma Airport. He said he attended the recent Congressional committee meeting in Des Moines on March 18, "and I can attest to you that your representative, the county executive who is on that panel, in making his presentation on behalf of this body to that committee, never once mentioned that the panel had a noise issue outstanding. It's now time for you, the body, to set that record straight. We recommend that you send a copy of these findings to that committee and to the Congress and that you inform that body that as of today's date there has been no approval of the third runway. We think it is important that the advocacy that was presented by your representative be balanced by the facts and the facts are that what you had was approval of a process contingent on two stipulations. That one of the stipulations has not been met. You need to do this, first of all to be honest to the Congress, and to be honest to the people whose process and whom you represent."

Mayor Arun Jhaveri of Burien said the Expert Arbitration Panel "has spoken, and it is very clear that as far as the third runway is concerned, it is not going to happen. They have said it clearly and loudly. I think what we need to do is move forward from here." He added that the communities around the airport are "willing to provide our limited resources to work for a long-term, sustainable airport strategy for the region and the state." He also pointed out that "this is something very critical to the region and if

we are going to be the 21st century economic power, then we need to find a statewide solution, and if this is not done, then we will be missing out on the opportunity that we have as the state and as the international trade partner for the 21st century global economy."

Senator Mike Heavy, 34th District, said that the "Expert Review Panel is the only truly independent organization of experts that has looked at this whole issue and their decision goes far beyond just noise." He said the Board has "a moral obligation to uphold this decision and a legal obligation to uphold this decision. We at the state look forward to working with you on trying to reach a solution to our overall transportation problems."

Representative Julia Patterson, 33rd District, asked Board members to "please reach down to the core of who you are. Don't allow the process to be subverted; and please, do not spend your time trying to figure out how to get around this decision to build a third runway anyway. Please try to come to terms with what this decision means in regard to how government moves ahead with major public works projects and how it impacts people's lives. And as one politician to others, I ask you to do that. Don't allow the pressures of the interest groups to influence how you move ahead." Her "other message" as a state representative, "I would like to again ask you to please come to the legislature and let's start a process by which we can work together to address the problems that are being caused by major public works projects in the State of Washington. Our arms are open. We need your input. We need your guidance and your help."

Bob Olander from the City of Des Moines talked about "individual and corporate honor, integrity, duty, obligation. Several years ago this organization set up a binding process. We implore you to follow that binding process. ...Both as individuals and as an organization, I think it is your duty, your obligation, your honor, to abide by that process. It goes a little bit beyond the third runway, it goes to the very heart of our individual credibility, the credibility of this organization to set up processes, to involve the public, and to make decisions. If there is a way found around this decision, it will dramatically impair the effectiveness of this organization."

The agenda also included a letter to Senator Brad Owen and Representative Karen Schmidt and the Airport Noise Reduction Report from the Port of Seattle.

President's Remarks

Jerry Dinndorf's Retirement

Executive Sutherland announced that Jerry Dinndorf was retiring from the Regional Council after 30 years. "He has been an absolutely tremendous asset to the Regional Council and its predecessor agency. He has been an absolute leader and advocate for regional planning and the process to be able to develop what a regional vision really should be. He has been instrumental in our successes."

Air Transportation Capacity

Executive Sutherland then asked Regional Council attorney, David Bricklin to review the decision of the Expert Arbitration Panel on Noise and Demand/System Management.

Mr. Bricklin said he would "take you through this as best as I can with the limited amount of time that I

have had with it. Let me begin by reminding you very quickly of the background, that the General Assembly passed a resolution known as 93-03: that resolution conditionally authorized construction of a third runway but it established three preconditions, and those three preconditions are set out on page two of the Panel's decision as a. b. and c. Two of those preconditions have dropped off the table by this juncture; that is, whether there is a feasible site for an alternate or supplemental airport, and whether demand and system management techniques could alleviate the need for a third runway. Those preconditions have dropped aside, so the focus has been on the last one, whether noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts. The resolution also called for that determination to be made not by this body or the General Assembly or any other political body, but rather by an independent expert panel. And it's that panel's report that we have now just received. The panel was appointed by the Secretary of the Washington State Department of Transportation in June of 1994. They held a series of hearings, in late August '94, December '94, May of '95, November '95 and February of '96. At those hearings they received thousands of pages of--these are their words--thousands of pages of noise measurements, analysis, interpretation. They identified the key participants at these hearings as the Port, the Airport Communities Coalition, the Regional Commission on Airport Affairs; they noted that they heard testimony from a variety of nationally recognized noise experts, that they also received informative statements from others including the FAA and Air Washington.

"At page 7 you'll find a summary of the Port's position in this matter, and just to hit some of the high points on that, the second paragraph there; in brief, the Port contends that the overall noise level at the Airport has shown a consistent downward trend since 1989/1990, and has continued to decline, albeit at a lesser rate, since 1993; that the Port has complied with the 1990 Noise Mediation Agreement with respect to both noise abatement and noise mitigation, and down to (e) that those reductions translate, through a modeling and estimation process, into reductions in speech interference, sleep disruption, numbers of people highly annoyed by the noise, and other real noise impacts on the ground, and (f) that the change in noise impacts can be translated, in turn, into reliable estimates of thousands of people who have received non-trivial benefits from the noise reduction.

"The Panel's key findings are that, due to the abatement and mitigation efforts, mitigation efforts primarily (you might want to think of those in terms of insulation in homes and buildings); due to the abatement and mitigation efforts, that there has been a general trend measured by noise monitors that has been downward since April '93, which is the date of the resolution. This is on page 8 at the bottom. The amount of change may be small but it is not zero. But then they go on in that near the end of that paragraph, a small decrease does not necessarily indicate compliance with the PSRC resolution, and much of the rest of this lengthy decision addresses that whole question... Mr. Bricklin summarized the rest of the Panel's conclusions.

He summed up with... "On page 33, the Airport Panel says that the Port has made an exceptional effort, but one which fell short of generating meaningful real reduction in on-the-ground noise impacts for the people in the community subjected to aircraft noise. They conclude that the Port could have done more and while they expressed reluctance to getting into that issue, they indicated they wanted to do that because the Port had asked them to do that and because of issues raised by the one Panel member (the Chair, Scott Lewis) who dissented from this decision. And also I think in order to demonstrate that what they were asking for was reasonable, that there was something more that could have been done. And,

they then summarized their entire opinion, beginning on page 35, and at page 38, they detail some of the recommendations that they think the Port and others, including the Regional Council, have available to them in order to further address the noise issue at the airport.

"There then follows a dissent from one of the panel members, Mr. Scott Lewis, who would have found that the Port complied with the requirements of the resolution, would have found that they undertook reasonable measures to reduce noise, and I apologize to the body, but in my rush to prepare this summary for you, I have not had an opportunity to give you any more detail regarding the dissent."

Mr. Bricklin noted that the dissent begins on page 41.

Councilmember Gary Nelson asked Mr. Bricklin to look at the charge to the Panel, "namely the compliance with the noise mitigation agreement. And I direct your attention to a paragraph that perhaps was overlooked in your dissertation, on page 11, the fourth or final paragraph of the section dealing with the compliance." He asked Mr. Bricklin to read the last paragraph. "You read the one before that, but not the last paragraph, with respect to the conclusions that the panel came to in the narrow charge of saying, did the Port meet compliance."

Mr. Bricklin read: "Although the insulation of sensitive-use public buildings is a critical aspect of noise mitigation and we have very serious concerns about the lack of progress in this area, we have concluded, on the basis of the Port's successful efforts to meet or exceed the requirements of most of the other abatement and mitigation measures stipulated in the agreement, that the Port is in substantial compliance with the Noise Mediation Agreement. Accordingly, we find that, on balance, the Port has met its burden under the resolution to show that it is satisfying its basic obligations under the Agreement. We note that this finding does not necessarily imply that the programs pursued under the Agreement have been effective in reducing 'real noise impacts.'"

Councilmember Nelson asked for Mr. Bricklin's opinion, "based on the paragraph that the majority cites here? As opposed to now, their conclusion that they present this body after expanding the scope of what was the charge presented to them in 1993?"

Mr. Bricklin responded: "The charge in 93-03 does not make any reference to the Noise Mitigation Agreement. And that was one of the issues that they wrestled with--what role does the Noise Mitigation Agreement play, and the Port argued that they would be expanding their charge to ask for more than compliance with that agreement. Others argued to the contrary and the panel ultimately decided that, in part because 93-03 does not make reference to the Noise Mitigation Agreement, and also, in this decision, I'm trying to find the page for you, they talk about the history of the noise debate in this region, leading up to the adoption of 93-03. And they noted that the agreement was in effect as of 1990, but there was a fair amount of concern that the Port was not implementing the agreement, but also that the agreement would not produce results on the ground. They also noted that an expert independent panel would not have been necessary if the only purpose of the Resolution was to determine whether there was compliance with the individual items that make up the Noise Mitigation Agreement, to look at a checklist, have you done this, have you done that; that rather, the Resolution's reference to on-the-ground results indicated that PSRC was looking for something more. So that's what they did."

Councilmember Vance had several questions for Mr. Bricklin. First, "on page 38, which is the end of the majority report; if those conditions, if those five recommendations were followed by the various organizations, would that constitute compliance with 93-03? Did the panel say 'you're out of compliance now, here are five specific ways you could become in compliance'"?

Mr. Bricklin said he had not read the report carefully enough to be able to answer that.

Councilmember Vance then asked, "let's assume they don't. Let's assume that even if those conditions are met, or that they aren't tied, is there any other way--now that the panel has determined their final order on this--is there any other way that the conditions of 93-03 can be met? (Or is) The process under 93-03 complete at this point?" Mr. Bricklin said he believed the process is completed at this point. Councilmember Vance then said that "if that's the case, what action would it take by this organization at this point to grant the port approval to build the third runway?" Mr. Bricklin replied that he had not had a chance to analyze that yet.

Councilmember Vance's last question was: "Can the Port proceed with construction of the third runway without PSRC approval?" Mr. Bricklin said he had not looked at that question either.

Commissioner Aubrey Davis said it's clear that they can't proceed with federal money, and Mr. Bricklin added that that would be his "gut reaction, that they cannot proceed with federal dollars without the Metropolitan Transportation Plan authorizing the third runway."

In response to a question from Councilmember Vance about that being the only limitation, Mr. Bricklin said he didn't know, but thought that much is probably right.

Executive Locke wanted to follow up on that question with either Mr. Bricklin or Mary McCumber. "We set up a process and we set the criteria for the PSRC to give its blessings to the third runway, but what is the significance of the PSRC's endorsement or approval? What was at stake or not at stake with the PSRC giving its approval? Why would the Port care about an endorsement by the PSRC?"

Mary McCumber responded. "It's like all the plans you do under the Growth Management Act, that you need to have your projects consistent with your plan. This would be the whole consistency issue within growth management, of the Regional Transportation Plan being in compliance with a major project within the region. The other issue that's related to the Regional Council's responsibility is that any of the ISTEA funding that we would be spending on ground-related issues, we would have to have a consistency issue with. So it's a long-term issue that would probably be settled in the courts."

Executive Locke asked about the meaning of the lack of consistency or the lack of compliance with the Metropolitan Transportation Plan. Ms. McCumber said "it would mean you would have a basis for a legal challenge, (by) a jurisdiction, or an interest, and it would mean that the Regional Council could not allocate any ISTEA federal transportation dollars to ground-related improvements related to that proposal."

Executive Locke asked if the Port has the ability to receive federal funds on its own, "absent that compliance or consistency." Ms. McCumber said it was her understanding that "there are more

questions related to the FAA dollars than are related to the dollars that come through ISTEA." Jerry Dinndorf added that "ISTEA dollars would be allocated through the Regional Council. There's no question about that."

In response to a question from Executive Locke about the funds from FAA, Ms. McCumber said that "the FAA dollars do not come through the region. They come through the federal government to the Port, and there isn't as clear a link between the Regional Transportation Plan and FAA dollars as there is between the Regional Transportation Plan and ISTEA dollars. In fact, that's an issue as part of the reauthorization of ISTEA next year that Congress has been asked by other regions within the country to look at--making a closer link between the FAA appropriating dollars and regions ... I think you can sum it up real clearly as saying it is something that would be settled in court."

Commissioner Aubrey Davis said he was "impressed, and I think many of us are, that they can continue to argue the date question and sort of dismiss the Council's saying 'a few members advocate the earlier date.'"

Executive Sutherland said it seemed to him that the letter that had been forwarded to the Panel by the Executive Board "was pretty much unanimous, and so if there's only a few of us (I guess in comparison to the fact that there's five million people living in the state that we're only just a few) but I'm not sure the basis or the nexus from which they made that comment."

Commissioner Davis asked if the date argument "matters in the ultimate decision...or is that irrelevant even though there's agreement on that issue?" Mr. Bricklin said the Panel "eventually reached the same bottom line no matter what date they used."

Commissioner Pat Davis referred to Councilmember Nelson's question "with respect to what was said on page 11, and the answer was in Resolution A-93-03, there was nothing stated about those goals, of the Noise Mediation Agreement goals. That resolution was in April. However, in August of that same year, '93, the Executive Board adopted implementation steps to A-93-03, and I would suggest that it's important to look at those implementation steps, because in those steps are embodied the Noise Mediation Agreement goals and that is what, the basis upon which this panel was supposed to make its findings. And in that discussion we argued about the words 'reasonable' and 'significant,' about all of that, 'meaningful.' Those words were taken out and it's important to be sure that we look at that language to see how that complies with what the panel actually did or said it should be doing, as opposed to what it actually was asked to do."

Commissioner Gary Grant said he thought Executive Sutherland's suggestion to delay any action or discussion until the next meeting was a good one. "Most of us have not had an opportunity to read this in its entirety." He added, "I committed, personally, as a member of the Port Commission, to abide by the decision of PSRC. I don't think we're legally obligated to, but I think that the Commission will, in fact, abide by whatever decision is made here." He also said that "it's not been a lot of fun being engaged in some of the meetings where we have had a lot of people angry at the Port of Seattle. We intend, I think, to continue to work the problem of noise, and the other problem, as regards traffic congestion at SeaTac. ...that was our commitment four, five years ago; and we intend to continue the insulation program in a vigorous way, to expand it, to the extent we are able, to public buildings and

other facilities, and to deal with, to the extent we are able, the noise problems that are in that area. We hope that the PSRC--and we'll work with you on this--will find a solution to the problem of increased air capacity that we're going to need to address in the near future. And our environmental impact statement indicates that the do nothing alternative is not a very good prospect for our region in the future in many, many ways, not just the economic growth, but the environmental impacts that do-nothing will also cause in this region. Certainly not to be looked forward to."

Executive Locke agreed with deferring consideration of this issue, "at least to our next meeting. I would just ask the staff and our attorneys, if they could, to assemble for all the members of the PSRC the legal and financial implications of a lack of endorsement by this council. There was some suggestion that it only affects FAA dollars, or it may or may not affect FAA dollars, but that it may clearly jeopardize ISTEA money. We need to know exactly what that amount possibly is--are we talking about hundreds of millions of dollars of ISTEA money that were associated with this project, or only five dollars? We really need to have that understanding of the magnitude of the consequences of a lack of endorsement by the PSRC. And I just want to make one comment to Commissioner Grant. Clearly airport capacity has to be addressed in this region and how we achieve that is now very much in doubt given this ruling by the panel, but it is clearly incumbent on all of us if, well, it's clearly incumbent on all of us, that we somehow have to address the growing needs of air capacity."

Commissioner Davis informed Board members "as a matter of clarification, the Port of Seattle has commenced its EIS master plan acceptance process." She said "we will not have our hearing on April 4, and we will not commence on April 9."

Policy Board Reports

Councilmember Roger Bergh reported on the Transportation Policy Board meeting held March 14. He asked Mary McCumber to review the staff committee representation on the policy boards, and the evaluation of the policy and plan review process. Ms. McCumber explained that the Regional Staff Committee had been created to provide recommendations to the policy boards and ultimately the Executive Board. The recommendation from Regional Council staff is to include the chairs of the staff committee as members of the Transportation Policy Board and Growth Management Policy Board as non-voting members.

Another issue had to do with the review of local comprehensive plans and countywide policies for consistency with the regional plans, a requirement of the Growth Management Act. She noted that the Executive Board had adopted a process for this review. Executive Sutherland had asked for an evaluation of the process to date. Both policy boards were briefed on where the agency was with certification. "Basically, we have certified three of the countywide planning policies and 25 of the transportation elements of local plans." She noted that a workshop had been held for jurisdictions to see how things were working. Fifteen jurisdictions were represented. "There were very positive comments from your staffs that it was working; the questionnaire was working, the consistency reports were helpful. They had some advice for us that we should be doing comments on the amendments as soon as possible. What we had to do on the plans was give comments after you adopted your plans, which makes it real difficult for you to be able to incorporate the changes. So in the amendment process that we put together, that you have approved, we'd be looking at drafts so that if changes were needed, they

could be incorporated prior to local government action. When there were things wrong they wanted us to be stronger in the language, be real clear when those things were identified. They felt that the data base was great. And they thought that we could become, in the longer term, a clearinghouse for what's working and not within the region so staff would be able to have access to programs that are underway."

In addition, Mayor Bergh reported on two presentations made to the Transportation Policy Board--the first from Metro providing an update on technical action moving toward a seamless regional transportation system, and on a program using a "smart card" technology. The policy board also heard a report on the development of a six-year action plan.

Councilmember Dave Russell noted that the Growth Management Policy Board had approved the overall direction of the industrial siting work--studying the supply and demand of industrial sites that are available and "how do we protect what we've got and increase the supply if needed." He said there will be a number of products coming from that which will be helpful for the region; and that the policy board agreed to release the Regional Capital Facilities Siting document for interagency review. "This is something that may be needed in the future when we are looking at siting major regional facilities. This has now had input from the Regional Staff Committee and the Board discussed some tricky issues, one of them being, it was proposed in the draft document that the Executive Board could interject itself in a siting issue and there was a healthy discussion about that. It was recommended that we retain our interest in doing that, but in exceptional circumstances, in order to preserve the functionality of PSRC as a watchdog for regional important matters. We also discussed the urban center incremental development strategy further." He noted that the policy board had reviewed the first chapter, and "if the first chapter is any indication of the rest of the book, it is first class, and we can look forward to that having an impact on the region."

Consent Agenda

ACTION: Executive Locke moved the adoption of Consent Agenda item (a) approval of the minutes of the meeting held February 22, 1995. Councilmember Russell seconded the motion. The motion carried unanimously.

ACTION: Councilmember Bergh moved to adopt item (b) of the Consent Agenda -- a Routine Amendment to the 1996-98 Transportation Improvement Program and 1996 Unified Planning Work Program. The motion was seconded by Commissioner Ryan and carried unanimously.

New Business

ACTION: It was moved and seconded to recognize the City of University Place as a member of the Puget Sound Regional Council effective July 1, 1996, to authorize the President to sign the Interlocal Agreement, and to authorize the Executive Director to bill the City of University Place for dues for FY 1997. The motion carried unanimously.

There was no other business discussed.

Announcements

- **Next Meeting Dates and Times**

  - Thursday, April 25, 1996, 6th Floor Board Room, 1011 Western Avenue, Seattle, WA; 10:30 a.m. **(Note--this is being changed.)**

Adjourn

The meeting adjourned at 11:05 a.m.

_____

Executive Doug Sutherland, President

ATTEST:

_____

Mary McCumber, Executive Director

Puget Sound Regional Council

PSRC

ACTION ITEM April 15, 1996

To: Executive Board

From: Executive Gary Locke, Chair
Operations Committee

Subject: Approval of Vouchers

AT ISSUE

In accordance with the Washington State Auditor, the Operations Committee reviews and recommends approval of vouchers to the Executive Board.

RECOMMENDED ACTION

The Executive Board should approve the following vouchers:

REQUESTED WARRANT DATE	VOUCHER NUMBERS	TOTALS
02/28/96	43913-43955	$ 47,961.00
02/29/96	43956-44020	188,275.74
03/14/96	44021-44073	166,698.00
03/15/96	44074-44170	68,540.66
03/28/96	44171-44215	50,272.44
03/29/96	44217-44280	139,069.19
04/12/96	44281-44333	172,481.11
04/15/96	44334-44422	51,638.29
	TOTAL	**$884,936.43**

Normal skips in voucher numbers may appear from time to time as a result of printer tests for accurate alignment.

For additional information, please contact Michele Schutz at 464-5416.

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Puget Sound Regional Council
PSRC

ACTION ITEM April 11, 1996

To: Executive Board

From: Executive Bob Drewell, Chair
Transportation Policy Board

Subject: **Approval of the Prioritized List of FY 97 Transportation Enhancement Projects for Statewide Competition**

AT ISSUE

A list of transportation enhancement projects, in order of priority, needs to be submitted to the Washington State Department of Transportation by April 30 to be eligible for possible federal funding. WSDOT's Enhancement Advisory Committee will review and select projects for funding on May 29 and 30; the Secretary of Transportation will approve projects for funding in June.

Attached is a prioritized list of 16 enhancement projects for FY 97, as developed by the Regional Council's Transportation Enhancement Committee and recommended for approval by the Transportation Policy Board at its April 10 meeting. This list is from the 100 submitted projects and achieves the Policy Board's direction to restore a sense of geographic equity for these types of projects.

RECOMMENDED ACTION

The Executive Board should approve the attached list of 16 prioritized transportation enhancement projects (Attachment A) for submittal to the Washington State Department of Transportation for FY 97 statewide competition.

DISCUSSION

The Transportation Enhancement Committee (TEC), appointed by the Transportation Policy Board, includes citizens representing different interests in one or more of the enhancement funding categories to review and prioritize enhancement projects for the statewide competitive process. This year the Committee completed the following tasks: reviewed the Regional Council's selection process and refined the Regional Criteria and Rating Guide for Prioritizing FY 97 Transportation Enhancement Projects, which is used to score projects; evaluated staff's technical rating of proposed projects; and established priority for the highest scoring projects in the region.

The Regional Council received 100 applications totaling over $27 million in funding requests by the February 14 deadline. It was recommended that since only $3.7 - $4 million is available statewide for

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FY 97 projects, our region should limit the list of projects submitted to approximately $3.2 million. Of the $3.7 million in transportation enhancement funding available statewide for FY 97, it is estimated that our region should hope to receive approximately $1.7 million for its projects.

In 1994, the Transportation Policy Board recommended that a significant effort be made, over the remaining years of ISTEA (through 1997), to achieve reasonable geographic funding equity for enhancement projects recommended for state funding. This year's list achieves approximate funding equity based on the estimated geographic distribution of population by county. All four counties are now in balance. Attachment B shows the effect of the FY 97 recommendation by county, for the $1.7 million funding target.

For further information, please contact Karen Richter at (206) 464-6343.

Attachments:

A: Prioritized List of FY 97 High Priority Transportation Enhancement Projects
B: Geographic Equity at the $1.7 Million Funding Target

Attachment A: Puget Sound Regional Council
Prioritized List of FY 97 High Priority Transportation Enhancement Projects

Number	Title	Sponsor	Recommended Funds	Total Project Cost	Cumulative Funds
1	Intermodal Bike & Pedestrian Connection Between High School Road and the WSDOT Ferry Terminal	BAINBRIDGE	$240,000	$300,000	$240,000

Project Description:
Construction of walkway and bike lane including bridge passages over a ravine. The pathway connects Winslow Way and High School Road providing an alternative to riding on the shoulder of SR 305.

2	Foothills Linear Park Trail South Prairie to Buckley Section	PIERCE COUNTY	$268,150	$310,000	$508,150

Project Description:
Acquire and preserve former railroad line for 4 miles of nonmotorized public trail connecting South Prairie and Buckley.

3	Foothills Linear Park Trail Orting to South Prairie Section	PIERCE COUNTY	$200,000	$240,000	$708,150

Project Description:
Construction of 1,600 lineal feet of a 12 foot wide asphalt path for nonmotorized users. The path is located in South Prairie.

4	Meadowbrook Farm Right of Way Acquisition	NORTH BEND	$200,000	$1,500,000	$908,150

Project Description:
Acquisition of 18 acres of historic, scenic open space, located on a Heritage Corridor, for the purposes of a pedestrian trail linking the Snoqualmie Valley Historic Steam Railway, SR 202, the Sunset Highway, and the Snoqualmie Valley Trail.

5	SS Virginia V Structural Restoration	KING COUNTY DEPT. OF PUBLIC WORKS	$300,000	$440,000	$1,208,150

Project Description:
Restore historic wooden passenger steam ship Virginia V, the last surviving wooden hull passenger steamer of the Puget Sound "Mosquito Fleet."

6	Preston Mill Site Scenic Property Acquisition	KING COUNTY DEPT. OF PUBLIC WORKS	$250,000	$385,000	$1,458,150

Project Description:
Phased acquisition of a 21.2 acre site that is located within the scenic viewshed of I-90, a designated Scenic and Recreational Highway, in the community of Preston. This project is part of the Mountains to Sound Greenway corridor.

7	Lowell - Snohomish Trail	SNOHOMISH COUNTY	$76,500	$90,000	$1,534,650

Project Description:
Acquire right of way for 5.5 miles of bike path and bike lane from the City of Everett to the City of Snohomish, interconnecting with the Interurban Trail, Centennial Trail and Everett's Riverfront Walkway.

Number	Title	Sponsor	Recommended Funds	Total Project Cost	Cumulative Funds
8	Snohomish County Centennial Trail: Lauck Road Undercrossing	SNOHOMISH COUNTY	$98,750	$202,500	$1,633,400

Project Description:
Construction of the Lauck Road undercrossing on the Snohomish County Centennial Trail.

9	Stevens Pass Greenway	WSDOT NW REGION IN SNOHOMISH COUNTYWIDE AREA	$4,300	$5,000	$1,637,700

Project Description:
Fabrication and installation of four Steven's Pass Greenway Logo Signs. The signs would identify the Stevens Pass Greenway and support preservation and scenic beautification of the US 2 corridor.

10	Bike 520: 124th Ave NE to W Lake Sammamish Parkway Stage 2	WSDOT NW REGION IN KING COUNTYWIDE AREA	$865,000	$1,000,000	$2,502,700

Project Description:
Construction for Stage 2 from 124th Ave NE to 148th Ave NE which will complete a 4.5 mile section of Class I bicycle/pedestrian transportation facility in a developed urban area.

11	Bethel - Burley Road SE M.P. 1.089	KITSAP COUNTY	$75,644	$87,450	$2,578,344

Project Description:
Construction of bioswales to treat roadway runoff, installation of fish ladder in Little Bear Creek.

12	Thea Foss Waterway Public Esplanade - Parcel 3	TACOMA	$200,000	$375,000	$2,778,344

Project Description:
Preliminary engineering for a public esplanade: sidewalk, path for bicycle and wheeled traffic, overwater esplanade and landscaping.

13	Snoqualmie Railroad Depot Rehabilitation	SNOQUALMIE	$54,300	$102,180	$2,832,644

Project Description:
Rehabilitation of Snoqualmie Depot, built in 1890. The queen anne style structure is listed on the National Register of Historic Places.

14	Tolt Ave. Pedestrian Improvements and Storm Water Control, Phase 2.	CARNATION	$49,159	$56,831	$2,881,803

Project Description:
Construction of a safe walkway for students and pedestrians, a planting strip behind the sidewalk, and a complete storm water drainage system. Facilities will be constructed along SR 203. Storm water will be contained and treated before entering the Tolt River.

Number	Title	Sponsor	Recommended Funds	Total Project Cost	Cumulative Funds
15	Scenic Transportation Heritage Property Acquisition	WSDOT NW REGION IN KING COUNTYWIDE AREA	$121,100	$140,000	$3,002,903

Project Description:
Acquire 67.1 acres within the Stevens Pass Historic District located between US 2 and National Forest land. The area is part of the Iron Goat Trail, a historic, wheelchair accessible, hiking trail on the abandoned Great Northern Railway grade in the Stevens Pass Historic District.

16	SR 2 Cascade View Dr to SR 203 (Lewis St) Pedestrian/Bikeway	MONROE	$272,000	$340,000	$3,274,903

Project Description:
Construct asphalt walkway, concrete sidewalk, bicycle lanes along SR 2 from the Evergreen State Fairgrounds to Lewis St (SR 203) with access across SR 522. The project connects the commercial business district with Fairgrounds activity center.

Number of Records : 16 **Cumulative Enhancement Funds Requested:** $3,274,903

Attachment B:
Geographic Equity at the $1.7 Million Funding Target for Statewide Transportation Enhancement Projects in the Puget Sound Region

County Area	Approved 1992-96 and Recommended 1997 Funding	% of 1992-1997 Funding	Estimated 1994 Population
King	$11,448,467	54%	54%
Kitsap	$1,308,874	6.2%	7%
Pierce	$4,553,114	21.5%	22%
Snohomish	$3,876,150	18.3%	17%
Total	$21,186,605	100%	100%

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Puget Sound Regional Council
PSRC

ACTION ITEM April 15, 1996

To: Executive Board

From: Executive Bob Drewel, Chair
Transportation Policy Board

Subject: **Recommendations to Certify the Transportation Elements in the Comprehensive Plans for Bothell, Buckley, North Bend, Pacific, and Index**

AT ISSUE

The Puget Sound Regional Council is working with local governments to review local, countywide, and regional plans and policies for consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area*, the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process. The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

Following the adopted process, Regional Council staff reviewed the comprehensive plans for Bothell, Buckley, North Bend, Pacific, and Index. The transportation elements in these plans were reviewed for conformity with Growth Management Act requirements, including consistency with the region's adopted transportation plan, VISION 2020.[1] Based on this review, the Transportation Policy Board, at its April 11th meeting, recommended that the Executive Board certify the transportation elements in the comprehensive plans for each of the five jurisdictions as meeting the requirements in the Growth Management Act.

RECOMMENDED ACTIONS

The Regional Council's Executive Board should take the following actions concerning conformity with

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[1] Plans adopted before May 25, 1995 are reviewed for consistency with the transportation provisions in VISION 2020, as amended in March 1993. Plans adopted after that date are reviewed for consistency with the 1995 Metropolitan Transportation Plan (which was adopted on May 25th).

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the requirements in the Growth Management Act and consistency with VISION 2020, the adopted regional transportation plan:

(1) Certify the Transportation Element in the 1994 City of Bothell Comprehensive Plan;

(2) Certify the Transportation Element in the 1995 City of Buckley Comprehensive Plan;

(3) Certify the Transportation Element in the 1995 City of North Bend Comprehensive Plan,

(4) Certify the Transportation Element in the 1995 City of Pacific's Comprehensive Land Use Plan, and

(5) Certify the Transportation Element in the 1994 City of Index Comprehensive Plan.

DISCUSSION

The review of the transportation elements in local comprehensive plans is based on information provided in a checklist completed by local jurisdiction staff. The first part of the checklist focuses on requirements for local transportation elements as outlined in the Growth Management Act (Chapter 36.70A.070, Revised Code of Washington -- RCW). The second part of the checklist includes questions that are based on the transportation components in VISION 2020. After reviewing the checklist and adopted comprehensive plan submitted by a jurisdiction, Regional Council staff prepare a draft report on consistency. This report includes the proposed recommendation for certification. The draft report is then sent to local jurisdiction staff for review and comment. After comments have been received, the report is finalized and forwarded to the Regional Council's Transportation Policy Board and Executive Board for review and action. *The final consistency reports for Bothell, Buckley, North Bend, Pacific, and Index are enclosed in the agenda packages distributed to Executive Board members and alternates.*

Conformity with the Growth Management Act

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (Chapter 36.70A.070, RCW). *The comprehensive plans for Bothell, Buckley, North Bend, Pacific, and Index adequately address these requirements for transportation planning.*

Consistency with the Region's Transportation Plan

VISION 2020, the adopted transportation plan for the central Puget Sound region, calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. The regional plan also includes policies and strategies designed to reduce the need for driving alone. Four key policy areas are emphasized in reviewing local transportation elements with

VISION 2020 for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand, to address traffic congestion and environmental objectives; (3) coordinating transportation and land use planning, to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in VISION 2020 is conformity with federal and state air quality requirements. *The transportation elements in the comprehensive plans for Bothell, Buckley, North Bend, Pacific, and Index adequately address these major policy emphasis areas of the VISION 2020 transportation strategy.*

For more information, please contact King Cushman, Director of the Growth and Transportation Planning Department, at (206) 464-6174 or Rocky Piro, Senior Planner, at (206) 464-6360.

Puget Sound Regional Council
PSRC

ACTION ITEM April 15, 1996

To: Executive Board

From: Executive Bob Drewel, Chair
Transportation Policy Board

Subject: **Routine Amendment to 1996-98 Transportation Improvement Program**

AT ISSUE

The cities of Bellevue and Mountlake Terrace have submitted additional phases to existing projects for routine amendment to the regional Transportation Improvement Program (TIP) using funds provided through the ISTEA's Surface Transportation Program (STP). Previous phases of the projects are already in the regional TIP. The additional phases for the two projects are summarized in Exhibit A.

The Transportation Policy Board considered this amendment on April 11, 1996, and recommended approval.

RECOMMENDED ACTION

The Executive Board should approve an amendment to the 1996-98 regional TIP to include the projects shown in Exhibit A. The Board should also give project selection approval to the projects in the manner listed in Exhibit A. The approval is based on finding the projects consistent with VISION 2020 (including the Metropolitan Transportation Plan) and with the air quality conformity determination of the Regional Council's TIP. The Board should also find that funding is reasonably expected to be available to carry out the projects.

DISCUSSION

The recommended action would approve the amendments as requested by Bellevue and Mountlake Terrace. The following information describes the basis for approving each request.

1. **VISION 2020 Plan Basis (including the Metropolitan Transportation Plan)**

   Both projects support transportation investments that provide alternatives to single-occupant vehicle travel (RT-8.1)

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2. **Air Quality Conformity Basis**

   Both projects shown in Exhibit A are identified in state and federal rules as having a neutral effect on air quality and therefore are exempt from air quality conformity requirements.

3. **Funding Reasonably Expected To Be Available**

   The Regional Council has confirmed that STP funds are available for the projects shown in Exhibit A.

4. **Project Selection**

   The Regional Council is responsible for "project selection" of projects as shown in Exhibit A.

Maintaining the TIP and the Unified Planning Work Program (UPWP) is one of the responsibilities the Regional Council undertakes as the Metropolitan Planning Organization for King, Kitsap, Pierce and Snohomish counties.

For more information, please contact Dick Callahan at (206) 464-6171.

Attachment: Exhibit A

Exhibit A

PROJECTS PROPOSED FOR ROUTINE AMENDMENT TO 1996-98 TIP

Sponsor	Project Title and Work Description	Funding	PSRC ACTIONS NEEDED		
			TIP amend	UPWP amend	Project selection
1. City of Bellevue	**Transit/Neighborhood Link Study Demonstration (on 148th Ave NE between NE 32nd and NE 44th Streets, in Bellevue)** Construction phase for building approximately three pedestrian crossings (crosswalks) at mid-block locations to enhance transit use.	$ 34,600 **Fed'l/STP(U)** $ 5,400 **Match** $ 40,000 **Total**	X		X
2. City of Mountlake Terrace	**Travel Lane Conversion to Cycle Lane and Bus Pullout (on 56th Avenue West 228th to 236th Streets SW, in Mountlake Terrace)** Construction phase for adding bike lane(s) and bus pullout(s) within existing roadway.	$ 62,600 **Fed'l/STP(U)** $ 15,650 **Match** $ 78,250 **Total**	X		X

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Puget Sound Regional Council
PSRC

MEMORANDUM April 15, 1996

To: Executive Board

From: Executive Doug Sutherland, President

Subject: **Followup on Air Transportation Capacity**

At our last meeting (March 28), I asked the Board to review the Expert Panel's concluding decision on noise issues at Sea-Tac Airport, which we had just received the day before, and come back in April to discuss where we go from here. To facilitate our April discussion, I asked staff to compile a list of options, which are in the attached Action Item.

The Panel indicated that the Port of Seattle had not met the threshold for noise reduction to satisfy the Regional Council's conditional approval of the third runway, but indicated that the outcome could have been different, had some additional noise reduction measures been taken; the Panel also made some recommendations for additional noise reduction measures.

The Panel's most recent decision, coupled with its earlier decision on demand and system management and the Regional Council's decision on the lack of a feasible major supplemental airport site in the four-county region, leaves the region without a current solution to its long-term air transportation capacity needs.

Therefore, I think we need to look closely at the options before us, and determine how to fashion a solution that keeps our commitment to reducing impacts from an essential public facility, while also meeting our long-term, air transportation capacity needs.

Please note that our April 25 meeting will start an hour earlier -- at 9 a.m. -- with the first hour devoted to public comments. Also note that the meeting has been moved to the Olympic Room in the Northwest Rooms Complex, directly north of Key Arena, in the northwest corner of the Seattle Center grounds.

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Puget Sound Regional Council
PSRC

Corrected Version
4/16/96

ACTION ITEM

April 15, 1996

To: Executive Board

From: Mary McCumber, Executive Director

Subject: **Follow up to Expert Panel Decision on Noise Issues**

AT ISSUE

In its "Final Decision on Noise Issues" (March 27, 1996), the Expert Panel evaluating air transportation-related issues concluded that the Port of Seattle had not achieved a reduction in real, on-the-ground noise impacts sufficient to satisfy the noise reduction condition imposed by General Assembly Resolution A-93-03. Thus, the Metropolitan Transportation Plan (MTP) currently does not provide for a third runway at Sea-Tac Airport, or provide any other means for meeting the region's acknowledged long-term air transportation capacity needs.

In response to direction at the March 28 Executive Board meeting, staff compiled the following potential courses of action, based on suggestions of Regional Council members. They include:

1) **No additional action;**

2) **Encouraging and offering assistance for the state to conduct a statewide search for an appropriate site for an additional airport or other appropriate option;**

3) **Embracing the Expert Panel's finding that the Port of Seattle "is in substantial compliance with" the existing Noise Mediation Agreement, and amending Resolution A-93-03 to specifically state that compliance with the Noise Mediation Agreement is sufficient to meet the resolution's noise condition;**

4) **Amending Resolution A-93-03 to provide for additional noise reduction measures, consistent with the Expert Panel's contention that "the Port could have done more, and that, had it done so, the additional improvement probably would have made a material difference in real, on-the-ground noise impacts, turned a marginal improvement into a meaningful one, and therefore affected the final outcome of this proceeding."**

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POTENTIAL ACTIONS

Potential Action A -- No Additional Action

If no additional action is taken, staff would issue a technical addendum to the MTP to clarify the status of the third runway, which can be accomplished within the existing FY 1995-96 Budget.

Potential Action B -- Search for Potential New Airport Site

The Executive Board **directs staff to initiate discussions with the State** about the State's willingness to take the lead in evaluating options to meet the State's and region's long-term air travel and inter-regional ground transportation needs, including high-speed rail.

Potential Action C -- Third Runway with Existing Noise Reduction Measures

The Executive Board: 1) **directs staff to initiate the process to amend *Resolution A-93-03*** by drafting language to remove the deadline of April 1, 1996, and to stipulate that compliance with the Noise Mediation Agreement is sufficient to meet the resolution's noise condition; 2) **authorizes the expenditure of up to $50,000** from the FY 1996 contingency fund to carry out this process, including environmental review, a public hearing, and a General Assembly meeting in July 1996; and 3) **initiates review of *Resolution A-93-03: Implementation Steps*** to ensure consistency with such action.

Potential Action D -- Third Runway with Additional Noise Reduction Measures

The Executive Board: 1) **directs staff to initiate the process to amend *Resolution A-93-03***, to remove the deadline of April 1, 1996, and to provide for additional noise reduction measures, based on the recommendations of the Expert Panel; 2) **authorizes the expenditure of up to $60,000** from the FY 1996 and FY 1997 contingency funds to carry out this process, including consultant support, environmental review, a public hearing, and a General Assembly meeting in July 1996; and 3) **initiates review of *Resolution A-93-03: Implementation Steps*** to ensure consistency with such action.

DISCUSSION OF POTENTIAL ACTIONS

All of the options listed above include the requirement in Executive Board Resolution EB 94-01 to work with the State to evaluate long-term options. Potential Action B would initiate that requirement immediately.

A. No Additional Action

Time line and Budget Impact. The technical amendment would be issued within about two months, which can be accomplished within the existing FY 1995-96 budget.

B. Search for Potential New Airport Site

Time line. This option is viewed as potentially a two-year process, and is dependent upon the willingness and ability of the State to go forward in a timely manner

Budget Impact. If the state agrees to move ahead with this option, the Regional Council would investigate the cost of using staff to coordinate with the Washington State Department of Transportation.

Considerations. If the State agrees to this option, it could review the Council's decision on the feasibility of sites within the region, review potential sites outside the region, and also review

options for accelerating the State's rail program, which the Panel noted would be "essential to the region" if the region did not proceed with the third runway. Currently, the State does not have any resources to undertake this option and legislative action would be required.

C. Third Runway with Existing Noise Reduction Programs

Time line. Preparation of a draft amendment to Resolution A-93-03, with environmental review and a public hearing, could be completed for a recommendation by the Executive Board in June, in time for a General Assembly meeting on July 11, 1996.

Budget Impact. Preparation and distribution of documents, environmental review, meeting expenses, etc., could cost approximately $50,000.

Considerations. While the Panel majority found that the Port of Seattle "is in substantial compliance with" the existing Noise Mediation Agreement, it also stated that the phrase used in the Resolution, "real noise impacts," implies a standard based on meaningful results. The Panel concluded in part that a 3.4dB change over the period 1989/90 to date is below the threshold of "meaningfulness"; that the Port's estimate of the number of people benefited by its noise abatement efforts may very well be smaller than the cumulative measurement error in the Port's methodology; and that the range of noise mitigation programs the Port has "scheduled, pursued, and achieved" to date is incomplete, particularly with respect to the sensitive-use public buildings included in the 1990 Noise Mediation Agreement.

On the other hand, the chair of the Panel, in his dissent, argued that a reduction of 3.4dB is meaningful, and said it was his opinion that it is unreasonable to impute to the General Assembly an expectation that the Port had to show a reduction in noise levels so significant that it would resolve scientific doubts about its meaningfulness before the third runway would be authorized.

D. Third Runway with Additional Noise Actions

Time line. As in B., above, preparation of a draft amendment to Resolution A-93-03, with environmental review and a public hearing, could be completed for a recommendation by the Executive Board in June, in time for a General Assembly meeting on July 11, 1996. Additional factors include distribution of the Panel's recommendations for additional noise reduction measures to appropriate parties for comment; selection and use of a consultant to help evaluate responses; and a working session of the Executive Board prior to its June decision meeting to determine the additional measures to be considered in developing the Board's recommendation to the General Assembly.

Budget Impact. Costs would be similar to B., above, with the exception of an additional $10,000 to hire a consultant for technical review or responses to the Panel's recommendations for additional noise abatement and mitigation measures, bringing total costs to approximately $60,000.

Considerations. Under this alternative, proceeding with the third runway would be subject to an amendment of Resolution A-93-03 specifying additional noise reduction measures by the Port and others.

EXECUTIVE BOARD

April 25, 1996 ..... *AGENDA ITEM 7d*

Certification of Transportation Elements
in
Comprehensive Plans
for:

City of Bothell
City of Buckley
City of North Bend
City of Pacific
Town of Index

CERTIFICATION & CONSISTENCY REPORT

for

CITY OF BUCKLEY

March 4, 1996

Certification & Consistency Report

for the

City of Buckley

March 4, 1996

BACKGROUND

A major emphasis of the Washington Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council have worked together to develop an overall process for reviewing local, countywide, regional and transportation agency policies and plans for compatibility and consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area*, the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process.[1] The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

This report is divided into two parts. The first part is a review of the transportation element in the local plan. The review focuses on Growth Management Act requirements for plan elements and includes a comparison of the transportation element with the transportation components of VISION 2020, the region's adopted growth and transportation strategy. This portion of the report is used to determine a recommendation for the certification of the transportation element.

The second part of the report is devoted to coordination issues related primarily to growth management and economic development. Policies and strategies from the local comprehensive plan are compared to key features in VISION 2020, including issues related to urban and rural growth, facilities and services, affordable housing, economic development, protection of critical areas, and preservation of resource lands and open space. The purpose of reviewing this information is to improve coordination between local and regional planning efforts and provide an opportunity to consult on matters that have regional importance.

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1 The certification requirement in the Growth Management Act is described in Chapter 47.80, Revised Code of Washington (RCW). This requirement is also addressed in the Regional Council's *Interlocal Agreement,* Section VII.A, which was adopted as Council Resolution A-91-01 (amended March 1993). The specific requirements for transportation elements in local comprehensive plans are spelled out in Chapter 36.70A.070, RCW.

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SUMMARY . . . . .

PART ONE: REVIEW OF THE TRANSPORTATION ELEMENT

The review of local transportation elements is based on information provided in a checklist completed by city staff. The first part of the checklist highlights requirements for local transportation elements as outlined in the Growth Management Act.[2] The second part of the checklist includes questions related to the transportation components in VISION 2020. The review is based on VISION 2020 as amended in March 1993.[3]

The City of Buckley adopted its comprehensive plan on May 23, 1995. The city submitted a certification checklist along with a copy of its adopted plan to the Regional Council for review. Based on the review and comments by Regional Council staff and Buckley staff, the following recommendation is proposed for action by the Regional Council's Executive Board.

Recommendation for Certification

The Executive Board of the Puget Sound Regional Council should certify that the Transportation Element in Buckley's 1995 Comprehensive Plan conforms with the Growth Management Act and is consistent with VISION 2020.

Discussion

The primary focus of Buckley's Transportation Element is to balance the type and availability of transportation resources which greatly influence land use development patterns. The city recognizes that "the relationship between transportation and land use is one of continuous interaction" and that planning for both must be coordinated.

Specifically, the Transportation Element addresses (1) the location and condition of the city's existing traffic circulation system; (2) the cause, scope, and nature of the city's transportation problems along with their projected transportation needs; and (3) a plan to resolve the city's transportation needs while maintaining established level-of-service standards.

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2 Chapter 36.70A.070, RCW.

3 VISION 2020 was updated again in May 1995 and includes a Metropolitan Transportation Plan . Future amendments to the city's transportation element will be reviewed based on the 1995 Update.

A. Conformity with Growth Management Act Requirements

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; and (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (RCW 36.70A.070). The following discussion highlights the City of Buckley's treatment of these requirements.

Land use assumptions • Source of land use assumptions • Travel demand estimates
Inventory of transportation facilities and services; LOS standards • Modes of transportation services -- air, water, and land facilities and services • LOS standards for arterials and transit • LOS reassessment strategy • 10-yr. travel forecast
Transportation management strategies • System expansion needs • Transportation system management needs • Demand management strategies
Funding capabilities; probable funding shortfalls; and reassessment strategy • On-going and new funding sources • A multi-year financing plan • Identification of funding shortfalls
Intergovernmental coordination • Transportation impacts on adjacent jurisdictions

Table 1: Growth Management Act, Requirements for Transportation Elements *(RCW 36.70A.070)*.

Land Use Assumptions

The City of Buckley uses data from the 1980 and 1990 United States Census to establish a basis for its population projections. Buckley's Rural Center Alternative includes two distinct areas: the city limits and the urban growth boundary. The city's seven neighborhood planning areas are included in both areas. The city uses these planning areas as analysis zones to determine its future 2014 growth forecasts.

The Land Use Element presents a detailed inventory of the city's land uses. The inventory was conducted in 1993 for area encompassing roughly 14,500 acres. Approximately 10% of that area is undeveloped. However, factoring in environmental constraints, that percentage is reduced to 3% or just over 408 acres.

According to the land use distribution chart, residential land uses comprise nearly 44% of the city's land. Residential development will continue to absorb the largest share of new development.

To estimate existing traffic volumes the city conducted a number of traffic counts around the city, primarily from arterial streets. The counts were tailored to better reflect daily traffic volumes, which were then integrated with counts from the state highway system. These counts are mapped and presented in the Transportation Element.

For future traffic estimates the city's planning areas were divided into ten traffic analysis zones (TAZ). Peak-hour traffic volume estimates for 2014 were estimated based on the forecasted number of households determined for each TAZ. These future traffic volume estimates were then compared and contrasted for accuracy against the actual traffic counts conducted earlier. The traffic volume estimates were not disaggregated by trip type.

Comment: Buckley's Comprehensive Plan meets the requirement for applying land use assumptions in the development of the Transportation Element. When the city next updates its Transportation Element, it may want to consider expanding its discussion of land use assumptions and transportation modeling in detail.

Identification of Facilities and Services Needs

Buckley's Transportation Element includes an inventory of existing transportation facilities and services. The inventory excludes a discussion of air and water facilities because no such facilities or services are provided in, or by the city. The Transportation Element includes a map that illustrates the streets which feed traffic off local streets to collector streets and then onto the city's arterial network.

Generally, the city's transportation system follows a grid pattern. At present only one intersection in the city is signalized. Sidewalks are provided primarily in the central business district. The largest share of parking within the city is in the form of on-street parking. The city is bisected by State Route (SR) 410, which provides access to and from the city. The city estimates that proposed Rural Center Alternative "will not generate a noticeable amount of freight traffic because the bulk of new land uses are residential rather than commercial in character.

The city has adopted level-of-service standards for its arterial road network. These level-of-service standards are based on "screenlines" for several areas throughout the city. The city established screenlines between adjacent neighborhoods or transportation analysis zones (TAZs). Screenlines cut across several roads that serve a specific geographic area or that feed onto a major road.

Transportation forecasts were developed and then compared against the capacities of selected corridors by computing a volume-to-capacity ratio. The city's volume-to-capacity ratios reflect those established by the federal Highway Capacity Manual. The city defined 0.85 as the threshold to measure and benchmark future volume-to-capacity analyses. The city estimates that existing road capacities are sufficient. Capacity issues will be resolved through road widenings. However, the city recognizes that in the future it will need to coordinate improvements to State Route 410 with the Washington State Department of Transportation. The city acknowledges that the Department will develop level-of-service standards for state highway facilities, and at present has adopted an objective level-of-service standard of "D" for State Route 410.

Comment: The City of Buckley meets the requirements for identifying facilities and needs, and for establishing level-of-service standards as described in the Washington Administrative Code (WAC 365-195-325(2)(3)). The city's recognition of the importance of integrating state transportation facilities into the city's overall transportation planning strategy is noteworthy.

Identification of Financing

The Transportation Element includes a financing plan. The plan includes both a six-year transportation improvement program and a long-term road improvement program. The six-year program covers the period beginning in 1995 and ending in the year 2000. Projects in the program are listed by priority, location, type of improvement, local funding required, and the individual project's total costs. Of the eighteen projects listed, the first ten priority projects involve road widenings, street resurfacing, storm drainage improvements, and construction of sidewalks.

The long-term road improvement program includes a variety of projects. The projects are listed by corridor, location, and a description of the proposed improvement. Neither costs or priority rankings are assigned to these projects at this time.

As previously noted, few of the city's roadways are expected to fall below the city's adopted level-of-service standards. To ensure these standards are continuously met, the city intends to develop a concurrency management system. If a roadway is found to be operating at a level-of-service below the adopted standard, the city will explore alternatives for demand management, and will seek additional financing to bring the level-of-service up to the established standard.

The city anticipates deficiencies along State Route 410 over the long-term. The city proposes improvements to channel intersections to facilitate right and left turn movements to and from State Route 410. The city acknowledges that it must work closely with the Washington State Department of Transportation (WSDOT) to improve the accessibility to and from this highway.

Comment: Buckley's identification of transportation financing and strategy for reassessing potential funding shortfalls conform with the requirements in the Growth Management Act. However, missing from the six-year transportation improvement program is an indication of where additional funding is likely to be sought from. In the category listing "local funding," no specific local funding sources are identified in the table or articulated in the text following that section. When the city next amends its Transportation Element, it should identify specific funding sources for each of the projects listed in its six-year transportation improvement plan. The city's reassessment strategy includes options for identifying additional funding, or reassessing land use assumptions or level-of-service standards.

Intergovernmental Coordination

The city participated in the development and ratification of Pierce County's County-Wide Planning Policies. The city's Transportation Element reflects and integrates many of the transportation provisions in these policies. The city commits to working with Pierce County and Pierce Transit to develop a commute trip reduction ordinance to reduce the rate of growth in the number of trips made by people driving alone.

In conducting level-of-service analysis, Buckley developed a screenline approach similar to that used by Pierce County. The city continues to work closely with the Washington State Department of Transportation, as members of a technical committee set up by the Department to plan for long-term improvements along State Route 410.

Comment: The Transportation Element in Buckley's plan addresses intergovernmental coordination. The Regional Council could provide assistance to Buckley, other jurisdictions, and the Washington State Department of Transportation in dealing with consistency and coordination on regional and state facilities in the central Puget Sound region as work continues on implementing the Metropolitan Transportation Plan.

Transportation Demand Management

Buckley views transit and ridesharing as key to reducing travel demand. Additional review of the transportation demand management components in the city's Transportation Element appears in Section B of this report, which addresses consistency with VISION 2020.

Conclusion

The City of Buckley's 1995 Comprehensive Plan addresses all of the major requirements for Transportation Elements as spelled out in the Growth Management Act. The plan's Transportation Element conforms with state requirements.

B. Consistency with the Region's Transportation Plan: VISION 2020[4]

VISION 2020, the adopted transportation plan for the central Puget Sound region, emphasizes concentrating development in a manner that reduces the need for driving alone. The regional plan calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. Intergovernmental coordination is also stressed in VISION 2020 and has already been discussed above. Four key policy areas are emphasized in reviewing local transportation elements with VISION 2020 for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand; (3) coordinating transportation and land use planning -- to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in VISION 2020 is conformity with federal and state air quality requirements.

Optimizing and Managing the Use of Existing Facilities and Services

VISION 2020 emphasizes the need to preserve and maintain existing transportation systems and advocates efficient management of these systems (that is, transportation system management, or TSM). Such management includes programs and strategies that make the transportation system work better by improving the way it is used without major capital investments.

To improve the efficiency and safety of transportation facilities within the city, Buckley commits to a number of options. First, the city will identify high accident intersections on both collector and arterials roadways. Second, the city will perform required and requested maintenance activities related to traffic control devices and roadway material consistent with established level-of-service and engineering guidelines. Third, the city commits to assembling needed traffic data such as traffic counts to support studies, operational changes and designs that can be used in resolving problem areas associated with high accident locations. Finally, the city will identify standards which enhance the overall safety of pedestrians and motorists in regard to sidewalk design and maintenance, lighting requirements, signs, and access to properties. These standards will be integrated into the city's design standards.

Buckley's Transportation Element calls for the addition of development review standards for any local or collector street located in an area in which a proposed

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[4] This review is based on VISION 2020 as amended in 1993. Future review of amendments or updates to the city's Transportation Element will be based on the 1995 Metropolitan Transportation Plan.

development is expected to generate ten or more trips during peak-hours. In cases where a development generates significant transportation impacts which may comprise an intersection's mobility or safety, the city may require the developer to eventually participate in a local improvement district. In such a district the city and the participants would decide the level of improvement needed to bring the intersection into compliance with city standards. Buckley also commits to improving the bicycle and nonmotorized system by making improvements that sign activity areas or routes, or both, where they can be safely accommodated.

Buckley commits to prioritizing its road improvements according to the following criteria: (1) maintain the existing road network; (2) construct missing links to provide for system continuity; (3) bring existing roads up to adopted design standards; and (4) construct new roads.

Comment: Buckley's Transportation Element emphasizes the maintenance of existing facilities and services and is consistent with VISION 2020. The city may want to consider identifying those areas most likely to be candidates for the formation of local improvement districts.

Managing Travel Demand

VISION 2020 advances the use of transportation demand management as a key strategy for addressing congestion and major environmental objectives. Transportation demand management is also a requirement for transportation planning identified in the Growth Management Act.

Buckley's Transportation Element includes a policy that commits the city to implement the use of transportation demand management measures for large employers. The city is currently developing a commute trip reduction (CTR) ordinance and other transportation management strategies to reduce the number of single-occupant trips within the city. At present, there are only two eligible employers who would be effected by this ordinance.

Additionally, the city intends to prepare a public information campaign to advise both employers and the general public of alternatives to driving alone and options for reducing the length and frequency of both work and non-work trips. Given that there are a limited number of large employers in Buckley, a public awareness campaign could prove to be very effective as a tool for demand management.

Comment: In planning for travel within the city, Buckley has sought to develop alternatives to driving alone. The city's commitment to develop demand management strategies in the Transportation Element are consistent with the Metropolitan Transportation Plan. As the city develops specific transportation demand management strategies, the city should estimate their impacts on travel behavior and present them in their Transportation Element.

Coordinating Transportation and Land Use Planning to Support Transit and Pedestrian-Oriented Land Use Patterns

VISION 2020 recognizes the strong relationship between transportation and land use. Promoting transit and pedestrian-oriented land uses is viewed as a significant transportation strategy for minimizing further increases in the number of people driving alone and the number of vehicle miles traveled within the region.

In delineating areas for development within the city and its urban growth area, the following criteria have been applied: (1) characterized by urban growth, but not fully serviced by municipal services; (2) served (or planned to be served) by municipal services; (3) vacant land near urban areas; (4) compatible with critical areas; (5) follow logical property ownership boundaries; and (6) citizen preferences. With respect to transportation facilities and services, the first two criteria play the most critical role in allowing for increased coordination between transportation and effective land use controls.

The city's land use policies focus on managing growth in a manner that reduces the negative effects of uncontrolled development. In the Comprehensive Plan the city acknowledges its Transportation and Land Use Elements need to be coordinated and that changes in either will result in changes to the other.

The Transportation Element also includes a policy that addresses parking standards. As part of the city's development review process, the city will encourage development projects that include parking components that address the following criteria: (1) shared-use parking for compatible uses; (2) direct vehicular connections between adjacent commercial developments; (3) joint and reciprocal use driveways for adjacent commercial developments; and (4) in cases where parking demands are more erratic, unpaved parking surfaces will be allowed. Reducing available parking through better management techniques, while providing increased transit service, supports the city's desire to enhance and make the central business district a place where people can enjoy the amenities that cities in rural areas provide.

Comment: Buckley's Comprehensive Plan recognizes and affirms the relationship between transportation and land use planning and is consistent with the VISION 2020. The city commits to focusing growth in areas appropriate for concentrated development and promoting mixed-use development. The city emphasizes mixed-use development and increased land use densities as important to reducing some of the growth in vehicle miles traveled. When Buckley next updates its Transportation Element, it should consider expanding its concentrated development planning efforts to address compact development along key travel corridors. Also transportation improvements to retain existing jobs and to create new ones.

Expanding Transportation Capacity to Offer Greater Mobility Options

VISION 2020 emphasizes improvements in the capacity of the region's transportation system to support travel by a variety of modes. Improving connections between modes of travel is also viewed as essential for improving the mobility of people.

The city plans to adopt an official right-of-way map identifying future right-of-way needs based on the policies and program in the Transportation Element. The city will work with the Washington State Department of Transportation to develop criteria to establish these future right-of-way segments that cut across portions of the state highways. In the discussion focusing on pedestrian and bicycle facilities, the city commits to ensuring that pedestrian and bicycle access be features provided for in the System Plan for State Route 410.

The Transportation Element includes a policy to improve the pedestrian circulation system based on the following set of guidelines: (1) maintain the existing system of walkways; (2) construct missing links to provide for system continuity; (3) construct sidewalks or asphalt walkways on at least one side of the street where they do not exist today; and (4) construct sidewalks on least on at least one side of the street concurrent with new or infill development, as well as at the time new roads are constructed.

Comments: The Transportation Element includes a number of mobility options and is consistent with VISION 2020. The Transportation Element advances transforming existing roadways into multimodal corridors by adding nonmotorized facilities. When the city next amends its Transportation Element, the city should consider including policies which address the movement of freight and goods movement through the city.

Related Issue: Air Quality Conformity

The Transportation Element acknowledges that transportation projects within the central Puget Sound region must be consistent with federal and state clean air requirements. The city points to the relationship between land use and transportation as the fundamental factor to improving air quality.

As the city rewrites and amends its zoning and development regulations, it plans to continue to promote both transit and transportation demand strategies as the primary means for reducing pollutants resulting from auto emissions. Revising the city's regulatory environment is also seen as an opportunity to incorporate pedestrian and transit friendly design as part of the regulatory process.

Comments: Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. Buckley is located within a designated non-attainment area (see attached map) and is required to address air quality conformity in its comprehensive plan (WAC 173-420-080). The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). Within the central Puget Sound region, criteria pollutants include carbon monoxide (CO), ozone (HC and NOx), and particulate matter (PM_{10}).[5]

While Buckley does address air pollution as a major issue related to transportation planning, the city's Transportation Element does not specifically address federal, state, or regional policies to protect air quality in the Puget Sound basin. Buckley should add policies and provisions to its plan when it is next amended which clearly commit the city to meeting and maintaining federal and state clean air requirements. The city may also want to consider including

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Strategies to reduce criteria pollutants include, but are not limited to: (1) trip reduction strategies and ordinances, (2) employer-based transportation management programs, (3) work schedule changes, (4) ridesharing programs, (5) improved public transit, (6) dedicated facilities for high-occupancy vehicles (HOVs), (7) traffic flow improvements, (8) parking management, (9) park-and-ride facilities, (10) bicycle and pedestrian programs, (11) special event programs and strategies, (12) limitations or restrictions on vehicle use, (13) accelerated retirement of vehicles, (14) concentrated and mixed use development, (15) limitations or controls on idling vehicles, and (16) strategies and facilities to minimize low-temperature cold starts of vehicles.

a cross-reference table which explicitly links certain transportation demand management strategies and programs to criteria pollutant reductions.

Conclusion

The City of Buckley's 1995 Comprehensive Plan addresses the major transportation policy areas of VISION 2020, the region's adopted transportation strategy. Although the transportation provisions in the city's plan do not explicitly address federal and state air quality requirements, there are transportation strategies which contribute to the reduction of criteria pollutants from mobile sources. The city should clarify and expand its treatment of air quality requirements when it next amends the Comprehensive Plan. The Transportation Element in Buckley's 1995 Comprehensive Plan should be certified for consistency with VISION 2020.

CERTIFICATION & CONSISTENCY REPORT

for the

CITY OF BOTHELL

March 1, 1996

Certification & Consistency Report

for the

City of Bothell

March 1, 1996

Background

A major emphasis of the Washington Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council have worked together to develop an overall process for reviewing local, countywide, regional and transportation agency policies and plans for compatibility and consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area,* the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process.[1] The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

This report is divided into two parts. The first part is a review of the transportation element in the local plan. The review focuses on Growth Management Act requirements for plan elements and includes a comparison of the transportation element with the 1995 Metropolitan Transportation n Plan, the region's adopted transportation strategy. This portion of the report is used to determine a recommendation for the certification of the transportation element.

The second part of the report is devoted to coordination issues related primarily to growth management and economic development. Policies and strategies from the local comprehensive plan are compared to key features in VISION 2020, including issues related to urban and rural growth, facilities and services, affordable housing, economic development, protection of critical areas, and preservation of resource lands and open space. The purpose of reviewing this information is to improve coordination between local and regional planning efforts and provide an opportunity to consult on matters that have regional importance.

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1 The certification requirement in the Growth Management Act is described in Chapter 47.80, Revised Code of Washington (RCW). This requirement is also addressed in the Regional Council's *Interlocal Agreement,* Section VII.A, which was adopted as Council Resolution A-91-01 (amended March 1993). The specific requirements for transportation elements in local comprehensive plans are spelled out in Chapter 36.70A.070, RCW.

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PART ONE: REVIEW OF THE TRANSPORTATION ELEMENT

The review of local transportation elements is based on information provided in a plan review questionnaire completed by city staff. The first section of the questionnaire highlights requirements for local transportation elements as outlined in the Growth Management Act.[2] The second section includes questions related to the transportation components in VISION 2020. The final part of the questionnaire addresses additional growth management and economic provisions in VISION 2020. This review is based on VISION 2020 as amended in March 1993.[3]

The City of Bothell adopted its Comprehensive Plan on June 20, 1994. The city submitted the plan review questionnaire along with a copy of its adopted plan to the Regional Council for review. Based on the review and comments by Regional Council staff and Bothell staff, the following recommendation is proposed for action by the Regional Council's Executive Board.

Recommendation for Certification

The Executive Board of the Puget Sound Regional Council should certify that the Transportation Element in "Image Bothell... City of Bothell Comprehensive Plan" (1994) conforms with the Growth Management Act and is consistent with VISION 2020.

Discussion

Bothell's Transportation Element seeks to "enhance safe, barrier-free mobility for all members of the community." There is an emphasis on coordinating land use and transportation planning efforts. The city promotes the development of commercial and employment centers with "land-use patterns that support access by transit, carpools, vanpools, pedestrians and bicyclists, as well as automobiles." Bothell is committed to reducing the rate of growth in driving alone. The city encourages the use of transit and nonmotorized transportation. Transportation planning is recognized for its importance in maintaining "strong residential neighborhoods" and a "strong business community."

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2 Chapter 36.70A.070, RCW.

3 VISION 2020 was updated again in May 1995 and includes the Metropolitan Transportation Plan. Future amendments to the city's transportation element will be reviewed based on the 1995 Update.

A. Conformity with Growth Management Act Requirements

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; and (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (RCW 36.70A.070). The following discussion highlights the City of Bothell's treatment of these requirements.

Land use assumptions • Source of land use assumptions • Travel demand estimates
Inventory of transportation facilities and services; LOS standards • Modes of transportation services -- air, water, and land facilities and services • LOS standards for arterials and transit • LOS reassessment strategy • 10-yr. travel forecast
Transportation management strategies • System expansion needs • Transportation system management needs • Demand management strategies
Funding capabilities; probable funding shortfalls; and reassessment strategy • On-going and new funding sources • A multi-year financing plan • Identification of funding shortfalls
Intergovernmental coordination • Transportation impacts on adjacent jurisdictions

Table 1: Growth Management Act, Requirements for Transportation Elements *(RCW 36.70A.070)*.

Land Use Assumptions

Bothell uses information and forecasts provided by the Puget Sound Regional Council to derive its population and employment projections. The city's 1992 population was estimated at just over 24,000 and the city anticipates an additional 14,000 new residents by the year 2013. Employment is expected to increase by 8,500 to nearly 19,500 jobs by the year 2013, a substantial increase over the 1992 estimate of nearly 11,000 existing jobs.

To estimate travel demand, Bothell worked with data and forecasts prepared by the Puget Sound Regional Council. The city developed a model using the EMME-2 computer software program to analyze travel demand, traffic patterns, and traffic volume. The model took into account trip demand at key intersections in Bothell and nearby communities. Population, employment and other demographic characteristics were factored into the analysis. Similar to trends in the region, trip rates have increased in Bothell faster than the population and job

growth rates. Trip demand at peak hours exceeds capacity, and some streets and highways are "chronically inadequate" during those times.

Comment: Bothell's Comprehensive Plan meets the requirement for applying land use assumptions in the development of the Transportation Element. When the city next updates its Transportation Element, it may want to consider expanding its discussion of land use and transportation linkages by providing cross-references to other chapters and information in the Comprehensive Plan where assumptions and modeling are presented in detail.

Identification of Facilities and Services Needs

Bothell's Transportation Element identifies the various transportation services and facilities located in the city, as well as needed facilities to implement the city's overall planning strategy. These facilities and services include freeways, arterials and collectors, transit, bicycle and pedestrian facilities, and facilities for freight and goods movement. Although the Transportation Element states that there are currently no air, water, or rail facilities in the city, there is a brief discussion of historical ferry and rail service in the city.

To establish level-of-service (LOS) standards for arterials, Bothell compared demand to capacity at intersections, expressing the performance of key highways in terms of a ratio of traffic volume to capacity (v/c). Service levels are then assigned designations, using a traditional level-of-service scale of "A" through "F."

Within the city's planning area, all local access streets operate at a level-of-service standard of "C" or better. Most arterial intersections are operating at a service standard of "D" or better. Two intersections currently operate at level-of-service "E" or lower. Bothell has adopted a resolution requiring facility improvements to maintain intersections and roadways at level-of-service standard "D." If circumstances were to cause a facility to function at a service standard of "E," then development could be halted, until a standard of "D" or better were attained. Level-of-service standards "E" or "F" are not to be tolerated on streets or at intersections that serve as transit routes.

The city worked with the Washington State Department of Transportation to establish level-of-service standards for state highways, as well as for limited access highways. For limited access highways the city compared demand to capacity at highway interchanges. The city and the Department will attempt to maintain a level-of-service standard of "D" for all state facilities in the vicinity.

The city is currently working with adjacent jurisdictions to further coordinate level-of-service standards.

Because the city straddles a county line, transit service in Bothell is provided by two county transit agencies: King County Department of Transportation/Transit Division (Metro) and Community Transit (in Snohomish County). In addition, the city is also served by Bothell Shuttle, which provides circulator service for elderly and handicapped individuals. The city has established level-of-service standards for transit routes (see above). Bothell proposes that transit service be provided to within 1/4 mile of 50% of the city's population. Approximately 10% of the population currently lives within a 1/4 mile walking distance of general transit service.

Bothell also established level-of-service standards for other modes of transportation, including sidewalks and bicycle trails. These standards are based on number of miles of facilities per 1000 population. For pedestrian facilities, the city has established a service level of 1.24 miles of walkways and sidewalks per 1000 population. Currently the city has 0.68 miles per 1000 population. For bicycle facilities, the city has established a service level of 1.1 miles of bicycle lanes per 1000 population. The current level is 0.23 miles per 1000 population.

Comment: The City of Bothell meets the requirements for identifying facilities and needs, and for establishing level-of-service standards as described in the Washington Administrative Code (WAC 365-195-325(2)(3)). The Transportation Element in Bothell's plan is noteworthy in its recognition of the importance of integrating state transportation facilities into the city's overall transportation planning strategy. The city has also taken the significant step of establishing level-of-service standards for transit and nonmotorized transportation facilities. Although no air transportation facilities are located directly in the city, the Transportation Element could include a statement that commercial air service is provided within the region and accessible from the city.

Identification of Financing

Bothell has adopted a six-year financing plan for funding transportation improvements. (The city has actually identified projected costs for transportation facility needs at adopted level-of-service standards for the 20-year period of the plan.) The Capital Facilities Section in the city's Comprehensive Plan describes revenued sources and funding capacity. Major funding sources for transportation facilities include the motor vehicle fuel tax, grants (primarily federal), gas taxes

(both local and countywide), impact fees, vehicle license fees, and bonds. The adopted finance plan for transportation facilities between 1994 and 1999 establishes a cost of $75.6 million. No revenue shortfall is anticipated.

In the event of a funding shortfall, Bothell has developed a reassessment strategy that includes: (1) reviewing and adjusting the city's overall land use vision to lower the overall demand for transportation facilities and services; and (2) modifying the level-of-service standard(s) to match available funding resources. The city's concurrency provisions require Bothell to withhold development approvals for projects which would cause the level-of-service to fall below the established standard, unless improvements or strategies are to be implemented which will maintain the standard.

Comment: Bothell's identification of transportation financing and strategy for reassessing potential funding shortfalls conform with the requirements in the Growth Management Act. While the Comprehensive Plan identifies potential sources of additional funding for transportation facilities, the city may want to consider expanding its reassessment strategy to address incorporating specific forms of additional funding into its transportation financing program in the event of a funding shortfall.

Intergovernmental Coordination

Bothell recognizes the importance of coordinating its transportation improvement program with local, regional, and state agencies. One of the initial sections of the Transportation Element provides a detailed discussion of regional coordination. The city cites the cooperative work of the Eastside Transportation Program, an association of local governments designed to help cities in the eastern portion of urbanized King County address common transportation problems. The Transportation Element also provides a detailed discussion of the city's involvement in the Puget Sound Regional Council and implementation of the Council's VISION 2020 strategy.

The countywide planning policies developed for King County and Snohomish County and their application to Bothell's planning efforts are discussed in the Transportation Element. Bothell is in the unique situation of straddling two counties and having to address two sets of countywide policies to its planning efforts.

Comment: The Transportation Element in Bothell's plan addresses intergovernmental coordination. The Regional Council could provide assistance

to Bothell, other jurisdictions, and the Washington State Department of Transportation in dealing with consistency and coordination on regional and state facilities in the central Puget Sound region as work continues on implementing the Metropolitan Transportation Plan.

Transportation Demand Management

Bothell has developed policies, programs and actions to address reducing travel demand. Additional review of the transportation demand management components of the city's Transportation Element appears in Section B of this report, which addresses consistency with VISION 2020.

Conclusion

The City of Bothell's 1994 Comprehensive Plan, *Imagine Bothell . . .*, addresses all of the major requirements for Transportation Elements as spelled out in the Growth Management Act. The plan's Transportation Element conforms with state requirements.

B. Consistency with the Region's Transportation Plan: VISION 2020[4]

VISION 2020, the adopted transportation plan for the central Puget Sound region, emphasizes concentrating development in a manner that reduces the need for driving alone. The regional plan calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. Intergovernmental coordination is also stressed in VISION 2020 and has already been discussed above. Four key policy areas are emphasized in reviewing local transportation elements with VISION 2020 for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand -- to address traffic congestion and environmental objectives; (3) coordinating transportation and land use planning -- to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in VISION 2020 is conformity with federal and state air quality requirements.

Optimizing and Managing the Use of Existing Facilities and Services

VISION 2020 emphasizes the need to preserve and maintain existing transportation systems and advocates efficient management of these systems (that is, transportation system management, or TSM). Such management includes programs and strategies that make the transportation system work better by improving the way it is used without major capital investments.

Bothell's Transportation Element sets out a program for regular maintenance of arterials, bridges, sidewalks, and other transportation facilities. Transit facilities are to be maintained by the two transit providers in the city: Metro and Community Transit.

The city promotes several transportation system management (TSM) strategies in its Transportation Element, including bypass lanes for transit and carpools, as well as signal preemption devices on buses. Bothell also commits to "priority treatments" for high-occupancy vehicles (HOVs), such as carpools and vanpools. The city commits to developing a detailed Transportation System Management Plan.

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4 This review is based on VISION 2020 as amended in 1993. Future review of amendments or updates to the city's Transportation Element will be based on the 1995 Metropolitan Transportation Plan.

Comment: Bothell's Transportation Element addresses the maintenance of existing facilities and services and is consistent with VISION 2020. The city may want to develop additional transportation system management strategies into its proposed Transportation System Management Plan. Additional strategies could include signal coordination, on-street parking provisions, and curbcut restrictions. These strategies could also be incorporated into the Transportation Element when it is next updated.

Managing Travel Demand

VISION 2020 advances the use of transportation demand management as a key strategy for addressing congestion and major environmental objectives. Transportation demand management is also a requirement for transportation planning identified in the Growth Management Act.

Bothell emphasizes two major considerations in its transportation demand management program. First, the program is designed to reduce the rate of growth in the number of private automobile trips. Secondly, the program aims to increase the "people carrying capacity" of roadways. An additional goal of the city's program is to reduce pollution levels. Bothell's demand management program includes provisions to develop an interconnected network of sidewalks, trails, and bicycle paths. This network is seen as creating a viable alternative to driving alone for some trips.

Bothell supports the development of high-occupancy vehicle (HOV) lanes throughout the region. The city's Transportation Element notes that ridesharing is already available in the city. Bothell encourages all employers to provide subsidies to employees who commute by transit or ridesharing. The city also commits to work with business owners and developers to provide a "step-by-step" program for improving the overall use of alternative transportation modes. In addition, Bothell encourages worksite parking management programs.

Comment: In planning for travel within the city, Bothell has sought to develop alternatives to driving alone. The demand management strategies included in the Transportation Element are consistent with VISION 2020. When the city next updates its Comprehensive Plan, it may want to consider providing additional strategies to manage travel demand, such as encouraging alternative work hours and promoting education and public awareness campaigns.

Coordinating Transportation and Land Use Planning to Support Transit and Pedestrian-Oriented Land Use Patterns

VISION 2020 recognizes the strong relationship between transportation and land use. The promotion of transit and pedestrian-oriented land uses is viewed as a significant transportation strategy for minimizing further increases in the number of people driving alone and the number of vehicle miles traveled within the region.

Bothell has designated four areas within the city to develop as mixed-use centers. One of these centers, in the Canyon Park area, has been designated a subregional center by Snohomish County. These four areas are to develop in a manner that promotes walking and allows for easy access to transit. Commercial and residential development is encouraged at higher densities along two major urban corridors in the city, State Route (SR) 522 and State Route 527. Transit, bicycle, and pedestrian facilities are to be incorporated into residential neighborhoods to reduce dependence on the automobile.

Conventional transit service is to be provided within 1/4 mile of 50% of the city's residents. By 2013 circulator transit service is to be provided within 1/4 mile of 90% of the city's residents. Every neighborhood of the city is to be connected with bicycle paths to create a citywide bicycle network. Sidewalks are to be provided within one mile of all schools and employment centers, and along all streets within 1/4 mile of commercial centers and all transit stops.

Bothell promotes building and site design measures to enhance pedestrian and bicycle access, especially to transit stops and shopping districts. These measures address a number of urban design considerations, including transit access, building placement and clustering, "pedestrian-friendly" parking facilities, and the location and placement of crosswalks.

To make jobs more accessible and to reduce travel costs, Bothell proposes developing "Transit Circulator Service" to shuttle employees to and from worksites and between worksites. The city's provisions for nonmotorized access to commercial locations are also intended to help maintain existing jobs and create new job opportunities. In addition, the Comprehensive Plan calls for developing a commercial transportation route through the city to interconnect the city's commercial areas and business parks with similar areas through the region.

Comment: Bothell's Comprehensive Plan recognizes and affirms the relationship between transportation and land use and planning is consistent with VISION 2020. The city commits to focusing growth in centers and promoting

concentrated development. The city emphasizes mixed-use development and increased land use densities as important to reducing some of the growth in vehicle miles traveled.

Expanding Transportation Capacity to Offer Greater Mobility Options

VISION 2020 emphasizes improvements in the capacity of the region's transportation system to support travel by a variety of modes. Improving connections between modes of travel is also viewed as essential for improving the mobility of people.

Bothell takes a multimodal approach to transportation planning, having developed a Transportation Element that addresses streets and highways, transit service, bicycle and pedestrian facilities, and the movement of freight. The city calls for the completion of a network of pedestrian facilities (both sidewalks and walkways) throughout Bothell, that would also connect with bicycle trails and paths. These facilities are viewed as providing a viable alternative form of transportation, particularly for accessing transit stations, schools, and recreational facilities, as well as employment centers and shopping areas. Bothell recognizes the importance of preserving potential rights-of-way for the future development of an "interconnected network of safe and attractive pedestrian access trails."

Comments: The Transportation Element in Bothell's Comprehensive Plan includes a number of mobility options and is consistent with VISION 2020. While the Transportation Element identifies principle arterials for freight traffic, no specific policies are included for freight and goods movement. The Regional Freight Mobility Roundtable indicates that there is a need to improve east-west travel within the region. When the city next updates its Comprehensive Plan, it should consider adding policies or provisions to address freight movement. In addition, the city should consider addressing the inclusion of "multimodal improvements" on existing roadways when they are repaired or expanded. Such improvements could further enhance ridesharing, transit use, and bicycling.

Related Issue: Air Quality Conformity

Bothell views its transportation demand management program as an important strategy for reducing air pollution levels. In addition, the city indicates that its expansion of bicycle and pedestrian facilities will have the affect of reducing criteria pollutants.

Comments: Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. Bothell is located within a designated non-attainment area (see attached map) and is required to address air quality conformity in its comprehensive plan (WAC 173-420-080). The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). Within the central Puget Sound region, criteria pollutants include carbon monoxide (CO), ozone (HC and NOx), and particulate matter (PM_{10}).[5]

While Bothell does address air pollution as a major issue related to transportation planning, the city's Transportation Element does not specifically address federal, state, or regional policies to protect air quality in the Puget Sound basin. Bothell should add policies and provisions to its plan when it is next amended which clearly commit the city to meeting and maintaining federal and state clean air requirements. The city may also want to consider including a cross-reference table which explicitly links certain transportation demand management strategies and programs to criteria pollutant reductions.

Conclusion

The City of Bothell's 1994 Comprehensive Plan, *Imagine Bothell . . .*, addresses the major transportation policy areas of VISION 2020, the region's adopted transportation strategy. Bothell's Transportation Element should be certified as being consistent with the region's adopted transportation plan. When the city next updates its Transportation Element, it should consider developing additional policies and provisions to address federal and state air quality requirements.

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Strategies to reduce criteria pollutants include, but are not limited to: (1) trip reduction strategies and ordinances, (2) employer-based transportation management programs, (3) work schedule changes, (4) ridesharing programs, (5) improved public transit, (6) dedicated facilities for high-occupancy vehicles (HOVs), (7) traffic flow improvements, (8) parking management, (9) park-and-ride facilities, (10) bicycle and pedestrian programs, (11) special event programs and strategies, (12) limitations or restrictions on vehicle use, (13) accelerated retirement of vehicles, (14) concentrated and mixed use development, (15) limitations or controls on idling vehicles, and (16) strategies and facilities to minimize low-temperature cold starts of vehicles.

PART TWO: ADDITIONAL AREAS FOR COORDINATION AND CONSULTATION

The Growth Management Act requires coordination among jurisdictions and agencies where there are common borders or related regional issues. VISION 2020, the adopted regional growth management, economic and transportation strategy, provides an integrated framework for transportation and land use planning within the central Puget Sound area. This portion of the report focuses on general growth management and economic development issues that have both local and regional significance. Five issue areas are reviewed here: (1) urban growth and compact development; (2) facilities and services; (3) housing; (4) economic development; and (5) critical areas, resource protection, and open space. For each issue, a brief overview of VISION 2020's treatment of the issue is presented, followed by a discussion of how the issue is addressed in Bothell's Comprehensive Plan.

Urban Growth and Compact Development

Bothell's Comprehensive Plan seeks to direct urban growth into designated urban growth areas. The city's planning area includes potential annexation areas in both Snohomish and King counties. The city commits to developing interlocal agreements with each county to address the development of and the provision of services within the annexation areas.

VISION 2020 emphasizes concentrating development in urban areas to conserve agricultural, forest, and environmental resources. Within urban growth areas, growth is promoted in compact communities and well-defined centers. The regional strategy promotes development designed to preserve community character and liveability, to support transit use and walking, and to create vibrant centers of activity. VISION 2020 also stresses preservation of areas for intenstve manufacturing, industrial and related uses.

Bothell encourages innovative land development concepts and techniques (such as infill development) which will advance the city's adopted vision. The city's Comprehensive Plan includes additional elements for historic preservation and urban design. The city is committed to monitoring and analyzing its growth and development to track the effectiveness of the city's regulations and whether policy objectives are being achieved.

Comments: Bothell's policies and strategies for urban growth are compatible with VISION 2020. The city's commitment to monitoring the implementation and performance of its plan provides an opportunity for ongoing coordination with the Regional Council and its performance monitoring project for VISION 2020.

Facilities and Services

VISION 2020 calls for strategically investing in public facilities and amenities (such as schools, utilities, and transportation facilities), to accommodate projected growth based on the adopted regional vision. The regional strategy stresses the use of existing and planned facility capacity. VISION 2020 also emphasizes investing in facilities and services that reinforce cities as the primary locations for growth. The provision of services and facilities should be coordinated among jurisdictions and agencies to ensure consistency, efficiency, and cost-effectiveness. Major new public facilities should be sited in a manner that is equitable, minimize adverse impacts, and maximizes benefits.

Bothell's plan calls for the siting of essential public facilities in an "equitable manner which balances local and regional objectives." The city supports the use of a common site review process for locating essential public facilities. The Comprehensive Plan also includes additional plan elements for conservation and human services. The Conservation Element details the city's objectives for conserving water and energy. The element also addresses opportunities for recycling.

Comments: Bothell is committed to sharing in the provision of regional public facilities in a fair and equitable manner and is consistent with VISION 2020. The city's commitment to conservation and recycling is notable.

Housing

VISION 2020 calls for a greater variety of housing choices to meet the housing needs for all economic segments of the population, as well as for those with special needs. The regional strategy promotes expanding housing alternatives to include accessory units, townhouses, and homes on lots of varying sizes.

Bothell's Comprehensive Plan supports the development of a broad range of housing types in the city. The city seeks to maintain a balance of single-family and multi-family housing. The Comprehensive Plans calls for the provision of a range of housing densities in order to provide opportunities for affordable housing and special needs housing. Building at higher densities can allow infrastructure to be developed more economically, which in turn reduces the overall costs of development. The plan includes policies and strategies to provide for an equitable distribution of affordable housing and calls for flexibility in locating and siting housing units. The city intends to revise its regulations to allow higher densities and to provide density incentives to encourage the development of affordable housing, as well as to provide opportunities for adding accessory units.

Comments: Bothell encourages diversity in housing types in a manner that is consistent with VISION 2020. The city recognizes the importance of providing opportunities for affordable housing and special needs housing. As the city reexamines its regulations related to housing and development review, it should also take into consideration the economic impacts of development regulations.

Economics

Bothell supports the development and maintenance of a strong economy and diverse economic opportunities. The city supports county, regional and state economic development efforts. The Comprehensive Plan calls for the city to guide development in a manner that contributes to establishing a "commercial identity" for the city.

VISION 2020 promotes the evolution of a strong, diversified, and sustainable regional economy, while providing equal opportunity for all, preserving the quality of life, and protecting the natural environment for future generations. The regional strategy supports the retention of and expansion of the region's employment base. The strategy emphasizes the importance of investing in transportation infrastructure that supports access to centers and compact communities. VISION 2020 also calls for collaboration in the use of information needed to support planning and economic development efforts.

Comments: Bothell's Comprehensive Plan encourages the diversification of the region's economy in a manner consistent with VISION 2020.

Critical Areas, Resource Lands, and Open Space

Bothell's Comprehensive Plan calls for the protection of critical areas and the preservation of open space. The plan includes a Natural Environment Element that states the city's goal "to achieve a harmonious relationship between the built and natural environment." The element includes policies and strategies that addresses the protection of steep slopes, geologic and seismic hazardous areas, wetlands and watersheds, and frequently flooded areas. Development is to be limited on hillsides and within floodplains.

VISION 2020 seeks to preserve and enhance the region's natural resources and environmental amenities while planning for and accommodating forecasted growth. The strategy stresses the need to protect significant regional resource lands, critical areas, and open space through interjurisdictional planning. The regional plan calls for the framing and separation of urban areas with a network of open space.

Bothell is pursuing the establishments of a network of open space corridors within and adjacent to the city and its planning area. The Comprehensive Plan also includes a Parks and Recreation Element.

Comments: Bothell seeks to conserve and protect natural resources and critical areas in a manner that is consistent with VISION 2020. The city also includes policies and strategies in its Comprehensive Plan to identify, designate and preserve open space.

Summary

Bothell's 1994 Comprehensive Plan, *Imagine Bothell . . .*, and VISION 2020 are compatible and consistent. The city's plan expands on many on the concepts in the regional strategy. The Vision Statement which introduces the Comprehensive Plan calls for the development of a "prosperous and vibrant city" that respects its natural environment, while providing opportunities to improve the quality of life for the city's existing and future residents. The impacts of and relationships among growth management, economic, and transportation issues are discussed comprehensively and systematically in Bothell's plan.

CERTIFICATION & CONSISTENCY REPORT

for the

CITY OF NORTH BEND

March 27, 1996

Certification & Consistency Report

for the

City of North Bend

April 4, 1996

Background

A major emphasis of the Washington Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council have worked together to develop an overall process for reviewing local, countywide, regional and transportation agency policies and plans for compatibility and consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area,* the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process.[1] The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

This report is divided into two parts. The first part is a review of the transportation element in the local plan. The review focuses on Growth Management Act requirements for plan elements and includes a comparison of the transportation element with the transportation components of VISION 2020, the region's adopted growth and transportation strategy. This portion of the report is used to determine a recommendation for the certification of the transportation element.

The second part of the report is devoted to coordination issues related primarily to growth management and economic development. Policies and strategies from the local comprehensive plan are compared to key features in VISION 2020, including issues related to urban and rural growth, facilities and services, affordable housing, economic development, protection of critical areas, and preservation of resource lands and open space. The purpose of reviewing this information is to improve coordination between local and regional planning efforts and provide an opportunity to consult on matters that have regional importance.

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1 The certification requirement in the Growth Management Act is described in Chapter 47.80, Revised Code of Washington (RCW). This requirement is also addressed in the Regional Council's *Interlocal Agreement,* Section VII.A, which was adopted as Council Resolution A-91-01 (amended March 1993). The specific requirements for transportation elements in local comprehensive plans are spelled out in Chapter 36.70A.070, RCW.

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PART ONE: REVIEW OF THE TRANSPORTATION ELEMENT

The review of local transportation elements is based on information provided in a checklist completed by city staff. The first part of the checklist highlights requirements for local transportation elements as outlined in the Growth Management Act.[2] The second part of the checklist includes questions related to the transportation components in VISION 2020. The review is based on VISION 2020 as amended in March 1993.[3]

The City of North Bend adopted its Comprehensive Plan on May 16, 1995. Using checklists submitted to the Regional Council for review, a draft report on the city's plan, focusing on the Transportation Element, was sent to the city for comment. Based on the review and comments by Regional Council staff and North Bend staff, the following recommendation is proposed for action by the Regional Council's Executive Board.

Recommendation for Certification

The Executive Board of the Puget Sound Regional Council should certify that the Transportation Element in North Bend's 1995 Comprehensive Plan conforms with the Growth Management Act and is consistent with VISION 2020.

Discussion

North Bend's Comprehensive Plan is a long range, physical plan. As such, its Transportation Element is closely tied to its Land Use Element. The Transportation Element addresses three fundamental transportation issues facing the city. These issues focus on (1) how to move through-traffic around the city; (2) how to provide convenient access to the city's commercial districts; and (3) how to create convenient inter and intra-city access for local residents. Following these basic precepts, the city has developed a growth strategy that encourages "neighborhood center." These centers function as places of activity where alternative such as walking and bicycling can serve as the primary transportation mode.

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[2] Chapter 36.70A.070, RCW.

[3] VISION 2020 was updated again in May 1995 and includes a Metropolitan Transportation Plan. Future amendments to the city's transportation element will be reviewed based on the 1995 Update.

A. Conformity with Growth Management Act Requirements

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; and (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (RCW 36.70A.070). The following discussion highlights the City of North Bend's treatment of these requirements.

Land use assumptions • Source of land use assumptions • Travel demand estimates
Inventory of transportation facilities and services; LOS standards • Modes of transportation services -- air, water, and land facilities and services • LOS standards for arterials and transit • LOS reassessment strategy • 10-yr. travel forecast
Transportation management strategies • System expansion needs • Transportation system management needs • Demand management strategies
Funding capabilities; probable funding shortfalls; and reassessment strategy • On-going and new funding sources • A multi-year financing plan • Identification of funding shortfalls
Intergovernmental coordination • Transportation impacts on adjacent jurisdictions

Table 1: Growth Management Act, Requirements for Transportation Elements *(RCW 36.70A.070)*.

Land Use Assumptions

The city of North Bend established 20-year population and employment growth targets in coordination with the King County Growth Management Planning Council (KCGMP) as part of the King County's County Countywide Planning Policies. The city and the Planning Council used 2014 as the planning horizon. The city's targets are based on land area and existing zoning classifications within the city limits and the city's established Urban Growth Area. The targets are based on information from the U.S. Bureau of the Census, counts of proposed new residential units, land constrained by sensitive areas, and adopted plans and Planning Commission recommendations. The adopted targets fall in between low and high target ranges.

North Bend estimates and presents traffic volumes for evening peak hour counts for nine key intersections within the city. Evening peak hour traffic counts were used because they tend to reflect worse-case scenario conditions. The

analysis shows four areas as "heavily traveled." Two of theses roadways are either adjacent to, or close by a state highway facility (such as State Route 202 and Interstate 90).

Traffic forecasts were developed using land uses designation for 67 traffic analysis zones (TAZs). Each TAZ was allocated a number of dwelling units and employment counts. The city used the following trip generation rates: ten trips for single-family units and six trips for multi-family units.

Comment: North Bend's Comprehensive Plan meets the requirement for applying land use assumptions in the development of the Transportation Element. The city's methodology for assessing its traffic conditions are described in detail and provide a good picture of how the city's traffic modeling efforts were conducted.

Identification of Facilities and Services Needs

North Bend's Transportation Element includes an inventory of transportation services and facilities, as well as a functional street classification system. The inventory includes principal and minor arterials, collector streets, state highways, existing and future transit routes, new signals, road improvements, and nonmotorized facilities. No air, water, or high-occupancy vehicle (HOV) facilities are included in the inventory.

In evaluating the city's future facility and service needs, North Bend identifies its road network using a typical relationship roadway classification scheme. The Transportation Element notes that within the city there are too many roads classified "arterial" based the city's character as a community in the rural area. The city commits to changing these road classifications to "collector" road status. North Bend views this effort as in accordance with city policy to better serve neighborhood areas.

North Bend calculates level-of-service (LOS) standards for its arterial roadways using evening peak-hour traffic volumes. North Bends defines its principal arterial level-of-service standard at "D." For residential streets the city plans to maintain a level-of-service standard "C." The city analyzed its level-of-service standard for the years 1994 through 2013. In addition the city includes a side-by-side comparison of level-of-service standards for the City of Snoqualmie and King County. A footnote is attached to the table which indicates that King County's level-of-service standards are not readily comparable, given the county uses Transportation Adequacy Measures (TAM) instead of traditional

transportation level-of-service standards. In 1994, only two intersections were expected to fall below the adopted level-of-service standard. Whereas, in 2013, seven intersections are expected to fall below the city's adopted level-of-service standard.

North Bend's Transportation Element includes provisions for a concurrency management system (CMS). Implementation of this system calls for (1) setting level-of-service standards and providing adequate funding; (2) rationing and monitoring available transportation capacity; (3) analyzing external influences; and (4) making periodic adjustments to level-of-service standards.

Transit service to North Bend is provided by King County's Department of Transportation/Transit Division (Metro). North Bend's Transportation Element references and provides a map showing Metro's route service. The city proposes two additional transit routes to improve service to Seattle and to the eastside cities, such as Bellevue and Redmond.

Comment: The City of North Bend meets the requirements for identifying facilities and needs and for establishing level-of-service standards as described in the Washington Administrative Code (WAC 365-195-325(2)(3)). Although no air facilities are directly addressed in North Bend's transportation network, the Transportation Element could include a statement that commercial air service is provided within the region and accessible from the city by highways or transit, or both.

Identification of Financing

Two transportation financing alternatives are presented in the Transportation Element. Both of these multi-year plans are phased over three separate time periods. The first timeframe is the six-year which plan begins in the year 1995 and continues on through the year 2000. The second timeframe begins in the year 2001 and continues on through 2006. The last timeframe begins in the year 2006 and continues on through 2013. Projects in each timeframe are identified by project lead agencies. Project leads include: North Bend, King County, private developers, and Washington State Department of Transportation. Each project listed includes a brief descriptions of the project, total costs during each timeframe, and identifies source of funds.

The city acknowledges that, based on best estimate of existing funding sources, it can only fund approximately 30% of the projects listed in its Transportation Element. The remaining 70% of the projects would have to be funded through

transportation impact fees. The city proposes imposing transportation impact fees strictly according to Growth Management Act requirements.

Because transportation impact fees play a large role in implementing the city's long-term transportation strategy, North Bend includes a detailed analysis of "typical impact fees" within its Transportation Element. The impact fee schedules reflect assessments based on proposed zoning district evening peak hour trips. The trip numbers are calculated according to guidelines established by the Institute of Transportation Engineers' Trip Generation Manual. If funding shortfalls persist, the city commits to instituting a development moratorium or to reassessing its land use assumptions.

Comment: North Bend's identification of transportation financing and strategy for reassessing potential funding shortfalls meets the requirement of the Growth Management Act. The city recognizes the relationship between level-of-service standards and the costs of maintaining those standards. This city's emphasis on impact fees as the primary financial source for transportation improvements may be somewhat overly optimistic.

Intergovernmental Coordination

In the introduction to North Bend's Comprehensive Plan the city states that it reviewed and integrated its own planning work with that of King County and the City of Snoqualmie. In the Transportation Element a discussion of the city's planning efforts include the "joint planning areas" of River Bend and Cedar Village, which are subject to joint municipal and county planning through at least 1996.

The city recognizes that coordination is necessary for the success of its Transportation Element and indicates that local and regional coordination will continue to be an integral part of its planning process. The city also indicates that it worked with the King County Growth Management Planning Council to develop growth and employment targets for the city.

Comment: The Transportation Element in North Bend's plan does address intergovernmental coordination. The Regional Council could provide assistance to North Bend, other jurisdictions, King County Metro, and the Washington State Department of Transportation in dealing with consistency and coordination on regional and state facilities in the central Puget Sound region as work continues on implementing the Metropolitan Transportation Plan.

Transportation Demand Management

North Bend's transportation demand management (TDM) efforts encourage improved transit service and nonmotorized transportation opportunities, such as expanding the city's bicycle and pedestrian network, as a primary way to reduce the rate of growth in (single-occupant) vehicle miles traveled. Additional review of the demand management components of the city's Transportation Element appears in Section B of this report, which addresses consistency with VISION 2020.

Conclusion

The City of North Bend's 1995 Comprehensive Plan addresses the major requirements for Transportation Elements as spelled out in the Growth Management Act. As a result the plan's Transportation Element conforms with state requirements.

B. Consistency with the Region's Transportation Plan: VISION 2020[4]

VISION 2020, the adopted transportation plan for the central Puget Sound region, emphasizes concentrating development in a manner that reduces the need for driving alone. The regional plan calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. Intergovernmental coordination is also stressed in VISION 2020 and has already been discussed above. Four key policy areas are emphasized in reviewing local transportation elements with VISION 2020 for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand -- to address traffic congestion and environmental objectives; (3) coordinating transportation and land use planning -- to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in VISION 2020 is conformity with federal and state air quality requirements.

Optimizing and Managing the Use of Existing Facilities and Services

VISION 2020 emphasizes the need to preserve and maintain existing transportation systems and advocates efficient management of these systems (that is, transportation system management, or TSM). Such management includes programs and strategies that make the transportation system work better by improving the way it is used without major capital investments.

North Bend's Transportation Element includes policies that address system efficiency. The city intends to implement roadway design standards that enhance the small town atmosphere of the city. The city also commits to conducting additional traffic analyses of the downtown area to further identify transportation system improvements. The city is considering identifying the amount and location of parking required to sustain a healthy downtown economy.

North Bend is committed to providing increased opportunities for walking and bicycling. The city plans to integrate a system of pedestrian crossings and improved signage on existing roads to enhance pedestrian safety. Also, reducing conflicts between competing modes of travel make alternative forms of transportation safe and convenient. The city encourages the use of shared driveways in commercial areas to reduce the number of accidents. In addition, the city will use traffic-calming techniques to preserve neighborhood environments.

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4 This review is based on VISION 2020 as amended in 1993. Future review of amendments or updates to the city's Transportation Element will be based on the 1995 Metropolitan Transportation Plan.

North Bend's multi-year transportation plan includes a number system efficiency projects. The city is developing a $3,000,000 bikeway and walkway system beginning in the year 1995. In fact, this system is by far the single largest transportation expenditure that city expects to incur during next 20 years.

Comment: North Bend's Transportation Element emphasizes the maintenance of existing facilities and services and is consistent with VISION 2020. When the city next updates it plan, it may want to examine developing additional transportation system management strategies such as driveway and curbcut restrictions, priority treatment for buses and rideshare vehicles, and signalization improvements.

Managing Travel Demand

VISION 2020 advances the use of transportation demand management as a key strategy for addressing congestion and major environmental objectives. Transportation demand management is viewed as a strategy to help manage congestion, to reduce the need to finance major new facilities, and to lessen the impacts of transportation facilities on neighborhoods and the environment. Transportation demand management is also a requirement for transportation planning identified in the Growth Management Act.

North Bend's transportation demand management (TDM) strategy emphasizes the use of park-and-ride lots to reduce the growth in vehicle miles traveled. The first lot the city proposes is adjacent to Interstate 90 near the southeast quadrant of South Fork interchange. This location would allow for efficient and easy access to the regional highway system and other regional destinations. A second park-and-ride lot is proposed further east along Interstate 90 near the Edgewick interchange. It too would serve commuters to regional employment destinations.

As the city's employment base continues to expand, North Bend anticipates that employer based transportation demand management strategies will play a greater role. The city commits to working with larger employers to implement transportation strategies that encourage transit or alternative transportation usage by workers.

North Bend's Transportation Element includes a goal which states that the city will implement a trolley or other local transit system in order to reduce trips within its neighborhoods, business and employment centers, and tourist areas. This trolley system would most likely be implemented by a private interest and

promoted as a tourist attraction. Eventually as ridership increases the trolley system could be extended to serve the greater public.

Comment: North Bend's treatment of transportation demand management is consistent with VISION 2020. Although the city's transportation needs are relatively stable today, it may want to consider expanding its treatment of transportation demand management to address the employment projections it anticipates by the year 2013. Additional demand management strategies could include parking management, promoting ridesharing programs, and public awareness campaigns.

Coordinating Transportation and Land Use Planning to Support Transit and Pedestrian-Oriented Land Use Patterns

VISION 2020 recognizes the strong relationship between transportation and land use. The promotion of transit and pedestrian-oriented land uses is viewed as a significant transportation strategy for minimizing further increases in the number of people driving alone and the number of vehicle miles traveled within the region.

One goal of the North Bend's Transportation Element is to create a "pedestrian-friendly" environment throughout the city that integrates cultural, historic, recreational, and economic facilities. This goal is supported by a number of policies that address pedestrian movement. The Transportation Element includes a policy that calls for establishing an urban streetscape design criteria oriented toward pedestrian use in residential areas which can also protect residential neighborhoods from arterial street functions.

Early in the introduction to the Comprehensive Plan the discussion mentions the need to revitalize portions of the historic downtown. Redeveloping the downtown is seen as one way to achieving greater integration of transportation modes within one concentrated area. The city recognizes that its primary responsibility for sparking redevelopment efforts rests on its ability to follow through on key infrastructure improvements.

The Transportation Element also includes a discussion of trip generation rates for proposed zoning districts. Rates for each zone are discussed under their own heading. These headings include: (1) residential: low and medium/high densities; (2) parks/open space/public facilities; (3) employment parks; (4) downtown commercial and neighborhood commercial; and interchange commercial. Specific trip generation rates are outlined according to zone.

Comment: North Bend's Comprehensive Plan recognizes and affirms the relationship between transportation and land use and is consistent with VISION 2020. The city commits to focusing growth in existing areas and promotes compact development. North Bend emphasizes compact development as a way to reduce some of the growth in vehicle miles traveled and to improve the economic vitality of the city. The city's comprehensive plan promotes higher density residential and commercial development along its central business district.

Expanding Transportation Capacity to Offer Greater Mobility Options

VISION 2020 emphasizes improvements in the capacity of the region's transportation system to support travel by a variety of modes. Improving connections between modes of travel is also viewed as essential for improving the mobility of people.

North Bend advocates alternative modes of travel, such as nonmotorized transportation and transit, as a major part of its strategy to increase the capacity of the city's transportation system. The city is committed to making walking and bicycling more accessible and efficient within the city. The projects included in the multi-year transportation plan reflect this commitment.

The city intends to develop regulations which require that all new developments provide connections, or impact fees in lieu, to the city's nonmotorized trails plan. In some cases the nonmotorized components call for grade separated facilities to ensure the safety of nonmotorized users.

Comments: North Bend's Transportation Element includes a number of mobility options and is consistent with VISION 2020. The city addresses multi-modal improvements to the existing roadways that will improve the city's overall transportation system. The city also recognizes the importance of developing nonmotorized transportation facilities and services as a way to improve mobility. When the city next updates its Transportation Plan it should consider developing policies and provisions that address the movement of freight and goods in and through the city.

Related Issue: Air Quality Conformity

North Bend's Sensitive Areas Element includes policies that specifically address air quality in the Puget Sound basin. The city is committed to establishing

a task force to identify environmental issues and recommend appropriate city actions. The city supports developing a public information campaign that focuses on "air quality issues and identifies measures that each person can take to improve air quality." The city has also developed strategies to reduce the rate of growth in single-occupant vehicle use. For example, the city commits to working with Metro to add new transit service in the city, or to developing additional park-and-rides serving North Bend residents.

Comments: North Bend addresses federal and state air quality requirements in a manner consistent with VISION 2020. The city's Comprehensive Plan includes both policies and provisions which commit the city to reducing air pollution and providing environmentally sensitive alternatives to driving alone.

Conclusion

The City of North Bend's 1995 Comprehensive Plan addresses all of the major transportation policy areas of VISION 2020, the region's adopted transportation strategy. However, federal and state air quality requirements are not explicitly addressed. When the city next amends its Comprehensive Plan it should explicitly reference its air quality policies in the Sensitive Areas Element with components in the Transportation Element. The Transportation Element in the city's plan should be certified as consistent with the region's transportation plan.

PART TWO: ADDITIONAL AREAS FOR COORDINATION AND CONSULTATION

The Growth Management Act requires coordination among jurisdictions and agencies where there are common borders or related regional issues. VISION 2020, the adopted regional growth and transportation strategy, provides an integrated framework for transportation and land use planning within the central Puget Sound area. This portion of the report focuses on general growth management and economic development issues that have both local and regional significance. Five issue areas are reviewed here: (1) urban growth and compact development; (2) facilities and services; (3) housing; (4) economic development; and (5) critical areas, resource protection, and open space. For each issue, a brief overview of VISION 2020's treatment of the issue is presented, followed by a discussion of how the issue is addressed in North Bend's Comprehensive Plan.

Urban Growth and Compact Development

VISION 2020 emphasizes concentrating development in urban areas to conserve agricultural, forest, and environmental resources. Within urban growth areas, growth is promoted in compact, well-defined central places. The regional strategy promotes development designed to preserve community character and liveability, and to create lively and people-oriented areas.

Key organizing features of North Bend's Land Use Element are (1) neighborhoods; (2) opportunity areas; (3) anchors; and potential impact areas. Within neighborhoods the city calls for the development of "neighborhood centers." These centers are viewed as places of pedestrian-oriented activities. Opportunity areas are places which the city identifies as needing special land use and design amenities. Anchors are areas designed for major employment and commercial centers. And finally, potential impact areas are those unincorporated areas of King County adjacent to the city's urban growth area. The city acknowledges that its downtown presents both challenges and opportunities for future development. Areas near the central business district (CBD) contains both some of the oldest and newest residential development in the city. Innovative land uses are encouraged within the CBD to create a stronger central place where people can enjoy the amenities of the city.

Facilities and Services

North Bend 's Capital Facilities Element ensures that public and private infrastructure and facilities are adequate and developed concurrently with new development. The city also commits to following and maintaining its adopted level-of-service standards.

VISION 2020 seeks to ensure that the type and level of services provided in the region can accommodate the adopted regional vision and projected growth. An emphasis is placed on providing public services and facilities in a manner that conserves water, energy, and land resources. The regional strategy encourages efforts to reduce the number of special districts providing urban governmental services.

The element includes a clear and thorough inventory of the city's existing infrastructure and facilities. The inventory also addresses future demand on existing facilities, and the need for new facilities. Project improvements in the 6-year financing plan are listed by project description, project start and end dates, estimated cost, and source of funds. The element also includes guidelines and criteria for siting essential capital facilities. The city commits to working with King County and other jurisdictions in the decision making process for the siting of public capital facilities.

Housing

North Bend's Housing Element outlines three objectives to achieve its housing policies and goals. The first is to provide adequate capacity to meet future growth demands. The second is to encourage the development of a wide variety of housing alternatives to meet the needs of a diverse population. The third commits the city to

VISION 2020 seeks to strengthen interjurisdictional efforts to provide a diversity of housing types to meet the housing needs for all economic segments of the population, as well as for those with special needs. The regional plan states a need to preserve existing affordable housing and serve it with transit. The strategy also seeks to promote the development of institutional and financial mechanisms to provide for affordable housing in and near centers.

fostering opportunities for affordable housing. North Bend recognizes that it influence the development of housing by (1) directing the location and amount of land available for residential development; (2) amending its ordinances and codes to affect the size, type, and design of new and renovated housing; (3) building amenities that attract quality residential development; and (4) seeking financial resources and partnerships which can help meet the affordable housing objectives. In some areas of the city this might result in infill housing in established residential areas, as well as mixed-use developments that include residences. The city acknowledges that there are challenges to building mixed-use development, but sees it as a way to facilitate a better balance of where people live and work.

Economic Development

The regional strategy supports the evolution of a strong, diversified, and sustainable regional economy, while providing equal opportunity for all, protecting the natural environment for future generations, and preserving the quality of life. VISION 2020 promotes the retention of existing employment and employers in the region.

North Bend has yet to complete the Economic Development component for its Comprehensive Plan. However, the plan does include a number of economic development strategies as part of the goals and policies in its Land Use Element. A goal in the element promotes "economic diversification and increase local employment opportunities." To implement this action, the city commits to streamlining the regulatory process for the development of business and industry. The city also plans to develop and maintain a vacant lands inventory, which would identify parcels zoned for commercial and industrial development. The city views such an inventory as a good economic development promotional tool. North Bend supports the creation of public-private partnerships that promote the development of a diverse economic base.

To strengthen and enhance its local tourist industry the city commits to working with a groups such as the Mountains to Sound Greenways, Puget Sound Railway Association, The Snoqualmie Valley Historical Museum, Washington Trails Association, the U.S. Forest Service and others to promote the city's existing businesses and its existing open spaces.

Critical Areas, Resource Lands, and Open Space

VISION 2020 seeks to preserve and enhance the region's natural resources and environmental amenities while planning for and accommodating growth. The strategy stresses the need to protect significant regional resource lands, critical areas, and open space through interjurisdictional planning. The regional plan calls for the framing and separation of urban growth areas and centers with a network of open space.

North Bend's Sensitive Areas Element promotes environmental stewardship by protecting and enhancing the natural environment in and around the city. The city values its river and stream corridors, as well as other water related resources. The city, along with King County, will begin the process of developing a groundwater management program. To protect these areas the city will coordinate with other jurisdictions to create long-term solutions. In addition, the city will require mitigation measures on all public improvements and private development which proposes to alter the natural drainage systems.

Summary

North Bend's 1995 Comprehensive Plan addresses the key policy issues in VISION 2020. Impacts and relationships among transportation, growth management, and economic development issues are discussed within the city's Comprehensive Plan. As a result, North Bend's 1995 Comprehensive Plan, along with its related elements, and VISION 2020 are consistent.

CERTIFICATION & CONSISTENCY REPORT

for

CITY OF PACIFIC

March 18, 1996

Certification & Consistency Report

for the

City of Pacific

March 18, 1996

Background

A major emphasis of the Washington Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council have worked together to develop an overall process for reviewing local, countywide, regional and transportation agency policies and plans for compatibility and consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area*, the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process.[1] The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

This report is divided into two parts. The first part is a review of the transportation element in the local plan. The review focuses on Growth Management Act requirements for plan elements and includes a comparison of the transportation element with the 1995 Metropolitan Transportation Plan, the region's adopted transportation strategy. This portion of the report is used to determine a recommendation for the certification of the transportation element.

The second part of the report is devoted to coordination issues related primarily to growth management and economic development. Policies and strategies from the local comprehensive plan are compared to key features in 1995 VISION 2020 Update, including issues related to urban and rural growth, facilities and services, affordable housing, economic development, protection of critical areas, and preservation of resource lands and open space. The purpose of reviewing this information is to improve coordination between local and regional planning efforts and provide an opportunity to consult on matters that have regional importance.

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1 The certification requirement in the Growth Management Act is described in Chapter 47.80, Revised Code of Washington (RCW). This requirement is also addressed in the Regional Council's *Interlocal Agreement*, Section VII.A, which was adopted as Council Resolution A-91-01 (amended March 1993). The specific requirements for transportation elements in local comprehensive plans are spelled out in Chapter 36.70A.070, RCW.

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SUMMARY . . . . .

PART ONE: REVIEW OF THE TRANSPORTATION ELEMENT

The review of local transportation elements is based on information provided in a checklist completed by city staff. The first part of the checklist highlights requirements for local transportation elements as outlined in the Growth Management Act.[2] The second part of the checklist includes questions related to the 1995 Metropolitan Transportation Plan.

The City of Pacific adopted its Comprehensive Plan on July 19, 1995. Using the information submitted to the Regional Council for review, a draft report on the city's plan, focusing on the Transportation Element, was prepared and sent to the city for comment. Based on the review and comments by Regional Council staff and city staff, the following recommendation is proposed for action by the Regional Council's Executive Board.

Recommendation for Certification

The Executive Board of the Puget Sound Regional Council should certify that the Transportation Element in the City of Pacific's 1995 "Comprehensive Land Use Plan" conforms with the Growth Management Act and is consistent with the 1995 Metropolitan Transportation Plan.

Discussion

Pacific recognizes that the relationship between transportation and land use is one of "continuous interaction." The city supports a more "pedestrian-oriented" pattern for future development that also "limits stress factors, such as noise pollution and traffic congestion." The Transportation Element specifically takes into consideration the (1) location and condition of the existing traffic circulation system; (2) the cause, scope, and nature of transportation problems; (3) the city's projected transportation needs; and (4) strategies for maintaining established level-of-service standards.

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[2] Chapter 36.70A.070, RCW.

A. Conformity with Growth Management Act Requirements

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; and (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (RCW 36.70A.070). The following discussion highlights the City of Pacific's treatment of these requirements.

Land use assumptions • Source of land use assumptions • Travel demand estimates
Inventory of transportation facilities and services; LOS standards • Modes of transportation services -- air, water, and land facilities and services • LOS standards for arterials and transit • LOS reassessment strategy • 10-yr. travel forecast
Transportation management strategies • System expansion needs • Transportation system management needs • Demand management strategies
Funding capabilities; probable funding shortfalls; and reassessment strategy • On-going and new funding sources • A multi-year financing plan • Identification of funding shortfalls
Intergovernmental coordination • Transportation impacts on adjacent jurisdictions

Table 1: Growth Management Act, Requirements for Transportation Elements *(RCW 36.70A.070)*.

Land Use Assumptions

Pacific's land use assumptions are clearly presented in the Transportation Element. The city's horizon year for its forecasts and long-range planning analysis is 2014. For planning purposes the city has divided this timeframe into two ten-year periods.

In its initial long-range analysis, the city developed a forecast range, based on the various annexation scenarios. Pacific's 1994 population was estimated to be 5,045. The forecasted population for the year 2014 is 8,838.

Pacific's growth trends were used to estimate and assess (1) number of dwelling units; (2) total employment; (3) auto ownership patterns; and (4) traffic volumes on selected roadways. The city worked with traffic growth rates both for the existing city limits and for the surrounding urban growth areas, which are located in both King and Pierce counties. The growth rates were developed using information from both Pierce County and the Puget Sound Regional Council. The

city also felt it was important to analyze future growth in other jurisdictions near the city that may have potential impacts on the city, such as the Supermall in Auburn. In analyzing forecasted traffic volumes, the city factored in anticipated reductions in traffic that could result form successful implementation of transportation demand management strategies.

Comments: Pacific's Comprehensive Plan meets the requirement for applying land use assumptions in the development of the Transportation Element. The discussion of land use assumptions used to develop the Transportation Element is clear and direct. When the city next updates the Transportation Element, it may want to consider including additional cross references to specific technical reports and other information provided in the Comprehensive Plan where the assumptions are presented in more detail.

Identification of Facilities and Services Needs

Pacific's inventory of transportation facilities includes freeways, arterials, rail, freight facilities, transit, and nonmotorized facilities. The Transportation Element focuses on major roadways, because of the linkages they provide to the regional transportation system, as well as to significant commercial and industrial areas. Roads are also recognized for their importance as truck routes. Although the city no longer has passenger rail service, it continues to rely on the railways for some freight service.

Since the city straddles the county line, Pacific is served by two transit providers. Within King County, service is provided by the King County Department of Transportation/Transit Division (Metro). In Pierce County, service is provided by Pierce Transit. The city commits to working with both agencies to coordinate service.

Sidewalks and bicycle/pedestrian trails are included in the city's inventory of transportation facilities. Pacific has developed three categories of trails: (a) "travel chain" facilities, (b) "long haul" facilities, and (c) "network" facilities. Travel chain facilities for pedestrians and bicycles are designed to provide connections with high-capacity travel modes, such as transit and rail. Long haul facilities include regional pedestrian and bicycle trails. These facilities include both on-road facilities, as well as trails on their own separate rights-of-way. Network facilities are local trails and routes used for short trips. These facilities have been identified by the city as having significant potential in reducing or eliminating some vehicle trips.

As part of the discussion of its transportation inventory, Pacific describes natural and built barriers to traffic movement, such as critical areas, steep slopes and other hazard areas, and railroad alignments. Parking facilities were also included in the city's inventory, since they influence the city's transportation system.

In establishing transportation level-of-service standards, Pacific worked with the level-of-service guiding principles developed by the King County Growth Management Transportation Work Group. The city's approach was to develop level-of-service standards that (1) are multi-modal; (2) reflect regional considerations; (3) support the adopted land use vision; and (4) incorporate transportation demand management. The city indicates that in developing its service standards it also reviewed transportation plans for adjacent jurisdictions and the state, as well as the region's adopted Metropolitan Transportation Plan. The city's need assessment for roadway, transit, rail, and nonmotorized facilities is based on maintaining the city's established level-of-service standards.

For arterials, Pacific relied on volume counts from the Washington State Department of Transportation to develop level-of-service standards based on volume-to-capacity (v/c) ratios for peak hour demand periods. Currently the city has level-of-service standards of "C" or better for all arterials except State Route (SR) 167, which operates at a level-of-service standard "D." As a result, the city has established a level-of-service standard of "C" as a "reasonable and achievable standard for most major roadways."

In addition to setting standards for arterials, Pacific has also established level-of-service standards for rail, sidewalks, and bicycle/pedestrian trails. The city's level-of-service standards for rail are described as "qualitative," that is, they are based on providing service that is consistent with the level "available elsewhere in the Green/White River Valley." For pedestrian and bicycle trails, the city has adopted service standards that call for providing access to trails from "any site in Pacific." Sidewalk level-of-service standards call for four-foot sidewalks on "each side of each street."

Pacific has also assigned "design" level-of-service standards for collector and arterial roads. These design standards address minimum rights-of-way, pavement widths, and stormwater drainage, as well as crosswalk requirements for signalized intersections and intersections within school zones.

Pacific has not adopted level-of-service standards for transit, although the issue is discussed in the Transportation Element. The city emphasizes the need to coordinate transit level-of-service standards with those established for arterials.

Comments: The City of Pacific meets the requirements for identifying transportation facilities and needs. The city has also established level-of-service standards for arterials as required by the Washington Administrative Code (WAC 365-195-325(2)(3)). The inventory is comprehensive and the inclusion of parking facilities demonstrates that the city recognizes the influence automobile parking has on the city's transportation system. Although no air or water transportation facilities are located directly in the city, the Transportation Element could include a statement that commercial air service and port facilities are provided within the region and accessible from the city.

A noteworthy feature of Pacific's Transportation Element is the city's interest in developing a multi-modal approach for establishing level-of-service standards. The city has adopted level-of-service standards for rails, sidewalks, and trails that are simple and reasonable.

Although the section of the Transportation Element devoted to level-of-service standards mentions the importance of coordinating transit service standards with those established for arterial roadways, Pacific has not actually established level-of-service standards for transit routes. Setting service standards for transit routes is a Growth Management Act requirement. Since Pacific itself is not a transit provider, but relies on the services provided by Metro and Pierce Transit, when the city next amends its Comprehensive Plan it should work with its transit providers to establish these standards. At a minimum, the city's Transportation Element should reference the transit level-of-service guidelines developed by the two transit agencies.

Identification of Financing

Pacific has developed a comprehensive six-year financing plan for a broad range of capital improvements, including park, water, sewer, and transportation projects. This financing plan is briefly discussed in the Transportation Element and then described in more detail in the Capital Facilities Element. The Transportation Element includes a six-year transportation construction program based on the financing plan, complete with cost estimates.

The detailed description of the city's financing plan includes (1) an analysis of financial resources; (2) a legal analysis; (3) a discussion of funding coordination opportunities with other agencies and providers; (4) an assessment of operating and maintenance costs; and (5) an overview of monitoring and evaluation. In the Capital Facilities Element the city discusses using a Transportation Improvement Fund to finance certain transportation improvements. This fund would include direct annual outlays for improvement projects, as well as debt service for revenue bonds. Local gas tax revenues and state and federal grant monies are the primary sources of this funding.

The city has also developed a fourteen-step process for reviewing fiscal resources on an annual basis. This review is intended to assess the availability of resources to fund the public facilities needed to support adopted level-of-service standards and meet other measurable objectives. Part of the process would be used to assess efforts to secure grants and funds for financing needed projects.

Although the city is confident that it will have adequate funding to complete the transportation projects identified in the Transportation Element, it has adopted a position by which development would not be allowed, unless there is assurance that the city's adopted level-of-service standards can be met. The city intends to amend its Land Use Element if it "becomes apparent" that the transportation improvements described in the Transportation Element can not or will not be built.

Comments: Pacific's Comprehensive Plan offers an extensive discussion of many of the key issues a jurisdiction must consider in assessing its financial commitments and funding capabilities. However, while costs for specific transportation improvement projects are provided in the Transportation Element, it is not clear which funding sources the city is proposing to cover the costs associated with these projects. When the city next updates its Transportation Element, it should link project costs and revenue sources more explicitly. In addition, the city should consider including a summarized history of funding resources used to finance transportation projects. The city's reassessment strategy for funding shortfalls conforms with the requirements of the Growth Management Act. The strategy is presented in a clear and concise manner that is easy to understand.

Intergovernmental Coordination

In preparing the Transportation Element, the City of Pacific considered regional traffic, recognizes its influence on traffic volumes within the city. The city reviewed the transportation plans of nearby jurisdictions, as well as the policies and provisions in the region's adopted Metropolitan Transportation Plan. The city also analyzed future growth forecast for areas outside the city that could have potential impacts on land uses and services within Pacific. Within the Comprehensive Plan the city also addresses opportunities for coordinating transportation system improvements with private utilities and other public service providers. The city's level-of-service standards were developed through a process that took into account the types of service and standards found in adjacent jurisdictions. The city also acknowledged the importance of coordinating its planning efforts with the Washington State Department of Transportation with respect to State Route (SR) 167.

Comment: The Transportation Element in Pacific's plan addresses intergovernmental coordination in a manner that conforms with the Washington State Growth Management Act. The Regional Council could provide assistance to Pacific, other jurisdictions, transit providers, and the Washington State Department of Transportation in dealing with consistency and coordination on regional and state facilities in the central Puget Sound region as work continues on implementing the Metropolitan Transportation Plan.

Transportation Demand Management

Pacific's Transportation Element recognizes that transit use and nonmotorized travel can contribute to reducing traffic volumes. Additional review of the demand management components of the city's Transportation Element appears in Section B of this report, which addresses consistency with the Metropolitan Transportation Plan.

Conclusion

The City of Pacific's 1995 Comprehensive Land Use Plan addresses the major requirements for Transportation Elements as spelled out in the Growth Management Act. The city's treatment of these requirements is straightforward and often extensive. The city's establishment of level-of-service standards for rail, sidewalks, and bicycle/pedestrian trails is particularly noteworthy. When the city next amends or updates its Transportation Element, it should expand its

discussion of transportation financing to link transportation improvements with specific funding resources. Pacific's Transportation Element conforms with Growth Management Act requirements.

B. Consistency with the Metropolitan Transportation Plan

The 1995 Metropolitan Transportation Plan, the adopted transportation strategy for the central Puget Sound region, emphasizes concentrating development in a manner that reduces the need for driving alone. The plan calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. Intergovernmental coordination is also stressed in Metropolitan Transportation Plan and has already been discussed above. Four key policy areas are emphasized in reviewing local transportation elements with the Metropolitan Transportation Plan for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand -- to address traffic congestion and environmental objectives; (3) coordinating transportation and land use planning -- to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in the Metropolitan Transportation Plan is conformity with federal and state air quality requirements.

Optimizing and Managing the Use of Existing Facilities and Services

The Metropolitan Transportation Plan emphasizes the need to preserve and maintain existing transportation systems and advocates efficient management of these systems (that is, transportation system management, or TSM). Such management includes programs and strategies that make the transportation system work better by improving the way it is used without major capital investments.

Pacific's Transportation Element emphasizes the need to maintain a safe and efficient transportation system. The element stresses the importance of making safety improvements on the city's roadways and pedestrian/bicycle network. The six-year street construction program presented in the Transportation Element includes a number of maintenance projects. Some of these projects include adding bicycle lanes to make cycling safer.

Pacific has adopted a set of policies designed to control driveway access. For development projects that front two or more streets, driveway access will be limited to the "lowest-designated" street. Increasing the number of access points on arterial and collector streets is also restricted.

Comment: Pacific's Transportation Element recognizes the importance of maintaining existing facilities and services, and is consistent with the Metropolitan Transportation Plan. However, the city should consider developing additional programs and strategies for system preservation and maintenance to reinforce the policy commitment to provide a "safe, convenient, and efficient" transportation system. Possible actions include lighting, crosswalk improvements, and pedestrian signalization. The city may also want to consider establishing routine maintenance programs for specific transportation facilities, such as roads, sidewalks or transit facilities.

Additional transportation system management strategies might include traffic controls and restrictions, such as turn prohibitions. The city should also consider developing additional strategies for attracting new transit and high-occupancy vehicle (HOV) users, such as priority treatments at intersections for buses and rideshare vehicles and preferential parking for carpools and vanpools.

Managing Travel Demand

The Metropolitan Transportation Plan advances the use of transportation demand management as a key strategy for addressing congestion and major environmental objectives, including lessening the impacts of transportation facilities on neighborhoods. Transportation demand management is also viewed as a strategy to reduce the need to finance major new facilities. Transportation demand management is also a requirement for transportation planning identified in the Growth Management Act.

Pacific's assessment of future needs and alternatives includes an analysis of demand management strategies. The city addresses regional approaches to demand management. They were developed as part of 1995 Metropolitan Transportation Plan. The Transportation Element states that the city supports the demand management strategies in the adopted Metropolitan Transportation Plan. The city also supports for high-occupancy vehicle (HOV) lane improvements on State Route 167. In addition, Pacific encourages increased transit and ridesharing within the city itself. Potential sites for park-and-ride facilities are also discussed in the Transportation Element. The city also identifies increased use of pedestrian and bicycle facilities as part of its overall approach to managing travel demand.

Comment: Pacific's treatment of transportation demand management is consistent with the Metropolitan Transportation Plan. As the city continues its transportation planning and commute trip reduction efforts, it may want to

consider additional transportation demand management strategies, such as worksite parking management programs and public awareness campaigns.

Coordinating Transportation and Land Use Planning to Support Transit and Pedestrian-Oriented Land Use Patterns

The Metropolitan Transportation Plan recognizes the strong relationship between transportation and land use. The promotion of transit and pedestrian-oriented land uses is viewed as a significant transportation strategy for minimizing further increases in the number of people driving alone and the number of vehicle miles traveled within the region.

Pacific's Comprehensive Plan supports compact development and calls for changes in zoning and regulations for all residential areas of the city in order to encourage increased densities. The city has developed land use categories that allow commercial and office uses that "generally serve the immediate neighborhood." There are fewer parking requirements for these uses; it is assumed that people can get to businesses in these areas by walking. The Transportation Element calls for providing sidewalks and other pedestrian linkages between new development and major activity areas, schools and recreational facilities.

Comment: Pacific's Comprehensive Plan recognizes the relationship between transportation and land use planning, and includes a number of provisions that are consistent with the Metropolitan Transportation Plan. Increased residential densities are encouraged in the city's plan. Pacific's plan seeks to provide improved pedestrian connections between various areas of the city. The plan supports locating commercial and office uses near residential neighborhoods.

When the city next updates its Transportation Element, it should include policies and provisions that promote investments in infrastructure and public amenities to encourage economic development. Pacific should also consider adding performance standards, such as urban design guidelines that support transit use and walking.

Expanding Transportation Capacity to Offer Greater Mobility Options

The Metropolitan Transportation Plan emphasizes improvements in the capacity of the region's transportation system to support travel by a variety of

modes. Improving connections between modes of travel is also viewed as essential for improving the mobility of people.

Pacific's Transportation Element includes alternative modes of travel, including transit and nonmotorized transportation, as a major part of its overall transportation strategy. The city wants to develop its street network in a manner that facilitates improved access for both motorized and nonmotorized transportation.

The city's Transportation Element includes provisions for transit, rail, sidewalks, and bicycle trails. Pacific is committed to making walking and bicycling more attractive within the city. The city supports improving sidewalks and curbs along its streets and roadways. Freight and goods movement, particularly as it relates to truck traffic, is viewed as being "vital" for the city's industrial and commercial growth. The city commits to adopting an "official right-of-way map" that will identify transportation needs based on the element.

Comments: Pacific's Transportation Element includes a number of mobility options and is consistent with the Metropolitan Transportation Plan. In particular, the city recognizes the importance of developing nonmotorized transportation facilities and services as a way to improve mobility. When the city next updates its Transportation Element, it should develop more detailed provisions for the movement of freight and goods to and through the city. In addition, Pacific may also want to consider making additional multi-modal improvements to the city's existing roadways that will improve its overall transportation system. Such improvements could include adding lanes for transit, bicycles, and trucks.

Related Issue: Air Quality Conformity

According to Pacific's Transportation Element, the provision of bicycle and pedestrian facilities, especially those intended for local trips, will "benefit air quality." Transit use is also recognized for its usefulness in reducing air pollution. The city commits to coordinating its transportation planning efforts with the Regional Council's *Conformity Guidebook: Conformity of Transportation Activities to Air Quality Implementation Plans.* In addition, the Land Use Element calls for the city to develop an energy conservation plan that would also address its vehicle fleet.

Comments: Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The City of Pacific is located within a designated non-attainment area (see attached map) and is required to address air quality conformity in its comprehensive plan (WAC 173-420-080).

The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). Within the central Puget Sound region, criteria pollutants include carbon monoxide (CO), ozone (HC and NOx), and particulate matter (PM_{10}).[3]

Pacific supports efforts to improve air quality. The Transportation Element states the city's intent to address regional policies to protect air quality in the Puget Sound basin. The next time Pacific updates its Comprehensive Plan, it should consider including references to federal and state clean air requirements directly within the Transportation Element. The city may also want to consider incorporating additional strategies designed to reduce criteria pollutants. It would also be helpful to include a cross-reference table in the Transportation Element that explicitly links certain transportation demand management strategies and programs to criteria pollutant reductions.

Conclusion

The City of Pacific's 1995 Comprehensive Plan addresses the major policy areas of the 1995 Metropolitan Transportation Plan, the region's adopted transportation strategy. When the city next updates its Transportation Element, it should consider developing additional programs and strategies that address maintenance and preservation of the transportation system. In addition, the city should also consider developing policies and provisions to address freight and goods movement, as well as transportation needs to support economic

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Strategies to reduce criteria pollutants include, but are not limited to: (1) trip reduction strategies and ordinances, (2) employer-based transportation management programs, (3) work schedule changes, (4) ridesharing programs, (5) improved public transit, (6) dedicated facilities for high-occupancy vehicles (HOVs), (7) traffic flow improvements, (8) parking management, (9) park-and-ride facilities, (10) bicycle and pedestrian programs, (11) special event programs and strategies, (12) limitations or restrictions on vehicle use, (13) accelerated retirement of vehicles, (14) concentrated and mixed use development, (15) limitations or controls on idling vehicles, and (16) strategies and facilities to minimize low-temperature cold starts of vehicles.

development. Since these issues can be addressed in future amendments, the Transportation Element in Pacific's 1995 Comprehensive Plan should be certified for consistency with the 1995 Metropolitan Transportation Plan.

PART TWO: ADDITIONAL AREAS FOR COORDINATION AND CONSULTATION

The Growth Management Act requires coordination among jurisdictions and agencies where there are common borders or related regional issues. VISION 2020, the adopted regional growth management, economic and transportation strategy, provides an integrated framework for transportation and land use planning within the central Puget Sound area. This portion of the report focuses on general growth management and economic development issues that have both local and regional significance. Five issue areas are reviewed here: (1) urban growth and compact development; (2) facilities and services; (3) housing; (4) economic development; and (5) critical areas, resource protection, and open space. For each issue, a brief overview of VISION 2020's treatment of the issue is presented, followed by a discussion of how the issue is addressed in Pacific's 1995 Comprehensive Land Use Plan.

Pacific has not submitted the optional Coordination Review Checklist for review.

CERTIFICATION & CONSISTENCY REPORT

for

TOWN OF INDEX

March 5, 1996

Certification & Consistency Report

for the

Town of Index

March 5, 1996

Background

A major emphasis of the Washington Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council have worked together to develop an overall process for reviewing local, countywide, regional and transportation agency policies and plans for compatibility and consistency. In response to specific mandates in the Growth Management Act for regional transportation planning organizations (RTPOs) and to directives in the *Interlocal Agreement for Regional Planning of the Central Puget Sound Area*, the Regional Council's Executive Board took action in Spring 1994 and adopted a *Policy and Plan Review* process.[1] The adopted process provides direction for certifying local transportation elements for conformity with state planning requirements and consistency with the region's transportation plan. The review process also provides an opportunity to coordinate and share information related to local and regional planning.

This report is divided into two parts. The first part is a review of the transportation element in the local plan. The review focuses on Growth Management Act requirements for plan elements and includes a comparison of the transportation element with the transportation components of VISION 2020, the region's adopted growth and transportation strategy. This portion of the report is used to determine a recommendation for the certification of the transportation element.

The second part of the report is devoted to coordination issues related primarily to growth management and economic development. Policies and strategies from the local comprehensive plan are compared to key features in VISION 2020, including issues related to urban and rural growth, facilities and services, affordable housing, economic development, protection of critical areas, and preservation of resource lands and open space. The purpose of reviewing this information is to improve coordination between local and regional planning efforts and provide an opportunity to consult on matters that have regional importance.

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1 The certification requirement in the Growth Management Act is described in Chapter 47.80, Revised Code of Washington (RCW). This requirement is also addressed in the Regional Council's *Interlocal Agreement*, Section VII.A, which was adopted as Council Resolution A-91-01 (amended March 1993). The specific requirements for transportation elements in local comprehensive plans are spelled out in Chapter 36.70A.070, RCW.

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SUMMARY . . . . . .

PART ONE: REVIEW OF THE TRANSPORTATION ELEMENT

The review of local transportation elements is based on information provided in a checklist completed by city staff. The first part of the checklist highlights requirements for local transportation elements as outlined in the Growth Management Act.[2] The second part of the checklist includes questions related to the transportation components in VISION 2020. The review is based on VISION 2020 as amended in March 1993.[3]

The City of Index adopted its Comprehensive Plan on July 5, 1994. Using the revised checklist submitted to the Regional Council for review, a draft report on the city's plan, focusing on the Transportation Element, was sent to the city for comment. Based on the review and comments by Regional Council staff and Index staff, the following recommendation is proposed for action by the Regional Council's Executive Board.

Recommendation for Certification

The Executive Board of the Puget Sound Regional Council should certify that the Transportation Element in the City of Index's 1994 Comprehensive Plan conforms with the Growth Management Act and is consistent with VISION 2020.

Discussion

The main focus of Index's Transportation Element is on maintaining the city's existing transportation facilities. The element includes a (1) functional classification system; (2) an analysis of roadway conditions; and (3) a list of supporting goals and policies needed to implement the Comprehensive Plan. A goal of the Transportation Element is to "plan, develop, and maintain a balanced transportation system that provides efficient mobility of people, goods, and services within the community as well as between the town and other activity centers within the region." The city supports the development of a concurrency management program to ensure that transportation facilities and services are concurrent with new development.

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2 Chapter 36.70A.070, RCW.

3 VISION 2020 was updated again in May 1995 and includes a Metropolitan Transportation Plan. Future amendments to the city's transportation element will be reviewed based on the 1995 Update.

A. Conformity with Growth Management Act Requirements

The Growth Management Act includes the following requirements for transportation elements in local comprehensive plans: (1) the use of land use assumptions to estimate travel; (2) the identification of facility and service needs, including establishing level-of-service standards; (3) identification of funding for needed facilities and services; and (4) intergovernmental coordination; and (5) transportation demand management (TDM) strategies (RCW 36.70A.070). The following discussion highlights the City of Index's treatment of these requirements.

Land use assumptions • Source of land use assumptions • Travel demand estimates
Inventory of transportation facilities and services; LOS standards • Modes of transportation services -- air, water, and land facilities and services • LOS standards for arterials and transit • LOS reassessment strategy • 10-yr. travel forecast
Transportation management strategies • System expansion needs • Transportation system management needs • Demand management strategies
Funding capabilities; probable funding shortfalls; and reassessment strategy • On-going and new funding sources • A multi-year financing plan • Identification of funding shortfalls
Intergovernmental coordination • Transportation impacts on adjacent jurisdictions

Table 1: Growth Management Act, Requirements for Transportation Elements *(RCW 36.70A.070)*.

Land Use Assumptions

Index's 1994 population was approximately 140 people. By 2012, the city estimates its population will increase by 50 people to reach a total population of 190. The 2012 population forecast was derived by Snohomish County Tomorrow[4] as part of Snohomish County's Countywide Planning Policies process. The city's Urban Growth Boundary was established based on land supply, environmental constraints, the location of existing development, and availability of existing infrastructure and services. The boundary overlaps the city limits.

[4] Snohomish County Tomorrow, a collaborative, multi-jurisdictional planning group, is comprised of citizens and elected officials from local governments within Snohomish County.

Index estimated its existing traffic volumes through "visual observation" because traffic counts for the town's streets are not available. Based upon visual observation, the town's roadways are thought to be operating at a free-flow level-of-service "A," consistent with small town streets. The Washington State Department of Transportation recently conducted a traffic count on State Route (SR) 2. The average two-way traffic on this highway is consistent with state route capacities. In the future the city does not anticipate significant new transportation demands given that the town's 2012 population is expected to increase by only 50 persons, or 25 new households. The city estimates future traffic volumes to remain at free-flow level-of-services for all arterial streets.

Comment: Index's Comprehensive Plan meets the requirement for applying land use assumptions in the development of the Transportation Element. However, the city should describe the methodology employed to conduct its "visual inspection" traffic count estimates. Also, the city may want to consider including a brief summary in the Transportation Element that discusses State Route (SR) 2 and any issues its performance may have on the city in the future.

Identification of Facilities and Services Needs

Index's Transportation Element includes a brief inventory of transportation services and facilities, as well as a functional street classification system. The primary transportation facilities in the town are roads. Because the city was platted in 1893, the town's roadway system is laid out in grid network. Roadway improvements are generally limited to upkeep. This grid network is laid out over the town's flatlands area. The majority of roads within the town serve existing developments.

The town's functional classification system for roadways groups existing streets according to the character of service they provide. The underlying purpose of the town's roadway system is to provide through movement of traffic, as well as access to homes, business, and other properties. The functional classification system consists of two roadway classifications. The first classification includes collector streets, which are minor and principal arterials. The second classification includes local access streets, which provide direct access and abut properties.

The town's Transportation Element acknowledges the need for cities to adopt level-of-service standards. The element presents a discussion of volume-to-capacity ratios. These ratios reflect the ranges established by the Highway

Capacity Manual. The Transportation Element includes a statement that reads, "Therefore, the Town should have no reservation in adopting a Level of Service standard 'A' to be maintained on all local roads." However, it is only at the end of the Transportation Element does it become clear that the town has adopted a level-of-service (LOS) standard "A."

The Transportation Element does not address transit level-of-service standards, because Community Transit only provides service as far east to Gold Bar, which is five miles from Index. However, the Transportation Element does include a policy that addresses transit service. A note attached to Goal 1, Policy C, states "the town wish to go on record as being in support of a meaningful bus service for the region...."

Comment: The City of Index to meet the requirements for identifying facilities and needs and for establishing level-of-service standards as described in the Washington Administrative Code (WAC 365-195-325(2)(3)). Given the town has adopted a level-of-service standard "A," the town should be prepared to document how it technically defines this level-of-service. This will be a challenge since the town has not conducted any formal traffic analyses of its own street network. Although no air transportation facilities or water transportation facilities are directly included in Index's transportation network, the Transportation Element could include a statement that commercial air service is provided within the region and accessible from the city by highways.

Identification of Financing

Index's Transportation Element addresses transportation funding sources very briefly. The full discussion of funding sources is provided in the Revenue Sources section of the Capital Facilities Element. The town's Transportation Improvement Plan (TIP) in the Transportation Element covers the period beginning in the year 1992 and ending in the year 1997.

The plan lists and prioritizes roadway improvements projects. The primary focus of the TIP is on resurfacing projects and maintaining currently gravel roads, and repairing the rip-rap along the Skykomish River bank. The TIP includes eight projects. The first five are resurfacing projects. Missing from the plan is a list of project costs and funding sources. However, in the Capital Facilities Element, the city's Six-Year Capital Facilities Plan includes a line item that shows road repairs of $128,000 scheduled for the year 1995.

The Capital Facilities Element includes a Six-Year Capital Facilities Plan as well. The plan includes two categorical program areas--one of which is transportation related. This transportation program reflects 77% of the town's Six-Year Capital Facilities Plan. The transportation project is for road repairs. Exact roads are not specifically identified in the program. The Six-Year Capital Facilities Plan begins in the year 1994 and ends in the year 1999 and equals the $128,000 from the Community Development Block Grant.

The town's reassessment strategy essentially commits the town to seek outside additional funding sources to bring roadway deficiencies up to the town's level-of-service standard "A." The town acknowledges that if a roadway's level-of-service standard falls below the adopted level-of-service standard the city must seek measures which mitigate these impacts.

Comment: Index's identification of transportation financing and strategy for reassessing potential funding shortfalls meets the basic requirement of the Growth Management Act. However, when the city next amends its Transportation Element it should integrate its Transportation Improvement Program and the Capital Facility Element's Six-Year Capital Facilities Plan to better reflect the city's ability to meed anticipated roadway improvements. For now it should be noted that no roadways are expected to be deficient in the future. Again, the city should consider expanding its reassessment strategy to include provisions for dealing with potential deficiencies by either reducing the roadway's adopted level-of-service standard or changing the roadway's surrounding land use.

Intergovernmental Coordination

The town's Transportation Element references traffic volume counts conducted by the Washington State Department of Transportation (WSDOT) indicating it has worked with WSDOT. In the Transportation Element it is unclear how the city has used this data and planned for any potential traffic impacts associated with State Route (SR) 2.

The Transportation Element includes a goal to maintain Snohomish County's "jurisdiction and maintenance responsibilities" of the Fifth Street Bridge over the Skykomish River even if such measures reduces the number of heavy trucks that can use the bridge. The town recently was award a Community Development Block Grant for $128,000 by Snohomish County to use toward the work listed in the Six-Year Capital Facilities Plan.

Comment: The Transportation Element in Index's plan does address intergovernmental coordination. The Regional Council could provide assistance to Index, Snohomish County, Community Transit, and the Washington State Department of Transportation in dealing with consistency and coordination on regional and state facilities in the central Puget Sound region as work continues on implementing the Metropolitan Transportation Plan.

Transportation Demand Management

Index's transportation demand management (TDM) efforts encourage maintaining the town's existing transportation system in a safe and efficient manner, and encourages walking as an alternative to driving. Additional review of the demand management components of the city's Transportation Element appears in Section B of this report, which addresses consistency with VISION 2020.

Conclusion

The City of Index's 1994 Comprehensive Plan addresses all of the major requirements for Transportation Elements as spelled out in the Growth Management Act. However, the city should describe the methodology it used to conduct its visual observation of existing traffic volumes. The plan's Transportation Element conforms with state requirements.

B. Consistency with the Region's Transportation Plan: VISION 2020[5]

VISION 2020, the adopted transportation plan for the central Puget Sound region, emphasizes concentrating development in a manner that reduces the need for driving alone. The regional plan calls for the development of a region-wide, multimodal transportation system that links urban centers with high capacity transit. Intergovernmental coordination is also stressed in VISION 2020 and has already been discussed above. Four key policy areas are emphasized in reviewing local transportation elements with VISION 2020 for consistency. These areas include: (1) optimizing and managing the use of existing facilities and services; (2) managing travel demand -- to address traffic congestion and environmental objectives; (3) coordinating transportation and land use planning -- to support transit and pedestrian-oriented land use patterns; and (4) expanding transportation capacity to offer greater mobility options. An additional issue related to transportation planning in the central Puget Sound region and addressed in VISION 2020 is conformity with federal and state air quality requirements.

Optimizing and Managing the Use of Existing Facilities and Services

VISION 2020 emphasizes the need to preserve and maintain existing transportation systems and advocates efficient management of these systems (that is, transportation system management, or TSM). Such management includes programs and strategies that make the transportation system work better by improving the way it is used without major capital investments.

The Transportation Element includes a goal that calls for improving the physical condition of the streets and alleys in Index. The city's roadway functional classification system establishes the "character of service" that the city's roads should provide. The characteristics are intended to guide traffic movement. The city's transportation improvement program includes a number of resurface, maintenance, and repair projects. The city commits to regrading and graveling all existing roads and alleys on an annual basis.

Even though the Fifth Street Bridge is under Snohomish County jurisdiction, the city accepts and commits to preserving and maintaining the bridge in its present configuration. The city acknowledges and supports that this configuration will effectively restrict heavy traffic from the town.

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5 This review is based on VISION 2020 as amended in 1993. Future review of amendments or updates to the city's Transportation Element will be based on the 1995 Metropolitan Transportation Plan.

Comment: Index's Transportation Element emphasizes the maintenance of existing facilities and services and is consistent with VISION 2020. The town may want to consider transportation system management strategies such as (1) geometric improvements; (2) controls and restrictions; (3) signalization improvements; and (4) capacity enhancements. For example, by limiting truck access on the Fifth Street Bridge, where does the town anticipate this traffic go? It is important that system management strategies be developed with a view towards other city, county, or state transportation goals, since some strategies to increase capacity can often undermine other objectives.

Managing Travel Demand

VISION 2020 advances the use of transportation demand management as a key strategy for addressing congestion and major environmental objectives. Transportation demand management is viewed as a strategy to help manage congestion, to reduce the need to finance major new facilities, and to lessen the impacts of transportation facilities on neighborhoods and the environment. Transportation demand management is also a requirement for transportation planning identified in the Growth Management Act.

Index's Comprehensive Plan does not specifically identify policies as Transportation Demand Management (TDM) strategies. However, the plan does include policies and provisions that are traditionally viewed as transportation demand management strategies. For example, the Transportation Element includes a goal supporting development of transit service. Also the city commits to installing and maintaining sidewalks in front of the school, park, general store, and at railroad crossings to encourage walking, and ultimately reduce the number of vehicle miles traveled by people driving alone.

Comment: Index's support of transportation demand management strategies is consistent with VISION 2020. The city should consider expanding its treatment of transportation demand management to include policies and provisions that state the city supports certain kinds of demand strategies that are appropriate for a city of its size. This treatment could come in the form of provisions that commit the city to working with the Snohomish County and Community Transit to develop transit options for residents.

Coordinating Transportation and Land Use Planning to Support Transit and Pedestrian-Oriented Land Use Patterns

VISION 2020 recognizes the strong relationship between transportation and land use. The promotion of transit and pedestrian-oriented land uses is viewed as a significant transportation strategy for minimizing further increases in the number of people driving alone and the number of vehicle miles traveled within the region.

The Land Use Element in Index's Comprehensive Plan focuses primarily on residential development. The Land Use Element strives to balance commercial and industrial development in a manner that supports the city's economic growth, without degrading the city's residential areas or natural environment. For example, the Land Use Element includes a goal that encourages the city to promote the development of home occupations or cottage industries. Index plans to establish development criteria that allow for such changes in the zoning code. These changes include possible performance standards that address new buffering and open space requirements.

Besides focusing on residential development, the city also makes a strong commitment to maintain the environmental integrity of the city's critical and sensitive areas. In cases where private development is proposed near environmental areas, the developer is required to reserve open space at the points closest to the sensitive area. By controlling where development can occur and requiring developers to pay the increased costs of infrastructure demands, the town reduces its future liability for unnecessary maintenance costs.

Index is committed to rehabilitating older homes and buildings. The Comprehensive Plan allows for additional development of lots on which second dwelling units could be safely constructed and maintained by the homeowner. Such infill development allows both the city and property owner to maximize existing public infrastructure.

Comment: Index's Comprehensive Plan recognizes and affirms the relationship between transportation and land use and is consistent with VISION 2020. The city commits to controlling growth from infringing on critical and other environmentally sensitive areas. The city's efforts to balance residential densities with commercial and industrial development supports the needs for exploring creative options for transit service and other facilities.

Expanding Transportation Capacity to Offer Greater Mobility Options

VISION 2020 emphasizes improvements in the capacity of the region's transportation system to support travel by a variety of modes. Improving connections between modes of travel is also viewed as essential for improving the mobility of people.

Index plans to expand its sidewalk system. The city is committed to making walking safer within the city. The locations where sidewalk improvements are planned will provide greater opportunities for those people who use walking as their primary means of transportation, such as children. Beyond the need for sidewalks and other pedestrian pathways, the town's analysis of future conditions does not call for any major roadway expansions. It is anticipated that the town's current road system will be adequate into the future.

Comments: Index's Transportation Element includes some mobility options and is consistent with VISION 2020. The city addresses sidewalk improvements to the existing roadways that will enhance and expand the city's overall transportation system.

Related Issue: Air Quality Conformity

Although Index is outside the air quality attainment area designated in the central Puget Sound basin, the Comprehensive Plan still includes a policy that addresses air quality. The city is aware that motor vehicles contribute a high percentage of all the air pollution in the Puget Sound region, and that the three criteria pollutants of most concern, carbon monoxide (CO), ozone (NOx), and particulate matter [PM_{10}]) need to be managed and reduced. Index's Land Use Element includes a policy that encourages small-scaled, nonpolluting industries, and prohibits large manufacturing operations that generate large volumes of car or truck traffic. The policy is intended to prevent industries that degrade air or water quality, or that produce objectionable noise or odors from locating within the city.

Comments: Index's Transportation Element addresses air quality requirements in a manner consistent with VISION 2020.

Conclusion

The City of Index's 1994 Comprehensive Plan addresses all of the major transportation policy areas of VISION 2020, the region's adopted transportation strategy. Although the transportation provisions in the city's plan do not explicitly address transportation demand strategies, there are transportation strategies which contribute to the reduction of people needing to drive alone. The Transportation Element in Index's 1994 Comprehensive Plan should be certified for consistency with VISION 2020.

PART TWO: ADDITIONAL AREAS FOR COORDINATION AND CONSULTATION

The Growth Management Act requires coordination among jurisdictions and agencies where there are common borders or related regional issues. VISION 2020, the adopted regional growth and transportation strategy, provides an integrated framework for transportation and land use planning within the central Puget Sound area. This portion of the report focuses on general growth management and economic development issues that have both local and regional significance. Five issue areas are reviewed here: (1) urban growth and compact development; (2) facilities and services; (3) housing; (4) economic development; and (5) critical areas, resource protection, and open space. For each issue, a brief overview of VISION 2020's treatment of the issue is presented, followed by a discussion of how the issue is addressed in Index's Comprehensive Plan.

Urban Growth and Compact Development

VISION 2020 emphasizes concentrating development in urban areas to conserve agricultural, forest, and environmental resources. Within urban growth areas, growth is promoted in compact, well-defined central places. The regional strategy promotes development designed to preserve community character and liveability, and to create lively and people-oriented areas.

Index's Land Use Element includes a detailed inventory of existing land uses by acreage. The largest single land use, at 21 acres, is residential development. Slightly over 21% of the town is developed as residential, while 73% of the town is undeveloped. However, of this undeveloped portion only about eight acres are actually developable, due mostly to environmental constraints.

The Land Use Element presents a preferred plan description summarizing the issues that came forward as part of the Comprehensive Plan's public participation process. The plan addresses critical areas, constrained land, proposed residential needs, and issues concerning Burlington Northern Railroad. The element also includes a discussion of siting such facilities. The town supports Snohomish County Tomorrow's recommendations for siting essential public facilities.

EXECUTIVE BOARD

April 25, 1996 . . . . . *AGENDA ITEM 9*

Attachments

- PSRC Resolution A-93-03, April 29, 1993
- Resolution A-93-03: Implementation Steps, As Adopted By The Regional Council Executive Board August 26, 1993, And September 23, 1993
- PSRC Resolution Eb-94-01, October 27, 1994
- Expert Arbitration Panel's Review Of Noise And Demand/System Management Issues At Sea-Tac International Airport - Final Decision On Noise Issues, March 27, 1996

Puget Sound Regional Council

PSRC

RESOLUTION A-93-03

A RESOLUTION of the General Assembly of the Puget Sound Regional Council Amending the 1988 Interim Regional Airport System Plan (RASP) for Long-Term Commercial Air Transportation Capacity Needs of the Region

WHEREAS, the Puget Sound Regional Council, designated under federal and state laws as the Metropolitan Planning Organization and Regional Transportation Planning Organization for the central Puget Sound region, is responsible for adopting and maintaining regional growth management and transportation strategies for the region; and

WHEREAS, the Regional Council has adopted VISION 2020: Growth and Transportation Strategy for the Central Puget Sound Region, to guide growth management and transportation decisions and actions in King, Kitsap, Pierce and Snohomish counties; and

WHEREAS, VISION 2020 seeks to assure that the people of this region continue to enjoy an outstanding and improving quality of life that includes a vibrant economy, a healthy environment, and livable communities connected by a multimodal, transit-oriented transportation system that emphasizes accessibility and enables the efficient movement of people, goods and freight; and

WHEREAS, with respect to assessments of commercial air transportation needs, the Regional Council acknowledges long term forecasting uncertainties, and the reduction on a day-to-day basis of current airport capacity at Sea-Tac Airport during bad weather conditions; and

WHEREAS, VISION 2020, as the Regional Transportation Plan for the region, includes the 1988 interim Regional Airport System Plan with language that called upon the region to "proceed expeditiously with the detailed evaluation and selection of a preferred regional air carrier system alternative," and which now needs to be amended to reflect the Regional Council's recent planning and deliberations regarding the long-term commercial air transportation capacity needs of the region; and

WHEREAS, jurisdictions in the region agree to site regional transportation facilities in a manner that reduces adverse societal, environmental and economic impacts; seeks equity and balance in siting and improving the region's transportation system; and addresses regional growth planning objectives; and

WHEREAS, the Regional Council, through the Flight Plan Project, has sought to address policy, environmental, and procedural concerns through a variety of products and processes, including the following:

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(a) The Regional Council, acting jointly with the Port of Seattle, completed a non-project Final Environmental Impact Statement evaluating various system alternatives for meeting projected demands and their noise and other environmental impacts, and

(b) The Regional Council conducted a series of workshops, decision meetings, open houses, and a public hearing, to listen to the concerns and suggestions of community groups, individuals and interests that could be affected by a regional commercial air transportation capacity decision; and

WHEREAS, as a part of this effort, the Regional Council finds that commercial air transportation is important to the region's economy, and that additional commercial air transportation capacity needs to be identified and preserved, and implemented when needed at some point in the future; and

WHEREAS, the Regional Council finds that there is no perfect air transportation capacity solution, but that whatever solution is adopted must be part of an integrated transportation system that includes air and marine transportation as well as roadways and rail, that demand management and system management should be utilized to make the most efficient use of the existing system, and that any solution must not result in a decrease in safety and must address noise; and

WHEREAS, the Regional Council further finds that the adopted solution should be flexible, must be consistent with the growth management planning that is occurring in the region, and should be financially feasible; and

WHEREAS, the Regional Council Transportation Policy Board and Executive Board have developed and refined this recommendation to the Regional Council General Assembly; and

WHEREAS, this amendment to the interim Regional Airport System Plan is consistent with the VISION 2020 Final Environmental Impact Statement;

NOW, THEREFORE, BE IT RESOLVED that the Regional Council Executive Board recommends that the General Assembly adopt the following elements of a Regional Airport System Plan amendment:

That the region should pursue vigorously, as the preferred alternative, a major supplemental airport and a third runway at Sea-Tac.

1. The major supplemental airport should be located in the four-county area within a reasonable travel time from significant markets in the region.
2. The third runway shall be authorized by April 1, 1996:
   a. Unless shown through an environmental assessment, which will include financial and market feasibility studies, that a supplemental site is feasible and can eliminate the need for the third runway; and

b. After demand management and system management programs are pursued and achieved, or determined to be infeasible, based on independent evaluation; and

c. When noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts.

3. The Regional Council requests consideration by the Federal Aviation Administration of modifying the Four-Post Plan to reduce noise impacts, and the related impacts on regional military air traffic.
4. Evaluation of the major supplemental airport shall be accomplished in cooperation with the state of Washington.
5. Proceed immediately to conduct site-specific studies, including an environmental impact statement, on a Sea-Tac third runway;
6. Eliminate small supplemental airports, including Paine Field, as a preferred alternative.

BE IT FURTHER RESOLVED that the Board is directed to:

1. Take all necessary steps to assure efficient, effective and economical implementation of this resolution.
2. Negotiate with the Port of Seattle, the Washington State Department of Transportation and other responsible agencies, as necessary, to assure the implementation of this resolution.
3. Assure that implementation of this resolution is at all times in compliance with the requirements of all applicable federal, state and local laws and regulations.
4. Report to the General Assembly on the results of its actions at the next regularly scheduled Assembly meeting or at such special meeting of the Assembly as the Board may call.

ADOPTED by the General Assembly this 29th day of April, 1993.

Bill Brubaker, Councilmember
Snohomish County
President, Puget Sound Regional Council

Attest: Mary McCumber, Executive Director

Puget Sound Regional Council
PSRC

RESOLUTION A-93-03: IMPLEMENTATION STEPS

As adopted by the Regional Council Executive Board
August 26, 1993, and September 23, 1993

COORDINATION: The Puget Sound Regional Council, the Washington State Department of Transportation, the Port of Seattle, and the Federal Aviation Administration will establish a coordinating committee of representatives from each agency to monitor and report back on the following efforts to implement Resolution A-93-03. A memorandum of understanding will be developed by the affected agencies to formalize this implementation process.

I. MAJOR SUPPLEMENTAL AIRPORT FEASIBILITY STUDY

A. The Puget Sound Regional Council, in cooperation with Washington State Department of Transportation (WSDOT), leads feasibility study. A working group of public and private advisors provides advice on analyses, reviews findings, and comments on feasibility study issues. Public information and involvement provided through a variety of options to be developed in the fall of 1993.

B. Consultants apply technical screening criteria to sites in 4-county area (King, Snohomish, Pierce and Kitsap). Screening criteria are developed by the consultants subject to review by the coordinating committee and review and action by an appropriate Regional Council policy board.

C. 1. If no sites exist, advise Executive Board and other interested parties. If Executive Board concurs, process ends. Substantial weight shall be given to the consultants' conclusion. (Mid-1994).

2. If sites exist, consultants continue with environmental, financial, legal, and market feasibility studies.

D. Feasibility study issues:

1. Is there a major supplemental airport site which is feasible (i.e., environmentally, economically, market, legally)? What is (are) the site(s)? Who would be the airport sponsor?

2. When would a major supplemental airport be operational?

E. The Major Supplemental Airport (MSA) Expert Review Panel (See Appendix A, Expert Panels) independently evaluates the feasibility study's technical conclusions, i.e., the answers to the questions in paragraph D, and additionally considers:

1. What are the existing capacity constraints at Sea-Tac International Airport?

2. What will be the demand and delay at Sea-Tac International Airport until and after a major supplemental airport becomes operational?

3. What will be the consequences (e.g., economic, environmental) of the anticipated delay at Sea-Tac International Airport?

If it can be developed in a timely manner, initial data for these three questions will be developed during the Port of Seattle Master Plan and EIS preparation process.

F. The Major Supplemental Airport (MSA) Expert Review Panel concludes whether a major supplemental airport eliminates the need for a third runway at Sea-Tac International Airport. The Panel's conclusions are transmitted to the Regional Council.

1. If the Major Supplemental Airport (MSA) Expert Review Panel concludes that a major supplemental airport is feasible, the Regional Council Executive Board determines whether to develop an amendment process to incorporate the specific site or sites into the Regional Transportation Plan.

2. As it relates to the third runway, the Major Supplemental Airport (MSA) Expert Review Panel's conclusion shall be reviewed by the Regional Council Executive Board for final determination. Substantial weight shall be given to the conclusion of the Major Supplemental Airport (MSA) Expert Review Panel.

II. DEMAND MANAGEMENT/SYSTEM MANAGEMENT STUDY

A. The Puget Sound Regional Council, the FAA, the Washington State Department of Transportation, and the Port of Seattle will identify appropriate lead agencies to analyze demand management and system management options: including pricing mechanisms, gate controls, and high speed rail.

B. The lead agency for each option will analyze that option to determine its feasibility, considering the time frame for implementation and the likely extent of its impact on future operations at Sea-Tac International Airport.

C. Lead agency conclusions are then subject to independent evaluation by the Expert Arbitration Panel.

D. Expert Arbitration Panel determines which demand management/system management options are feasible, considering the reasonableness of methods and assumptions employed by the lead agencies, as well as issues such as long term regional goals, existing contractual obligations and legal constraints, safety, operational efficiency, and expense. (1994-1995).

E. Conclusions of this Expert Arbitration Panel regarding which Demand Management/System Management options are feasible (including timeframe and impact) will be provided to the Major Supplemental Airport (MSA) Expert Review Panel. (See Feasibility Study, Part I.E.2.)

F. The Expert Arbitration Panel (working on demand and system management issues) determines whether all earlier identified feasible measures are being pursued and achieved. (1996)

III. NOISE REDUCTION PERFORMANCE OBJECTIVES

A. The PSRC Resolution A-93-03 calls for aircraft noise reduction objectives that are scheduled and are being pursued. The following programs are responsive to this regional request (See Appendix B for descriptions of these programs):

1. The Sea-Tac Noise Budget and Nighttime Limitations Program, which are established in Mediated Noise Abatement Actions for Seattle-Tacoma International Airport, as agreed to by the Mediation Committee on March 30, 1990;

2. Port of Seattle restrictions on the performance of aircraft powerback operations and on aircraft engine run-ups which are established in the Sea-Tac International Airport Schedule of Rules and Regulations and which are intended to address issues related to certain ground source noise; and

3. Acoustical Insulation Program as set forth in the Port of Seattle Resolution 3125, as amended.

B. Verification that the Port is achieving the objectives of the Acoustical Insulation program and ground source noise restrictions (as specified in III.A.2 and 3) will be accomplished by semi-annual reports by the Port to PSRC.

C. A method of independent validation needs to be developed that the Noise Budget and Nighttime Limitations Program noise reduction objectives are sufficient to cause a reduction in measurable real ("on-the-ground") noise by 1996. The validation methodology shall utilize the measurement of on-the-ground noise by the existing airport noise monitoring system at Sea-Tac Airport.

D. The Port of Seattle will lead the development of the validation methodology in close cooperation with the Puget Sound Regional Council, the Washington State Department of Transportation and the Federal Aviation Administration. In the event the Coordinating Committee members are unable to agree on a valid methodology, the specific points of disagreement may be referred to the Expert Arbitration Panel for prompt resolution upon request of two or more Committee members.

E. In accordance with the recommended validation method, the Port of Seattle would collect and present the required noise data. In the interim, the data will be presented to the Executive Board semi-annually.

F. In early 1996, the Expert Arbitration Panel will determine whether the noise reduction objectives are being pursued and achieved and resulting in a reduction in measurable on-the-ground noise. If the Panel is unable to so determine, it will notify the Executive Board.

APPENDIX A

EXPERT PANELS

NOTE: **Other specifics regarding the Expert Panels will be the subject of an MOU between the Regional Council, the Port of Seattle, the Washington State Department of Transportation, and the Federal Aviation Administration.**

1. There would be up to three Expert Panels established to review issues concerning (1) the major supplemental airport; (2) Sea-Tac operational issues related to demand management/system management and noise reduction performance activities.

2. Each panel would be comprised of three people. At least one person would be a member of all panels. The Panels would have additional overlapping membership in areas where there is need for the same or similar experience and expertise, particularly in the areas of noise and demand/system management. (If memberships overlap significantly, the need for three separate panels could be avoided.)

3. The panels would be appointed by the Secretary of WSDOT, considering criteria established in the MOU. The Coordinating Committee would develop a list of candidates to be considered by the Secretary.

4. The panel established to review issues concerning the major supplemental airport will provide a recommendation to the Executive Board and will be known officially as the "Major Supplemental Airport (MSA) Expert Review Panel." The MSA Expert Review Panel will be convened upon completion of the environmental assessment, which will include a financial, legal and market feasibility study. The panel's recommendation shall be given substantial weight by the Executive Board.

5. The panel(s) reviewing demand/system management and noise issues will make final, binding decisions and will be referred to as Expert Arbitration Panel(s).

a. The Expert Arbitration Panel established to review Sea-Tac International Airport demand and system management issues will initially convene in 1994 to determine the feasibility of demand management and system management options. The Panel's conclusions regarding feasible demand and system management options on Sea-Tac operations will be reported to the MSA Expert Review Panel. The demand and system management Expert Arbitration Panel will convene in early 1996 to determine whether feasible demand management and system management options are being pursued and achieved.

b. The Expert Arbitration Panel to review noise issues will convene in 1994 to validate the methodology to determine whether the Noise Budget and Nighttime Limitations programs are sufficient to cause a reduction in on-the-ground noise by 1996. (The Panel may be convened earlier to resolve specific points of disagreement upon request of two or more Coordinating Committee members in the event Coordinating Committee members are unable to agree on a validation method.) The Panel will reconvene in late 1995 or early 1996 to determine

whether the noise reduction performance objectives are being pursued, and achieved as scheduled based upon its independent evaluation of information generated through measurement of on-the-ground noise by the noise monitoring system around Sea-Tac International Airport.

6. Procedures will be established to ensure that the panels conduct their business in an objective and expeditious manner. Time limitations and participation guidelines will be established to ensure a fair opportunity for PSRC members and other stakeholders to participate. Procedures may provide for oral or written presentations, or both.

APPENDIX B

GENERAL DESCRIPTION OF EXISTING NOISE PROGRAMS

1. NOISE BUDGET:

The purpose is to achieve an annual reduction in noise energy produced by aircraft operations. The budget includes annual maximum noise energy for each year between 1991 and 2001.

2. NIGHTTIME LIMITATIONS PROGRAM:

The purpose is to phase out Stage 2 aircraft during nighttime hours. In 1994, the time period will be extended to 10:30 p.m. to 6:45 a.m., and in 1995, the time period will be extended to 10:00 p.m. to 7:00 a.m.

3. ACOUSTICAL INSULATION PROGRAM:

The purpose is to insulate up to 5,000 eligible single-family residences in the existing Noise Remedy Program, provided such residences are included on the waiting list as of December 31, 1993. The rate of insulation for such residences can be assessed in December 1995 in accordance with these objectives, as set forth in the Port of Seattle Resolution 3125, as amended.

MEMORANDUM OF UNDERSTANDING

The Federal Aviation Administration, the Washington Department of Transportation, the Puget Sound Regional Council, and the Port of Seattle, hereby agree to take the following actions:

WHEREAS, the Commission of the Port of Seattle (hereinafter, the "Port") adopted Resolution No. 3125 on November 23, 1992, which, in part, directs Port staff to work cooperatively with the Puget Sound Regional Council (hereinafter, "PSRC"), the Federal Aviation Administration (hereinafter, the "FAA") and state and local jurisdictions in carrying out certain detailed studies and planning efforts for an updated facility plan at Seattle-Tacoma International Airport (hereinafter, "Sea-Tac"); and

WHEREAS, the PSRC General Assembly adopted Resolution No. A-93-03 on April 29, 1993 (hereinafter, "PSRC A-93-03"), including as an element of a Regional Airport System Plan amendment that the region should vigorously pursue a major supplemental airport and a third runway at Sea-Tac subject to certain conditions as set out in the Resolution, and directing the PSRC Executive Board to take all necessary steps to assure efficient, effective and economical implementation of the Resolution and to negotiate with the Port, the Washington State Department of Transportation (hereinafter, "WSDOT") and other responsible agencies to assure such implementation; and

WHEREAS, on August 26, 1993 and September 23, 1993, the PSRC Executive Board adopted Resolution A-93-03: Implementation Steps (hereinafter, "A-93-03 Implementation Steps"), in part, directing that PSRC, POS, WSDOT and FAA establish a coordinating committee of representatives from each agency to monitor and report back on efforts to implement the provisions of PSRC A-93-03 and to develop a memorandum of understanding to formalize the implementation process; and

WHEREAS, on August 19, 1993, the Washington State Transportation Commission adopted Resolution No. 467, in part, endorsing cooperation with the PSRC in conducting a major supplemental airport site evaluation and WSDOT's role as a member on a project management steering committee, and its participation on a project advisory committee;

NOW, THEREFORE, the PSRC, FAA, Port, and WSDOT agree as follows:

I. PURPOSE

The purpose of this MOU is to further the efficient, effective and economical implementation of PSRC Resolution A-93-03 consistent with the RASP Implementation Steps Schedule set out in Appendix A hereto, and to formalize the implementation process, including monitoring of a work schedule to complete necessary implementation actions by April 1, 1996. A further purpose is to set out the roles and responsibilities of the

Coordinating Committee established by the PSRC Executive Board in the A-93-03 Implementation Steps, as well as the roles and responsibilities of individual Committee member agencies.

II. ROLES AND RESPONSIBILITIES OF THE COORDINATING COMMITTEE

A. Participate in the Coordinating Committee on the following terms:

1. Membership and Representation.

   There are four members of the Coordinating Committee: PSRC, the Port of Seattle, The Washington Department of Transportation, and the Federal Aviation Administration. Each member will choose its own representatives to the Committee. Each member will designate one of its representatives as its principal contact person for communicating with other members of the Committee.

2. Observers.

   Ordinarily, observers will not be permitted to participate in Committee discussions and actions. Observers may be excluded from a Committee meeting if a majority of Committee members attending the meeting so agree. The Committee will not permit tape recordings of its meetings.

3. Committee Administrative Chair.

   The PSRC will chair the Committee for administrative purposes.

4. Meeting Schedule and Location.

   The Committee will conduct regular meetings quarterly and more frequently if requested by any Committee member. A member may request a special meeting at any time by contacting the PSRC principal contact representative. The PSRC, as Chair, will notify other members of special meetings at the earliest practicable time. The meetings will rotate among the Seattle offices of PSRC, POS, and WSDOT (Urban Mobility Program), unless a majority of agency members agree otherwise.

5. Role/Responsibilities.

   The Committee will:

a. Act as an information clearinghouse to facilitate accurate and timely communication among the committee members.

b. Monitor the agencies' compliance with the RASP Implementation Steps Schedule (Appendix A hereto). "Monitoring" does not imply the existence of any authority.

c. Develop and provide to WSDOT selection criteria for the WSDOT Secretary's consideration in expert panel appointments consistent with A-93-03 Implementation Steps, Appendix A, No. 3.

d. Develop and transmit to the Secretary of the Washington Department of Transportation a list of candidates for appointment to the expert panel(s).

e. Respond to inquiries from the expert panel(s). For inquiries which relate to tasks assigned to a specific Committee member, the response to a panel inquiry will be prepared by that Committee member in consultation with other Committee members. Whenever a consensus response is not possible, the panel will be informed of the opinions of the individual Coordinating Committee members and the panel may make its own determination. In the event the panel requests further guidance, it may exercise its option to seek guidance from the PSRC Executive Board. "Consensus" shall mean "general agreement."

f. Review and provide input to the PSRC Transportation and Growth Management Policy Boards regarding the screening criteria developed pursuant to A-93-03 Implementation Steps, Section I.B.

g. Abide by the procedures in Appendix D hereto to ensure that the expert panels conduct their business in an objective and expeditious manner and to ensure a fair opportunity for PSRC members and other stakeholders to participate, consistent with A-93-03 Implementation Steps, Appendix A, No. 6.

h. The FAA will abstain from the Committee's work regarding subparagraphs II.A.5.c. & d., above, and at any time that FAA determines that its involvement could impair its ability to perform its federally mandated functions in a fair and impartial manner.

B. Perform review and comment functions promptly when called for by this MOU.

C. Amend this MOU by consensus if additional demand or system management options are identified in time for a feasibility study consistent with the RASP Implementation Steps Schedule (Appendix A hereto).

D. Ensure the use of the noise reduction validation methodology set forth in Appendix B hereto.

E. Use Exhibit B to A-93-03 Implementation Steps document only as a summary of the noise reduction programs to be implemented by the Port pursuant to A-93-03 Implementation Steps, Section III.A. The noise reduction programs to be implemented include the ground source programs identified in Implementation Steps, Section III.A.2.

F. Provide funding as detailed in Appendix C hereto, subject to authorization and appropriation approval by the appropriate authority for each agency.

III. ACTIONS REQUIRED OF PSRC

A. In cooperation with WSDOT, lead the preparation of a feasibility study for the siting of a major supplemental airport. Assemble a working group of public and private advisors to review and comment on feasibility study issues. Provide Coordinating Committee members with the opportunity to review and comment on the proposed composition of the working group and public information and involvement programs. See A-93-03 Implementation Steps, Section I.

B. Select a consultant to prepare the major supplemental airport siting feasibility studies and to develop initial screening criteria. The criteria are subject to review by the Coordinating Committee and action by the PSRC Regional Transportation Policy board and Growth Management Policy board. See A-93-03 Implementation Steps, § I(B).

C. Convene expert panels in accordance with the RASP Implementation Steps Schedule (Appendix A hereto) following panel appointments by DOT Secretary. Provide administrative and logistical support for panel members.

IV. ACTIONS REQUIRED OF POS

A. If it can be accomplished in a timely manner, develop initial data during the Port's Master Plan and EIS preparation process for the three questions identified in A-93-03 Implementation Steps, I.E.

B. Analyze at least the following demand management options to determine their feasibility as specified in A-93-03 Implementation Steps Sec.II.B.: pricing mechanisms and gate controls. In analyzing feasibility, the Port shall consider relevant environmental, economic, market, legal, safety, and technical matters, the timeframe for implementation and the likely extent of its impact on future operations at Sea-Tac International Airport.

C. Prepare and present to the PSRC Executive Board an initial noise report regarding compliance with A-93-03 Implementation Steps, III.A.1-3 as required by A-93-03 Implementation Steps III.B., III.E. and Appendix A, no later than July, 1994. Thereafter, the Port shall present updated reports semi-annually, and a final report by March, 1996. The Port shall prepare the format of the reports in consultation with the other Committee members.

D. Undertake the noise reduction validation in consultation with the other members of the Coordinating Committee and in conformance with Appendix B hereto. See A-93-03 Implementation Steps, III.D.

V. ACTIONS REQUIRED OF WSDOT

A. The Secretary of WSDOT shall appoint expert panel members considering criteria developed and nominations submitted by the Coordinating Committee. See A-93-03 Implementation Steps, Appendix A.2.

B. Designate a project manager to be available for consultation with PSRC's consultant on the Major Supplemental Airport Feasibility Study.

C. Analyze the following system management option to determine its feasibility as specified in Implementation Steps Section II.B.: high speed rail. In analyzing feasibility, WSDOT shall consider the timeframe for implementation and the likely extent of its impact on future operations at Sea-Tac International Airport.

VI. FAA PARTICIPATION

A. Review and approve PSRC Force Account Plan and consultants' scope of work for FAA funding eligibility purposes.

B. Provide relevant information to the Coordinating Committee from existing FAA studies on air space. Provide technical information available on demand management/system management, e.g., Capacity Enhancement Plan Reports. Also provide other relevant information that may become available to FAA such as reports on telecommuting.

C. Review and comment on POS analysis of demand management options for consistency with federal law and policy.

VII. MISCELLANEOUS

A. Any member of the Coordinating Committee may propose an amendment to this MOU at any time. The amendment will be adopted if all signatories to this MOU so agree less those who choose to abstain.

B. This MOU may be signed in counterparts and will become effective when all four parties have signed their respective copies of the agreement.

C. The following documents are included as appendices to this agreement and are incorporated herein:

Appendix A Resolution A-93-03 Implementation Steps Schedule

Appendix B Noise Reduction Validation Methodology

Appendix C Estimated Funding, Resolution A-93-93: Implementation Steps

Appendix D Procedural Guidelines for Expert Panels

DATED this 18th day of March, 1994.

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

By: J. Wade Bryant

J. Wade Bryant, Manager
Seattle Airports District Office

DATED this 8th day of April, 1994.

PORT OF SEATTLE

By: M.R. Dinsmore
M.R. Dinsmore
Executive Director

DATED this 17th day of March, 1994.

WASHINGTON STATE
DEPARTMENT OF TRANSPORTATION

By: Sid Morrison
Sid Morrison
Secretary

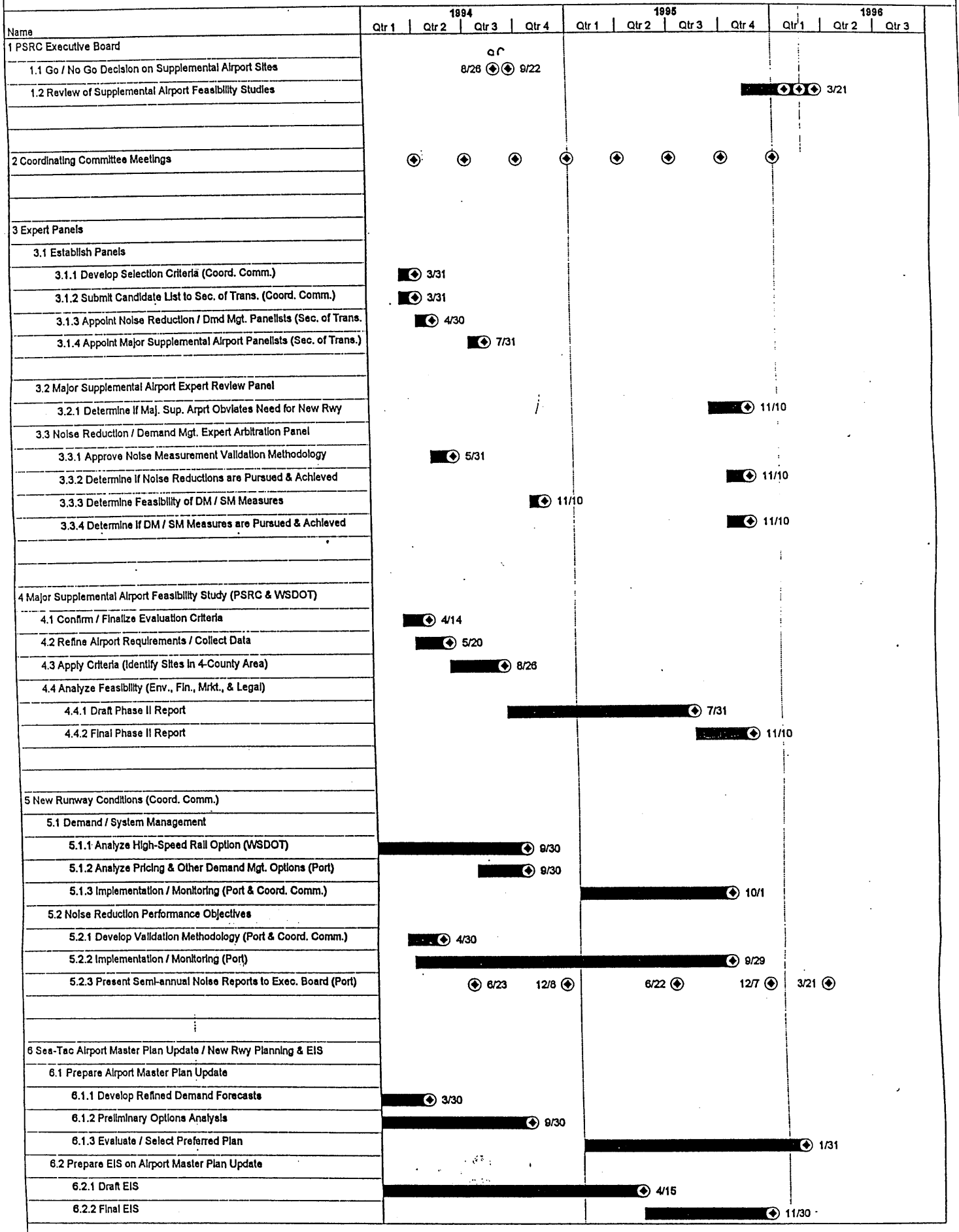
DATED this 18 day of March, 1994.

PUGET SOUND REGIONAL COUNCIL

By: Mary McCumber
Mary McCumber
Executive Director

psrc\moufaa.dot

APPENDIX A: PSRC Resolution A-93-03 Implementation Steps Working Schedule (Subject to Change)



APPENDIX B

The method to validate that the Noise Budget and Nighttime Limitations Program noise reduction objectives result in a reduction in on-the-ground noise by 1996 will at a minimum address the following issues:

1. Forecast the expected relationship of the reduction in the value of the noise metric used in the noise budget and the measured aircraft DNL noise levels appropriate to each of the monitoring sites.

2. The number and location of the existing noise monitoring sites that will be used in the program will be specified. Provisions for removal of data from any failed site must be allowed for.

3. The reference base year noise level will be the aircraft DNL annual average noise level as measured by the Port's permanent noise monitoring system during the 1989-90 time period.

4. The reduction of the average annual on-the-ground noise level will be determined from the average energy reduction in measured aircraft DNL from all of the sites used in the program relative to the base year measured DNL noise levels. The average annual noise reduction for calendar years 1994 and 1995 will be used in monitoring the noise reduction trends.

5. Present a comparison (using available data) in corresponding years of the measured noise reduction per paragraph 4 with the reduction in airport noise exposure level calculated in accordance with Appendix A of the Mediated Agreement.

6. Calibration of the Permanent Noise Monitoring System will be completed using an agreed upon program that is consistent with calibration procedures for airport permanent noise monitoring systems. The measured aircraft DNL noise levels will be considered acceptable if the system has been calibrated in accordance to these procedures.

Data to measure on-the-ground noise reduction shall be determined by using the measured aircraft DNL noise data from the Port's Permanent Noise Monitoring System at Sea-Tac Airport.

psrc\portnrpo

APPENDIX C

ESTIMATED FUNDING
RESOLUTION A-93-03: IMPLEMENTATION STEPS

FEBRUARY 1994 - APRIL 1996

TASKS	PUGET SOUND REGIONAL COUNCIL	PORT OF SEATTLE	WASHINGTON DEPARTMENT OF TRANS.	TOTAL
Regional Council Board Support	4,000			4,000
Coordination Committee Support	1,000			1,000
Expert Panel (s)	15,000[1]			15,000
Major Supplemental Airport Feasibility Study	400,000			400,000
Phases I and II Demand/System Management Study[2]		27,900	Staff Analysis[4]	27,900
Noise Reduction Performance Objectives[2]		78,600		78,600
TOTAL	420,000[3]	106,500		526,500

Notes:

[1]Initial estimate - assumes payment of expenses only.

[2] Port of Sea-Tac Master Plan Update

[3]Sources

FHWA (PL)	160,000
FHWA Match (Local)	40,000
FAA	180,000
FAA Match (Local)	20,000
Other Local	20,000
	420,000

[4]Washington State Department of Transportation will base the analysis on study results from the High Speed Ground Transportation Study; Enhanced AMTRAK Study; and the Rail "Gap" Study performed between 1991 and 1993.

EXHIBIT D

EXPERT PANEL
PROCEDURAL GUIDELINES

1. Lead agency provides Panel with staff/consultant recommendation and supporting documents.

2. Panel has full access to agency/consultant files.

3. Panel reviews recommendation and invites public comment.

A. When it invites public comment, the Panel can identify issues for which it is particularly interested in receiving public comment.

B. Panels will provide for public comments to be submitted in writing; at its option, the Panel can also schedule a public hearing. If a public hearing is held, it will not be quasi-judicial (e.g., no cross-examination; no pre-hearing discovery). The Panel would have the option to restrict the length of the public hearing or the topics to be addressed at the public hearing.

4. Notice of opportunities for public input (written or at a hearing) would be broadly disseminated by PSRC and any other lead agency.

5. Following the close of public comment, the Panel would convene for one or more meetings (which may be open to the public) to discuss the staff/consultant recommendations and the public comments.

6. Following deliberation, the Panel would reach a decision (for the MSA Expert Review Panel, a recommendation to the Executive Board; for the Noise Reduction/Demand Management Expert Arbitration Panel, a final decision).

7. The Panel shall establish time frames for receipt of public comment and the Panel's deliberations in a manner which assures that decisions are made by the Panel in time to meet the requirements of Resolution A93-03.

8. PSRC, directly or through its consultant, shall provide staffing for each Panel.

Puget Sound Regional Council

PSRC

RESOLUTION NO. EB-94-01

A RESOLUTION of the Executive Board of the Puget Sound Regional Council, Seattle, Washington,

WHEREAS, regional studies completed by the Puget Sound Air Transportation Committee, the Washington State Air Transportation Committee, and the Puget Sound Regional Council (PSRC) have clearly identified a near-term air transportation capacity problem at Sea-Tac International Airport, and concluded that the addition of a third all-weather runway at Sea-Tac would provide adequate capacity for the region through the year 2030; and

WHEREAS, the PSRC General Assembly adopted Resolution A-93-03 approving the addition of a third Sea-Tac runway subject to certain conditions, including studying the feasibility of siting a major supplemental airport in the four-county region, and delegating implementation of the resolution to the PSRC Executive Board; and

WHEREAS, the PSRC Executive Board established Implementation Steps and has responsibility for the Regional Council's work program, budget and contracts; and

WHEREAS, the Executive Board concludes that there are no feasible sites for a major supplemental airport within the four-county region and that continued examination of any local sites will prolong community anxiety while eroding the credibility of regional governance; and

WHEREAS, the need for a major supplemental airport continues to be questioned, especially in light of emerging long-term transportation initiatives, including high speed rail and demand/system management programs which may reduce long-range air travel demand; and

WHEREAS, State law fails to address the issue of incentives and compensation beyond normal mitigation for those communities which are recipients of essential public facilities; and

WHEREAS, the cost of building a major supplemental airport would impose a substantial new financial encumbrance which would conflict with other important regional obligations, while the cost of building a third Sea-Tac runway would be met with already identified revenues; and

WHEREAS, air carriers have stated their opposition to the concept of supplemental airports, citing the market-driven economic realities of their industry; and

WHEREAS, a broad spectrum of labor, business, and community groups support the addition of a third Sea-Tac runway to meet the near-term air transportation capacity needs of the region.

1011 Western Avenue, Suite 500 • Seattle, Washington 98104-1035 • (206) 464-7090 • FAX 587-4825

NOW, THEREFORE, BE IT RESOLVED, that the Executive Board further clarifies that the "Resolution A-93-03: Implementation Steps" adopted by the Executive Board allow the Executive Board to determine whether the Regional Council should go forward with additional supplemental airport studies and pursuant to that authority, the Executive Board determines that further studies should not be undertaken.

BE IT FURTHER RESOLVED, that the decision of the Executive Board of the Puget Sound Regional Council is to affirm the General Assembly's approval of a third runway for Sea-Tac, provided the project meets the independent evaluation of the noise and demand management conditions set out in Resolution A-93-03, and satisfies the environmental impact review process.

FURTHER, the Executive Board recommends that the region work with the State to enact legislation allowing for substantial and equitable incentives and compensation for communities impacted by the proximity of essential public facilities.

FURTHER, the Executive Board recommends that the State, in cooperation with appropriate local jurisdictions and regional transportation planning organizations, implement a comprehensive process for evaluating all options to meet the State of Washington's long-term air travel and inter-regional ground transportation needs, including high speed rail.

ADOPTED by the Executive Board this 27th day of October, 1994.

Richard Mitchusson

Mayor Richard Mitchusson
City of Poulsbo
President
Puget Sound Regional Council

Attest: Mary McCumber

Mary McCumber, Executive Director

STATE OF WASHINGTON
PUGET SOUND REGIONAL COUNCIL

In the Matter of:

Expert Arbitration Panel's Review of Noise and Demand/System Management Issues at Sea-Tac International Airport

FINAL DECISION ON NOISE ISSUES

March 27, 1996

This is the Final Decision on Noise Issues by the Expert Arbitration Panel on Noise and Demand/System Management Issues (the "Panel"). After making a thorough and independent evaluation of all of the evidence and arguments that have been presented to us with respect to the reduction in noise impacts required by Resolution A-93-03 as a condition for the Puget Sound Regional Council's approval of a third runway at Sea-Tac International Airport, a majority of the Panel, consisting of Professor William Bowlby and Ms. Martha Langelan, has reached the following conclusion:

> Although the Port of Seattle has scheduled, pursued, and achieved an impressive array of noise abatement and mitigation programs, the Port has not shown a reduction in real on-the-ground noise impacts sufficient to satisfy the noise reduction condition imposed by Resolution A-93-03.

Mr. Scott P. Lewis, Chair of the Panel, would find that the Port has satisfied the requirements of the Resolution, and dissents from this Decision.

We offer below a statement of the background and history of the Panel's consideration of Noise Issues under Puget Sound Regional Council ("PSRC") Resolution A-93-03, a summary of the basis of the majority's decision, recommendations about future efforts that could be taken to reduce the burden of aircraft-generated noise on the communities surrounding the Airport, a statement of the dissent, and some closing comments. In the majority's findings and conclusions, we have assessed the Port's compliance with the Noise Mediation Agreement (including the reliability of the Noise Validation Method), evaluated the effectiveness of the Port's noise abatement and mitigation efforts with respect to on-the-ground noise impacts, and addressed the nature of the "meaningful" and "reasonable" reductions in "real noise impacts" required by Resolution A-93-03.

BACKGROUND
(BY THE PANEL)

The Panel was appointed in June 1994 by the Secretary of the Washington State Department of Transportation ("WSDOT"). The appointment of the Panel followed the adoption of Resolution A-93-03 by the Puget Sound Regional Council, the PSRC's promulgation of "Implementation Steps" for the Panel, and the execution of a Memorandum of Understanding ("MOU") among the PSRC, the Federal Aviation Administration ("FAA"), the Port of Seattle ("Port" or "POS") and the WSDOT.

The Resolution, which appears to us to be unique, provides that "the region should pursue vigorously a major supplemental airport and a third runway at Sea-Tac" and that the third runway "shall be authorized by April 1, 1996:

a. Unless shown through an environmental assessment, which shall include financial and market feasibility studies, that a supplemental site is feasible and can eliminate the need for the third runway; and

b. After demand management and system management programs are pursued and achieved, or determined to be infeasible, based on independent evaluation; and

c. When noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts."

In October 1994, the Executive Board of the PSRC determined that within the meaning of the Resolution there was no "feasible" site for a major supplemental airport that could eliminate the need for the third runway. See Resolution EB-94-01. It was the Panel's responsibility to make "independent evaluations" to determine whether the demand/system management and noise conditions of the Resolution had been satisfied and, hence, whether the PSRC should authorize construction of the third runway.

After conducting several rounds of hearings on Demand/System Management Issues, the Panel concluded in December 1995 that within the narrow meaning of the Resolution, the demand and system management programs that had been presented to the Panel (including "high-speed" rail, congestion pricing and gate controls) were not "feasible" and, therefore, that this condition of the Resolution had been satisfied. We stress, however, that we did *not* find "high speed" rail (or interim improvements in existing rail service), congestion pricing or gate controls to be infeasible in the sense that they could not be realized or were unworthy of pursuit. In fact, based upon the extensive evidence that was offered to us, it is apparent to the Panel that a coherent, intermodal, cost-effective and environmentally sensitive regional plan for accommodating the rapidly growing need for transportation infrastructure in the Pacific Northwest would include interim improvements of the existing rail service in anticipation of the construction of a high speed rail system in the Portland-Seattle-Vancouver corridor, and the introduction of regulatory measures at the Airport designed to improve the efficiency of use of scarce airport capacity. The Panel's consideration of

Demand/System Management Issues is laid out in three separate orders: the February 24, 1995 Preliminary Order on Demand/System Management Issues; the July 27, 1995 Final Phase I Order on Demand/System Management Issues; and the December 8, 1995 Final Order on Phase II Demand/System Management Issues.

As a result of these two determinations, the only remaining condition for PSRC authorization of the third runway project has been the noise impact reduction condition established by the Resolution.

Throughout our consideration of Noise Issues, the Port, the Airport Communities Coalition ("ACC") and the Regional Commission on Airport Affairs ("RCAA") have participated actively. They offered the Panel volumes of evidence and distinguished expert testimony on the difficult questions posed by the Resolution. We received thousands of pages of noise measurements, analysis and interpretation, and many informative statements of position from the Port, the ACC and the RCAA, as well as from the FAA, the Airport Noise Group, the Pork Patrol, Air Washington and many individual members of the public. The lead witnesses for the Port were Dianne Summerhays, from the Port's staff, and Paul Dunholter, a noise expert with Mestre Greve Associates. The Port has, from time to time, called upon other members of its staff and outside experts to support its position. The ACC has offered the expert testimony of Sanford Fidell of Bolt Beranek and Newman Systems and Technologies, and the RCAA has offered expert testimony by Alice Suter.

We held our first round of hearings on Noise Issues in August 1994, and on September 22, 1994 the Panel issued a "Procedural Order." We summarized the Resolution, the Implementation Steps and the MOU in the Procedural Order, and then acknowledged "that questions have been raised" about the scope of the Panel's inquiry on Noise Issues. As a result, we announced that we would consider Noise Issues in two phases. In Phase I, the Panel would address three distinct questions:

- Has the Panel been asked to determine whether the goals of the Noise Budget and the Nighttime Limitations Program, if achieved, would produce a significant reduction in real noise impacts on-the-ground?

- If so, would achievement of the noise reduction performance objectives of the Noise Budget and Nighttime Limitations Program produce a significant reduction in real noise impacts on-the-ground?

- Is the Noise Validation Methodology proposed by the Port a reliable method for determining, on the basis of measurements of actual on-the-ground noise using the existing noise monitoring system at Sea-Tac, whether the noise reduction performance objectives of the Noise Budget and Nighttime Limitations Program have been achieved?

If the Panel determined, in its Phase I decision, that the Noise Validation Methodology proposed by the Port is a reliable method for determining whether appropriate noise reduction performance objectives have been met, the Panel would turn in Phase II of its deliberations to the question of whether the Port had demonstrated that it had achieved the noise reduction required by the Resolution. We noted in the September 1994 Procedural Order that the Port has the burden of showing the Panel that it has satisfied the noise reduction performance objectives imposed by the

Resolution. Our Procedural Order was accompanied by extensive requests for information from the Port, the FAA and the public.

We returned to Seattle in December 1994 for two days of hearings, including an extended evening session near the Airport devoted to testimony from residents of the affected communities. We then issued our January 9, 1995 Order on Phase I Noise Issues. In our January 1995 Order, we summarized what we consider to be our responsibility under the Resolution with respect to the reduction in noise impacts that must be shown before the PSRC should approve construction of a third runway at the Airport. We held that to meet its burden under the Resolution, as we interpret it, "the Port must offer us reliable evidence, based upon actual measurements of on-the-ground noise, that by 1996 there has been an objectively measurable, meaningful reduction in aircraft noise impacts in the affected communities surrounding the Airport." As we said then, "the POS must establish that through whatever means, it has reduced the impact of on-the-ground noise in a way that residents of the affected communities could appreciate."

We noted, however, that because the Resolution contemplates that objective measurements of on-the-ground noise should be used, the Port would not be required to conduct surveys of residents in the affected communities to ascertain their subjective perceptions of Airport noise, even though such survey results could provide useful information to the Port, the public and this Panel. We recognized that the Resolution does not require the Port to reduce Airport noise to levels "acceptable" to the residents of the surrounding communities, but rather requires only that the Port achieve a significant reduction in the real noise impacts. We observed that "[b]usy jet airports, such as Sea-Tac, are inherently noisy, and it is unrealistic to expect that nearby communities would ever find the noise impacts generated by such airports to be 'acceptable.'"

Finally, both during the December 1994 hearings and in our January 1995 Noise Order, we cautioned the public that "the consequences — particularly the noise impacts — that might occur if a third runway were built at the Airport" were outside our jurisdiction. As we put it then, "this Panel cannot and will not undertake a review of the potential environmental consequences of building the third runway. Our responsibility, with respect to the Noise Issues, is limited to determining whether the POS has scheduled, pursued and achieved a meaningful reduction in real noise impacts at the *existing* Airport."

In anticipation of later hearings, in our January 1995 Noise Order we determined (a) that a showing that the Port had performed its obligations under the Noise Mediation Agreement was necessary, but not sufficient, to show compliance with the Resolution; (b) that the Noise Validation Method then proposed by the Port was not a valid method of establishing the required reduction in noise impacts, and (c) that 1993 should be used as the "base year" for purposes of the measuring whether the reduction in noise impacts required by the Resolution has been achieved (because nothing in the Resolution spoke to reductions in noise impacts that had already been achieved), but that the significance of the 1993-1996 data would "be best understood in the context of as much earlier data as the Port can make available to us."

We said that we would address three sets of subsidiary questions before resolving whether the Port had met its burden: "(a) what measures of noise impacts should be used (that is, what noise 'metrics' should be selected), (b) where should the measurements of noise be made, and (c) how much reduction in noise, by these measures, must be achieved, and over what time period?" We recognized that of these, the articulation of the required reduction in noise impacts presents "the

most difficult question." We did not presuppose that we could provide a satisfactory answer to this question without the benefit of input from the Port and the community. So, in our January 1995 Noise Order, we asked the Port to "show us (i) that it has articulated an appropriate standard for judging whether the reduction in noise impacts is sufficient, and (ii) that by that standard, the Port has achieved the required reduction."

Our January 1995 Noise Order led to a useful discussion of noise metrics that could be used to supplement the information provided by DNL and precipitated the collection of on-the-ground noise measurements by the Port at six supplemental monitoring sites, farther out from the Airport, that better represented significant portions of the affected population. In addition, the ACC subsequently submitted new information. Taking up the Panel's suggestion about the potential usefulness of survey data, the ACC commissioned Dr. Fidell to conduct a social survey to determine whether residents of the affected communities had perceived an improvement in their noise environment. Dr. Fidell conducted a telephone survey of over 1,400 residents in six neighborhoods affected by Sea-Tac-related noise.

When we reconvened in May 1995, the Port did not provide us, as we had asked that it should, with any workable standard that we could use to assess whether the reduction in noise impacts is adequate to demonstrate compliance with the Resolution. We were, as a result, unable to complete "Phase I" of the hearings on Noise Issues with a clear understanding of how the Port or the community advocates thought we should interpret the voluminous measurements of "on-the-ground" noise or the information about noise mitigation efforts that we had asked the Port to provide to us. To accommodate the Port's schedule, we called for a preliminary round of hearings on "Phase II" Noise Issues in November 1995 that was focused upon the question of what standard the Panel should use to make its decision and how the accumulating information about noise levels and mitigation efforts should be interpreted for purposes of resolving whether the Port had satisfied its burden under the Resolution. Following those hearings, we issued, on December 18, 1995, our Preliminary Order on Phase II Noise Issues.

We noted in our December 1995 Noise Order that these hearings had led to a resolution of the first two questions we had posed for Phase II: There was no significant dispute about what noise measures should be compiled or where the measurements of noise should be made. The most difficult, third question, however, remained controversial: "How much reduction in noise, by these measures, must be achieved, and over what time period?" The Panel was unwilling to accept the standard proposed by the Port or the standard proposed by the ACC. We noted that the selection of either of those competing standards for judging compliance with the Resolution would itself determine the outcome of these proceedings.

We felt strongly that it would be premature to decide then whether the Port had met its obligation under the Resolution and said that we would not make that determination until we had reviewed all the data to be offered to us early this year on reductions in noise impacts from 1993 through 1995 and on reductions in noise impacts following the 1990 Noise Mediation Agreement and leading up to the enactment of the Resolution in 1993.

In anticipation of a final round of hearings in February 1996, we provided some guidelines for what the Port should show in its "Compliance Report." We acknowledged that, as both the Port and the ACC had recognized during the course of the hearings, ultimately the Panel would have to rely upon our "best professional judgment ... to determine whether, taken as a whole, the pattern

of change in noise impacts is sufficient, in our judgment, to meet the requirements of the Resolution." We realized that the PSRC General Assembly, in adopting Resolution A-93-03, was seeking an impartial, objective assessment of a complex technical question. We said that, while we have always understood that our decision would have a "social or political character," we have felt strongly that "our exercise of judgment should reflect the best insights we can gain from established scientific sources about the significance of changes in various noise metrics as indicators of changes in the impact of noise on the people in the communities surrounding the Airport."

We asked the Port, and the community advocates, to address the following essential issues in written Position Statements:

- What reductions in on-the-ground noise impacts are shown by the various measurements and evidence compiled by the Port?
- How should the Panel interpret the significance of the reductions in noise impacts shown by the Port?
- Why should the Panel find that the noise reduction condition established by the PSRC's Resolution has been satisfied?

The Port responded to our December 1995 Noise Order by compiling and distributing a vast array of noise measurements and related information about its noise abatement and noise mitigation efforts. In its Position Statement, which was supported by the expert testimony of Paul Dunholter, the Port argued that the Panel should find that it had satisfied the requirements of the Resolution because, based upon the measurements of noise and modeling assumptions used by the Port, thousands of people no longer live in areas judged by the FAA to be incompatible with residential use; thousands of people are no longer "highly annoyed" by aircraft noise; high and medium speech interference has been reduced; the potential for awakenings resulting from loud aircraft events has been reduced; and thousands of homes have been relocated or insulated. In fact, the Port urged the Panel to conclude that its standard had been met "without a detailed review of the data" because noise "must have been" reduced because noisy planes have been greatly reduced overall and virtually eliminated at night; because the insulation of homes and schools has been "aggressively pursued and achieved;" and because people outside the Port have said that its noise programs have been successful.

The ACC submitted an opposing Position Statement, based upon the expert testimony of Dr. Fidell, that made three principal assertions: (i) that the estimates of population benefits used by the Port were not reliable because the tools used to derive them were not sufficiently precise to accurately predict benefits from small changes in noise levels; (ii) that, in any event, the reductions in noise relied upon by the Port were not "significant" in the sense that they could be appreciated as reductions in noise impacts for the affected populations; and (iii) that the Port could have scheduled, pursued and achieved a "meaningful" reduction in noise impacts if it had not rested upon the Noise Mediation Agreement. The RCAA also submitted an opposing Position Statement, and many members of the public wrote to the Panel to express their view that the Port had not reduced the impact of airport noise on their communities. Air Washington submitted a statement in support of the Port.

FINDINGS AND CONCLUSIONS
(BY THE MAJORITY)

Because this has been a lengthy and complex proceeding, we believe it may be useful to set forth our reasoning and the technical bases for our conclusions. Our findings and conclusions follow the general structural framework of the Port's argument.

In brief, the Port contends (a) that the overall noise level at the Airport has shown a consistent downward trend since 1989/1990, and has continued to decline (albeit at a lesser rate) since 1993; (b) that it has complied with the 1990 Noise Mediation Agreement with respect to both noise abatement and noise mitigation programs; (c) that the appropriate base year for comparative purposes should be 1989/1990 (or, alternatively, 1992), rather than 1993, the year Resolution A-93-03 was adopted; (d) that by a variety of noise metrics, the Port has shown reductions in the actual, measured, on-the-ground A-weighted sound levels produced by the Airport since 1989/1990, 1992 and 1993; (e) that those reductions translate, through a modeling and estimation process, into reductions in speech interference, sleep disruption, number of people "highly annoyed" by airport noise, and other "real noise impacts" on the ground; and (f) that the change in "noise impacts" can be translated, in turn, into reliable estimates of thousands of people who have received non-trivial benefits from the noise reductions. Proceeding from that logic, the Port proposed the following standard for our decision:

> Compliance with Resolution A-93-03 will be found if the entire record of reductions, taken as a whole, shows a pattern of reductions for several thousand people, counting for each measure only people for whom the reduction is neither inappreciable nor meaningless. The determination will focus on the reduction in noise impacts from 1993, but will not ignore improvements achieved before Resolution A-93-03 was enacted.

At the Panel's request, the Port measured changes in noise with two metrics in addition to DNL (Day/Night Average Sound Level), an overall measure of daily A-weighted sound levels, which weights nighttime noise more heavily than daytime noise and is commonly used in the industry to assess the total level of airport noise. They are SEL (Sound Exposure Level), a standard measure of the level and duration of single noise events, e.g., an aircraft flyover, and TA (Time Above), a standard measure of the total time in seconds, minutes, or hours that aircraft noise exceeds a 65, 75, or 85 dB level in a 24-hour period. Together with changes in the number and distribution of aircraft operations, these metrics provide a more complete picture of changes in the airport noise environment than is given by DNL alone. The Port also reported the progress of its noise mitigation (building insulation) programs.

The Port has presented its noise data and conducted its analysis on the basis of the actual number of operations at Sea-Tac Airport and the specific fleet mix of aircraft serving the Airport during the relevant time period. Air carriers account for almost 60 percent of operations at the Airport (e.g., 54.0 percent in 1989/1990, and 58.5 percent in 1995), while commuter airlines represent about 40 percent (42.6 percent in 1989/1990, and 38.7 percent in 1995). Air carrier operations have

been increasing, and total operations at Sea-Tac Airport have fluctuated over the past eight years as follows:

TOTAL AIRCRAFT OPERATIONS, SEA-TAC AIRPORT, CY 1988-1995 (IN THOUSANDS)

CALENDAR YEAR	1988	1989	89/90*	1990	1991	1992	1993	1994	1995
TOTAL OPERATIONS	316	335	354	355	339	346	339	353	387
AIR CARRIER OPERATIONS	177	182	191	193	187	196	200	212	226

* Operations for combined 1989/1990 base "year," per Port Compliance Report.
Source: Sea-Tac International Airport, Traffic and Operations Report.

In some cases, the Panel's request for time-series data on the various noise metrics required the Port to back-calculate certain airport data. For example, the Port calculated DNL values for earlier periods using the fleet mix at the time and the aircraft SEL data measured in 1995 at the 11 permanent Remote Monitoring Station ("RMS") sites and the six supplemental monitoring sites.

The Panel's task under Resolution A-93-03 is to evaluate the results of, first, the Port's noise abatement efforts (the impact of reductions in aircraft noise), and second, the Port's noise mitigation programs (the impact of building insulation). The Resolution itself speaks to overall reduction of "real noise impacts," and the Port has presented a substantial body of information on its efforts with respect to both noise abatement and mitigation. Accordingly, we have taken both aspects of noise control -- abatement and mitigation -- into account in our assessment of the reduction of noise impacts.

We address the threshold points first, including the direction of change in noise levels since 1993, the Port's compliance with the Noise Mediation Agreement, and the issue of the base year; turn next to our evaluation of the results of the Port's actions with respect to (i) noise abatement and (ii) noise mitigation; discuss the concept of "meaningful" and "reasonable" reductions in noise; then summarize our findings with respect to the overall reduction in noise impacts the Port has "scheduled, pursued, and achieved."

I. OVERALL DIRECTION OF CHANGE

As a result of the abatement and mitigation programs instituted by the Port under the 1990 Noise Mediation Agreement, the general direction of aircraft noise levels (measured objectively by noise monitors) has been downward since the PSRC General Assembly enacted Resolution A-93-03 in April 1993. The amount of change may be small, but it is not zero. When we rendered our January 1995 Noise Order, however, the Panel determined that the Port had the burden of showing that the reductions in noise impacts were "significant" or "meaningful;" we held that some reductions, while desirable and beneficial, might be too small to be sufficient to satisfy the Resolution. Accordingly, we find that the noise reduction condition of Resolution A-93-03 is not satisfied by the mere existence of a slight downward trend in DNL and SEL since 1993.

II. COMPLIANCE WITH THE NOISE MEDIATION AGREEMENT

Throughout this proceeding, the Port has relied on the 1990 Noise Mediation Agreement ("NMA" or "Agreement") as the cornerstone of its noise abatement and mitigation programs. The Agreement was the culmination of a long public process and includes many important components (principally the Noise Budget, the Nighttime Limitations Program and the Noise Remedy Program). It was, in 1990, an important milestone in the use of Stage 2 aircraft restrictions to reduce the adverse environmental impacts of airport operations. The Port was aware, however, that substantial numbers of residents were unsatisfied with the noise mediation process and the results it produced; many were extremely upset when, hard on the heels of the Agreement, the FAA's adoption of the Four Post Plan also introduced a major realignment of flight tracks (and resulting noise impacts). In addition, there has been vigorous opposition to the prospect of a third runway in the face of promises that many citizens apparently believe were made when the second runway was built. In light of that ongoing history of vocal opposition and concern about airport noise, the enactment of Resolution A-93-03 in April 1993 should have served notice to the Port that it would not only be held accountable for meeting its programmatic obligations under the Noise Mediation Agreement, but would also have to show that its noise programs were, in fact, producing results in the form of meaningful, measurable, on-the-ground reductions in noise *impacts*. Pursuant to the Resolution, the Panel's January 1995 Noise Order stated that compliance with the Port's obligations under the Agreement was a necessary, but not sufficient, element of satisfying Resolution A-93-03.

We have reviewed the Noise Mediation Agreement in detail, to ascertain whether the Port is currently satisfying the noise abatement and mitigation commitments it made under the Noise Budget, the Nighttime Limitations Program, the Noise Remedy Program, and the other elements of the Agreement.

With respect to the Noise Budget, given a measured reduction in DNL of 3.4 dB at the eleven permanent monitoring sites as of the end of 1995, we can be confident that the goals of the Budget have thus far been met. The 3.4 dB reduction realized by 1995 is already 1.8 dB better than the stated goal for 1996 and is only 1.0 dB under the goal for 2001. According to the Port, the complexity of the Noise Budget calculations apparently also encouraged certain airlines to opt for the simpler phased Stage 3 conversion option, which we believe to be a plus.

In connection with the Noise Budget, the PSRC Executive Board's Implementation Steps also requested the Panel to review the validity of the Port's Noise Validation Method ("NVM"), which is used to translate measured DNL into the ANEL metric used in the Noise Budget. We find that the NVM is a sufficiently reliable method for purposes of determining, on the basis of measurements of actual on-the-ground noise, whether the Port has met the *current* noise reduction objectives (expressed in the ANEL metric) of the Noise Budget, but we reach that finding only because the 1995/1996 goal for reduction in ANEL has been exceeded by more than a decibel. We are not convinced that the ANEL goal for the year 2001 will be achieved, because of the growth in the number of aircraft operations; the change in DNL by 2001 may be considerably smaller, thus necessitating greater accuracy in the conversion to ANEL. We find that the Port's Noise Validation Method would only be a reliable method for determining whether the future ANEL goals have been met if it is revised to incorporate the input from the six supplemental monitoring sites, as indicated

in our January 9, 1995 Noise Order, and any additional monitoring sites the Port may establish, with a full accounting for statistical uncertainty in the measured data at all sites.

With respect to the Nighttime Limitation Program, the aircraft operation data compiled by the Port show that its current goals have been met. We note that the number of exemptions is small and the number of variances issued has dropped substantially over the past few years. The Port's expressed attitude about continuing to minimize Stage 2 nighttime operations is encouraging.

Most of the elements in the Ground Noise Control Program have also been accomplished. Powerbacks have been prohibited and are not occurring. The need for use of auxiliary power units has been reduced. The Port is on record that it will pursue a "hush house" if an additional maintenance base is developed at the Airport. We did not hear, however, about actions to reduce reverse-thrust noise upon aircraft landing, as stipulated in the Noise Mediation Agreement.

We find that the improvements to the Duwamish/Elliott Bay Corridor Noise Abatement Procedures anticipated in the Noise Mediation Agreement have not been fully developed or implemented, especially with regard to periods of "low activity" as called for in the Agreement. We also note that the current nighttime departure corridors over Elliott Bay/Puget Sound have a low compliance rate.

The Noise Management System component has been implemented. There is some question about the status of the program to Control Noise from Most Annoying Operations, which is intended to "control or eliminate particular single event operations that occur on a continuing basis and that are the object of community complaints." That program has three elements: (i) improvement of the Port's Aircraft Noise Hotline procedures to crosscheck noise complaints; (ii) use of the Noise Management System, and/or assistance from the FAA, to identify the specific operation or event that prompted the complaints; and (iii) a commitment that the Port will contact the airline or the FAA "to make the parties aware of the specific noise concern and to attempt to reach a solution." From the record before us, it appears that the Port is carrying out that commitment with respect to initial departure only; in addition, it is not clear how cooperative the airlines and the FAA have been in taking action to adjust or discontinue the operations/events that provoke complaints, or how effective the program has been in actually controlling or eliminating such operations and events.

Turning to the NMA's Noise Remedy/Mitigation Program, our review indicates that, with the exception of the insulation of public buildings (most notably public schools in the Highline School District), most of the Port's essential milestones have been reached thus far, and additional mitigation has been scheduled and pursued, as described below.

The planned Acquisition/Relocation Program, a major element of the Noise Remedy Program, was largely completed by 1993; the Port purchased the last few properties by 1995, accomplishing a total buy-out of some 1,400 properties in the most severely noise impacted areas.

Prior to the NMA, the Port was insulating 175 houses a year. At that rate, it would have taken more than 50 years (to the year 2040) to complete the insulation of the 10,000 homes now deemed eligible for insulation treatment. The Residential Insulation Program adopted as part of the NMA called for the Port to insulate 350 houses per year; at that rate it would still have taken about 27 years to complete the needed work. In mid-1993, the Port greatly accelerated the

residential program, and it is now proceeding rapidly (at a rate of about 110 homes per month). By December 1995, the Port had insulated 3,647 houses.

The Audit Procedures for the insulation program have been implemented. The Cost Share Program has been replaced by the standardized insulation program, as approved in the 1993 Part 150 Update. However, the Mobile Home Program has seen little activity, and we have not been told of the existence of the report on possible mitigation actions for mobile homes called for in the Agreement. For reasons that are not entirely clear, there has also been relatively little activity with respect to the Transaction Assistance Program. We are not convinced that the Port is pursuing this program as effectively as it could.

Our chief concern with the Noise Remedy Program involves the insulation of sensitive-use public buildings, including the public schools (where progress has been delayed due to an impasse with the Highline Public School District). In addition, the Noise Mediation Agreement envisioned an insulation program that would cover a broad range of public buildings; it called for the Port to "[e]xpand [the] existing program to provide insulation for additional types of public buildings (e.g., auditoriums, private schools, churches, day care centers, libraries, etc.)." At present, this component is limited to insulation of classrooms at Highline Community College, now underway, and pilot projects at two churches, one private school, one condominium and one convalescent home. For reasons that are more fully discussed below (in the section of the Decision dealing with noise mitigation actions), we find that the Port's compliance with this portion of the Noise Remedy Program is incomplete.

Although the insulation of sensitive-use public buildings is a critical aspect of noise mitigation and we have very serious concerns about the lack of progress in this area, we have concluded, on the basis of the Port's successful efforts to meet or exceed the requirements of most of the other abatement and mitigation measures stipulated in the Agreement, that the Port is in substantial compliance with the Noise Mediation Agreement. Accordingly, we find that, on balance, the Port has met its burden under the Resolution to show that it is satisfying its basic obligations under the Agreement. We note that this finding does not necessarily imply that the programs pursued under the Agreement have been effective in reducing "real noise impacts."

III. APPROPRIATE BASE YEAR

For the reasons stated in our January 1995 Noise Order and reiterated during the hearings in May 1995, the Panel found that it was appropriate to use 1993 as the base year for purposes of the noise reduction condition imposed by Resolution A-93-03. The Resolution does not by its terms establish a base year, and in the absence of *any* expression in the Resolution that the General Assembly itself meant to look to the past for reductions in noise impacts, it would be highly irregular to interpret the Resolution to establish a retrospective test. The Panel said, however, that we would consider improvements in noise impacts achieved before the Resolution was enacted in assessing the significance of the reductions scheduled, pursued and achieved since 1993.

The Port has consistently maintained that 1989/1990 — the "year" immediately preceding the Noise Mediation Agreement — should be used as the base year for purposes of comparison. We have not accepted this position. In its February 1996 Position Statement, however, the Port offered for the first time a new argument that even if the Panel was correct when we concluded in January 1995 that the Resolution should be interpreted to require a meaningful reduction in noise impacts

after it was enacted, the Panel should have used 1992, rather than 1993, as the base year because the Resolution was passed in April 1993. By taking 1993 as the base year, the Port claimed, the Panel gave it no credit for improvements realized during 1993.

The Port contends that the consequences of the Panel's interpretation were magnified by the coincidence of a significant but transitory reduction in operations at the Airport and a resulting drop in airport-generated noise during 1993 -- a distortion which was then compounded, the Port argues, by a sizable increase in operations at the Airport in 1995. As a result of these aberrations, the Port maintains, the use of 1993 as the base year for comparison with 1995 made it very difficult to show a significant change in noise impacts. Accordingly, while reserving its claim that 1989/1990 is the proper base year, the Port urged the Panel to consider the reductions in noise impacts achieved since 1992, rather than 1993. The ACC responded that the Port's argument came too late, that the Port should have offered April-to-April, rather than calendar year, estimates (to reflect exactly the timing of enactment of the Resolution), and that in any event, the changes in noise impacts since 1992 relied upon by the Port are not sufficient to satisfy the requirements of the Resolution.

We have examined the Port's new argument carefully. We find that, although total Airport operations declined in 1993, air carrier operations did not -- and air carrier operations are the driving force behind the noise generated at Sea-Tac. The air carriers account for the majority of the Airport's operations, and the aircraft they use are noisier than commuter aircraft: 2 dB to 12 dB (SEL) louder on arrival, and up to 23 dB (SEL) louder on departure. Air carrier operations have declined in only one of the past seven years: 1991, not 1993. Decreases in air carrier operations do affect airport noise, but no such decrease affected the Sea-Tac Airport noise levels in 1993. In addition, the sharp increase in carrier operations in the first few months of 1995 (instigated by the introduction of Southwest Airlines' new service) subsequently settled back to levels more consistent with the long-term rate of growth.

However, the Port's persistent objections to the selection of a 1993 base year (which were echoed by some members of the PSRC's Executive Board), and our own serious concerns about the potential distortions that could be introduced by the selection of short-term intervals for examination, have led us to review Airport noise levels over the entire ten-year period from 1986 to 1995, using data provided by the Port.* These data show that the 1989/1990 base period preferred by the Port was the single loudest "year" in the past ten years, as measured by the Port's 11 permanent remote monitoring station (RMS) sites and reported in the 1991 Noise Mediation Committee Technical Report and the 1996 Port Compliance Report. Consequently, selecting 1989/1990 as the base period would exaggerate the long-term effects of noise abatement on the neighboring communities.

During that ten-year interval, the sound level changes at the Airport, as reported by the Port, show a reduction in aircraft DNL of 0.9 dB since 1993, 2.3 dB since 1992, 3.4 dB since 1989/1990, and 2.8 dB since 1986. The overall change since 1986 (-2.8 dB DNL) masks some substantial fluctuations in the actual rate of change; there was no reduction in average DNL at the 11 permanent RMS sites in the five-year period between 1986 and 1991, for example, and there was very little change from 1993 to 1995.

* Data on aircraft DNL in 1987 was not available to the Panel.

To avoid biasing our analysis by overstating or understating the trend in noise changes over time, we have decided to take a comprehensive approach. We do not wish to permit the selection of a base year -- a choice that is inevitably arbitrary in some respects -- to prejudice the outcome of this proceeding, and we have therefore examined the results of the Port's noise abatement and mitigation programs over all three periods: since 1993, since 1992, and since 1989/1990.

As this Panel stated in the January 1995 Noise Order, "We are convinced that the Resolution was intended to condition the approval of the third runway upon a showing that the noise impacts of the existing Airport have been reduced in a significant way." Accordingly, we have carefully evaluated all of the evidence presented to us, for each base-year period, in order to determine whether the Port has, in fact, successfully "scheduled, pursued, and achieved" a meaningful and perceptible reduction in real, on-the-ground noise impacts for the people in the communities surrounding the Airport. We present our detailed evaluation below, reporting the specific results of our analytical work for the benefit of the PSRC, the Port, the communities affected by airport noise, and other interested parties.

IV. Effectiveness Of Noise Abatement Programs

The Port argues that its noise data showing reductions in actual, measured, on-the-ground A-weighted sound levels are accurate; that the measured reductions can reliably be converted, through modeling and estimation, into reductions in numbers of people "highly annoyed" by airport noise, speech interference, sleep disruption, incompatible land use, etc.; and that the change in "noise impacts" can be then converted into credible estimates that several thousand people have received non-trivial benefits from the noise reductions, thus demonstrating that the Port has successfully met the requirements of the Resolution.

The ACC has urged that the Panel reject the Port's claim to have achieved a significant or meaningful reduction in noise impacts since 1993 for two related reasons: (i) the analytic tools used to derive the Port's estimates have not been shown to be accurate in measuring changes in noise impacts from small changes in noise levels; and (ii) the reported reductions in measured noise levels and impacts have been too small to be appreciated by the residents of the communities surrounding the Airport.

Reliability of Estimates

The Port presents various estimates of the changes in noise impacts associated with the measured and computed changes in DNL, SEL, and TA since 1993, 1992, and 1989/1990, in terms of numbers of people experiencing annoyance, speech interference, sleep disturbance, and other on-the-ground noise impacts. These estimates are subject to several layers of potential measurement and estimation error: (i) in the initial calculation of the changes in aircraft DNL based on measured SEL data from the permanent and supplemental monitoring sites; (ii) in the application of the revised dose-response Schultz Curve recommended by FICON ("FICON Curve") to estimate noise impacts; and (iii) in the adjustment and application of the Integrated Noise Model ("INM") to estimate DNL contours and the numbers of people benefitted by reductions in noise impacts.

The Panel acknowledged, when we requested the Port to expand its monitoring sites, to supplement its DNL analysis with the additional SEL and TA metrics, and to document its estimates of changes in on-the-ground noise impacts, that the process would "inevitably require the Port to

back-calculate or otherwise estimate some of the required inputs" and that this "would introduce some imprecision into the exercise."

We did not, however, excuse the Port from the burden of addressing the extent and impact of that imprecision. We expected the Port (i) to present information on confidence intervals to support the statistical reliability of its data, (ii) to document the assumptions and adjustments it made when it applied the FICON Curve and the INM to estimate changes in DNL contours, numbers of people benefitted, and other noise impacts, and (iii) to perform sensitivity tests, where appropriate, to evaluate the effects of those assumptions. In the December 18, 1995 letter that accompanied our Preliminary Order on Phase II Noise Issues, for example, we asked the Port to "clearly and completely document every assumption and adjustment it has made in calibrating the INM as used in its Compliance Report." We repeatedly requested confidence intervals and sensitivity tests in the course of the hearings. The Port did not supply that information.

In response to the Panel's questions at the February 1996 hearing, the Port presented some partial details on the confidence intervals for its 0.9 dB reduction in aircraft DNL since 1993. The Port stated that, for the DNL measurements at the permanent RMS sites, the 95 percent confidence intervals were plus or minus 0.2 to 0.4 dB. At the supplemental monitoring sites, the intervals were much wider: "in the neighborhood of" plus or minus 1.5 dB, according to the Port's noise consultant. In other words, the actual change in aircraft DNL since 1993 (per the Port's permanent monitoring sites only) may be as large as -1.3 dB or as small as -0.5 dB; and the change in aircraft DNL at the supplemental sites is not known.

This risk of DNL measurement error is a function of several factors: the possibility of very small inaccuracies in the measurement system calibration over time; the more important fact that noise impacts can vary considerably with slight changes in topography and distance from the noise source; the accuracy with which the system can separate aircraft noise from other sources; and, for the supplemental monitoring sites, the use of data from sample weeks rather than 365 days of measurements to compute measured DNL at the sites.

The principal analytical tools the Port used to translate its measured DNL reductions into on-the-ground noise impacts were the FICON Curve and the Integrated Noise Model.

The FICON Curve, based on the noise dose-response relationships reported from many surveys, is an accepted "model," or method, of estimating noise impacts on populations from changes in measured noise levels (DNL). In making use of the FICON Curve, however, the Port did not take account of the margin of error inherent in the curve. The surveys on which the FICON Curve is based are subject to two kinds of measurement error: error in the physical measurement of the noise (i.e., whether the instruments registered the same levels of noise experienced by the population), and error in the survey reports. Green and Fidell address these issues in an article accompanying the widely accepted 1991 update of the original Schultz Curve by Fidell, Barber and Schultz.* Green and Fidell estimate that the measurement error in the noise variable is 1 to 3 dB, and that the measurement error in the survey reports translates into a 4 dB range in the noise

* D. Green and S. Fidell, *Variability in the Criterion for Reporting Annoyance in Community Noise Surveys*, J. Accoust. Soc. Am 89 [1], January 1991; and S. Fidell, D. S. Barber, and T. Schultz, *Updating a Dosage-Effect Relationship for the Prevalence of Annoyance Due to General Transportation Noise*, J. Accoust. Soc. Am 89 [1], January 1991.

variable. They estimate that these errors, together, amount to approximately 5 dB. In other words, DNL differences of less than 5 dB fall within the FICON Curve's margin of error and therefore cannot be used to make reliable estimates of differences in the percentage of the population which is "highly annoyed" by aircraft noise impacts.

Neither the -0.9 dB DNL change reported at Sea-Tac since 1993, nor the -2.3 dB or -3.4 dB DNL changes since 1992 and 1989/1990, approaches the 5 dB margin of error in the FICON Curve. Thus, the estimates of the population effects which the Port derived from the FICON Curve are not statistically reliable. The model is simply not sensitive enough to produce dependable estimates of reductions in noise impacts from such small changes in DNL.

Another way to understand this point is to examine the 95 percent confidence interval around the FICON Curve, which Fidell, Barber and Schultz (1991) calculate. Although the width of the confidence interval varies along the Curve, at the mid-range of the FICON Curve, for a given DNL, the 95 percent confidence interval is nearly 20 percentage points wide. For example, at a DNL of 70 dB on the FICON Curve, we can be 95 percent certain only that the percentage of the population "highly annoyed" by aircraft noise is somewhere between 15 and 35 percent.

The Integrated Noise Model is a complex, FAA-approved computer model used to calculate the land areas impacted by aircraft noise (DNL contours in square miles), and the corresponding numbers of people affected by aircraft noise within various DNL contours. The INM is a standard analytical tool, but the outputs of the INM depend on the specific values the analyst assigns to the input variables. Despite the Panel's specific request, the Port failed to supply detailed information on the assumptions and adjustments it used when it applied the INM to compute changes in (i) DNL contours and (ii) the population adversely affected by noise, from the measured SEL data for each aircraft type. It was not enough for the Port to present, for the first time, at the final hearings in February 1996, tables comparing measured and modeled DNL differences at each monitoring site, with no analysis of the potential effects of these differences on the population estimates and noise impact reductions the Port had derived. Without clear documentation of all the adjustments the Port made to its INM input files, it is very difficult to assess the reliability of the Port's estimates of reduced noise impacts and corresponding population benefits.

Noise analysts frequently must make assumptions in running the INM computer program or otherwise estimating the impacts of noise exposure on an affected population. In such cases, one can use sensitivity tests, in turn, to evaluate how much a change (or a measurement error) in a key input value or assumption might affect the outcome. The Port presented no reports on the results of any sensitivity tests it may have conducted. In short, we do not know what assumptions the Port used in this application of the INM, or how much difference it might have made if the Port had decided to use a slightly different set of assumptions to compute its estimated changes in noise impacts and benefits.

These various types of measurement and estimation error can cascade through the modelling and estimation process, compounding the uncertainty of the final results. Small changes in estimated noise impacts may be a product of the degree of error incorporated in the modelling process, rather than any actual change in on-the-ground noise impacts. Absent the kind of information that would permit us to independently assess the reliability of the Port's estimates, we are left with the possibility that the noise impact results the Port is estimating may very well be smaller than the cumulative measurement error in the Port's methodology.

Our concern about the propagation of error in the Port's analysis does not reflect a normative judgment that the Port made a mistake or did something wrong in its analysis (other than its failure to document the uncertainty in its data and the effects of that uncertainty on its results). Rather, our concern reflects (i) the fact that analytic tools like the FICON Curve cannot provide robust estimates of the population impacts of the small reductions in DNL that were measured by the Port, and, more specifically, (ii) the fact that the Port did not specify the confidence intervals on its data, the INM inputs, assumptions, and adjustments it made, or the sensitivity test results that would allow us to place reasonable confidence in the Port's conclusions about noise impacts.

The Port argues, with some force, that the Panel should at least accept the approximate magnitude of the results it has derived, even if we reject the appearance of precision as unjustified. The Port claims that in order to control for the risk of error, it has systematically biased its assumptions and adjustments to minimize the apparent reduction in noise levels, and associated noise impacts, over time. This claim, however, is difficult to accept without a complete description of the actual assumptions and adjustments the Port made. More persuasively, the Port emphasized that the direction and pattern of changes in noise levels and noise impacts that it has estimated are consistent with the relatively reliable measurements taken at the Port's permanent monitoring sites and with common understanding of the two underlying phenomena that have caused the most significant changes in the Airport's noise environment in recent years: the dramatic reduction of Stage 2 aircraft operations, especially at night, during the years 1989/1990 to 1995, and the marked growth in Stage 3 aircraft operations since 1993.

The Port points out that one would expect, in these circumstances, to see a continuous reduction in DNL over those years; a reduction in the loudest aircraft events, measured by SEL, with a corresponding reduction in average SEL and Time Above 85 dB; and, beginning in 1994, an increase in Time Above 65 dB caused by the increase in flight operations (now running at more than 1,000 flights per day, up 14 percent from 1993). Since this is exactly the pattern that emerges from the Port's noise measurements (and back-calculations), the Port argues that its analysis of noise benefits "makes sense" and should be credited by the Panel. While these arguments have some intuitive appeal, they were ultimately not convincing, in light of our detailed analysis of the Port's noise metrics and estimated population benefits.

We have examined with great care each of the Port's specific arguments about on-the-ground noise impacts and its calculations as to numbers of people benefitted by noise reductions. Wherever possible, we have reviewed and analyzed the underlying data. In general, we find that the underlying data show no serious internal inconsistencies across the various noise metrics; for purposes of analysis, therefore, we accept the Port's DNL, SEL, and Time Above data as generally (if not precisely) reflective of the actual changes in fleet mix and pattern of operations at the Airport. The critical question is what those data actually demonstrate, in terms of meaningful or significant reductions in real, on-the-ground noise impacts.

The Port urges us to accept its interpretation of the data with regard to noise impacts. The ACC and the RCAA urge us to reject that interpretation. We have conducted an independent evaluation, as Resolution A-93-03 explicitly requires. We present, below, our analysis and findings with respect to each of the major types of "noise impacts" addressed in the Port's Compliance Report.

Percentage Highly Annoyed

Noise impacts are often evaluated in terms of changes in the number and percentage of people "highly annoyed" by a given noise source. In its Compliance Report, the Port estimated that some 28,000 people were "highly annoyed" by Sea-Tac Airport noise in 1989/1990, out of a total population of 250,000 to 300,000 people within the 55 dB DNL contour at the time. The Port asserted that the reductions in aircraft DNL at Sea-Tac have produced a 11 percent decrease since 1993 -- and a 33 percent decrease since 1989/1990 -- in the overall number of people "highly annoyed" by aircraft noise: 2,100 fewer since 1993, and 9,900 fewer since 1989/1990, by the Port's estimates.

At the end of the final day of the February 1996 hearing, in response to the Panel's questions about the basis for those statements, the Port supplied the following table to substantiate its estimates of fewer people "highly annoyed:"

PORT ESTIMATES: PERCENTAGE OF PEOPLE HIGHLY ANNOYED

DNL CONTOUR BAND	1989/90	1993	1995
75 dB and above	45	36	34
70-75 dB	29	22	20
65-70 dB	17	12	11
60-65 dB	9	6	6
55-60 dB	5	3	3
OVERALL PERCENT HIGHLY ANNOYED	9	7	6

(Note: The overall percentage highly annoyed reflects a weighted average of the number of people affected by airport noise in each DNL contour band; there are very few people in the 75 dB DNL contour, but many in the 55, 60 and 65 dB contours. 1992 is not included because the Port supplied no estimates on percent highly annoyed in 1992.)

We were then able to trace the logic behind the claim. The Port had placed its reported changes in aircraft DNL on the FICON Curve, calculated a corresponding overall percentage of people "highly annoyed" in 1989/1990, 1993, and 1995 -- 9, 7, and 6 percent, respectively, of the population within the 55-dB-and-above DNL contour -- then multiplied those percentages by its INM population estimates and compared the results with the original estimate of 28,000 people "highly annoyed" in 1989/1990, in order to arrive at its figure of 9,900 fewer people "highly annoyed" in 1995.

That would have been a positive benefit, if we could reasonably conclude that it had actually occurred. Unfortunately, the entire calculation was based on very small movements along the FICON Curve: a shift of -0.9 dB DNL since 1993, and -3.4 dB DNL since 1989/1990, along a curve that does not accurately predict changes in annoyance for DNL changes of less than 5 dB. There is a very large potential for error when one uses the FICON Curve to estimate the percentage of "people benefitted" from very small reductions in DNL; as noted earlier, the 95 percent confidence interval is about 20 percentage points wide. Because the percentage changes the Port computed in its table -- the shifts from 9 to 7 to 6 percent of the overall population -- have no solid basis, one cannot conclude that there has been any change at all since 1993 in the actual number or percentage of people "highly annoyed" by aircraft noise, or more than an insignificant change since 1989/1990.

Consequently, we cannot find that the Port has demonstrated any significant "noise impact" benefits on the basis of its "highly annoyed" population analysis. Contrary to the Port's assertions in the Compliance Report, the actual data are, instead, consistent with the findings of the ACC's 1995 social survey that the majority of residents do not perceive a reduction in annoyance due to aircraft noise impacts.

The ACC social survey results, covering six communities in the vicinity of the Airport, indicated that (i) people in the Sea-Tac area are generally more tolerant of aircraft noise than people elsewhere in the country where such surveys have been done, and (ii) an average of 30 percent of the respondents were more annoyed by aircraft noise over the past two years (February 1993 to February 1995), while an average of 9 percent were less annoyed. The Port criticized the survey technique (which asked respondents to remember a noise situation two years prior and to compare it to the current time period) and offered expert testimony by Dr. Ward discounting the reliability of memory. On review, we find the survey a useful device, conducted by a leading expert on such surveys. Because the technique differed from the usual methodology of asking respondents to describe the then-current situation at two different times and then independently comparing the answers (no such prior survey was available for the Sea-Tac area), we accept the survey's results on the change in annoyance as illustrative rather than definitive. We note that the ACC's survey results are consistent with the relationship between DNL and Percentage Highly Annoyed expressed in the FICON Curve for noise impacts.

Loudest Aircraft: SEL Analysis

The Port also presents data on individual aircraft noise events in terms of Sound Exposure Levels (SEL). There *has* been a reduction in the highest-noise-level aircraft events, as measured by the Port's SEL data and the aircraft operational data for the changing fleet mix at the Airport.

From 1993 to 1995, the total number of Stage 2 flight operations at Sea-Tac declined from 132 per day to 93. Moreover, by 1995 the majority of the remaining Stage 2 planes were F28s, which are measurably quieter (by 5-7 dB SEL) than the Stage 2 Boeing 727s that dominated the noise profile in 1990 and were still the dominant Stage 2 aircraft in 1993. At night, the average number of Stage 2 operations dropped from 20 in 1993 to 9 in 1995; only a handful remained by the end of 1995 (due to the October 1995 deadline in the Nighttime Limitations Program).

In recent years, however, the change in average SEL has been small. We find that the overall fleet-wide average SEL reduction of 2.0 dB since 1993 is too small to produce a meaningful change in on-the-ground noise impacts, especially when coupled with more flight operations. Further, any assessment of the reliability of that figure is complicated, in part, by the range of variation in measured SEL values over various aircraft types and even within individual aircraft categories. We also find that there was relatively little reduction in the number of peak aircraft noise events with a SEL over 95 dB (averaged over the 11 RMS sites) from 1993 to 1995.

Moreover, the Port's data show an *increase* since 1993 in aircraft noise events with an average SEL over 85 dB at the 11 RMS sites (with only a slight decrease at the supplemental sites). There has also been an increase in the number of aircraft events with an average SEL over 75 dB at both sets of sites. The Port did not supply 1992 average SEL data for the Panel's analysis.

Since 1989/1990, there has been an overall 4.5 dB reduction in average SEL for individual aircraft events. That change, which reflects the early phase-out of Stage 2 aircraft at Sea-Tac, would appear to be "significant" and "appreciable," in the sense that people should be able to notice a difference of that magnitude and perceive some benefit. The extent to which residents actually do perceive a difference of 4.5 dB SEL in the average level of individual aircraft events over the course of a six-year period may be tempered, however, by the unreliability of memory (as the Port noted in its criticism of the social survey), and by the countervailing effects of an increase in the number of daily aircraft operations over the same period.

Federal regulations require the phase-out of all Stage 2 operations by 2001. The Port produced earlier benefits for the Puget Sound Region by accelerating the phase-out of Stage 2 aircraft in the early 1990s; 86 percent of the fleet was Stage 3 by 1995. In effect, residents obtained the benefits of the drop in peak SEL (aircraft events above 95 dB) sooner than they otherwise would have, as Sea-Tac outpaced the national phase-out of Stage 2 aircraft. While that early improvement was certainly beneficial, we find that the gains the Port achieved (reflected in reductions in average SEL) are now being eroded by the growth in operations, as the following evaluation of the Time Above (TA) data indicates.

Speech and Activity Interference: Analysis of Time Above

One of the most useful and illuminating ways to assess changes in noise impacts is the Time Above (TA) metric. The Port uses this measure to estimate changes in speech and activity interference (and corresponding numbers of people benefitted) from data on the changes in daytime TA 85, 75 and 65 dB outdoors, and changes in daytime TA 60 dB and 45 dB indoors. While the TA metric is measured directly from the Port's RMS and supplemental monitoring sites, the Port's estimates of the number of people benefitted must be viewed with the same cautions raised previously about the accuracy of the INM-estimated population data.

Because the Port provided no Time Above data for 1992, our analysis is limited to the 1993-1995 and 1989/1990-1995 time periods. Except where noted below, the Port presented data on TA "per day" based on a 15-hour daytime "day."

We evaluated the significance of the reported reductions in Time Above in terms of minutes per day, as well as percent change. For example, in the 1993-1995 time period, the large percentage reductions in daytime TA 85 that the Port cites in its Compliance Report actually represent decreases of less than two minutes per day in noise exposure above 85 dB, while the small percentage increases shown in TA 65 amount to as much as an additional 44 minutes per day of noise exposure above 65 dB.

When we examined the longer 1989/1990-1995 interval, we found a similar pattern. The average daytime Time Above 85 dB at the reported monitoring sites fell from about five and a half minutes a day in 1989/1990, to just under two minutes a day in 1995. The average Time Above 65 dB remained much the same: 2 hours and 53 minutes in 1989/1990, compared to 2 hours and 38 minutes six years later.

It is difficult to conclude that such small reductions in average TA 85 constitute a meaningful reduction in "real noise impacts." How much weight should one give to the decreases in Time Above 85, in evaluating population exposure to aircraft noise? Removing a large share of the loudest

aircraft noise does make a difference in on-the-ground noise impacts. But recent increases in Time Above 65 dB are now partially offsetting the reduction in the peak aircraft noise (TA 85). If one takes the "equal energy principle" at face value -- a ten to one noise-energy tradeoff for a 10 dB difference, one hundred to one for a 20 dB difference, etc. -- then as of 1995, with respect to operations at Sea-Tac, the decreases in TA 85 still outweigh the increases in TA 65, implying an overall net benefit (as the small but continuing reduction in DNL suggests). We view that tradeoff with some circumspection, however, especially as TA 65 grows further into the "several hours per day" range. At that point, the real-world relationship between aircraft noise levels and number of operations comes into play. The pattern of aircraft noise at a site in the community has fewer very loud peaks but becomes far more continuous, and a steady stream of aircraft noise above 65 dB has noise impacts of its own.

For the three RMS sites where the Port presented 24-hour (rather than daytime) measured TA data from the Port's noise monitoring system -- RMS sites 5, 10, and 11 -- the Time Above 65 dB in 1995 was 5 hours per day at RMS 5; 3 hours and 51 minutes per day at RMS 10; and 9 hours and 49 minutes per day at RMS 11. At all three sites, Time Above 65 dB is now higher than it was in 1993, and at RMS 11, TA 65 is also higher than it was in 1989/1990.

Moreover, at one site -- RMS 11 -- *TA 85 was also higher in 1995* than it was in 1993. The increase in TA 85 from 9.5 to 10.4 minutes per day at RMS 11 indicates an *increase* in the loudest aircraft events, perhaps as a result of increased aircraft ground noise.

Our examination of the TA data suggests that the Port may have already obtained most of the net benefit it can expect from the reductions in TA 85 produced by its current noise abatement programs. It appears to the majority of the Panel that the Airport may have reached a plateau in net noise reduction, or will do so shortly, because TA 65 is now increasing steadily, and the earlier downward trend in TA 75 has apparently bottomed out as well. With the rising number of flight operations, the number of minutes (or hours) of Time Above both 65 dB and 75 dB is likely to rise in future years, soon overtaking the real benefits of the Port's reductions in TA 85.

We note that Time Above 65 dB — not to mention 75 dB — does more than merely cause "low levels" of speech interference; it disrupts a wide variety of everyday activities (relaxation, thinking, reading, learning, and listening) and is correlated with increased levels of stress, tension, and annoyance. The Port cites the 1992 FICON Report discounting such effects; however, since that FICON Report was issued, a considerable body of medical literature has been developed, documenting the adverse effects of exposure to noise levels in the 65 to 75 dB range, including psychological distress, loss of concentration and reading comprehension, and other physiological effects. In short, increases in outdoor TA 65 can produce serious on-the-ground noise impacts.

We also evaluated the Port's estimates of indoor speech and activity effects based on changes in interior TA 45 in single-family residences. The Port's data support a finding of substantial improvement in interior TA 45 for insulated buildings with the windows shut, but that is primarily a function of the insulation, not a result of improvements in the outdoor TA. (The data results do demonstrate the significance of achieving an average A-weighted sound level reduction of 7 dB for insulated houses, with windows closed.) For the open-window case, however, it appears that interior TA 45 -- a benchmark for the threshold of speech interference -- has increased, based on the trends in the outdoor TA 75 and TA 65. The Port did not specifically show the interior, open-window TA 45 dB data.

Changes in classroom speech and activity interference were assessed using interior TA 60 and TA 45. In examining the underlying data, we find that the large percentage improvements the Port shows in "medium level" speech interference from 1993 to 1995 amount to actual reductions of just two to three minutes per day. The data also show almost no improvement in the amount of time above the 45 dB threshold for speech interference. Most important, our analysis revealed the striking fact that for the four schools the Port cites, even with the windows closed, the interior noise levels are above the threshold for speech interference (45 dB) for an hour to an hour and a half per day.

Once again, marked improvement is shown when insulation is added. When the Port adjusts its estimates to reflect a 5 dB reduction in A-weighted sound level due to insulation, the number of classroom hours above that threshold noise level of 45 dB are cut in half — still disruptive to the learning process, but much better. These results underscore the critical need for school insulation, because a continued increase in aircraft operations in the future will only increase the number of minutes (or hours) over the threshold for speech interference.

Nighttime Noise Improvements

The Port also presented data and analysis on the change in the potential for sleep disturbance. We note that because the method of analysis is new and untested, the Port's results should be viewed with caution, especially in light of the concerns outlined above about the reliability of the Port's INM-estimated population benefits. The method does seem plausible in its approach and its use of the USAF curve on probability of awakenings.

The reported 1.9 dB reduction in the average SEL of nighttime events since 1993 is not a meaningful indication of changes in real, on-the ground noise impacts, and the reliability of that figure is complicated by the range of variation in the measured SEL data across and within aircraft categories. The reported decreases in nighttime L_{eq} in recent years are small as well: -0.9 dB since 1993, -1.9 dB since 1992, and -3.6 dB since 1989/1990. It appears to the majority of the Panel that the small size of the reductions may be due to a combination of three factors: (i) the increase in the number of nighttime flight operations; (ii) the fact that the wide-body Stage 3 aircraft, with the exception of the Boeing 767, have the highest A-weighted sound levels on arrival -- greater than a Stage 2 Boeing 727; and (iii) the fact that, on departure, the wide-bodies and the hushkitted/re-engined 727s and DC8s are within 3 to 6 dB (SEL) of the Stage 2 Boeing 727. Although there are now far fewer Stage 2 flights at night, the total number of nighttime flight operations is not declining. The Port's data show an average of 133 flights per night in 1989/1990, 120 per night in 1993, and 138 per night in 1995 (data on 1992 nighttime operations were not reported).

The Port's analysis shows a modest decrease in the overall potential for awakenings since 1993, which is attributed mostly to the home-insulation program (discussed later in this Decision). With the windows closed, insulation does work. Our analysis of the data, however, shows an increase in the number of potential awakenings for the open-window case, which suggests that the increase in total nighttime operations is overriding the decrease in average aircraft SEL produced by the nighttime Stage 2 phase-out.

Moreover, we are concerned about the Port's decision to use a 5 percent open-windows assumption in its analysis (i.e., the Port estimated the overall rate of nighttime awakenings on the assumption that residents keep their windows closed 95 percent of the time). We are not sure of

the factual basis for that assumption, or the extent to which it may have affected the Port's results. No sensitivity analysis was presented, although we would expect that the difference in noise exposure with open v. closed windows has an important bearing on the rate of nighttime awakenings.

The effectiveness of the Port's nighttime noise abatement programs is being undermined to some degree by poor aircraft compliance rates on the North Flow Noise Abatement Departure Corridors. We commend the Port for its actions in implementing these Corridors; it is clear that such flight track procedures can have a significant impact on population noise exposure. But they produce results only if they are enforced. While compliance with the nighttime Corridor procedures is fairly high on initial departure, we find that the compliance rates are unacceptably poor outside the immediate vicinity of the Airport. In December 1995, for example, significant numbers of aircraft failed to comply with the North Flow Corridors at night: 29 percent on the Elliott Bay Departure, 25 percent on the Puget Sound Departure North, and 27 percent on the Puget Sound Departure South. For the third quarter of 1995, the failure rates for those three Departure Corridors were 21 percent, 19 percent, and 40 percent, respectively. By comparison, the noncompliance rates for the nighttime South Flow Puget Sound Arrival Corridor were 1.4 percent in December 1995 and 0.6 percent in the third quarter of 1995.

Primary responsibility for this problem rests with the FAA, which has operating authority over the more distant sections of the Corridors. In light of the specific language in Resolution A-93-03 requesting the FAA to do more to reduce the noise impacts associated with the Four Post Plan, we find it troubling that the FAA would hinder the Port's noise reduction efforts by failing to enforce the *existing* abatement departure procedures. The Port and the residents of the Region deserve better.

We are also concerned that Alaska Airlines has shifted its two nighttime Stage 2 cargo arrivals and departures to Boeing Field ("King County International Airport" or "KCIA") in order to sidestep, rather than comply with, the Port's nighttime limitations on Stage 2 flights — a move which, we recognize, is outside the Port's jurisdiction (but perhaps not outside its influence). Taking advantage of the fact that KCIA is an unregulated general aviation airport, not subject to the controls that govern commercial airports, the carrier continues to operate these flights. These *very* loud aircraft events have generated many complaints, and this action by Alaska Airlines weakens the effectiveness of the Port's Nighttime Limitation Program.

In light of the small reductions in nighttime SEL and Leq, the *greater* likelihood of awakenings in recent years in the open-window case, and the factors undermining the Port's efforts to reduce nighttime noise exposure, we do not find that the Port has made a convincing case that there is a significant overall reduction in sleep disruption due to aircraft noise.

Airline decisions to shift Stage 2 aircraft operations out of the nighttime period to the "shoulders" of that period -- that is, 8-10 p.m. and 7-8 a.m. -- also have implications with respect to noise impacts (the Port has acknowledged the likelihood of such shifts in the timing of Stage 2 operations). The 8-10 p.m. interval covers the bedtime hour for many children and the period of evening relaxation and early bedtime for many adults. The Apogee survey of people near Dallas/Ft. Worth Airport (which the RCAA supplied for the Panel's review) showed high levels of annoyance with aircraft noise before 10:00 p.m., due to interference with normal evening activities.

Noise Contour Analysis

Another series of measures presented by the Port relates to the "change in DNL land use and population impact." The Port asserts that the population within the high noise contour (75 dB DNL) has now dropped from 3,100 to nearly zero. From the information we have seen, it is not clear that such a reduction actually occurred in the stated 1993-1995 time frame (for example, the 1993 DNL contour map shows virtually no residential land use within the 75 dB zone). Nevertheless, the ability to say that no one is residing inside a DNL contour of 75 dB is an important marker for an abatement program; in keeping with our decision to include earlier time periods, we give the Port full credit for this accomplishment, no matter when it occurred.

Similarly, sizable reductions in the number of people inside the 65 and 55 dB DNL contours are important. The Port states that 8,000 fewer people are inside the 65 dB DNL contour since 1993, and that the population inside the 55 dB DNL noise contour is 19,000 lower since 1993, an 8 percent reduction. Both of these estimates carry with them an unknown but potentially large degree of uncertainty due to the undocumented differences between the modeled and measured DNL levels the Port used in its DNL contour calibration process in the Integrated Noise Model. As we previously explained, we are concerned about the effects of propagating errors in translating noise measurements to noise models to population benefits. Given the size (-0.9 dB) of the 1993-1995 change in DNL and the uncertainty of any appreciable change in noise impacts at that level, it is not clear that the Port's estimated changes in the 65 and 55 dB DNL contours reflect anything more than a marginal shift in levels for houses on the border of the respective contours. If, as the other measures we have examined suggest, the DNL contours have moved only marginally (or not at all) since 1993, the changes are not meaningful, and the estimates of 8,000 and 19,000 people benefitted are laden with uncertainty.

The Port also calculates the change in population exposed to indoor noise levels in excess of 45 dB DNL, reporting data for both open- and closed-window conditions, and closed-window data for both insulated and uninsulated houses. We find that the population noise exposure change resulting from the insulation program is real and undebatable in the closed-window case: These people experienced an average of about 7.9 dB reduction in interior DNL (uninsulated, 1993, compared to insulated, 1995). There is no question about the significance of a change of that magnitude (although the benefits accrue only to the residents of insulated houses, and then only when they are indoors with the windows closed).

With respect to the Port's overall indoor-population-exposure estimates, however, we have the same concerns as we did with the results for the 55 and 65 dB DNL contour analyses: the propagation of error in the population projections due to uncertainties in the underlying data and in the estimation process, coupled with a very small change in mean DNL, as discussed below. Since the Port provided no information that would permit us to judge the accuracy of its population estimates, we cannot give full weight to the Port's reported results.

Summary: DNL Reductions

The DNL metrics provide a very useful -- and widely accepted -- way to characterize overall changes in airport noise. As a summary measure based on the average noise levels of hundreds of thousands of flight operations over time, the annual DNL values incorporate, but mask, the particular variations in sound exposure and noise impacts that are illuminated by the various other

measures discussed above. Total and aircraft DNL metrics are the principal tools used to summarize the overall changes in environmental sound levels associated with airport operations; total DNL reflects the changes in noise around the Airport from all noise sources, while aircraft DNL tracks the changes in noise attributed to aircraft operations.

We find that the reported reductions of 0.9 dB and 0.6 dB in aircraft and total DNL, respectively, since 1993 -- even if they were accepted as statistically reliable -- are too small to justify any finding that there is likely to have been a meaningful or appreciable reduction in speech interference, sleep disruption, the number of people or percentage of the population "highly annoyed" by aircraft noise, land use effects, or other noise impacts. The principal analytical tool used to calculate such population effects from DNL exposure levels -- the FICON Curve -- permits no conclusions about population benefits on the basis of such a small shift in measured DNL levels. If one accepts 1993 as the legally-mandated base period for comparison, the 0.9 dB reduction in aircraft DNL is clearly too small to produce even a reliably measurable -- let alone "meaningful" -- reduction in on-the-ground noise impacts.

Likewise, we find that the use of 1992, rather than 1993, as the base year would not alter our conclusion that the Port has not shown a significant or meaningful reduction in noise impacts since the Resolution was enacted. Given the small size of the change being measured (-2.3 dB in aircraft DNL, -1.8 dB in total DNL), uncertainty remains a concern. Moreover, we are unconvinced that a sound level reduction as small as 2.3 dB in DNL, over a four-year period, can reasonably be expected to produce an appreciable reduction in the on-the-ground noise impacts experienced by the population surrounding a busy airport with rapidly growing operations.

Over the past ten years as a whole (1986-1995), there has been a change of only -2.8 in aircraft DNL as measured by the Port's RMS sites. For the reasons addressed above in our discussion of the "base year" issue, we believe the ten-year change in aircraft DNL provides the most unbiased measure of actual DNL reductions at the Airport. The *maximum* change in aircraft DNL that the Port can show, for any base "year" within that ten-year time frame, is the -3.4 dB change in aircraft DNL from the single worst year (1989/1990) to date.

The scientific literature does not establish any specific figure as a definitive DNL threshold for measuring meaningful airport noise reductions. There is debate about how important a 3.0 dB change in aircraft DNL really is. While a -3.0 dB change in DNL will shift noise contours, and thus, by some measures of effectiveness, give an appearance of importance, it reflects a change in sound levels that is not much more than barely perceptible -- and certainly not "appreciable." In terms of generating real, on-the-ground noise impact reductions that people in their yards or houses would appreciate, a -3.0 dB change in DNL would not generally be considered "significant;" it would not be considered a goal for highway or rail noise abatement programs, for example.

Consequently, if we were to use the more representative -2.8 dB change in aircraft DNL -- the cumulative improvement the Port has actually achieved over the past ten years -- we would conclude that the Port has not demonstrated a sufficient reduction in real noise impacts to meet the requirements of Resolution A-93-03.

Based on our experience, the scientific literature, and our best professional judgment, the majority of the Panel also finds that the maximum reduction the Port has shown (-3.4 dB in aircraft DNL, averaged over the 17 monitoring sites) -- although it is certainly a laudable achievement for

any airport with more than 300,000 operations a year -- is below the threshold of "meaningfulness" in terms of producing a real, appreciable, "on-the-ground" reduction in airport noise impacts for an affected population -- especially when that DNL change occurs in conjunction with an increase in operations that now produces a rising trend in Time Above 65 dB. In short, even over the six-year period the Port has urged the Panel to consider, the majority of the Panel is not convinced that the Port's noise abatement efforts have produced a sufficient reduction in real, on-the-ground noise impacts to satisfy the noise condition of Resolution A-93-03.

This finding will no doubt be controversial. The literature does not precisely define what constitutes a meaningful reduction in DNL, largely because there are so many acoustical and non-acoustical variables that can affect people's responses. (An increase in aircraft operations is one such variable that has been of concern to us here.) Addressing aircraft noise abatement, A. Harris commented indirectly on the meaningfulness of different amounts of noise reduction when he noted, "How effective a noise abatement tool is a displaced [landing] threshold? Not very -- a 4,000 foot displacement is required to obtain *a reduction of 5 dB*.... Even the 3,019 foot displaced runway... produces *only a 3.2 dB reduction* in landing noise...." (A. S. Harris, "Relative Effectiveness of Options for Reduction of Aircraft Noise Exposure around Airports," *INTER-NOISE '80 Proceedings*, p. 814, emphasis added). Both the FAA and the Wyle insulation program report for Sea-Tac note that at least a 5 dB reduction in interior noise is needed, to be noticeable. Should a 5 dB decrease in outdoor noise be viewed any differently? In highway traffic noise analyses, most State Departments of Transportation consider a 10-15 dB increase in "worst hour equivalent sound level" a substantial increase, with a 5 dB increase being noticeable (trends in DNL track trends in "worst hour equivalent sound level" to a large degree); when they consider highway traffic noise abatement, they aim for a "substantial reduction" that is at least 5 dB and typically 7 to 10 dB.

FICON illustrates the debate on the subject, quoting a conversation with W. Galloway at one point ("... in a community noise environment, the majority of a group of persons exposed to a 3 dB change in DNL as a result of a change in aircraft noise exposure would characterize the change as 'clearly noticeable'" [p.3-15]) -- but FICON then goes on to say: "Although a 3 dB change may not represent a significant impact on human health or welfare, particularly below DNL 55 dB, a change of this magnitude is considered as an indicator of the need for additional analysis" (p.3-16). The FAA has established no criterion for airport noise decreases or analysis of the community effects of small reductions in aircraft noise.

The recently issued Federal Transit Administration manual, *Transit Noise and Vibration Impact Assessment* (FTA, April 1995), cites the conclusion "by EPA and others" that a 5 dB increase in DNL is the minimum required for a "change in community response." It also notes that a two percentage-point increase in people "highly annoyed" (e.g., from 10 percent to 12 percent) is the minimum measurable change in community reaction, and that the goal of abatement efforts should be to "gain substantial reduction... not simply to reduce the predicted levels to just below the severe impact threshold" (p. 6-34). Typical rail transit noise mitigation strategies seek reductions of DNL 5 dB or greater.

Some members of the acoustical community suggest that there may be a real difference in the appropriate standard to be used to evaluate the significance of noise decreases, as opposed to noise increases. It is possible that there is a quality of "downward insensitivity" associated with small reductions in already-high noise levels -- that is, people may be more sensitive to increases than to decreases, and once sound exposure levels are high enough to create annoyance and interfere with

routine activities, it may take more than a marginal decrease in noise to "unstick" that perception and produce an appreciable reduction in noise impacts.

As noted above in our SEL and TA analysis, the evidence at Sea-Tac also suggests that the additional DNL improvements which the Port anticipates from its current noise abatement programs are likely to be overtaken by the effects on DNL of the continuing increase in operations. For that reason, we are not confident that the abatement programs the Port has "scheduled and pursued" to date will generate even small reductions in future DNL -- or produce noticeable reductions in future on-the-ground noise impacts.

V. EFFECTIVENESS OF NOISE MITIGATION PROGRAMS

However, noise abatement is not the only tool in the Port's toolkit. Noise mitigation measures can also generate important and meaningful benefits in terms of a reduction in noise impacts. We turn now to our findings and conclusions about the significance of the benefits attributable to noise mitigation.

Under the Noise Mediation Agreement, the Port made Noise Remedy Program commitments in four major areas: residential acquisition and relocation; a transaction assistance/special purchase program; residential noise insulation; and sensitive-use public building noise insulation.

The Acquisition/Relocation Program has been completed as planned, with the buy-out of some 1400 properties in the worst noise-impacted areas. The buy-out was essentially completed prior to enactment of Resolution A-93-03; with the purchase of the last few properties in 1995, the Port has declared the acquisition program closed. A buy-out of this size is a major accomplishment for any airport, and unquestionably constitutes a meaningful noise reduction benefit to the families who have been successfully relocated. (However, the buy-out has also had some negative economic and social repercussions for the adjacent neighborhoods. The comments in the 1993 AIRTRAC *Final Report: Mitigating the Environmental and Social Impacts of Air Transportation in Washington* (p. 3-35) regarding "...'dead zones' of boarded up houses and ill-maintained streets that frighten residents...." suggest the need for additional action to mitigate the effects of the buy-out.)

With respect to the Transaction Assistance Program, we note that, while it is ostensibly available to 3,000 homeowners, only 254 — fewer than 10 percent of those eligible — have applied to the Port for assistance to date. The low utilization rate invites the suggestion that the program is not structured in a way that homeowners find useful or equitable, or that such assistance is not widely needed, or that the Port has been less aggressive than it might be in making this assistance easily available.

The Port has done an impressive job of residential noise mitigation since 1993. The Residential Insulation Program was accelerated during 1993, shortly after adoption of Resolution A-93-03, and it is now proceeding rapidly (at a rate of about 110 homes per month). As of December 1995, the Port had insulated 3,647 homes, including 2,888 completed since the end of 1992. The interior noise reductions achieved — an average of 7 dB in the most seriously impacted homes, resulting in interior DNL levels of 45 dB or less in post-modification audits — clearly appear to be both noticeable and meaningful for the people affected, as one would expect from the magnitude of the reductions and as evidenced by the positive reactions of the owners of insulated homes in the worst-impacted areas. The benefits are not in question; they are partial -- indoor,

closed-window relief only -- but they are directly measurable. We conclude that the indoor, closed-window noise impact benefits are significant for most, and perhaps all, of the 8,570 people residing in the homes insulated to date.

The Port has defined 10,000 homes (with approximately 23,500 residents) as eligible for noise insulation, and has made a commitment to complete its full residential insulation program before beginning construction of a third runway. However, the Port's Compliance Report shows 14,000 "housing units" within the 65 dB DNL contour in 1995, and more than 17,000 within that contour in 1993. As noted above, with a DNL change as small as -0.9 dB, we are not convinced that the DNL contours have changed more than marginally since 1993. If the 65 dB DNL contour is not decreasing in size, expansion of the residential insulation program may become necessary, since the Port expected a decrease in the contour when it defined the present insulation eligibility criteria. We also note that Port Resolution 3125 places certain requirements on the Port staff with regard to residential insulation prior to construction of the proposed new runway and prior to its opening.

Turning to the longer periods of evaluation which the Port has advocated, we observe that, had the Port accelerated its Residential Insulation Program just 18 months sooner — in January 1992, rather than in mid-1993 — it could have insulated an additional 2,000 homes by December 1995: 50 percent more than it did, in fact, complete by the end of 1995. Had the Port accelerated the program three years sooner, in mid-1990, an additional 4,000 homes could have been insulated by now. Doing so would have more than doubled the number of homes insulated by December 1995, from 3,647 to approximately 7,600. The number of people benefitting from that reduction in indoor sound levels would have also more than doubled, from 8,570 to about 18,000. Instead of a Residential Insulation Program about one-third completed, the Port would have presented this Panel with an important mitigation program that was approximately 75 percent completed. We also note that the residents of those homes would have received the benefits sooner and would be enjoying them today.

We give the Port a great deal of credit for "scheduling and pursuing" the residential insulation program vigorously since 1993, but *when* the insulation is achieved does make a difference in how the benefits are weighed. By the Port's own standard, the fact that it chose to apply substantial resources to this program in mid-1993, rather than in 1990 or 1992, represents a missed opportunity to provide demonstrated, meaningful, and continuing noise reduction benefits to several thousand people. Taken alone, this increase would not satisfy the Resolution (substantial progress is needed on public buildings and multi-family dwellings as well), but it will be an essential source of future noise benefits.

The "Sensitive-Use" Public Buildings Insulation Program, another key component of the 1990 NMA Noise Remedy Program, has been partially scheduled, is being pursued, and has had some achievements. Here, the Port cites its progress on various pilot projects: two churches (2,080 people), the SeaTac Convalescent Center (515 residents), the Soundridge Condominium project (134 people), and one private school. The Port has also begun insulation work at Highline Community College. We note that the NMA did not call for insulation of multi-family dwellings, and we commend the Port for this important addition.

The pilot programs are behind schedule, however. The two churches and the convalescent home are not currently scheduled for completion until mid to late 1996. While the Compliance Report lists the completion date as April 1996, the 1993 Part 150 Update set mid-1995 as the

expected time of completion. We also note that the Port has overstated the current benefits of the community college project, by counting every person at the college (4,000 people) as receiving benefits even though the Port has completed only 22 rooms in four out of 17 college buildings.

The 1990 Noise Mediation Agreement specifically envisioned an insulation program that would include many types of public buildings: "auditoriums, private schools, churches, day-care centers, libraries, etc." The Agreement also called for field and feasibility studies for public buildings bordering the 65 dB DNL contour. The Port has not reported appreciable progress in these areas.

In addition to 23 schools, Table 1-7 of the Port's Compliance Report lists 15 hospitals or rest homes, 10 churches, and 2 libraries within the 65 dB DNL contour in 1993. The NMA did not call for the two-step approach the Port is currently using to implement the Public Buildings Insulation Program (pilot projects, followed at some point by a full program); that approach resulted from the 1993 Part 150 Update. While we respect the Part 150 process, we are not sure that pilot studies were necessary, especially for private schools. Different types of buildings do have their own peculiarities with respect to noise insulation work, but there would seem to be enough experience in the field of sound insulation for the Port to have proceeded into a full program. It appears that the larger issue holding up progress on insulation of sensitive-use public buildings and multi-family housing units may be the cost. As of the Panel's February 1996 hearing, Port staff said that they had developed a proposed budget, but funding was still "an issue."

Because insulation of public buildings and multi-family dwellings can reduce indoor DNL substantially, it offers the promise of meaningful, long-term indoor noise relief to a potentially very large number of people in the vicinity of the Airport. The pilot projects are important, but, absent a timetable for the full program and a funding commitment from the Port, we cannot conclude that this component of the Port's Noise Remedy Program is being effectively "scheduled and pursued" per Resolution A-93-03.

Finally, throughout this proceeding, we have repeatedly expressed our concern about the delays in school insulation. We find it difficult to conclude that there has been a "meaningful" reduction in on-the-ground noise impacts as long as the majority of classrooms in the airport vicinity remain uninsulated and heavily impacted by aircraft noise. The record provides ample evidence of speech interference in local schools, and with the continuing increase in the number of daytime flight operations, classroom disruption can only increase. We recognize that responsibility for the failure to move forward with school insulation projects rests primarily with the Highline School District; the Port has made its commitment to funding school insulation projects clear. The factors cited by the School District — general rehabilitation costs, lack of funds, and policy questions concerning noise insulation for older, inadequate school facilities — are legitimate issues, but do not excuse years of inaction on this critical aspect of noise mitigation.

On balance, we strongly commend the Port for its efforts in the buy-out and residential insulation programs, but find that the Port's mitigation programs have had a limited effect in reducing real on-the-ground noise impacts. For the population directly benefitted, relocation and residential insulation have provided real reductions in noise exposure (at least indoors, with the windows closed), but the number of people benefitted remains relatively small, compared to the number of people affected in the Region. In our view, both the Noise Mediation Agreement and Resolution A-93-03 clearly contemplated a broader reach of noise mitigation effects -- especially with

regard to reducing noise impacts in schools and other sensitive-use buildings -- than the Port has scheduled, pursued, and achieved to date.

VI. "MEANINGFUL AND REASONABLE" REDUCTIONS IN NOISE IMPACTS

In our January 1995 Noise Order, the Panel stated, "To meet its burden under the Resolution... the [Port] must offer us reliable evidence, based on actual measurements of on-the-ground noise, that by 1996 there has been an objectively measurable, meaningful reduction in aircraft noise impacts in the affected communities surrounding the Airport." We expressed our belief that the PSRC General Assembly, in enacting the Resolution, "intended to condition approval of the third runway upon a showing that the noise impacts of the existing Airport have been reduced in a significant way." And we set the parameters of this proceeding by stating that neither an "unreasonable" (i.e., unreachable or infeasible) nor a "meaningless" (i.e., inappreciable or trivial) reduction in noise was contemplated by the Resolution.

At the simplest level, we intended that particular wording to send a balanced, dual message, signaling the Port that this Panel would not be persuaded by insignificant changes in noise levels or noise impacts, and simultaneously signaling the community that we would not impose an unrealistic standard of noise reduction (for example, requiring a 10 dB DNL reduction). Our choice of wording echoed the language used by various members of the PSRC Executive Board in the legislative debate surrounding Resolution A-93-03, and reflected the extensive discussion at the Panel's August 1994 hearing. With our respected colleague's dissent, however, that language has taken on added weight in this proceeding.

Meaningful Reductions in Noise

In view of the plain language of Resolution A-93-03, we cannot accept our colleague's interpretation of the PSRC General Assembly's intent. That resolution, the governing document in this proceeding, sets a specific test that must be met before the PSRC will approve the third runway: Based on "independent evaluation" and on the "measurement of real noise impacts," are "noise reduction performance objectives" being scheduled, pursued and achieved? In our view, it speaks to the purpose of the Port's noise programs -- the objectives and the results. The Resolution does not ask whether the Port is performing its programs, but whether those programs are producing meaningful results in terms of the public impact of airport noise. The fundamental goal of all of the Port's noise abatement and mitigation programs, from the Stage 2 aircraft phase-out to the noise insulation at Highline Community College, is to reduce exposure to airport noise in a meaningful way -- the "real noise impacts" stated in Resolution A-93-03. The PSRC General Assembly and the Executive Board did not require the services of a panel of outside experts merely to read noise meters at the Airport, or to conduct an administrative audit to determine whether the Port was implementing the noise programs it had promised the residents of the Region.

The Resolution explicitly requires the "measurement of real noise impacts" -- not measurement of A-weighted sound levels, DNL, or SEL values, but measurement of noise *impacts* on real people and real communities. In essence, the Resolution compels the Port to document the effectiveness of its programs: the real, on-the-ground results it is achieving as it works to reduce noise impacts.

We take the Resolution's wording at face value. The use of the term "measurement" required the Port to use a combination of measured noise data and established scientific methods to document its noise reduction results in terms of "noise impacts." The phrase "real noise impacts," in turn, implies a standard based on meaningful results -- a scientifically sound, persuasive showing that the reductions in public exposure to airport noise (i) are actually occurring and (ii) are sufficient to reach at least a threshold of significance, in terms of producing documented, appreciable, and noticeable effects for the affected communities. And the requirement for "independent evaluation" meant that the Port had to demonstrate to an independent body -- the Expert Panel -- that it was in fact accomplishing meaningful results from the noise abatement and mitigation programs it has "scheduled, pursued, and achieved."

At the Panel's initial August 1994 hearing, PSRC Counsel stated that the PSRC Executive Board intended its "Implementation Steps" to be consistent with the Resolution. Accordingly, we believe the Implementations Steps also call for results, i.e., "a reduction in measurable on-the-ground noise" not merely in terms of a measurable change in aircraft SEL or airport DNL, but in the form of a measurable, appreciable, meaningful change in the public impact of airport noise. Counsel for the PSRC explicitly confirmed this interpretation, when the Panel asked, in August 1994, "Is any measurable reduction enough to satisfy the requirements of the governing instruments? Or, are we to examine the question of whether the measured reduction in on-the-ground noise represents a real noise impact within the meaning of the Resolution?" PSRC Counsel replied, "The latter."

In the Panel's December 1995 Noise Order, we emphasized that our judgment "should reflect the best insights we can gain from established scientific sources about the significance of changes in various noise metrics as indicators of changes in the impact of noise on the people in the communities surrounding the Airport." That has been our approach throughout this proceeding, as the hearing record indicates.

In light of the enormous importance of this issue for the Puget Sound Region, we believe that Resolution A-93-03 requires an impartial and scientifically accurate judgment on the substantive question before us: the effectiveness of the Port's programs in producing a meaningful change in public exposure to airport noise. That is the judgment we have presented in this Decision.

Reasonable Reductions in Noise

In reaching our findings, we have also considered the issue of "reasonableness." At a fundamental level, we do not believe that the General Assembly was "unreasonable" in expecting the Port to demonstrate that its noise programs were actually producing a meaningful reduction in "real noise impacts" for the communities surrounding the existing Airport, before launching a major airport expansion. We believe that meaningful, appreciable improvements for the population exposed to Airport noise -- real results in terms of on-the-ground noise impacts on real communities -- are achievable at Sea-Tac.

More specifically, we examined two broad interpretations of the concept of "reasonableness" in this context: reasonableness of effort, and reasonableness of results. We asked: Was this a *reasonable effort* by an airport? Was the Airport *reasonable* in deciding to do what it did? We considered: Is the *amount of noise reduction required by the Resolution reasonable?* Would a *reasonable observer* say that this Airport has done enough? Could the Airport *reasonably have done more?* We address each of these aspects in the discussion below.

Was this a reasonable effort by an airport? As the ACC argued in its October 1995 submittal: "[I]t is results, not good-faith efforts, which the General Assembly Resolution requires." In our view, the issue is not whether the Port has made an effort, even a great effort; the issue is whether there has been a meaningful reduction of impacts.

Although many of the citizens we heard from over the course of this proceeding give the Port little credit for what it has done, we fully recognize that the Port has made a serious effort in many areas, and we strongly applaud the Port for doing so. The Noise Mediation Agreement, while important to the Region, was not revolutionary in terms of the strategies it contained: nighttime operational restrictions had been in place at Washington National, Minneapolis and San Francisco; residential acquisition and residential and public building insulation were being done by many airports. Flight track changes (and preferential runway use) had produced major benefits at Los Angeles and Boston. But the Port took the initiative in the late 1980s to develop substantial noise abatement and mitigation programs at Sea-Tac and has continued them through the 1990s. Although the Noise Mediation Agreement process did not satisfy everyone, and ended rather abruptly just before the FAA implemented the Four Post Plan, it did establish major programs -- particularly the Noise Budget and the Nighttime Limitations Program -- that would be difficult or impossible to institute today, after passage of the Federal Aviation Noise and Capacity Act. In addition, the Port implemented nighttime run-up restrictions at Sea-Tac which helped to curtail that problem, and the power-back ban has answered citizens' demands, even if, as the Port admits, the latter did not appreciably reduce overall aircraft noise levels. We also commend the Port for completing an extensive Part 150 Update in 1993 and for scheduling a major effort on the next Part 150 Update in the summer of 1996. On the noise mitigation side, the Port's residential insulation program is very large, and its current rate of residential insulation work is exceptional.

We have nevertheless concluded, on the basis of all the evidence before us, that the ultimate results of these efforts, in terms of real on-the-ground noise impacts for the communities affected by Airport noise, have not been sufficient to satisfy Resolution A-93-03. Many people at the Port, including its noise consultants, have labored long and hard to develop and implement abatement and mitigation programs; substantial resources have been dedicated to the effort; yet many people in the Region remain severely impacted by airport noise.

Was the Airport reasonable in deciding to do what it did? The Port is viewed by many people, including every member of this Panel, as a leader in the field of airport noise control. The steps it has taken to date are perhaps more than "reasonable" in the sense that many other airports are doing less, and few have undertaken the type of coordinated effort the Port did in the Noise Mediation Agreement. However, the bottom line under the Resolution is results.

Is the amount of noise reduction implied by Resolution A-93-03 reasonable? Our colleague suggests that the noise reduction required by Resolution A-93-03, as we have interpreted it, is so large that it would be impossible to achieve. We disagree. For Sea-Tac, given the nature of the noise-sensitive development around the airport, a 10 dB in outdoor DNL, for example, would probably be an unreasonable reduction. This is not to argue whether 10 dB would be a desired goal, because in many instances, it is. Many highway agencies use 10 dB as a goal for their traffic noise abatement projects. Dr. Suter, serving as an expert for the RCAA, stated that 12 dB would be desirable, if one really wanted to make a difference. A.S. Harris reported a 13 dB reduction in aircraft DNL in South Boston after the implementation of the departure rerouting plan at Logan Airport, with a 76 percent reduction in people over a DNL of 65 dB (Harris, *INTER-NOISE '80*

Proceedings, p. 815). For Sea-Tac and for many airports, however, a goal of 10 dB DNL would probably be unachievable or infeasible without major structural changes in operations, flight tracks, or land uses, and hence would be interpreted in this sense as unreasonable.

But would, for example, a 5 dB DNL reduction be reasonable? Without endorsing 5 dB DNL as a benchmark, *per se*, our answer is: yes, it might very well be achievable, and thus "reasonable." Accomplishing a 5 dB reduction in DNL might be possible only with great difficulty, given the growth of operations, the nature of the Four Post Plan, and the Port's current programs. But that does not mean that the Port could not or cannot achieve real impact reduction through a variety of measures.

For example, insulation can be highly effective. A 10 dB reduction in *indoor* DNL appears both reasonable and achievable around Sea-Tac Airport. Of the houses the Port has insulated, 70 percent received an average reduction of about 8 dB since 1993 (7 dB inside and 0.9 dB outside) and 10 dB over the longer period from 1989/1990 (7 dB inside and 3.4 dB outside). Was that a reasonable noise reduction goal? Yes; and the magnitude of the change was precisely the reason why the Port was able to show, for residents of those homes, a reduction on the order of 90 percent in time lost to speech interference as well as great reductions in the potential for sleep disruption. Were those meaningful reductions in noise impacts? Yes. Were they enough, in the context of the number of homes insulated and the entire population adversely affected by airport noise both indoors and outdoors (and indoors with open windows), to tip the balance and persuade the majority of the Panel that the Port had met the test of Resolution A-93-03? They were not.

Would a reasonable observer say that this Airport has done enough? The Port argues that "[a] reasonable observer would conclude that the Resolution has been satisfied because thousands of people have received noise reduction benefits as measured by established scientific methods." We have addressed benefits and methodology elsewhere in this Decision. But who is a reasonable observer? A schoolteacher who loses 40 minutes a day waiting for planes to pass by? A business executive whose livelihood depends on airport growth? The mayor of a town under the flight path? A General Assembly member who believes the runway should be vigorously pursued? There is no definable, completely unbiased "reasonable observer" in this situation. Even the members of this Panel, as observers charged with making an independent, objective evaluation of the reductions of noise impacts, have come to differing conclusions.

Could the Airport reasonably have done more? Mr. Lewis suggests that, even if (as we have found) the Port failed to demonstrate the meaningful reduction in "real noise impacts" required by the Resolution, we should nevertheless find in favor of the Port on grounds that there was no evidence that the Port could have taken other measures that would have been expected to make a significant difference in overall noise impacts.

That is not the view we take. The Noise Mediation Agreement established a basic set of commitments; it did not preclude the Port from taking additional action. Airport noise has been an extremely contentious issue in this Region for more than 25 years, dating back at least to the construction of the second runway. As we observed earlier, the Port has long known that many people were dissatisfied with the Noise Mediation Agreement process, the FAA's introduction of the Four-Post Plan, the prospect of a third runway, and other Airport actions. Controversy, distrust, and pressure for additional action are not new. As the consultants representing the Port in this proceeding stated in their 1993 AIRTRAC *Final Report* (p. 3-35): "There is sometimes a difference

of opinion about what constitutes a commitment. For example, Sea-Tac did not complete planned land acquisition and home and school insulation programs for areas impacted by the second runway built in 1970, and this has led to a perception by some in the community of broken promises. Apparently, the airport did not consider itself bound by this plan." In 1993, by contrast, the Port took the initiative not only to meet its obligations for residential insulation but to proceed with the insulation work at a rate far faster than the pace stipulated in the 1990 Noise Mediation Agreement. That was a wise decision, in our view, and one that clearly reflects the Port's understanding that, at least in this respect, the Noise Mediation Agreement is not a limiting document: there was more the Port could and should do.

We are uncomfortable with the notion of a ruling that would turn on a speculative interpretation of what more the Port could (or could not) have done, rather than on the merits of the case. The Port did what it did — an exceptional effort in many ways, but one that fell short of generating meaningful, real reductions in on-the-ground noise impacts for the people of the communities subjected to aircraft noise. Our task is to render an informed and objective judgment on the efficacy of the Port's programs in reducing actual noise impacts, not to speculate on what else the Port might have, or could have, or should have done.

Because of the way the logic of this case has developed, however, we are now compelled to address that speculative question. Mr. Lewis believes that any additional efforts the Port might have made would not have amounted to enough to make any difference in meeting the test of Resolution A-93-03 as we interpret it. We believe that the Port could have done more, and that, had it done so, the additional improvement probably would have made a material difference in real, on-the-ground noise impacts, turned a marginal improvement into a meaningful one, and therefore affected the final outcome of this proceeding.

The issue of "what else" the Port could have done was addressed at some length in the course of the Panel's hearings. Our colleague suggests that the community groups have not met "their threshold burden" of showing how the Port could have taken additional action to produce "significantly more meaningful reductions in noise impacts." We believe that primary responsibility for proposing and developing significant noise abatement and mitigation programs rests with the Port, not with the community advocates. In this context, we note, however, that the ACC has suggested a number of additional actions, including the concept of a tradeoff linking a Federal Part 161 program that proposes some new noise abatement restrictions on aircraft operations (some capacity limits) with approval of a third runway (capacity enhancement), as a combination package to produce both improved noise relief and a net capacity gain.

The Port contends — and the entire Panel agrees — that the measures it has taken to date are the ones that were most likely to produce significant benefits, because they addressed airport noise at the source. Those measures were easier to implement than some other strategies -- for example, flight track changes, which can also be highly effective in producing significant noise-impact reduction. Moreover, programs that produce smaller benefits to a large group of people or significant benefits to a smaller group of people can have a cumulative impact. Based on the discussions during the hearings, as well as the analysis in the Noise Mediation Committee Technical Report, it is clear that more could have been done before 1990, since 1990, and since 1993.

We list below several abatement and mitigation strategies that we believe had the potential to be meaningful, feasible and reasonable. We are not suggesting that the Port had to pursue every

conceivable strategy; we merely note that some additional -- and potentially very effective -- actions were possible.

With respect to noise abatement, for example, the Noise Mediation Agreement could have set a faster Stage 2 phase-out schedule in its alternative process to the complex Noise Budget calculation; if the transition to Stage 3 had been completed in 1995, there would have been, by both the Port's and our estimates, an additional 1.5 dB reduction in DNL (such a faster phase-out, if part of the NMA, would have pre-dated the Aviation Noise and Capacity Act and the Part 161 process). Implementation of minimum population exposure flight tracks could have had an important effect; the Port noted in the February 1996 hearing that its consultant had developed "useful" flight track changes for Four Post Plan noise abatement back in 1990 (as described in the 1991 Noise Mediation Committee Technical Report), and Resolution A-93-03 has called for efforts to reduce the noise impacts of the Four-Post Plan since April 1993. The Port might also have considered adopting a preferential runway plan during "low periods" of activity to reduce population exposure to Airport noise.

In addition, the Noise Mediation Agreement contemplated the following abatement activities which have not yet been achieved (which is, in part, why we found the Port to be in substantial but incomplete compliance with the NMA): enforcement of the North Flow Elliott Bay/Puget Sound nighttime noise abatement departure procedures (which could have been scheduled, pursued, and achieved at any time after these procedures were first implemented); use of the North Flow Elliot Bay/Puget Sound departure procedures or South Flow Arrival Corridor procedures whenever feasible (e.g., during daytime periods of lower activity); and, finally, implementation of controls on engine thrust reversals, to reduce noise in the immediate vicinity of the airport.

On the mitigation side, the single-family residential insulation program could have been accelerated earlier, as we have previously discussed, and the public buildings and multi-family residential insulation programs could have been pursued much more vigorously. In light of the Port's lack of progress on insulation projects after construction of the second runway, we believe it would have been in the Port's best interest to move as decisively as possible in carrying out its commitments under the 1990 Noise Mediation Agreement.

These lists are by no means comprehensive, but they do persuade the majority of the Panel that the Port could have taken at least *some* additional steps to increase the total amount of benefit (in terms of demonstrated, real reductions of noise impacts) in a manner that cumulatively could have shown us enough objective evidence of on-the-ground results to meet the intent of the Resolution. These strategies would have, in different ways, reduced DNL, reduced mean SEL, reduced the Time Above the various levels, decreased speech interference, reduced sleep disturbance, reduced annoyance, and reduced incompatible land uses in the various DNL contour zones.

Accordingly, we conclude that a straightforward interpretation of Resolution A-93-03 does not impose an unrealistic standard of noise reduction on the Port, as Mr. Lewis contends. We do not believe that the amount of noise abatement and mitigation necessary to produce an objectively meaningful or significant reduction in "real noise impacts" within the meaning of Resolution A-93-03 was infeasible, unreachable, or unreasonable.

VII. CONCLUSIONS ON THE EFFECTIVENESS OF THE NOISE ABATEMENT AND MITIGATION PROGRAMS

This Decision represents our best professional judgment, based on many years of experience, many days of public hearings, many months of review and analysis of thousands of pages of data, evidence, and argument, and countless hours of deliberation and debate among the members of the Panel. It was not an easy decision, and it is not a political decision. It is the independent evaluation required by Resolution A-93-03.

How much abatement of aircraft noise is necessary to generate "enough" reduction in on-the-ground noise impacts to satisfy Resolution A-93-03? The ACC, relying on the expert testimony of Dr. Fidell, suggested that a DNL reduction on the order of 4.5 dB -- presumably in conjunction with vigorous action on the mitigation front -- is the minimum needed to produce a meaningful change in noise impacts for the affected population and to support reliable findings of significant benefits in terms of reductions in speech interference, awakenings, and other noise disruption. "To be meaningful," the ACC said in its October 1995 submittal, "a reduction (measured in L_{dn}), must be at least 4.5 dB." Without necessarily endorsing 4.5 dB DNL as a benchmark for determining a meaningful reduction in airport noise, a majority of the Panel has found, after reviewing a very large array of specific evidence at Sea-Tac Airport, that at this Airport, under these particular circumstances, a 3.4 dB DNL reduction over a six-year period has not been sufficient to produce a demonstrated and "meaningful" reduction in real, on-the-ground noise impacts.

We have also carefully reviewed the extensive documentation the Port and other parties provided on the size, nature, and effectiveness of the Port's noise mitigation projects under the Noise Remedy Program. We have found that the Port's mitigation work is effective in producing real indoor (closed-window) noise relief for the residents of insulated homes, but that the scope of the Port's scheduled insulation program remains incomplete with respect to schools, other sensitive-use public buildings, and multi-family dwellings. The Port's mitigation efforts, while substantial, have not yet reached, or been "scheduled" to reach in any concrete sense (i.e., with an explicit timetable and commitment of resources), a large enough portion of the affected population to allow us to conclude that, in combination with the abatement results, the resulting overall reduction in noise impacts has been "enough" to meet the test imposed by Resolution A-93-03.

Accordingly, a majority of the Panel finds:

1. That despite the Port's impressive, good-faith efforts to implement effective noise abatement and mitigation programs, the demonstrated results of the programs it has scheduled, pursued, and achieved since Resolution A-93-03 was adopted (1993-1995 and, alternatively, 1992-1995) do not constitute a "meaningful" reduction of real, on-the-ground noise impacts sufficient to satisfy the noise condition of Resolution A-93-03;

2. That the demonstrated results of the noise abatement and mitigation programs the Port has "scheduled, pursued, and achieved" since 1989/1990 do not provide evidence strong enough to establish, with any degree of confidence, that there has been a "meaningful" reduction of real, on-the-ground noise impacts sufficient to satisfy the noise condition of Resolution A-93-03; and

3. That the Port is not likely to achieve significantly more reduction in real, on-the-ground noise impacts in the near future with the abatement and mitigation measures it has scheduled to date and is currently pursuing.

We reach these conclusions for a number of reasons, including:

(i) the absolute size of the changes in measured DNL (we cannot conclude that the Port has met its affirmative burden under the Resolution on grounds as weak as a maximum DNL change below the threshold of significance);

(ii) our analysis of the meaning of the small average decrease in Time Above 85 dB at the Port's monitoring sites (2-3 minutes per day), the increase in Time Above 85 dB at RMS 11 since 1993, and the current trends in Time Above 65 dB and 75 dB, in terms of real on-the-ground noise impacts;

(iii) our analysis of the corresponding size and direction of the changes in average SEL, nighttime Leq, DNL contours, number and percentage of people "highly annoyed," and other measures discussed above;

(iv) the importance of the factors that are offsetting the improvements the Port has realized to date, such as the increase in the total number of nighttime operations and the unacceptably low rate of compliance with the nighttime noise abatement corridors;

(v) the limited degree of confidence we place in the reliability of the Port's analysis of noise abatement benefits in the absence of needed information on confidence intervals, documentation of INM assumptions and adjustments, and sensitivity analyses, as well as the estimation difficulties inherent in using the available analytic tools to extrapolate significant benefits from very small changes in DNL; and

(vi) the incomplete range of noise mitigation programs the Port has "scheduled, pursued, and achieved" to date, particularly with respect to the sensitive-use public buildings included in the 1990 Noise Mediation Agreement.

On the preponderance of the evidence, we cannot conclude that there has been, as of December 1995, a meaningful or appreciable reduction in the real, on-the-ground noise impacts experienced by a large portion of the population affected by Sea-Tac airport noise, since 1993, since 1992, or since 1989/1990.

There is little doubt that, absent important new initiatives, the Port's current noise abatement efforts will have little additional effect. The steady growth in aircraft operations expected by the Port — which provides the essential justification for constructing the new runway — is already slowing the small DNL improvements the Port has achieved in recent years, and is likely to undermine any additional noise reduction the Port may achieve in the future. In this context, the Port's noise mitigation efforts will become increasingly important; insulation is one area where the Port can readily take additional action. But even a substantially expanded mitigation program can ultimately provide only partial, indoor relief.

Although the Port's ability to substantiate the validity of its estimates of real, on-the-ground noise impacts was weakened by its failure to supply documentation on the statistical reliability of (i) its data, and (ii) its modeling and estimation processes, the Port has nevertheless provided an enormous amount of useful information and analysis. The Port has complied with the Panel's request to provide time-series data on many different aspects of aircraft noise at Sea-Tac, from the basic DNL trends to the distribution of SEL peaks, the minutes per day above 65, 75, and 85 dB, and many other measures. This multifaceted approach to the evaluation of airport noise -- a combination of many different ways of looking at aircraft noise levels and the associated noise impacts on the community -- has been valuable for a number of reasons. It provides a better picture of what is actually happening with Sea-Tac Airport noise levels than DNL alone can convey; it permits the Panel, the PSRC General Assembly, the Port, and the community to assess the actual noise exposure changes and on-the-ground noise impacts more fully; it supplies much-needed detail on critical aspects of those noise impacts (such as the actual amount of time that classrooms are subject to noise levels above the threshold for speech interference); and last but not least, if the results show an internally consistent pattern across a variety of different types of measures (as they, in fact, do in this case), it provides all parties with a considerable degree of added confidence in the robustness of conclusions about the reductions in noise impacts -- the on-the-ground changes in public exposure to Airport noise -- which the Port's current noise abatement and mitigation programs have produced and are likely to produce.

RECOMMENDATIONS
(BY THE MAJORITY)

In the course of this proceeding, the Panel has had the benefit of the creative, analytical thinking of many different parties regarding additional noise abatement and mitigation measures that may, alone or taken together, reduce the future noise impacts associated with Sea-Tac Airport. The Port has invited the Panel to offer our recommendations as to what the next steps should be regarding noise abatement and mitigation. The majority of the Panel accepts that invitation.

On the one hand, we do not think that many easy actions remain; the major programs on Stage 2 phase-out and nighttime Stage 2 restrictions are already in place. On the other hand, there are some additional actions that can be implemented relatively quickly and, in some cases, at relatively low cost.

As Mr. Lewis has noted, noise abatement and noise mitigation are not simple. Externalities abound that make an airport proprietor's job difficult. The Port generally gets all the blame (and the credit) for changes in the aircraft noise environment in the Region. The reality is that actions by the FAA, the airlines, local organizations, and State and local political entities all affect the situation. However, while many actions are not within the Port's legal authority, they are not necessarily beyond its range of influence. (Indeed, the Port has been portrayed by many of the people from whom we have heard, and by a number of the submittals that we have read, as a major force in the Region.) That influence should be brought to bear, wherever possible, to reduce on-the-ground noise impacts.

In the spirit of Resolution A-93-03, we offer the following specific recommendations:

1. That the PSRC and the "Coordinating Committee" established by MOU pursuant to Resolution A-93-03 (the PSRC, the Port, WSDOT, and the FAA) promptly take steps to mediate and resolve the impasse between the Highline School District and the Port on the issue of noise insulation for schools, to enable the Port to move forward rapidly on its commitment to insulate the schools and significantly reduce classroom speech interference.

2. That the Port implement its stated plan to upgrade its noise monitoring system, with no fewer than 25 permanent monitoring stations located throughout the affected communities; and that the results be publicly disseminated, at regular intervals, in the form of aircraft DNL, SEL, and Time Above metrics.

3. That the Port and the organizations representing the affected communities jointly sponsor social surveys at regular intervals to assess the effectiveness of future noise abatement and mitigation measures in terms of perceived noise impacts. We concur with the view expressed by the Port's noise consultants in the 1993 AIRTRAC *Final Report* (p. 3-33): "The way to avoid incorrect predictions of community response to a ... [noise reduction] action is to ask the community directly how it feels about a particular airport action and the proposed mitigation program connected to it."

4. That the Port address the impact of ground-related aircraft noise by (i) implementing the thrust-reversal noise impact reduction activities called for in the Noise Mediation Agreement; and (ii) working to minimize the number, level, and duration of daytime engine run-ups, which are likely to increase as operations grow. (We note that the increases in TA 65, 75, and 85 dB at RMS site 11 in recent years may be a consequence of ground-related noise.)

5. That the Port take the following actions to improve the on-the-ground reduction of nighttime noise impacts:

   a. Negotiate and obtain a public commitment from the FAA for full cooperation in rigorously and aggressively enforcing compliance with the current North Flow Nighttime Departure Noise Abatement Procedures. The Port, at a minimum, should notify airlines of violations of these nighttime noise abatement procedures. Better, the Port should institute procedures to apply pressure, through enforcement penalties and/or the power of public opinion in the media, to reduce violations (for example, publishing fines and performance scorecards in the Region's newspapers).

   b. Work closely and aggressively with KCIA and Alaska Airlines to eliminate the carrier's two nighttime Stage 2 cargo flight arrivals and departures, which weaken the effectiveness of the Port's nighttime Stage 2 ban; and develop, in conjunction with KCIA and local government officials, a strategy to avoid additional Stage 2 nighttime flights to and from KCIA in the future.

   c. Work with the airlines to minimize the total number of flights in the middle of the night (e.g., 1:30 a.m. to 5:30 a.m.).

d. Continue to minimize the number of variances issued for the Nighttime Limitations Program through aggressive persuasion with the airlines, including the use of the media.

e. Work with foreign air carriers to ensure that Stage 3 aircraft continue to be used for nighttime international flights.

f. Work with owners/operators of Stage 2 aircraft under 75,000 pounds (which are currently exempt from the Nighttime Limitations Program) to secure their cooperation in minimizing or eliminating the use of such aircraft during the nighttime period. (There were, on average, 13 exempt Stage 2 nighttime flights per month in the second and third quarter of 1995.)

g. Continue to work with the airlines to minimize nighttime engine run-ups; we note that, although many of the events are exempt from the King County Code, the exempted nighttime events have levels higher than the code permits. Existence of an exemption does not mean elimination of the impacts on people.

6. That the PSRC, the FAA, and the communities affected by airport noise participate actively and constructively in the Port's upcoming Part 150 review, to propose, evaluate, and assist in implementing any feasible noise reduction measures that will maximize the net benefits for the region and provide meaningful noise mitigation for the impacted areas. The Port's Part 150 process should include, but not be limited to, the following actions:

a. Evaluate the actions needed to apply, monitor and enforce the North Flow Daytime Departure Duwamish/Elliott Bay Noise Abatement Procedures specified in the Noise Mediation Agreement. Investigate, and, if possible, implement, use of this corridor during periods of periods of lighter activity during the day such as mid-morning and mid-afternoon.

b. Evaluate the feasibility of extending the "nighttime" hours of use for the North Flow Nighttime Departure Noise Abatement Procedures (currently 10 p.m. to 6 a.m.) to the evening "shoulder" (8 to 10 p.m.), and, if possible, to the early morning "shoulder" (6 to 7 a.m.) as well.

c. Reevaluate, with FAA and community input, the use of "minimum population exposure" flight tracks, in light of the increase in flight operations and the shift in the overall importance of arrival noise as Stage 2 aircraft are phased out. The Port had studied and identified "useful" flight track changes for Four Post Plan during the development of the Noise Mediation Agreement. Any of the following options would be expected to reduce overall population exposure to aircraft noise: (i) over-water southern corridors for all south departures where the east turn does not occur until the aircraft reach Commencement Bay or beyond; (ii) north-flow arrival procedures that route aircraft over the water (with a turn in the Four-Post arrival stream); or (iii) the use of a north-flow stream more often at night, coupled with tightly enforced, high-compliance nighttime departure routes. There are some difficult trade-offs in this process, but we do not accept the contention that all possible changes in flight tracks simply shift noise among communities, with no net reduction

in number of people impacted. Flight track changes offer the potential for abatement of aircraft noise impacts once the Port has exhausted the benefits of the Stage 2 phase-out; we note again that Resolution A-93-03 explicitly requested the FAA to consider modifications to the Four Post Plan to reduce noise impacts.

d. Evaluate, with FAA and community input, the potential net benefits of a noise abatement departure profile employing a steeper angle of climb, coupled with an expanded residential acquisition and insulation program if, as a result of a steeper departure profile, the 75 dB DNL contour expands in the immediate vicinity of the airport while areas farther out receive benefits.

e. Evaluate, with FAA and community input, the potential net benefits of preferential runway use during "low activity" periods (would more use of the east runway, for example, result in reduced overall population noise exposure?) -- coupled with an expanded residential insulation and acquisition program, as needed.

7. That, with respect to the Noise Remedy Program, the Port take the following actions:

a. Begin a rapid, full-scale program of school insulation as soon as the impasse with the Highline School District is resolved, with the maximum feasible commitment of resources and the earliest possible completion schedule.

b. Complete the "sensitive-use" public buildings insulation pilot studies and fund the full program envisioned in the Noise Mediation Agreement, as well as a program for insulation of multi-family dwellings, with an aggressive schedule to allow completion as soon as possible. The Port Commission is on record as committed to these programs.

c. Evaluate the possibility of an expanded residential acquisition program offering more of the most severely impacted people the buy-out option, even if no additional Federal money is made available for this purpose. While relocation is not desired by all (nor easy for anyone), the environs of a major airport are plainly not the best location for residential neighborhoods.

d. Work with the PSRC and the affected communities to design and implement alternative, noise-compatible uses of the land within the current acquisition zone. We note that the acquisition program has some very strong critics because of its adverse effects on the quality of neighborhoods for the remaining houses and businesses.

e. Further accelerate, if possible, the rate of insulation for homes now included in the residential noise insulation program, and consider expanding the area eligible for noise insulation if the Airport's 65 dB DNL contour remains at or near the 1993 contour boundaries.

f. Investigate possible modifications to the insulation program to mitigate the impacts of low frequency noise and vibration (a concern the public raised repeatedly during the Panel's hearings).

8. That the PSRC and the Coordinating Committee take the lead in addressing the difficult, controversial task of reducing present and future noise impacts, with the following actions:

   a. Recognizing the degree to which parties and factors outside the direct authority of the Port are undercutting the effectiveness of the Port's current efforts to reduce noise impacts, initiate and coordinate remedial action. Such coordination may include facilitating the use of mediation, marshalling State and local public resources where needed, providing public information via the media, or otherwise addressing the roadblocks that now prevent the residents of the Region from realizing the full benefits of the Port's existing abatement and mitigation programs. The PSRC and the Coordinating Committee are the principal entities in a position to take effective action to resolve the local problems caused by the "balkanization" of responsibility among the Port, the FAA, KCIA, the Highline School District, and other parties.

   b. Create guidelines or other equitable procedures for dealing fairly with the conflicting views and needs of different communities when a proposed noise reduction strategy results in a net improvement but causes a transfer of noise impacts.

   c. Take effective action on land use issues to minimize the introduction of incompatible land uses and to facilitate compatible redevelopment of currently incompatible land uses, including implementation of the recommendations on land use issues in the 1993 AIRTRAC *Final Report*.

   d. Investigate creative ways of linking noise reduction objectives with airport demand and system management strategies, including intermodal solutions to local and regional transportation needs.

DISSENT
(BY MR. LEWIS)

I would find that the Port has met its obligation to show under PSRC Resolution A-93-03 that "noise reduction performance objectives" have been "scheduled, pursued and achieved ... based on measurement of real noise impacts." As a result, I cannot join my colleagues in concluding that the Port has failed to satisfy the noise reduction condition of the Resolution and must dissent from their Decision. I am convinced that my colleagues have imposed upon the Port a burden that was never contemplated by the General Assembly.

The Port showed us that it has scheduled, pursued and achieved the objectives of the two major noise abatement programs contemplated by the Noise Mediation Agreement -- the Noise Budget and the Nighttime Limitations Program -- by significantly reducing the use of the loudest, Stage 2 aircraft at Sea-Tac, and virtually eliminating them at night. The resulting impact on the level of real noise measured on-the-ground has been captured by an extensive array of noise

measurements compiled by the Port that shows a consistent pattern and continuous reduction in DNL since these programs began, associated with the reduction in the loudest aircraft events (which, as the majority concedes, does make a difference in on-the-ground noise impacts). The Port also showed that its residential noise mitigation program has insulated several thousand homes, producing noticeable and meaningful reductions in measured interior noise levels. After carefully considering all of the evidence, it is my judgment that these achievements, confirmed by the measurement of real on-the-ground noise, should be sufficient to satisfy the noise reduction condition of the Resolution.

The majority of the Panel, unfortunately, does not agree. Their determination that the Port has not shown a sufficiently "meaningful" reduction of noise impacts to satisfy the noise condition of the Resolution ultimately depends, as I understand it, upon two essential points: (i) that as to its noise abatement programs, the Port has not established through the use of "established scientific methods" that the reductions in measured noise *levels* it has shown signal a "meaningful" reduction in noise *impacts*; and (ii) that as to its noise mitigation programs, the Port has missed an "opportunity" to provide insulation benefits to thousands of additional residents of the affected community.

I do not believe that the General Assembly required a reduction in measurable on-the-ground noise that would cross an undefined technical threshold of "meaningfulness" so high that doubts about the significance of the resulting reductions in noise impact would be resolved to the satisfaction of the scientific community. The majority places too much emphasis on measurements of noise impacts that could not be made by the Port and were not expected by the General Assembly, and on the failures, rather than the successes, of the Port's insulation program.

It seems unlikely to me that the PSRC would decide not to authorize the third runway simply because: (i) the Port cannot prove through the use of established scientific methods that a measured reduction in DNL of 3.4 dB since the Noise Mediation Agreement was implemented, with continuing reductions since 1993 when the Resolution was enacted, reflects a "meaningful" reduction in noise impacts; (ii) the Port was unable to eliminate the unavoidable uncertainty associated with the extrapolation of noise impacts from incremental changes in measured noise and did not document the assumptions and adjustments it made when using the Integrated Noise Model; (iii) the number of aircraft operations has increased, as the General Assembly assumed it would when it determined that a new runway should "vigorously" be pursued; (iv) significant reductions in the loudest noise events associated with the greatest interference with speech and disturbance with sleep have, in recent years, been offset to some extent by increases at lower sound levels that inevitably accompanied the recent, expected growth in the number of aircraft operations; and (v) the Port's noise mitigation programs have not yet reached their full potential. Yet this appears to me to be why the majority has ruled against the Port. In my judgment, based upon all the evidence, there has been a sufficient reduction in real, on-the-ground noise impacts to satisfy the requirements of the Resolution.

In recognition of increasing capacity problems at the Airport, the General Assembly declared in the Resolution that "the region should pursue vigorously ... a third runway at Sea-Tac" and determined that, under present circumstances, the third runway shall be authorized by April 1, 1996 "[w]hen noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts."

The Resolution was adopted by the PSRC three years after the Port implemented the Noise Mediation Agreement. The Agreement was, as the majority observes, an "important milestone" in the reduction of adverse environmental impacts from airport operations. It scheduled three bold initiatives: the Noise Budget, the Nighttime Limitations Program and the Noise Remedy Program. Unfortunately, the precipitous conclusion of the noise mediation, the disturbing introduction of the Four Post Plan, and lingering doubts about the motives of the Port left many in the community unconvinced that the Port would meet its commitments, that these programs would make any difference, and that the Port's sophisticated computer models had anything to do with the real "on-the-ground" noise they perceived. The General Assembly therefore called for an "independent evaluation" of whether the Port had scheduled, pursued and achieved "noise reduction performance objectives ... based on measurement of real noise impacts." The enactment of Resolution A-93-03 manifested the General Assembly's apparent desire for independent, objective answers to several basic questions:

- Did these programs establish significant noise reduction objectives?
- Has the Port done what it said it would do to reduce on-the-ground noise?
- Do actual measurements of on-the-ground noise confirm that the noise reduction objectives of the Port's programs are being achieved?

I believe the correct answer to all of these questions is "yes."

The Port's Noise Budget and Nighttime Limitations Program established ambitious noise and access restrictions under the Noise Mediation Agreement that were, as the majority acknowledges, most likely to produce significant benefits because they addressed airport noise at the *source*: the use of loud Stage 2 aircraft, especially at night. These restrictions were far more stringent than the national rules established by Congress when it later enacted the Airport Noise and Capacity Act of 1990, requiring a phase-out of Stage 2 aircraft. In fact, if the Noise Mediation Agreement had not been negotiated before November 1990, and therefore exempted from the Act, the Port would have been unable to reduce or limit Stage 2 aircraft operations as it has under its noise abatement programs.

All of the members of the Panel have found that the Port is in substantial (if incomplete) compliance with the Noise Mediation Agreement, and that the scheduled noise reduction objectives of the Noise Budget and Nighttime Limitations Program have been pursued and have achieved a reduction in measured "on-the-ground" noise captured by DNL at the Port's permanent monitoring sites both since the Agreement was made in 1990 and since the Resolution was enacted in 1993.

In our January 9, 1995 Noise Order, however, the Panel determined that the Resolution required the Port to show more than just compliance with the Noise Mediation Agreement and a resulting measurable reduction in noise *levels*; the Port, we felt, had to show a "meaningful" or "significant" reduction in noise *impacts* on the community. In retrospect, it seems to me that the Panel may have been mistaken. The subsequent hearings, our protracted deliberations and the split on this Final Decision all reflect the difficulty of determining *how* the "meaningfulness" of noise reductions should be assessed for the purposes of the Resolution.

When we issued our Order in January 1995, the Panel reasoned that the General Assembly did not need to obtain an "independent evaluation" by a panel of outside experts if the only question was whether *any* reduction in noise impacts evidenced by actual on-the-ground sound measurements had been "scheduled, pursued and achieved" by the Port, and so we held that the reduction in noise impacts had to be "meaningful." At the same time, however, we explained that the Resolution did not impose upon the Port a standard of performance that it could not possibly meet. The General Assembly, after all, had voted to pursue construction of the third runway "vigorously" if the stated conditions were satisfied, and it would have made little sense to impose an "unreachable" or "infeasible" condition in those circumstances. I thought that our consideration of the Noise Issues required the Panel to assess the significance of the reductions in noise impacts scheduled, pursued and achieved by the Port given what it was reasonable to expect (from the General Assembly's perspective) that the Port could do to reduce the impact of airport-generated noise on the surrounding community by the time the third runway was to be authorized by the PSRC.

The "meaningfulness" and "reasonableness" standards we imported to the Resolution do not provide a definitive benchmark or prescribe the use of established scientific methods to assess the adequacy of the reductions in noise impacts achieved by the Port. We acknowledged in our December 1995 Preliminary Order on Phase II Noise Issues, in fact, that the Resolution called upon the Panel to use our "best professional judgment ... to determine whether, taken as a whole, the pattern of change in noise impacts is sufficient ... to meet the requirements of the Resolution." In my view, the Panel's assessment should reflect both "the best insights we can gain from established scientific sources about the significance of changes in various noise metrics as indicators of changes in the impact of noise on the people in the communities surrounding the Airport," and our knowledge and experience in dealing with the institutional, operational, and regulatory constraints that limit an airport owner's ability to reduce the noise impacts of a busy, growing jet airport. Based upon these considerations, I am confident that the pattern of change in measured real on-the-ground noise levels shown by the Port is sufficient show a reduction in noise impacts that satisfies the requirements of the Resolution.

Noise Abatement. The Port showed that its noise abatement programs have produced reductions in on-the-ground noise measured by a variety of different metrics that are related to adverse impacts for many people throughout the region.

The Port stressed the reduction in aircraft DNL over the years because the relationship between DNL and human "annoyance" is well accepted in the airport industry and the scientific world as the best aggregate indicator of adverse noise impacts. As the majority puts it, "[a]ircraft and total DNL metrics are the principal tools used to summarize the overall changes in environmental sound levels associated with airport operations." Measured aircraft DNL around the Airport has fallen by 2.8 dB since 1986, 3.4 dB since 1989/1990, 2.3 dB since 1992 and 0.9 dB since 1993. These reductions can be expected to be related to significant reductions in the numbers of people "highly annoyed" by aircraft noise, on an aggregate basis, even if the difference in sound levels, occurring over time, might not be distinguished by an individual observer.

The Port supplemented its analysis of DNL with a review of on-the-ground measurements using the TA and SEL metrics that confirm that there has been, as expected, a significant reduction in the highest-noise-level aircraft events. While the relationship between these metrics and adverse noise "impacts" is less well understood, the Port has shown that reductions in the loudest events,

which are segregated by these metrics, can be expected to be related to reductions in both "high level" speech interference and, possibly, sleep disturbance.

The majority of the Panel has nevertheless concluded that the Port's noise abatement efforts have not produced a sufficient reduction in real, on-the-ground noise impacts to satisfy the requirements of the Resolution. While I greatly respect their thorough review and technical analysis, I do not believe that the General Assembly intended us to apply a standard so exacting as they have used and, therefore, I cannot accept their ultimate assessment of the significance of the noise reductions the Port has shown.

The reliability of the Port's technique of imputing estimates of the population exposed to different sound environments over time, and the methods it used to convert incremental changes in noise exposure into estimates of reduced annoyance, speech interference and sleep disturbance, are subject to serious reservations. But when it called in the Resolution for "measurement of real noise impacts," the General Assembly did not require, and could not reasonably have expected, rigorous scientific proof that incremental, measured improvements in on-the-ground noise levels can be related to particular reductions in noise "impacts" that could be said by some objective measure to be "meaningful."

Based upon the evidence offered to us, I would find that the "established scientific methods" for assessing the impact of aircraft noise are not designed to provide precise estimates of the significance of incremental changes in noise exposure over time and do not establish a definitive DNL threshold for measuring meaningful aircraft noise reductions.

The majority of the Panel has nevertheless found that the 3.4 dB reduction in aircraft DNL shown by the Port is "below the threshold of 'meaningfulness' in terms of producing a real, appreciable reduction in airport noise impacts for an affected population," especially when that DNL change occurs over a period of six years and is coupled with an increase in operations. The majority concluded, therefore, that the Port's noise abatement efforts have not produced a sufficient reduction in real, on-the-ground noise impacts to satisfy the noise condition of Resolution A-93-03.

This approach imposes an "unrealistic standard of noise reduction" on the Port. When the Resolution was enacted, it was to be expected by the General Assembly that (i) any reductions in noise levels would occur incrementally over a period of many years; (ii) that at the same time, aircraft operations would increase; and (iii) that, as the majority recognizes, analytic tools like the FICON Curve "cannot provide robust estimates of the population impacts of the small reductions in DNL" that could be expected to be realized by the Port's noise abatement programs. Under these circumstances, it is unreasonable to impute to the General Assembly an expectation that the Port should show a reduction in noise levels, measured by DNL or otherwise, so significant that it would resolve scientific doubts about its meaningfulness, before the third runway would be authorized. Accordingly, I cannot accept my colleagues' conclusion that the Port's noise abatement programs have not achieved a meaningful reduction in noise impacts.

Noise Mitigation. I must also distance myself from their assessment of the Port's insulation program. As they acknowledge, the Port has done an "impressive job" on its residential noise mitigation programs since the Resolution was enacted and has provided appreciable benefits to thousands of residents of the Region. The Port has already insulated 3,647 homes and is continuing

its accelerated program of insulating about 110 homes each month. There is no dispute that this program provides noticeable and meaningful indoor noise reductions.

While the majority applauds the success of the Port's noise mitigation program, it focuses on the Port's failure to accelerate the pace of the residential insulation program *before* the Resolution was enacted and to implement a comprehensive program for the insulation of public buildings. I share their concern, especially about the public schools, but for me the determinative facts are (i) that thousands of residents have benefitted from residential insulation; (ii) that since 1993, when the Resolution was enacted, the pace of the Port's residential insulation program has accelerated to an "exceptional" rate, as the majority puts it, that is almost four times faster than the rate contemplated under the Noise Mediation Agreement; (iii) that in recent years the number of sensitive-use public facilities (schools, hospitals, churches, and libraries) within the loudest noise contours has been markedly reduced; and (iv) that the Port's failure to insulate the many primary and secondary schools in the Highline School District cannot properly be charged to the Port's account in this proceeding, because the Port has agreed for some time to fund the insulation of these schools and its offer has been refused.

The Port's noise mitigation program has provided significant benefits to thousands of residents of the neighborhoods most adversely affected by airport noise and has contributed to, not detracted from, the achievement of a meaningful reduction in noise impacts.

Reasonableness. The significance of the noise reductions scheduled, pursued and achieved by the Port has properly been the focus of the Panel's hearings, its deliberations and this Final Decision. But as the Panel previously interpreted it, the Resolution has both a "meaningfulness" requirement and a "reasonableness" constraint. I believe that the General Assembly did not intend to give up its plan "vigorously" to pursue the runway, even if the Port's noise reduction was not sufficiently "meaningful" to satisfy a majority of this Panel, unless there was clear and convincing evidence that the Port could reasonably have been expected to have been able to schedule, pursue and achieve a *significantly* more meaningful reduction in noise impacts than it has shown.

The community advocates (and at various times, each of the members of the Panel) have raised questions about noise abatement and mitigation measures that have *not* been scheduled, pursued or achieved. But the opponents of the runway have not met their threshold burden to show that in spite of whatever legal, operational and practical constraints it faced, the Port could have undertaken additional noise abatement or mitigation programs that could reasonably have been expected to produce a material change in noise impacts during the pertinent time frame (that is, they would have made an otherwise insignificant reduction meaningful), given the approach to assessing "meaningfulness" adopted by the majority.

While a rigorous analysis of the impact of potential alternative noise measures would have been desirable, the evidence presented to the Panel does not show that the Port squandered opportunities to "schedule, pursue or achieve" *significantly* more meaningful reductions in noise impacts after the Resolution was enacted in 1993 and, in the words of the majority, "served notice to the Port that it would ... have to show that its noise programs were, in fact, producing results in the form of meaningful, measurable, on-the-ground reductions in noise impacts."

I take little comfort from the majority's speculation that the 5 dB reduction in DNL they imply would be necessary to satisfy the Resolution "might very well be achievable." The Port has

scheduled, pursued and achieved the objectives of the noise abatement programs that have been most likely to produce a meaningful reduction in noise impacts. While the Port can, and should, continue to find creative ways to reduce the burden of aircraft noise on its neighbors, there was no evidence before the Panel that the Port could have caused a significantly greater reduction in DNL without imposing artificial capacity constraints at the Airport that would be inconsistent with Federal policy and with the core objective of the PSRC Resolution: the *expansion* of regional airport capacity.

Conclusion. I doubt that the General Assembly contemplated that its decision to authorize the third runway under the Resolution would depend upon the success of the Port's unprecedented efforts to use established scientific methods to convince a panel of experts exactly how the impacts of measured reductions in on-the-ground noise can be expected to benefit the community. Ultimately, the Panel had to resolve what both Dr. von Gierke (an expert for the Port) and Dr. Fidell (for the ACC) recognize is a social, economic, or political question, not a search for an elusive, "scientifically accurate" judgment, about whether the noise reductions shown by the Port were sufficiently "meaningful" to satisfy the Resolution. I am convinced that given the achievement of the objectives of the Port's noise abatement programs; the reductions in measured on-the-ground noise shown by the Port that resulted from the accelerated reduction in Stage 2 operations, especially at night; and the insulation of thousands of homes, the Port has met its burden.

The Panel's focus has been on what the Port has done in the *past* to meet its obligation to reduce the impacts of aircraft noise on the community. While members of the Panel ultimately reached different conclusions about the Port's success, we all recognize that in the *future,* the need to find new ways effectively to reduce aircraft noise impacts will intensify as the number of aircraft operations at Sea-Tac continues to grow, with or without the new runway.

The Port was able, in my judgment, to achieve a significant reduction in noise impacts in the past by reducing noise levels at their source: the aircraft that use the airport. In the future, that approach is unlikely to be effective. The Port has little, if any, ability to control the noisiness of aircraft, the number of operations, or the flight tracks they use. The Port and the community must seek creative approaches to noise reduction that take new forms, even if they are more controversial than reductions in aircraft noise that come at the expense of commercial airlines.

The members of the "Coordinating Committee" -- the PSRC itself, the Port, the FAA and the WSDOT -- have, it seems to me, both an obligation and an opportunity to work together to achieve future reductions in noise impacts that have not been realized in the past. I am confident that I speak for the entire Panel in urging the Coordinating Committee to overcome the institutional barriers between the Port and local government that have prevented the Port from mitigating *learning* interference by insulating public schools in the Highline School District; between the Port and County government that have allowed Alaska Airlines to avoid the Nighttime Limitations Program and insult the community by moving flights to Boeing Field; and between the Port and the FAA, which has been unduly resistant to changes in flight procedures that could reduce noise impacts. The Coordinating Committee can, and should, play an important role in minimizing the adverse environmental impacts of any necessary expansions of the Region's airfield capacity.

CLOSING REMARKS
(BY THE PANEL)

We have not been asked to consider, and we have expressed no views about, whether the proposed third runway should be built, about the value of the capacity enhancement it would bring or about its environmental impact. We have not considered, and do not offer any opinion about, whether the adverse environmental impacts associated with a major runway expansion project can be fully mitigated.

Our findings and conclusions are based upon a unique set of facts, at the existing Airport, that were presented to us under an unusual local resolution. While we hope that the PSRC, the Port, the FAA, and the affected communities will benefit from our work, our analyses here do not necessarily provide a precedent for the resolution of noise issues at other airports. Whether resort to an expert "arbitration" panel is, in general, a productive approach to help resolve these issues remains to be seen.

The process has generated an exceptionally detailed and thorough public record of data and analysis with respect to past and present noise levels, noise impacts, and the effectiveness of noise reduction measures at a major airport. We commend and thank all of the participants for their considerable contributions to this proceeding; the extent and analytical depth of the evidence presented to this Panel reflected an extraordinary commitment of effort and resources by many different parties. We also wish to acknowledge the outstanding logistical support work provided by the staff of the PSRC, particularly Mr. Jerry Dinndorf and Ms. Clare Impett, throughout this proceeding.

There is nothing simple or easy about the Port's effort to improve Airport capacity while reducing public exposure to Airport noise, or about the public's effort to maintain livable communities and improve the quality of life for which this Region is rightfully known. Airport noise is a tough problem. We deeply appreciate the trust that the PSRC General Assembly and the parties to this proceeding have placed in our ability to reach a careful and impartial judgment, and we have each given our best effort to the task of making that judgment. We are grateful to have had the opportunity to serve the Puget Sound Region.

For the Majority:

William Bowlby mjl
William Bowlby

Martha J Langelan
Martha J. Langelan

For the Dissent:

Scott P. Lewis mjl
Scott P. Lewis, Chair

April 25, 1996 . . . . . *AGENDA ITEM 4*

CORRESPONDENCE RECEIVED FOR EXECUTIVE BOARD MEMBERS

APRIL 3 THROUGH APRIL 15, 1996

Greg Nickels
Metropolitan King County Council
District Eight

RECEIVED
APR - 1 1996
PUGET SOUND REGIONAL COUNCIL

March 28, 1996

The Honorable Doug Sutherland
President, Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98101

RE: Noise Panel Findings/Third Runway

Dear Doug:

As a former member of the King County Flight Plan Committee and the Washington State Air Transportation Commission, I fully understand the need for additional air capacity in the Pacific Northwest. However, I feel this capacity can best be accomplished by creating a multiple airport system which utilizes existing and expanded runways in King, Pierce and Snohomish Counties. The increased noise and adverse changes in physical environment that construction of a third runway at Sea-Tac International Airport would bring would have devastating effects on surrounding communities and the entire Puget Sound region.

I strongly urge the members of the Puget Sound Regional Council and its Executive Board to stand by the findings of the noise panel.

Thank you.

Sincerely,

GREG NICKELS
Councilmember

cc: Jack Block, President, Port Commission
Ken Reid, Executive Director, Airport Communities Coalition
Regional Commission on Airport Affairs

Room 1200, King County Courthouse, 516 Third Avenue, Seattle, WA 98104-3272
(206) 296-1008 FAX (206) 296-0198 TTY/TDD (206) 296-1024

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Office of the Mayor
City of Seattle

Norman B. Rice, Mayor

Post-it® Fax Note 7671	Date 4/3	# of pages ▶ 2
To Sylvia Nelson	From Tyr	
Co./Dept. PSRC	Co.	
Phone #	Phone #	
Fax #	Fax #	

March 29, 1996

The Honorable Doug Sutherland
President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Doug:

I am writing to express my continued belief that our region and our state must move forward now to solve our airport capacity problems. Further delay holds great risk for our economic future and our competitive position in the global economy. Moreover, the past decade of study has clearly demonstrated that further delay will not generate a solution more acceptable than the proposed third runway. Because there is no better solution and because I believe it is possible to more adequately address some of the concerns raised by the airport noise panel, I strongly support Sea-Tac expansion and urge PSRC to move ahead with approval now.

From the start, this has been a difficult decision. We have had eight years of study and extensive community involvement throughout this process. It is clear that our state will face a major crisis in the foreseeable future if we don't begin to invest in new air capacity today. I am not willing to risk our state's jobs and our quality of life because elected officials are unwilling to face up to a tough decision.

We have also known from the start that expansion of Sea-Tac will carry a greater burden for people near the airport and the Port has sought ways to mitigate those impacts. The expert panel has told us that the Port can and should do more. The Port must carefully analyze those recommendations and make a firm public commitment to additional noise mitigation efforts. It is apparent the Port can do even more mitigation and I am confident they will, but we cannot allow further discussion over additional mitigation measures to delay PSRC approval or delay addressing our region's airport capacity needs.

As you know, a serious effort was undertaken to identify alternative supplemental airport sites. That year-long process clearly indicated that there is no more suitable site that carries less impact on surrounding communities. Going down that road again will doom this effort to years of further delay and increased costs, and will undermine the economic future of our region.

The Honorable Doug Sutherland
March 29, 1996
page 2

I urge you and all of my colleagues at PSRC to step up to this difficult decision and act now to invest in our region's economic future and quality of life.

Sincerely,

Norman B. Rice

cc: All Puget Sound Regional Council members

Port of Seattle

RECEIVED
APR - 1 1996
PUGET SOUND REGIONAL COUNCIL

April 1, 1996

Mr. Douglas Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035

Dear Mr. Sutherland:

The Port of Seattle Commission is puzzled by the recent split decision of the Expert Arbitration Panel. All three panelists acknowledged the port's national leadership in noise abatement. All three were unanimous in finding the port to be in compliance with the Noise Mediation Agreement and its goals, which the Executive Board established as the criteria for satisfying Resolution A-93-03.

Two of the panelists, however, held that the Resolution required additional steps beyond those in the Noise Mediation Agreement. Their inquiry beyond the original scope of work led the chairman of the panel to strongly dissent on grounds that his two colleagues were imposing a burden never contemplated by the Puget Sound Regional Council.

Although we disagree with the opinions of the two panel members and with their revisions of the panel's original charge, unsanctioned by PSRC leadership, the port understands completely that the decision to accept or reject these additional opinions lies with the Regional Council. We will abide by the council's decision.

The fact remains, however, that passenger traffic at Sea-Tac through the first two months of 1996 has increased 11.6 percent compared to the same period last year. The continued vitality of the Northwest requires decisive action to meet the ever-growing demand for air transportation. It is incumbent upon the leaders of this region to recognize this need and to solve it. We urge the PSRC, as the region's primary transportation planning agency, to provide that leadership.

The Port has undertaken and completed the actions asked of it pursuant to the Resolution. We completed a $4.2 million, 5,500-page, site-specific environmental impact study which supports the proposed third runway. We participated fully in the PSRC expert panel process, and, as you know, we joined with the Regional Council earlier in the two-year "Flight Plan" study of the Puget Sound Air Transportation Committee. More than seven years of intense public planning processes designed to grapple with our regional air

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TELEX 703433
FAX (206) 728-3252

capacity issues have concluded that Sea-Tac expansion is the most economic and environmentally sensible option. None of the analyses, including examinations of more than 30 potential airport sites, have yielded a regionally acceptable alternative.

Because PSRC approval was not forthcoming by April 1, we do not intend to proceed with deliberations toward the proposed construction of an additional runway at Sea-Tac at this time. We are directing our staff accordingly. We will honor our commitments to move forward with our aggressive noise abatement and insulation programs, subject to available funding. We also pledge to provide the region with a first-class airport to the degree possible under existing airfield capacity constraints.

The Port's participation in regional air transportation planning over the past several years has come at significant political and economic cost. We accepted that as part of the responsibility of addressing the critical air capacity needs of the region. If, however, significant delays or alterations in proposed airport expansion ensue, the Port would be obliged to re-evaluate the costs and funding options contained in any subsequent proposal.

Very truly yours,

Jack S. Block
Commission President

Paige R. Miller
Commissioner

Patricia Davis
Commissioner

Paul Schell
Commissioner

Gary Grant
Commissioner

Political/State/Expert Panel's Decision

RECEIVED
APR 03 1996
PUGET SOUND REGIONAL COUNCIL

Henry J. Frause
411 S.W. 186th
Normandy Park, WA., 98166-3959

To: PSRC
Mr. Doug Sutherland, President
1011 Western Avenue. Suite 500
Seattle, Washington, 98104-1035

CC: U.S. Rep. Randy Tate; State Reps.33rd District; Mr. Sid Morrison, DOT; Mayors of Local Jurisdictions; ACC and RCAA.

Ref.: Expert Panel's Final Decision on Noise Issues, dated March 27, 1996.

Subject: PSRC's Resolution (A-93-03) and its Impact on Related Legislation.

Dear Doug,

You made a statement at the news conference, that the PSRC would not attempt to make a quick decision concerning the National Independent Panel of Expert's "noise decision" relative to Resolution (A-93-03).

The Port, on the other hand, is declaring the Council's Resolution is too restrictive and is trying to poo-poo the Resolution by referring to it merely as a non-binding recommendation. Making recommendations is actually an operational step within your own charter. The PSRC under the MPO is merely a Planning Organization. That's what you are.

If you are considerating a strategy that will reduce your recommendations concerning the quality and quantity of aircraft noise so that the Port can forge ahead with its third runway, I fear you will be in great trouble because that decision will lead you directly into our Constitutional Civil Rights. One man/one vote does not mean, one man/two votes! Tinkering with our Constitution is a felony.

The citizens of Washington have not, as yet, establish a Regional Government. You are presently operating under Commercial By-Laws...which means, that you cannot legally solve the Port's noise problems except to make suggestions or recommendations.

On page 33 of the Panel's report, the ACC suggested that a tradeoff linking a Federal Part 161 program proposing some new abatement restrictions on aircraft operations (some capacity limits) with approval of a third runway (capacity enhancement), as a combination package to produce both improved noise relief and net capacity gain.

In doing so, the ACC's suggestion of utilizing Federal FAR161 would put the airport under the Airport Noise and Capacity Act of 1990. Consequently, with that tradeoff, the airport would immediately be placed and controlled under Constitutional law; and the Port's By-Laws would no longer apply to their activity. The Airport Division of the Port of Seattle would be eliminated including their Mediation document; and, the Commissioners would have to be layed off.

Political/State/Expert Panel's Decision

SeaTac's Airport problems are more complicated than just a runway. The Port needs a lot of money to proceed with the construction of its project. Even though there is $267 Million dollars lying in limbo in Congress, the Federal funds are apparently tied to the PSRC's Resolution (A-93-03); but, those Funds are only dispersible when the Port and the FAA comply with the Health Education and Welfare and the EPA Clean Water Acts.

The citizen's are protected under the Constitutional NEPA Act; and this Act is tied to PSRC's 2020 Vision Program. The Puget Sound Regional Council cannot circumvent the citizen's Constitutional Bill of Rights by substituting a Corporation's by-law version of (NEPA). To do so would be highly unconstitutional.

It is my suggestion that the present Puget Sound Area Council (A planning Organization) stop acting like a legislative arm of government and return this headache to the legislature where it originally started. There is no way that you can convert a 2500-acre airport into a 25,000-acre airport inside the city limits of Seattle. Your Comments will be appreciated. Thank You.

Sincerly,

Henry J. Frause

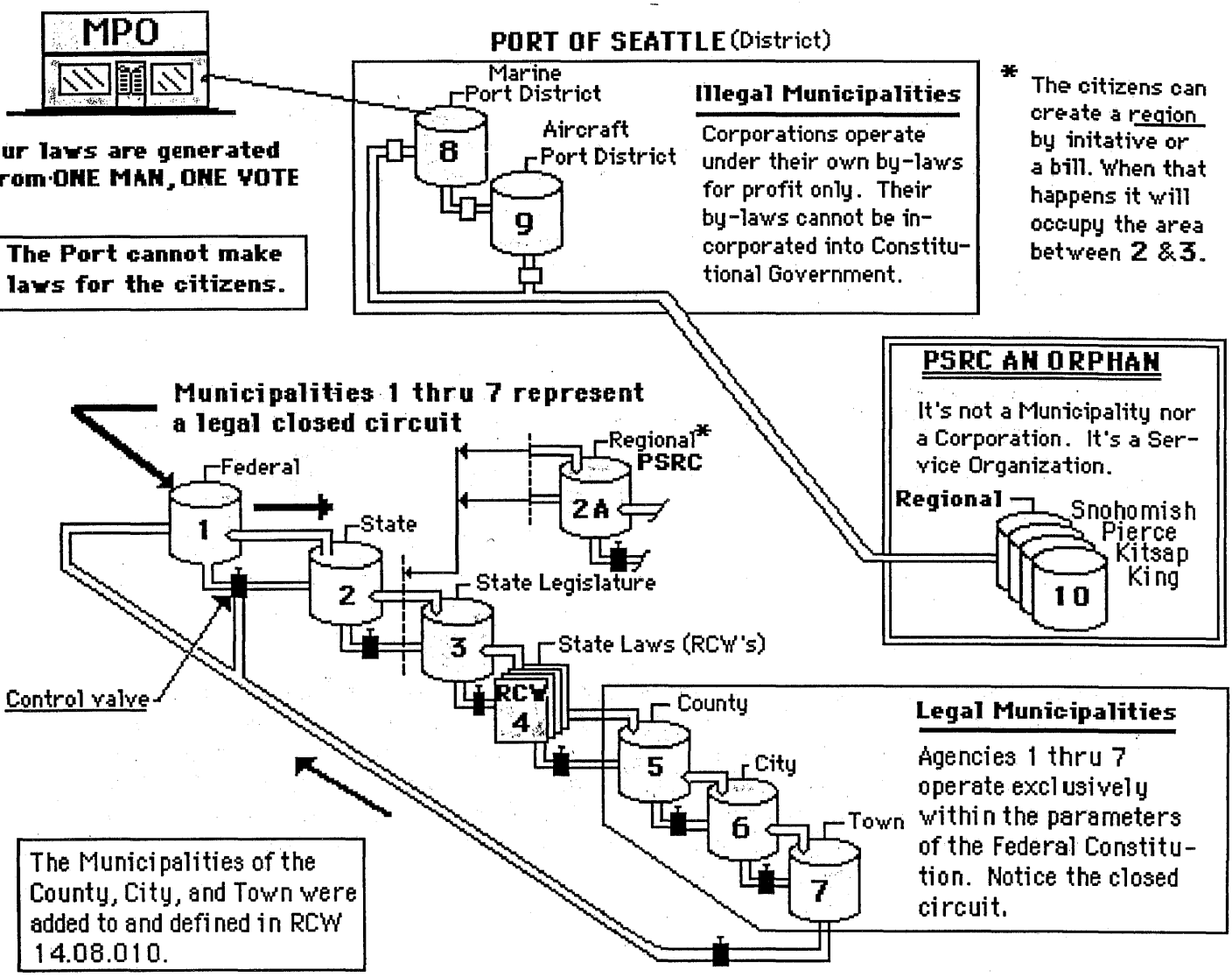
Henry J. Frause

Attached are two charts that I drew for the purpose of trying to understand the mechanics of political operations of interactive government procedures. I challenged my keen analytical mind just to follow you around for a while to see what I might find out. I must agree with all of you, it's the damnest merry-go-round ride I ever had. Check my charts out and tell me how close I came to hitting the mark on the head. Or, would you rather check me out to see how much I know about corporation by-laws?

IF THE AIRPORT, RIGHT NOW, WAS CONTROLLED AND OPERATED UNDER MAJORITY RULE, IT WOULD QUALIFY FOR $267 MILLION DOLLARS. UNDER MINORITY RULE---EH!

I respectfully anticipate a Reply. HJF

YOU CAN'T HAVE TWO SETS OF LAWS RUNNING THE GOVERNMENT OF THIS NATION OR STATE



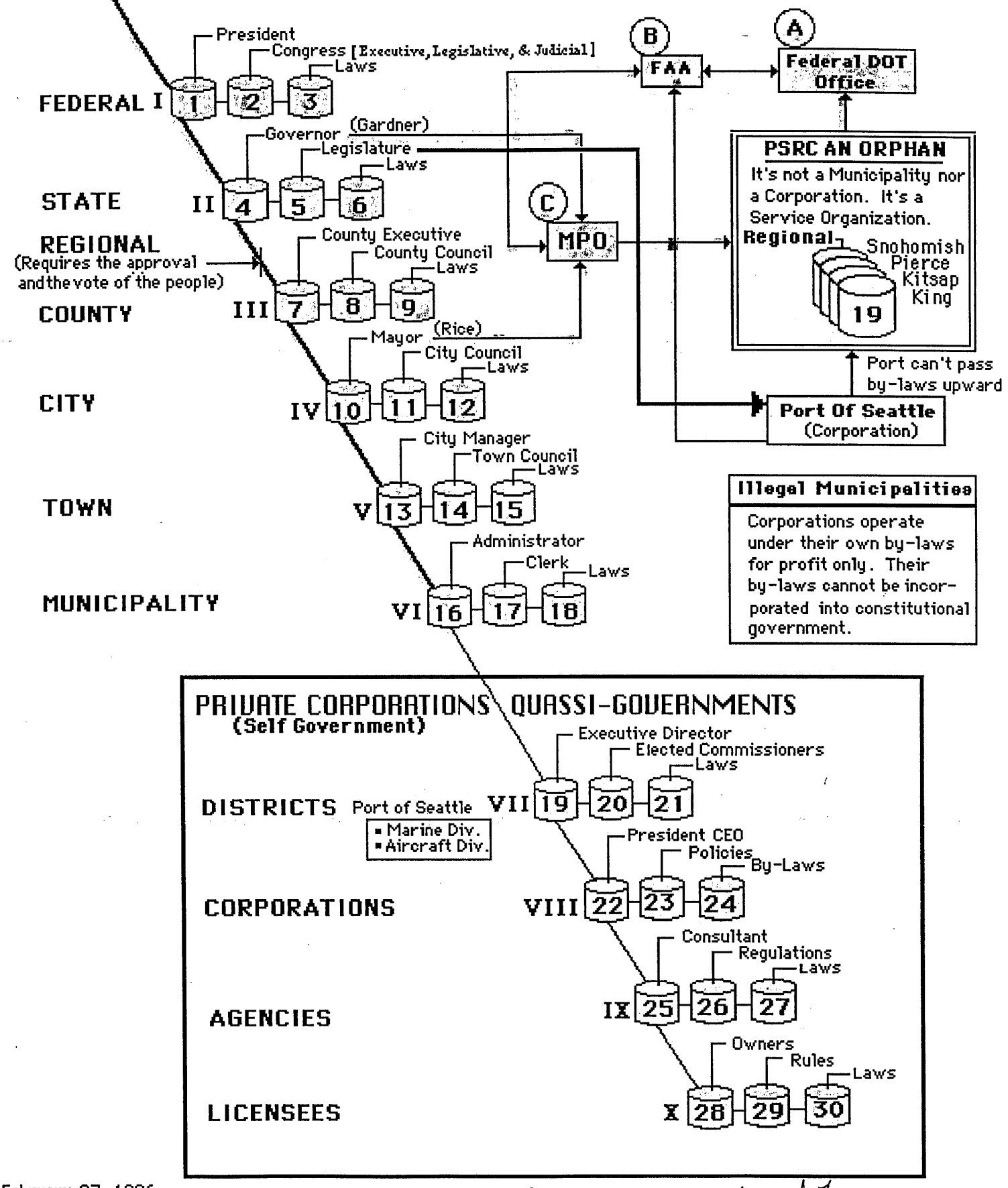
The term Municipalities did not show up in the RCW Laws of the sstate prior to 1945. [Please refer back to Step 8 (a) and (b), and Steps 9 and 10 for the background]. It should also be noted that the writers of the law speak of the Municipal Airports Act of 1945 in one place and as the State Aeronautics Department Act in another place. It is my suggestion that this varience be corrected or explained.

The information presented in Step 10 was perhaps the forerunner notes to be added later and defined legally. Chapter 14.08 entitled MUNICIPAL AIRPORTS--1945 ACT was editorially revised and published in 1994. There doesn't appear to any way that the Municipality of the PSRC (Puget Sound Regional Council) can be included into the RCW. To redefine the Port of Seattle under a new and larger Regional District will be tough.

Under the Municipal Airport Act of 1945, Sea-Tac was built under the Municipality of the Port of Seattle. It must be noted, herewith, that the Port of Seattle could not be given the viable title and position of a Municipal Corporation to construct and operate an Airport for profit and at the same time also operate as a bonified Municipality within the structure of the Constitution. The Port cannot have it both ways. The legislature assigned values to the Port of Seattle which were unconstitutional. Besides that mistake, the PSRC was born outside the State Constitution and as a result, it now has no legal identity.

Henry J. Frause

WE THE PEOPLE
ROAD MAP OF CONSTITUTIONAL GOVERNMENT



Henry J. Fraser

FAX 206-587-4825

DOUG SUTHERLAND - Pierce County Executive
President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035

Re: Tabling of Third Runway Issue

Dear Mr. Sutherland
As we are all aware Mike Lowry will not run again for Governor leaving that office open.

King County Executive Gary Locke and Seattle Mayor Norm Rice have indicated strong interest in the Governors race and will probably come out as very strong candidates.

The media indicates that Gary Locke favors a new airport while Norm Rice favors a third runway. The political die is cast.

This appears to give the PSRC a "Hobson's Choice" as any vote for or against the third runway will be construed as political and could be legislatively overturned through the Governor's Office and seriously damage the credibility of the PSRC.

Perhaps it would now be appropriate to table the issue and allow PSRC staff to work on non political issues.

Sincerely

Dan Caldwell
Member of CASE
19547 Second Ave. S.
Des Moines, Wa 98148
(206) 824-0736

April 2, 1996

Charles J. Dunsmire, Editorial Page Editor
Seattle Post-Intelligencer
P.O. Box 1909
Seattle, Wa. 98111-1909

Subject: April 1, 1996 Editorial:"Airport decision rests with P.S.R.C."

This editorial suggesting that the Puget Sound Regional Council (PSRC) override the final decision of the Expert Arbitration Panel and shove the third runway down the throats of King County citizen taxpayers was not only fascist but supported only by false statements.

In April, 1993, the PSRC agreed to a process for justifying the construction of a third runway by satisfying three conditions: 1) not being able to locate an alternate site; 2) not being able to use alternate transportation means such as high speed rail, etc.; and 3) reduction of noise levels on the ground surrounding SEA-TAC. Your editorial states that the first condition has been satisfied. WRONG! In October 1994, the political decision was made by PSRC to abort the search for an alternate airport site without any technical data. Claims of a 2-year study without any success are completely phoney. No cost data, schedule data or any engineering facts were gathered, only political speeches. No sites outside the Puget Sound Region were even considered.

The third condition has clearly failed. Sea-Tac has enough noise pollution now in addition to air and water pollution not being considered at this time. The PSRC, Port of Seattle and Seattle P.I. must understand that this ruling is binding. It was made by an independent panel of experts, free of regional politics and contracted by the State of Washington Dept. of Transportation. This process has been known since April 1993. To act as your editorial suggests and build it anyway violates all of our democratic and legal rights.

In addition, it would be a very poor business decision. Why spend so much money for a temporary solution when a new airport could be built for approximately the same cost? Expanding SEA-TAC will not solve flight delays, only increase traffic delays.

Jm Bartlemay

James M. Bartlemay
P.O.Box 98732
Des Moines, Wash. 98198
(206) 824-6589

cc: Puget Sound Regional Council
King County Executive Gary Locke
Dept. of Transportation Sid Morrison
Congressman Randy Tate

April 2, 1996

RECEIVED
APR - 4 1996
PUGET SOUND REGIONAL COUNCIL

Ms. Mary McCumber
Puget Sound Regional Council
1011 Western Avenue
Seattle, WA 98104

Dear Ms. McCumber:

I am requesting that you please identify whatever state statute or federal law allows the PSRC as an MPO to decide expansion of Sea-Tac Airport as a regionally significant facility TIP which does not fall under the normal jurisdictional purview of the PSRC, i.e., federally funded programs for Highway and Transit improvement projects?

I would also like to know how the PSRC can make the determination to expand a local Port district facility, i.e., funded by King County taxpayers for the benefit of the county economy, to then benefit regional economic growth but continue to include only the funding of King County taxpayers?

In case you might claim that the taxpayers finance only the water port, this is not necessarily true since the creative accounting of the Port of Seattle allowed by state law does not require that income receipts, whether generated by bond, operating revenue or levy, be seperated on spending reporting. State statue does not differentiate between the water port and airport within the scope of import, boundary, taxing or authority.

Thank you,

Debi L. DesMarais
24322 22nd Ave S
Des Moines WA 98198
878-5093

GREATER SEATTLE CHAMBER OF COMMERCE

Suite 2400
1301 - 5th Avenue
Seattle, WA 98101-2603

(206) 389-7200
(206) 389-7288 FAX
(206) 389-7248 TDD/TTY

April 4, 1996

The Honorable Doug Sutherland
President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland,

On behalf of the Greater of Seattle Chamber of Commerce, we urge the Puget Sound Regional Council to move ahead with the proposed runway at Seattle-Tacoma International Airport without further delay.

Seattle-Tacoma International Airport is an essential regional facility that is vital to the economic health of the Puget Sound region and Washington state.

Over seven years ago, regional business, labor and community leaders approached the PSRC about our region's impending air capacity crisis. After seven years of careful, deliberative study and citizen participation, 88 percent of the Puget Sound Regional Council voted to **vigorously pursue** construction of the new runway at Sea-Tac subject in part to an independent assessment of the Port's noise reduction program. The Expert Panel appointed to accomplish this task determined by a 2-1 vote that "the Port has not shown a reduction in real-on -the ground-noise impacts sufficient to satisfy the noise reduction condition imposed by Resolution A-93-03."

If the Expert Panel had followed the original scope of work established by the PSRC, then conditions for runway approval would have been met.

The panelists unanimously agree the Port of Seattle has met the goals of the Noise Mediation Agreement, which the PSRC established as the criteria for satisfying Resolution A-93-03 and its implementation steps. In fact, the panel commends the Port for its impressive noise reduction efforts. But two of the panelists, a majority, state that meeting the criteria of A-93-03 is not sufficient. This majority states that the acknowledged reduction in noise at Sea-Tac isn't "meaningful," a term that was originally struck by the PSRC from Resolution A-93-03 because of its inherent subjectivity. "Meaningful" is arbitrarily defined by the two panelists in a manner that imposes an unrealistic standard of noise reduction on the Port. It is clear to us that the panel did not follow the scope of work established in Resolution A-93-03, therefore we question the panel's ruling.

Because the goals of the Noise Mediation Agreement form the basis of the conditions for runway approval in PSRC Resolution A 93-03, and the panelists unanimously agree that the Port has met the goals of the Noise Mediation Agreement, there is **implicit** agreement among panel members -- even if a majority states otherwise -- that the conditions imposed by Resolution A-

93-03 have been met. We urge the PSRC Executive committee to closely examine the ruling mindful that the panel overstepped its scope of work.

Noise mitigation efforts must be reasonable, cost effective and achievable.

There is no denying that airports generate noise. The Port has undertaken an impressive array of noise mitigation efforts and, as the panel acknowledges, is a "leader in the field of airport noise control." The final EIS for the airport master plan establishes a mitigation program above and beyond what is required by the Federal Aviation Administration. It would be inappropriate for the PSRC to propose a mitigation package that would make the proposed expansion of Sea-Tac economically infeasible. There must be a rational nexus between noise impacts and proposed mitigation measures. If, however, the PSRC determines that mitigation must be above and beyond what is already anticipated, the burden of funding that mitigation must not fall solely on the Port of Seattle and the citizens of King County.

The proposed runway at Sea-Tac is the best and only solution to the region's impending air capacity crisis.

Passenger traffic in and out of Sea-Tac continues to grow at an unprecedented rate, breaking new records each year. In fact, during the first two months of 1996 alone, passenger traffic increased 11.6 percent. We cannot afford to jeopardize our economic future and our competitive position in the global economy because of indecision on behalf of the region's elected leadership.

We recommend that the PSRC move ahead with the proposed runway and direct the Port of Seattle to implement those recommendations that are achievable, cost-effective and within the Port's ability to implement.

Sincerely,

BobWatt
President

Phyllis Campbell
Chair

cc: All Puget Sound Regional Council Members

AIR WASHINGTON
• Airports for the 21st Century •

April 4, 1996

The Honorable Doug Sutherland
President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland,

Air Washington is a statewide coalition of labor, business, and government groups that's a strong advocate for the proposed runway at Seattle-Tacoma International Airport. As such, we urge you and Puget Sound Regional Council executive board colleagues to thoroughly review the Expert Noise Panel's recommendations on how the Port of Seattle might further reduce noise levels at Seattle-Tacoma International Airport.

We agree with the Expert Noise Panel members who wrote that the Port is a national leader in reducing airport noise. Consequently, we found it astounding that two of the members could rule the Port hadn't demonstrated meaningful reduction in on-the-ground- noise impact even while lauding its "impressive array of noise-abatement and mitigation projects." Yet we believe the panel's recommendations offer the region an opportunity to move forward with a project that is absolutely critical to our economic and social well-being.

As we enter the 21st century, the Puget Sound region and Washington state must have a world-class airport with adequate air capacity to compete in the global economy. Without adequate air capacity, we risk economic stagnation, a potential loss of jobs and a compromised quality of life. We've had eight years of study, process, and community involvement which all point to the proposed runway at Sea-Tac as the most cost effective and environmentally responsible solution to our air capacity crisis.

We believe there are no other options to the expansion of Sea-Tac. Our region's elected officials -- not an expert panel -- were charged by Washington state citizens to make tough decisions about our economic future. Air Washington recommends that the PSRC direct the Port of Seattle to implement those recommendations from the expert panel report that are achievable, cost-effective and within the Port's ability to implement.

Sincerely,

Dean Thornton

Ron Judd

George Walker

Co-Chairs
Air Washington

cc: Puget Sound Regional Council Assembly

1301 Fifth Avenue, Suite 2400 Seattle, Washington 98101-2603 (206) 389-7270 Fax: (206) 389-7288

5 April 1996

To: Elected Representatives

Fr: Ray Akers

Re: Results of Puget Sound Regional Council Expert Panel study

You are invited to join elected leaders including Gary Locke and Ron Sims (see attached letter) who are speaking out in support of the Expert Panel decision to reject the plan to build a third runway at Sea-Tac Airport.

Consider the following:

* A third runway will only meet the needs of the Puget Sound region through the year 2015 at best. A new regional airport must still be built.

* Litigation will delay construction of the proposed third runway at Sea-Tac Airport through at least the year 2005 or beyond.

* The latest cost estimates for the full project at Sea-Tac Airport exceed 3.2 billion dollars, making this the most expensive airport project in the history of the United States. A substantial portion of the total cost will be borne by local taxpayers.

* The Port of Seattle has already altered flight paths to direct both existing runways over new communities in Seattle without required approvals. This directly violates Federal law in two areas; 1) no Environmental Assessment has been completed as required (public process), and 2) The Port of Seattle is in direct violation of Presidential Executive Order #12898 (1992), the Environmental Justice Order (public process).

* The least among us now bear the greatest burdern for the proposed expansion of Sea-Tac Airport. The 80,000 residents of southeast Seattle include the largest populations of minorities, low income, elderly and disabled persons, and the largest population of children per capita in the state of Washington. The health and environmental impacts will be devastating to an overburdened community such as southeast Seattle.

* The Expert Panel of the PSRC has spent years evaluating this project and has now rendered a reasonable decision to reject the plan to expand Sea-Tac Airport. Approval of Sea-Tac expansion was understood to be conditioned upon the decision by the expert panel. The Expert Panel has rejected expansion plans.

* The PSRC has stipulated that all conditions must be met in order to obtain support for the expansion of Sea-Tac Airport. The Expert Panel has determined that all conditions have not been met and has therefore rejected the plan for the third runway.

Please evaluate this information thoughtfully before making the decision to support the costliest airport project in the history of the United States. This is a short-term fix to a much larger regional problem, the need for a new regional airport facility. Your vote to approve the third runway project at Sea-Tac airport leaves a legacy of roaring jets, unacceptable levels of air pollution, and higher taxes. All of these impacts are weighted disproportionately upon the minority and low income communities of southeast Seattle.

You can speak for this community which has been denied a voice in the process to date. Please make the ethically correct decision to support the findings of the PSRC Expert Panel and reject the plan to expand Sea-Tac Airport according to the recommendation of the Expert Panel.

Ray Akers

Ray Akers
5222 37th Avenue South
Seattle, WA. 98118

Metropolitan King County Council
Ron Sims, *District Five*
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516 Third Avenue
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(206) 296-1005
FAX (206) 205-5611
TTY/TDD (206) 296-1024
Internet: ron.sims@metrokc.gov

April 2, 1996

Mr. Ray Akers
5222 - 37th Avenue South
Seattle, WA 98118

Dear Ray:

I am pleased that the noise abatement issues raised for years by residents of District 5 have been vindicated somewhat by the recent decision of the Puget Sound Regional Council's (PSRC) own Expert Noise Panel.

As you know, I have consistently spoken-up on behalf of Columbia City residents questioning the accuracy of the Port of Seattle's noise monitoring equipment and the changes in the flight path itself.

While Sea-Tac Airport has tried to reduce the noise through its noise abatement program, the noise panel has determined that these efforts are not good enough in decreasing "on-the-ground" noise impacts. I believe that the PSRC should abide by the recommendation its Expert Noise Panel. Afterall, the PSRC did say that it would back a third runway only if all of several conditions have been met. The third and final condition showing a significant reduction in noise has not met the test.

Your dedication to this issue is to be commended. I appreciate and continue to welcome your input.

Sincerely,

RON SIMS, Councilmember
Metropolitan King County Council

RS:lat

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BRICKLIN & GENDLER, LLP

ATTORNEYS-AT-LAW
FOURTH AND PIKE BUILDING
1424 FOURTH AVENUE, SUITE 1016
SEATTLE, WA 98101

DAVID A. BRICKLIN
MICHAEL W. GENDLER
DAVID S. MANN
JENNIFER A. DOLD
CLAUDIA M. NEWMAN

(206) 621-8868
FAX (206) 621-0512

April 8, 1996

VIA FACSIMILE 296-0198

Christopher Vance
Metropolitan King County Council
1200 King County Courthouse
Seattle, WA 98104-3272

Dear Councilmember Vance:

In response to your faxed letter of April 5, 1996, and acknowledging your request for a prompt, faxed response, my brief answer to your two questions are as follows:

(1) With the recent noise panel decision, through what process can the Puget Sound Regional Council now grant approval for the third runway?

ANSWER: PSRC could grant approval by having the General Assembly amend the regional transportation plan (typically following a recommendation to that effect by the PSRC Executive Board).

(2) Can the Port proceed with construction of the third runway without approval from the Puget Sound Regional Council?

ANSWER: Without approval from the Puget Sound Regional Council, the Port apparently would not be able to receive funds from the Federal Aviation Administration (FAA) for the third runway. The Port would also be unable to receive ISTEA funds for surface transportation improvements directly related to the third runway. The Port may also be precluded by the consistency requirements of the Growth Management Act.

I hope this meets your need for a prompt response to your questions.

Very truly yours,

BRICKLIN & GENDLER, LLP

David A. Bricklin

DAB:mn

cc: Mary McCumber, Executive Director PSRC

Christopher Vance
METROPOLITAN KING COUNTY COUNCIL
District Thirteen

April 5, 1996

Mr. David A. Bricklin
Bricklin and Gendler, LLP
Attorneys at Law
Suite1015
1424 Fourth Ave.
Seattle, WA 98101

Dear Mr. Bricklin:

Given the recent decision by the noise panel I have two questions. I asked these questions at the last Puget Sound Regional Council Executive board meeting, and I now require an immediate response.

1) With the recent noise panel decision through what process can the Puget Sound Regional Council now grant approval for the third runway?

2) Can the Port proceed with construction of the third runway without approval from the Puget Sound Regional Council?

Thank you for your prompt attention to this matter. I would appreciate a faxed response.

Sincerely,

Councilmember Chris Vance
District 13

cc: Mary McCumber, Executive Director, Puget Sound Regional Council

Room 1200, King County Courthouse, 516 Third Avenue, Seattle, WA 98104-3272
(206) 296-1013 TTY/TDD (206) 296-1024 FAX (206) 296-0198

Home address: 9615 S. 203rd St., Kent, WA 98031 Home phone: (206) 852-4020

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IN DEFENSE OF THE PUBLIC INTEREST:

A FIVE MINUTE GUIDE TO GOVERNMENT ACCOUNTABILITY THROUGH THE STATE PUBLIC RECORDS LAW

DOUGLAS TOOLEY

Public records law in this state is truly an amazing tool. With it any citizen may request information about the actions of their government. Information is power and with this power given us we have the ability to hold our government accountable.

The Seattle Times has made superb use of this law, and it's legal cousin, the open meetings act. They have recently brought some small degree of enhanced accountability to the Regents at the University of Washington and will hopefully be able to continue to shed light on the actions of the City of Seattle in the Pang Warehouse fire.

However recent actions by the Seattle City Attorney in regards to the public nature of electronic public records are downright scary. His argument seems to be some strange extrapolation from the applicability of privacy laws to cell phones. Somehow the City Attorney feels that is ok to exempt electronic records, like the GIS files of the City, because this form of record keeping did not exist when the law was written. Hunhh? I'm pretty sure the average citizen would be concerned more about the abuse of government use of technology in these sorts of cases.

Nonetheless the City of Seattle goes forward with it's brazen violation of the public records law - after all the penalties for violation are fairly minor....

One thing that public records law does do is help to define the public interest, an oft confusing thing to nail down. Public records law makes it clear that it is in the public interest to have access to the records and actions of our government. The City of Seattle in conjunction with the City Attorney's Office is violating the public interest of the Citizen's of Seattle. (not to mention a danger to the public safety as evidenced by events surrounding the Pang Warehouse fire).

I guess this shouldn't be to much of a surprise - after all who did we choose as Bond Counsel but good old Foster, Pepper, and Shefelman - including a very active attorney on City related issues like urban villages and the Comp Plan but good old cell phone toting electioneer, witness tampering Tayloe Washburn...

Select Excerpts from State Public Records Law: (RCW 42.17.250 and following)

The people of this do not yield their sovereignty to the agencies that serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may maintain control over the instruments that they have created. *The public records subdivision of this chapter shall be liberally construed and its exemptions narrowly construed to promote this public policy.*

No public agency, official, employee shall be liable for any loss or damage based upon the release of a public record if the individual acted in good faith in attempting to comply with the provisions of this chapter.

Public records shall be available for inspection and copying and agencies shall make them promptly available to any person. ... such persons shall not be required to provide information as to the purpose for the request ... Agency facilities shall be made available to any person for the copying of puvlic records... Public records shall be available for inspection and copying during the customary office hours of the agency. If a public record request is made at a time when such record is scheduled for destruction the agency shall retain posession of the record and may not destroy or erase the record until the request is resolved.

No fee shall be charged for the inspection of public records. Agencies may impose a reasonable charge for providing copies of public records ... charges shall not exceed the amount necessary to reimburse the agency for its actual costs incident to such copying.

The attorney general's office shall publish a pamphlet, written in plain language, explaining the provisions of the public records subdivision of this chapter.

The Attorney General can be reached at 464-4774 or 1-800-276-9883.

City of Normandy Park

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APR - 8 1996
PUGET SOUND REGIONAL COUNCIL

April 5, 1996

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Executive Board Member Sutherland:

As a member of the Normandy Park City Council, I would like to take this opportunity to remind you, as a member of the Puget Sound Regional Council Executive Board, of your obligation to adhere to your own resolution, #A-93-03.

The members of the expert noise panel have recently rendered their decision indicating that the Port of Seattle has not sufficiently reduced noise impacts at Sea-Tac Airport. Your own resolution specifically identifies that the third runway shall not be authorized unless noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts.

The Port of Seattle has not met this very important criteria, therefore, with the interest of our citizens of the surrounding area in mind, and in considering the facts presented, the Puget Sound Regional Council Executive Board can not support the expansion of the Seattle-Tacoma International Airport. Please honor your commitment to look for a proper site for airport expansion.

Sincerely,

K.W. Anderson

K.W. "Skip" Anderson
Councilmember
City of Normandy Park

801 SW 174th Street, Normandy Park, Washington 98166-3679
Telephone (206) 248-7603 Facsimile (206) 439-8674

City of Normandy Park

RECEIVED
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PUGET SOUND REGIONAL COUNCIL

April 5, 1996

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Executive Board Member Sutherland:

As a member of the Normandy Park City Council I am taking this opportunity, prior to any public announcement being made on the Expert Panel process, to remind the members of the Executive Board of their obligation to adhere to the letter and intent of the General Assembly Resolution A93-03. Specifically, that the Expert Panel findings were to be the "Final" decision and it was to be a "binding" decision.

"... the Port has not shown a reduction in real on-the-ground noise impacts sufficient to satisfy the noise reduction condition imposed by Resolution A98-03". It is a simple declarative statement. This condition has not been met. With this Final Decision on Noise Issues and the passing of the April 1, 1996 deadline, it is clear that there is no legal way for the PSRC to approve the expansion plans of the Port of Seattle at Seattle-Tacoma International Airport.

Many parts of the A93-03 process are open to interpretation, but the final decision on noise is not one of them. The aborted search for a supplemental airport site is certainly open to challenge. The committee identified a list of "potential" sites, but the Executive Board chose to terminate the process before any site could actually undergo critical review.

Like the noise decision, the issue of Demand/System management has a clear decision record and is then followed by some qualifying remarks. "We stress, however, that we did *not* find "high speed" rail (or interim improvements to existing rail service), congestion pricing or gate controls to be feasible in the sense that they could not be realized or were unworthy of pursuit". But these remarks are exactly what they seem, background information on the decision process, not a road map for further exploration.

The process is closed, please put it behind you, and look forward towards a comprehensive affordable long term solution!

Sincerely,

Stuart J. Creighton
Councilmember
City of Normandy Park

801 SW 174th Street, Normandy Park, Washington 98166-3679
Telephone (206) 248-7603 Facsimile (206) 439-8674

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PUGET SOUND REGIONAL COUNCIL

Dear Mr. Sutherland:

I hope that you and the rest of the members of the Puget Sound Regional Council are going to stand behind your word to abide the decision of the Expert Panel, which ruled that the efforts to reduce ground air noise have not been sufficient. This is a legally binding judgment.

Consider the fact that delays in 1995 were at 4.77 per 1,000 flights. It certainly seems like the existing two runways are perfectly adequate to me. Even more baffling are the dismal returns this project promises. The ONE PERCENT RETURN on a $526 million dollar investment, the THREE YEARS OF SIXTEEN HOUR DAYS of huge trucks hauling the 23 MILLION CUBIC YARDS OF DIRT, the added NOISE, WATER, AND AIR POLLUTION, all to address a nonexistent problem.

So we don't need it, we don't want it, and best of all you and the rest of the Regional Council are the people that have gone on record as having said that if conditions of noise reduction are not met, the third runway would be stopped. It is time to honor your word.

Sincerely,

Lisa C. Arnold

Lisa C. Arnold

L. Arnold
6716 30th Ave NW
Seattle WA 98117

Doug Sutherland President
Puget Sound Regional Council
1011 Western Avenue
Suite 500
Seattle WA 98104-1035

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APR - 9 1996
PUGET SOUND REGIONAL COUNCIL

April 7, 1996

Dear Mr. Sutherland,

I am shocked at news reports that the PSRC staff is attempting to *mitigate* the report by the expert noise panel. This panel found that noise control at Sea-Tac was not adequate. They found that the success proclaimed by the Port of Seattle has no foundation in reality. The conclusion drawn in this report cannot be *mitigated* any more than the increasing noise at Sea-Tac can be *mitigated* by the Port of Seattle.

Now there are calls for the PSRC to violate the *due process* that the PSRC established and approved in regards to the report of the expert noise panel on Sea-Tac Airport. *Due process is absolutely fundamental in our democracy*. Any attempt to circumvent it shows either a lack of understanding of our Constitution, or even worse, a contempt for this cornerstone of our democracy.

In either event, the PSRC must not sacrifice basic American principles to satisfy the short-sighted economic interests of Port of Seattle and its constituency, the Greater Seattle Chamber of Commerce. I hope that PSRC will have the courage to resist these powerful economic interests and proceed with the process of siting of a Major Supplemental Airport.

Thank you.

Stan Scarvie
204 South 206th Street
Des Moines, WA 98198

SCARVIE
204 S. 206TH ST.
DES MOINES, WA 98198

MR. DOUG SUTHERLAND
PUGET SOUND REGIONAL COUNCIL
1011 WESTERN AVE - SUITE 500
SEATTLE, WA 98104

RECEIVED
APR - 9 1996
PUGET SOUND REGIONAL COUNCIL

3330 E. John Street
Seattle, Wa. 98112
April 6, 1996

Puget Sound Regional Council
Transportation - SeaTac
1011 Western Avenue, Suitee 500
Seattle, WA 98104

I am writing to protest the cynicism of what the P.I. calls the "maneuvering" on behalf of a 3rd runway at Seatac (4/5/96). Its approval was supposed to depend on sufficient airport noise mitigation, as judged by an expert panel appointed by State Transportation Secretary Sid Morrison to report to the Puget Sound Regional Council. But the Port Commisioners went ahead to approve a 3rd runway a day before the panel even reported. That was March 26, 1996. On March 27 the panel reported that airport noise mitigation was insufficient. It said small abatements in noise were overbalanced by increases through increased airport traffic, and that this pattern of insufficient noise abatement would persist through noise increases from traffic increases on a 3rd runway. Since the condition was not met, the 3rd runway should not go forward. However, as we see in the P.I. on April 5, Port Commissioner Pat Davis now ignores the condition and asks the PSRC to approve the 3rd runway. Likewise Snohomish County Councilman Gary Nelson (representing Snohomish preference for Seatac expansion over use of Paine Field for regional air traffic needs), now repudiates the condition and the panel, which he says "came to the wrong conclusion on the wrong question." Mayor Norm Rice, a 3rd runway supporter, equivocates as to whether the panel set to judge the issue of noise now has to be listened to.

All this is cynical maneuvering. The PSRC should stand by the airport noise abatement condition and the review process through the expert panel. These were acknowledged as legitimate by all parties up till now. Now that they have come up with bad news for the 3rd runway they are still legitimate. The PSRC should act in good faith and disapprove the 3rd runway.

Kathleen Blake
Seattle, Madison Park/Madison Valley

From: Grace Foster
To:
Date: 4/10/96 12:17pm
Subject: Phone message for Doug Sutherland

The following message was received by phone on Wednesday, April 10, 1996, at 12:10 p.m. from Mayo Alberigi, 16431 2nd Avenue SW, Normandy Park, WA 98166:

"I feel you should abide by the Noise Panel's decision and vote against the third runway. The real noise problem has not been addressed. The third runway would double noise levels for tens of thousands of people along the flight path. That is because the noise source would be moved 2000 feet closer to this population."

RECEIVED
APR 10 1996
PUGET SOUND REGIONAL COUNCIL

April 6, 1996

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Ave #500
Seattle WA 98104-1035

Dear Mr. Sutherland:

I am writing to ask that you honor the agreement made between the Port of Seattle, the WSDOT, the FAA, and the PSRC to abide by the decision of the expert panel in the matter of the third runway at Sea-Tac Airport. I cannot believe that the PSRC is actually considering subverting the very system they set up. To violate the agreement would be classic "crooked politics" at its worst. I assume that thousands of taxpayer dollars paid for the expert panel study, only to be ignored? The important thing is that all parties signed a document agreeing the expert panel's decision would be binding. I ask you to maintain your integrity, and do the right and honest thing.

It is ludicrous to spend 526 million taxpayer dollars on a third runway, when the Port of Seattle itself admits that a supplemental airport will still be needed in 20 years. Obviously, it is much more responsible to begin work on that supplemental airport now. The search for a supplemental airport site was prematurely aborted due to political pressure. If that site is difficult to find now, it will be impossible after 20 more years of development!

South King County is much too densely developed to subject to increased air traffic. As the expert panel noted, the Port has not yet mitigated the effects of the runways we already have. It is time for the State to step in and site a supplemental airport in a less developed area.

Thank you for your time. I hope to be reassured of your integrity.

Sincerely,

Karen Pelkey

Karen Pelkey
12813 - 4th Ave So
Burien, WA 98168

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APR 11 1996
PUGET SOUND REGIONAL COUNCIL

April 10, 1996

Doug Sutherland, President
Executive Board, Puget Sound Regional Council
1011 Western Ave., Suite 500
Seattle, Wa. 98104-1035

Dear Sir:

We were disturbed by recent statements attributed to you in regard to building the 3rd runway at Seatac. The findings of the Noise Mitigation Panel should be binding. You helped set up the process two years ago, so an end run around it because you don't like the result is neither fair nor moral. Please consider this when you vote at the P.S.R.C. meeting April 25.

Building the most expensive runway in the United States will be more and more recognized as a boondoggle when the facts are known, especially since an auxiliary airport will be needed in twenty years even with a 3rd runway. Now is the time to find an airport site when potential sites are not yet densely populated as is the Seatac area now.

Families around Seatac have a right to be protected from further degradation of our quality of life by any more airport expansion. We were told by the Port of Seattle in 1973 that the 2nd runway would be the extent and end of Seatac growth. Even further noise insulation of schools and homes will not take care of the problem. My small students hold hands over their ears outside at recess time, pinned down by a plane's noise and pollution. We don't deserve a 3rd runway at Seatac. Please vote against it.

Sincerely yours,

Molly Nordhaus

Molly Nordhaus
11974 Marine View Dr., S.W.
Seattle, Wa. 98146 243-1338

STATE REPRESENTATIVE
33rd DISTRICT
KAREN KEISER

State of
Washington
House of
Representatives

EDUCATION
NATURAL RESOURCES

KAREN KEISER
STATE REPRESENTATIVE
33rd DISTRICT

April 9, 1996

Executive Board Members
Puget Sound Regional Council
1011 Western Ave., Suite 500
Seattle, WA 98104-1035

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APR 11 1996
PUGET SOUND REGIONAL COUNCIL

HOUSE OF REPRESENTATIVES
321 JOHN L. O'BRIEN BUILDING
PO BOX 40600
OLYMPIA, WA 98504-0600

OFFICE: (360) 786-7868
RESIDENCE: (206) 839-8694

Dear Council Members:

In the past month since the experts/noise panel announced its decision on the Port of Seattle's efforts to reduce jet noise at Sea-Tac Airport, there has been a much-anticipated wave of rhetoric charging that the panel's decision should be ignored.

I find it discouraging to hear elected officials searching for avenues to undermine a procedure they themselves adopted. In this current climate of suspicion and mistrust of government, I believe it would be a grave mistake for this Board to ignore the Panel's decision and proceed with the Third Runway.

The fact is, two of the three panel members did not believe the Port had conducted "meaningful" noise reductions. Three years ago, the PSRC's general assembly approved -- by an 88 percent majority -- a resolution stating that a Third Runway project could proceed only if the following conditions were met:

- √ An independent evaluation of whether feasible demand management, system management and **noise reduction efforts at Sea-Tac had been scheduled, pursued and achieved;** and

- √ A determination of whether a supplemental airport that could eliminate the need for a the third runway could be sited within the region.

The resolution set an April 1, 1996, deadline.

I would further submit that the noise panel was independently appointed by State Secretary of Transportation Sid Morrison to monitor compliance with the noise and demand system management conditions. In a series of meetings since 1994, these three individuals have studied a mountain of information from mass volumes provided by all parties concerned with this issue. Their decision has been made and I believe it is time we accept the truth on this issue.

I would remind you that the PSRC undertook a study of the feasibility of major supplemental airport sites which included two phases.

The first phase included a four-county search for a feasible site. This phase concluded that Arlington, Marysville and Tanwax Lake would be feasible sites. However, the PSRC did not proceed with phase two of the study, which was to actually examine these three sites. Instead the Board enacted a resolution on October 27, 1994, stating: "The Board concludes that there are no feasible sites for a major supplemental airport within the four-county region...."

The fact is, there were three sites but the PSRC chose not to pursue them. Recent assertions in the Seattle media that alternatives to Sea-Tac Expansion do not exist are simply not true.

To ignore these requirements within the very charter you, yourselves adopted would reinforce the cynicism the public already holds about government.

I urge you to stand firm in your resolve and to abide by the findings of the independent noise panel.

Sincerely,

Karen Keiser
State Representative
33rd Legislative District

KLK:se

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APR 11 1996
PUGET SOUND REGIONAL COUNCIL

P.O. Box 23031
Seattle, WA 98102
April 9, 1996

Mr. Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035

Re: Seattle-Tacoma International (Sea-Tac)
Airport Third Runway

Dear Mr. Sutherland:

As the owner of residential properties in the greater Seattle area, two of which are located southwest of Sea-Tac and one, located northeast of the airport, I have first-hand knowledge of the noise-impact from planes using Sea-Tac. Although the Port of Seattle claims that the noise-level from the airplanes using the airport is decreased, my personal experiences say that is not so.

At the house closest to the airport you cannot carry on a conversation outside in the yard at certain times when planes are awaiting and beginning takeoff. During some takeoffs the insulated glass in this house rattles. And, during peak departures the bombardment of takeoff noise is enough to cause anxiety over the deafening noise.

The second house, southwest of the airport in Federal Way, is located near the air flight pathway. Metal and glass objects in this house clatter when certain heavier planes go aloft. The noise from some planes feels like it is filling every pocket of air space inside. When I stay overnight at the house the 3-4 a.m. flights always wake me from my sleep.

The third building affected by the Sea-Tac noise sits on Capitol Hill, just east of downtown Seattle. Here the avalanche of takeoff noise conjures up images of rockets being launched during wartime. When the airplane noise begins in the morning, sleep ends.

And, with increased air traffic from Sea-Tac, the noise bombardment will only get worse. Even with quieter engines and insulated buildings the present airplane noise disrupts one's activities.

The communities surrounding Sea-Tac have carried more than their fair share of the noise impacts from the airplanes taking off and landing at Sea-Tac. I do not think that it is fair to ask

these communities to carry an even greater share. Every neighborhood in the Seattle-Tacoma-Bellevue-Everett-Olympia area must shoulder the burden of increased air traffic in western Washington.

In addition, the cost to build one more runway at Sea-Tac is staggering to me, both as a businessperson and as a taxpayer. Per the Final Environmental Impact Statement, concrete and dirt wil cost $550 million. To add insult to injury, this very expensive runway will only be a temporary solution -- in fifteen years after the completion of the third runway Sea-Tac will not be able to accomodate the projected increase in airplane usage. The third runway truly is a gold-plated bandaid.

What seems to me to be the common sense approach to increased air traffic is to have four major airports in Washington state: one north of Seattle (near Marysville), one south (near Olympia), The Spokane Airport (eastern Washington), and Sea-Tac. The Puget Sound Regional Council's (PSRC's) support of expanding Sea-Tac was a direct result of the constituents of the elected officials sitting on the Council saying no to any new or expanded airport in their communities. Now PSRC is trying to deflate the expert panel's report, which I thought was a binding decision.

Two issues dominate the debate regarding the expansion at Sea-Tac: quality of life and economics. I believe that these two issues dictate that the third runway at Sea-Tac Airport should not be built. PSRC should recommend that the Port of Seattle scrap its plans for runway expansion at Sea-Tac.

Sincerely yours,

Virginia K. Strong

cc: King County Executive Gary Locke

16406 8th Avenue SW
Seattle, WA 98166
(206) 243 9243

RECEIVED
APR 11 1996
PUGET SOUND REGIONAL COUNCIL

April 10,1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle,WA 98104-1035

Dear Mr. Sutherland

In reference to the Puget Sound Regional Council and the forthcoming meeting on April 25th.1996. I disagree with the plan to construct a third runway at SeaTac and have voiced my objections many times, beginning February 13th 1992 at the SeaTac Red Lion Inn meeting. Subsequently, letters were sent to officials etc. outlining my opinion of the proposal's ineffectiveness. A brief summary of my position is:

1 The planned third runway will not be sufficiently separated from the existing runways to be considered as a independent runway. Meaning that in IFR weather, landing aircraft will not be cleared for simultaneous approaches. Therefore Status Quo!

2 The inconceivable expense to land fill the valley west of the existing airport boundary.

3 The exaggerated claims about weather conditions i.e. "poor weather occurs approximately 44% of the time". The Port arrived at this figure by using a IFR definition of a five thousand foot ceiling and five miles visibility. FAA defines IFR weather as three (3) thousand feet and five miles visibility. This is a considerable difference and creates a credibility factor in the proposal.

4 Remember the studies that predicted tremendous electric power shortages and promoted the WPPSS debacle. A repeat of this type of a boondoggle must be avoided.

5 Noise. The increase in aircraft noise has doubled in the past two years, especially static maintenance engine runups that occur at any time of the day or night. They can and do rattle the windows in my house!

I do not know what the Expert Arbitration Panel's decision will be but I believe we have a moral obligation to abide by it. Political interests must be avoided to arrive at a sound long range solution without spending a billion dollars.

Thank you for your consideration of my comments in opposition to the third runway at SeaTac.

Sincerely,

James F Mellon
Commercial Pilot,
Retired.

cc: Members of the Exec.Bd.
(Request distribution)

Please include the enclosed letter in the next meeting agenda for each Executive Board Member and distribute to the General Assembly.

REGIONAL COUNCIL

King County Executive Gary Locke
400 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Dear Executive Locke:

We wish to express our appreciation for your thoughtful comments regarding the need to pursue other regional or state long-term air transportation capacity alternatives rather than build a short-term limited purpose third runway at Sea-Tac Airport. C.A.S.E. members strongly concur that the pursuit of alternative capacity strategies are far more environmentally responsible than further burdening the viable communities near Sea-Tac Airport with excessive noise and other pollution.

We are also very interested in whatever measures will be recommended to implement meaningful noise reduction for this area and whether such redoubling of insulation or other will be sufficient. We are keenly aware of recent greater noise disturbances in our communities likely directly related to a 12% first quarter 1996 increase in flights at Sea-Tac over last year. These increases, and the forecasted upcoming peak period, were not considered by the expert panel when they ruled that meaningful noise reductions have not occurred, and did also indicate that increased frequency of flights were expected to quickly overtake any reductions which may have occurred in the past. It is not unreasonable at this time, that some measure of control be placed upon this environmental hazard until relief in the form of an interim solution can be found.

Additionally, as you may be aware, with adjustments to the model input for the air pollution inventory, in answer to comments from EPA, PSAPCA and other interested parties, the final EIS for the third runway now predicts higher carbon monoxide levels and more exceedances of the *National Ambient Air Quality Standards*, including nitrogen dioxide, than the draft EIS in areas of public access. Mitigation strategies are not expected to decrease the existing condition violations, only the build alternative increases. We believe that it is important that all members of decision making bodies should seriously consider these significant burdens to the thousands of families living near the airport as they attempt to discern any course of action regarding the third runway and/or other alternatives.

Sincerely,

Debi L. DesMarais, President
C.A.S.E.
cc: PSRC, Executive Board Members

19900 4th Avenue S.W.
Normandy Park, WA. 98166

City of Normandy Park

RECEIVED
APR 11 1996
PUGET SOUND REGIONAL COUNCIL

April 9, 1996

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Executive Board Member Sutherland:

I would like to take this opportunity to remind you, as a member of the Puget Sound Regional Council Executive Board, of your obligation to adhere to your own resolution, #A-93-03.

The members of the expert noise panel rendered their decision that the Port of Seattle has not sufficiently reduced noise impacts at Sea-Tac Airport. Your own resolution specifically identifies that the third runway shall be authorized by April 1, 1996 when noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts.

The Puget Sound Regional Council Executive Board can not support the expansion of the Seattle-Tacoma International Airport based on the expert noise panel's decision. The Port of Seattle has not sufficiently met the very important criteria established by the PSRC.

Sincerely,

Kathleen Vermeire
City Councilmember
Normandy Park

801 SW 174th Street, Normandy Park, Washington 98166-3679
Telephone (206) 248-7603 Facsimile (206) 439-8674

City of Normandy Park

801 SW 174th Street, Normandy Park, Washington 98166-3679
Telephone (206) 248-7603 Facsimile (206) 439-8674

City Council
John Rankin, Mayor
Claire Drosdick, Mayor Pro-tem
Kermit "Skip" Anderson
Stuart Creighton
Bob Davis
Guy Spencer
Kathleen Vermeire

City Manager
Merlin G. Reynolds

April 9, 1996

RECEIVED
APR 11 1996
PUGET SOUND REGIONAL COUNCIL

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104

Dear Executive Board Member Sutherland:

I have been impressed by the careful work of the Expert Arbitration Panel on Noise and Demand/System Management Issues at SeaTac Airport. Their Final Decision on Noise Issues, issued March 27, 1996, shows great attention to detail in answering the questions which the PSRC put to them.

In April 1993, the PSRC decided that proof that meaningful, significant noise reduction has been scheduled, pursued and achieved, was a necessary precursor to its authorization of a third runway at Sea-Tac Airport. The Expert Panel's analysis concluded that meaningful, significant noise reduction had not been provided.

The Panel's minority argues that reduction has been achieved. He relies on the logical fallacy that since the PSRC obviously wanted the runway, it never intended that any finding with regard to noise would put constraints on the runway's development. Therefore, he reasons, since the Port of Seattle has spent some money and effort on noise reduction, adequate noise reduction must have been achieved. I would have expected a better argument from someone qualified to be a member of the expert panel; the weakness of this argument shows the weakness of the underlying factual situation with regard to noise reduction.

The textbook for a University of Washington graduate seminar in acoustics which I took in 1977, Environmental Acoustics by Leslie Doelle (New York: McGraw Hill, 1972), notes in its discussion of Sound Pressure, Sound Intensity and Loudness (p.15, copy enclosed) that the decibel is "the smallest change in sound pressure that the average ear can detect". It goes on, "A 3-dB change in the intensity level is reasonably perceptible, and a 5-dB change is clearly noticeable. An increase of 10dB sounds twice as loud, ..."

I was intrigued to find how well this information agreed with the Expert Panel's finding. They found that even if the Port's selection of the highest sound year (1989-1990) is used as a base year (the Panel disputes this selection), and the Port's sound data are treated as exact and not subject to significant calculation imprecision (the Panel also has a problem with this assumption), the 3.4 dB reduction is not the sort of "clearly noticeable" reduction which is needed to be "significant" or "meaningful". If the 1992 base year is used, the 2.3 dB reduction is not even very perceptible, and if the 1993 base year is used, the 0.9 dB reduction is less than the average ear can detect.

Perhaps more importantly, the Panel found that it is unlikely that significant additional noise reductions are likely if air traffic does in fact grow per Port of Seattle projections. More planes equals more noise, especially now that fleet conversion to Stage 3 aircraft nears completion.

There is another issue which is larger than noise. It has received very little attention. This is the health impacts due to complex hydrocarbon emissions which are to date a necessary part of operating a major airport.

In the 1970s the Port collected hydrocarbon precipitate samples in the flight path vicinity. A Washington State Department of Ecology (WDOE) study of airport air quality in 1991 indicated probable high levels of pollutants, including benzene, a known carcinogen. The Port's 1995 air quality study shows that based on the difference between upwind and downwind measurement sites, current airport operations are likely responsible for formaldehyde levels of 23 times the WDOE's Acceptable Source Impact Level for new industrial pollution sources when wind is from the south. The release of the Port's air quality study was unaccountably delayed for a year from its preliminary scheduled release date, until 1995.

Last year the Port bought the Seattle Christian School site, which is located within the area heavily impacted by flight operations, on extremely generous terms, ostensibly for the commercial development value of the school site, and as part of the deal the School got a new site situated well away from this area. Reducing the long term liability for the carcinogenic effects of these hydrocarbons on otherwise exceedingly healthy youngsters was likely a major factor in the generosity of this offer.

Likewise, the Port included an interesting clause in the avigation easement which must be signed by homeowners in order to receive noise insulation assistance from the Port. The clause stated that the effects of "fumes" from airport operations will not generate a cause of action against the Port. This would indicated that the Port was concerned with liability for air quality impacts.

If indeed there are major health impacts associated with the airport's effects on air quality, our epidemiological and legal systems virtually ensure they will eventually come back to haunt the Port of Seattle and its taxpayers. If even a few hundred citizens collect significant jury awards, the cost of the runway expansion will easily double.

The Expert Panel's decision notes the Port was not forthcoming with various data and calculation assumptions regarding noise, in spite of several requests for that information. Study of the circumstances surrounding the air quality survey suggest a similar lack of openness. Given the current lack of a fully defined financing plan for the runway expansion, I believe there will be a significant increase in taxes necessary to pay for the expense of the runway expansion, which is admitted to be a stop-gap solution good for about 20 years.

If we believe the air travel growth rates which the Port has predicted, we must resume a search for a new airport site now, a site which will be more free of concerns about noise, health, and safety. There are a number of sites identified in the 1994 site search which would impact far less than the 250,000 people who the Panel says live within the 55dB

DNL noise contour surrounding Sea-Tac. By choosing a new site now, we can prevent incompatible land uses from developing within impact range of the ultimate airport expansion. This will assure that all future expansions are at reasonable cost and without significant adverse impacts.

Norm Rice is anxious to boost the City of Seattle's economy at the expense of other Puget Sound regions, specifically the urban areas on the east side of Lake Washington and in Pierce and Snohomish Counties. He seeks to assure that airport expansion takes place as close to downtown Seattle as possible so that Seattle will maintain its dominant role in the regional economy. Consequently he issued a request that you approve the proposed runway expansion regardless of noise, regardless of cost, regardless of long-term consequences.

Likewise, the Port of Seattle, as is true of any bureaucracy, wants to survive, grow, and assure its long-term dominance. The Port is anxious to keep its monopoly on a major metropolitan region's air travel, and the control of financial resources resulting from that monopoly. It is understandable that organizations, both private business and public corporations, want to ensure their continued growth through whatever means necessary, so as to protect and enhance the personal circumstances of their members.

If the Port can convince the PSRC to authorize the third runway, it is probable that by the time a new airport is necessary, well into the next century, the currently available close-in, low-impact sites for new airports will be heavily developed with incompatible land uses. Very significant adverse impacts will result, at extreme cost to the region, either because we will have to build the airport in a developed area, or because we won't build the airport anywhere near the Puget Sound metropolis and we will consequently suffer the regional economic costs of inadequate air transportation linkage.

If the Port was truly forward-thinking, it would be trying to lock up a permanent monopoly on Puget Sound air travel now by assuring the next airport is constructed within its King County boundaries rather than in Snohomish, Pierce or Thurston Counties.

As is often the case in political arenas, the wise choice is not easy, and the easy choice is not wise. I urge you to study the Expert Panel's decision with care. Note the disclaimer in the first paragraph of the Panel's closing remarks. Please make the wise decision for our region. Resume the search for a new airport site while there is time to build it properly.

Sincerely,

Guy S. Spencer

Guy S. Spencer, Registered Architect
Normandy Park City Councilmember
Past chair, Normandy Park Planning Commission

cc: Port of Seattle Commissioners

RECEIVED
APR 12 1996
PUGET SOUND REGIONAL COUNCIL

4-11-96

Dear Mr. Sutherland,

I am writing to ask that you support the Expert Arbitration Panel's decision to NOT build the "Third Runway" at Sea Tac.

It is my understanding that you helped create this process and that the process was BINDING.

Please share this letter to the extire Executive Board.

Sincerely,

Colleen Criss
146 S.W. 166th Pl.
Seattle, WA 98166

12 April 1996

To: All

Fr: Ray Akers, 5222 37th Ave. S., Seattle, WA. 98118, (206)723-2800

Re: Environmental Protection Agency determination of harmful and damaging health and environmental impacts of the proposed expansion of Sea-Tac Airport.

In addition to the Puget Sound Regional Council's Expert Panel rejection of proposed expansion plans for Sea-Tac Airport the following is the EPA's final opinion on the same expansion plans.

Please note that the Port of Seattle and the FAA have not adequaately satisfied the EPA regarding noise and health issues in the Rainier Valley and southeast Seattle.

In summary, the Expert Panel of the Puget Sound Regional Council has rejected the planned expansion of Sea-Tac Airport after more than two years of exhaustive study. The Environmental Protection Agency has found the Environmental Impact Statement flawed and lacking important information which affects at least 80,000 people in southeast Seattle.

I urge you to act ethically and responsibly and decline to support the expansion of Sea-Tac Airport, the costliest airport project in the history of the United States, now estimated at 3 billion dollars to complete. The responsibility for finding and building the next regional airport belongs to the State of Washington. Sea-Tac Airport will not meet the needs of the region with or without the proposed expansion so lets not waste the taxpayer's funds on the expansion of Sea-Tac Airport. The solution is to build another regional airport and develope rail service to link the Puget Sound region together.

Ray Akers

Ray

95-023-FAA

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 10
1200 Sixth Avenue
Seattle, Washington 98101

MAR 18 1996

Reply To
Attn Of: ECO-088

Mr. Dennis Ossenkop
Federal Aviation Administration
Northwest Mountain Region
1601 Lind Ave, S.W.
Renton, Washington 98055-4056

Dear Mr. Ossenkop:

In accordance with our responsibilities under Section 309 of the Clean Air Act and the National Environmental Policy Act, the Environmental Protection Agency (EPA) has reviewed the **Final Environmental Impact Statement (EIS) for Proposed Master Plan Update Development Actions at Seattle-Tacoma (Seatac) International Airport.** The final EIS evaluates four Alternatives, including a No-Action Alternative to meet regional air travel needs beyond the year 2000.

We appreciate the well-organized and detailed final EIS. Many of our questions on the draft EIS have been addressed in the final EIS. Our remaining concerns regarding noise issues are detailed below. Our air quality comments will be submitted in a subsequent letter due to the Federal Aviation Administration's extension of the comment period for air quality issues.

We remain concerned about the noise analysis in Chapter 3 of the final EIS. It has been brought to our attention, between the issuance of the draft EIS and the final EIS, that the present impacts from air traffic affect the Rainier Valley more than what is indicated in the final EIS. Monitoring done on-site using FAA approved noise monitoring techniques has shown unusually high readings for average and peak noise levels. The Record of Decision should document this highly impacted area and mitigation measures should be adopted accordingly.

Many low-income families and minorities reside in the

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Rainier area which qualifies it for consideration under the Environmental Justice Executive Order 12898 (EO), "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations" which is intended to foster nondiscrimination in federal programs that substantially affect human health or the environment. It directs federal agencies to coordinate and formulate agency strategies that identify and address, as appropriate, disproportionately minority populations and low-income populations. The EO also highlights the importance of providing minority populations and low-income populations access to public information and opportunities to participate in matters that relate to human health or the environment.

EPA encourages the lead agency to involve the Rainier Valley residents in the planning process for this EIS and to learn how the affected population perceives its existing burden and risk. Unique cultural practices and level of education/communication and language skills must be taken into consideration when dealing with the affected community through public meetings and media. The EIS should describe existing demographic conditions and the potential social impacts of the proposed alternatives. The following additional information should be included in the Record of Decision:

- analysis of noise impacts on Rainier Valley residents;
- impacts to the community economic structure (i.e., housing values, impacts to businesses, etc.);
- a discussion of the coordination to date with the concerned residents in the Rainier area;
- a plan for future coordination with these residents.

Thank you for the opportunity to review this final EIS. If you have any further questions, you may contact John Bregar at (206)553-1984.

Sincerely,

Richard B. Parkin

Richard B. Parkin, Manager
Geographic Implementation Unit

Please distribute to the other members of the Board

RECEIVED
APR 12 1996
PUGET SOUND REGIONAL COUNCIL

A. Brown
239 SW 189 Place
Normandy Park, WA 98166
10 April 1996

Mr. Douglas Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland and other Members of the Board,

Please honor the LEGAL, BINDING FINAL FINDING of the Expert Panel and reject the Third Runway. We really want the same things for our region so please take the time to read this letter.

The noise reductions the Port claims are based on changing the fundamental assumptions in the noise modeling software so the DNL boundaries would shrink. The Expert Board demanded to review those assumptions but were NOT given access to that data. This forced them to use the remote noise monitoring raw data which shows an increase in noise.

During the Draft Environmental Impact Statement comment process I questioned two noise model assumptions specifically.

(1) Cold Climate Homes (15 to 20 dBs more noise insulation than Seattle homes) The Environmental Impact Statement (EIS) response, R 7-35, to my question regarding the noise model assumption that we live in cold climate homes is that ***only 10 % of the homes in this area are "cold climate" homes (brick or stone).***

The noise model and all noise related mitigation WRONGLY assume we live in COLD climate homes. **The EIS**, however, did not update the model even though the EIS now **admits** that the very **FOUNDATION OF THE NOISE MODELING IS INVALID.**

(2) In response R 6-20 the EIS admits the noise model does not take into reflections. Reflections are one of the reasons the REAL noise got worse when the huge wall and massive buildings were built on the north end of the airport.

Bottom Line : Noise mitigation boundaries are TOO SMALL for the second runway and **for the Third Runway will encompass MOST of Burien, Normandy Park and Des Moines !!!!!!!!!!!!!!!!!!**

In EIS response R-8-10, instead of responding to my concerns regarding Normandy Park and Des Moines which I mentioned specifically, the EIS responded with Sea-Tac and Burien comments. In my comments to the DEIS, I supplied the Normandy Park house sales data for 1988 through 1994, yet it was ignored. Normandy Park will cease to exist as the affluent city it was a few years ago if the Third Runway is approved. My concerns are based on facts, already depressed prices, not statistical surveys in other states.

> **Bottom Line** : If the loss in Billions of real estate tax revenue from depreciated homes is considered along with the real construction and mitigation costs **the Third Runway will have a NEGATIVE Return of Investment for this region** !!!!

If we are forced to go to court to stop the runway, I believe that not just the legality of the Expert Panel's finding would be addressed along with the noise mitigation boundaries. There are an unbelievable number of mistakes in the engineering assessments in the Environmental Impact Statement that also need to be questioned.

The carbon monoxide calculations in the DEIS and EIS offer a good example of the degree of engineering soundness. They take a location that already exceeds safety limits and ADD more pollution BUT end up with LESS pollution than it has now. Most people would expect it to show an increase in pollution which would still exceed safety standards. The trick to adding pollution but having calculations show a reduction is that instead of using a locations REAL pollution values, you use "accepted levels in other studies" according to EIS R-10-60 . Ironically, if the DEIS hadn't reported the real current values elsewhere in the report, I wouldn't have realized how misleading the analysis was.

It would take years to write up all the problems with the EIS and I know your time is valuable so I hope I've given you enough examples to convince you to carefully scrutinize any EIS or Port data. Most of my comments in my approximately 100 page response to the DEIS are still applicable to the EIS.

I recommend that your board deny the Third Runway on the grounds that :

(1) It has a NEGATIVE return on investment for the region
(2) Insufficient growth capacity due to dependent taxing and air space
(3) It is not economically feasible to mitigate Third Runway noise (read between the lines of the Expert Panel findings report)
(4) LEGALLY BINDING Expert Panel findings
(5) Existing wetlands are needed to control current airport pollution
(6) Requires ongoing violations of many environmental regulations
(7) Road facilities are inadequate to support future airport growth
(8) It will be much harder to get FAA funding for the new regional airport if we delay because of FAA funding trends
(9) Master Plan Update forecast for doubling enplanement fees is unrealistically low considering the known Third Runway costs
(10) It's IRRESPONSIBLE to embark on a **Part time** runway construction project that ultimately will cost more the new FIVE runway Denver Airport (If you don't know this to be the truth you need to study the DEIS, EIS and Master Plan Update)

If you do a complete return on investment analysis or require REAL compliance with environmental regulations, the Third Runway has to be rejected. If the Third Runway is approved, then our regulations will CONTINUE to be violated, our local economy devastated, and the belief that most people have in this area, that our government in the Seattle area is too corrupt to function as intended, strengthened.

Let's not waste our time and dollars to kill the Third Runway in court. PLEASE abide by the Expert Panel findings and let this die gracefully instead of in a **scandalous** court battle. Be courageous, act with integrity, and kill the PART Time runway despite political pressure (see enclosure).

Respectfully yours,

Arlene Brown

A. Brown

Enclosure

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My annotations

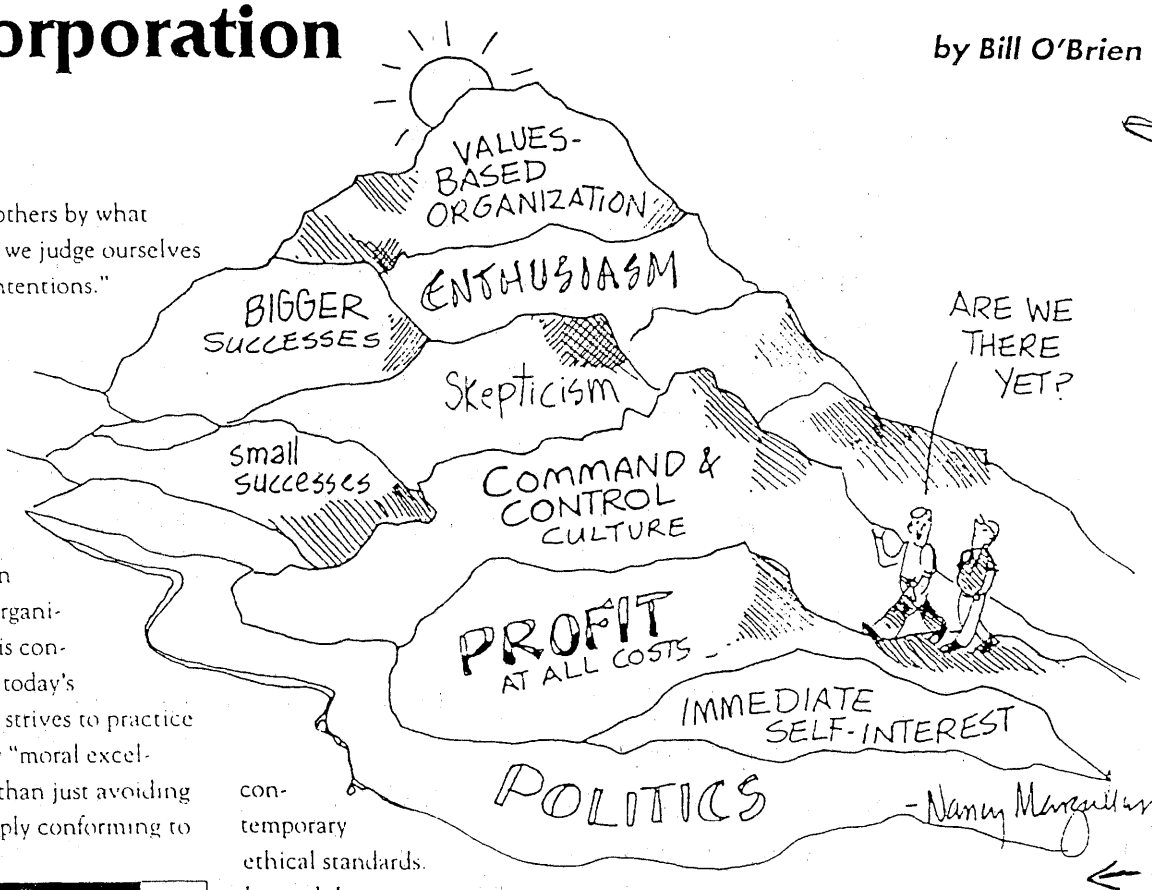
Volume 7
Number 2
March
1996

THE SYSTEMS THINKER™

Building Shared Understanding

Transforming the Character of a Corporation

by Bill O'Brien



"We judge others by what they do; we judge ourselves by our intentions."

"What you *do* thunders so loud, I can't hear what you *say*."

These two quotations capture the difficulties inherent in trying to change an organization from one that is considered "ordinary" by today's standards to one that strives to practice moral excellence. By "moral excellence," I mean more than just avoiding what is illegal, or simply conforming to contemporary ethical standards. Instead, I mean embracing age-old moral truths and pursuing their practice with the same vigor and commitment with which we strive toward technological, marketing, or financial success.

Why make such an investment in moral excellence? Because moral excellence drives human energy. Human energy—in the form of initiative, creativity, fortitude, and stamina—drives product and service excellence, which, in turn, enhances financial performance. In my estimation, the pursuit of moral excellence is the most effective and enduring way to energize organizations, because it taps into our noblest aspirations. In addition, it can engender a social ecology in our companies that fosters individual maturation and happiness.

A Difficult Journey

Most employees want to be moral, and they prefer to spend their working lives in moral environments. Similarly, most leaders, including the members of the board of directors and CEO, want their organizations to be moral. Then why is it so difficult to transform an organizational culture to one based on moral

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PEGASUS COMMUNICATIONS INC

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excellence? I believe there are three reasons.

First, after decades of being treated as a herd of "hired hands," employees are highly skeptical of new schemes of governance. They say to themselves, "I hear what management says, but do they mean it? Will they personally practice what they preach?"

Second, most corporations have not undertaken major efforts to develop the philosophical and moral underpinnings of their governance systems. Most are based on a hodge-podge of notions derived, in part, from Roman army ideas about control, technological innovations aimed at maximizing efficiency, scientific principles about measurements, and lately some accommodations to Douglas McGregor's Theory Y. Few corporations have actually made a systematic effort to design their methods of governance in congruence with how human nature has evolved and is evolving.

Third, most managers have received minimal, if any, instruction about the moral dimension of exercising their responsibilities. Moral excellence in an organization must be undergirded by a network of managers who have paid attention to their own formation as human beings, a subject seldom found in the curriculum of our corporate management education programs or business schools.

Building a Culture to Foster Moral Excellence

So how does one begin the arduous task of retrofitting a corporation's culture to introduce the pursuit of moral excellence at its core? I believe we should begin by taking an honest look at our routine business activities (see "The Moral Stepladder"). To what degree do actions, intended to maximize self-interest, interfere with the company's overall interest? Are decisions influenced by political connivance? Does bureaucracy overwhelm individual responsibility? Do rules and procedures take precedence over human judgment, even when the application of the rule to a particular situation is counterproductive or unjust?

Morality is either facilitated or hindered by the environment. People who may be moral at home are often less moral at work because only the most courageous of us can step out of roles and expectations when it feels like everyone else is "selling out." The journey toward moral excellence entails an ongoing ratcheting up of personal moral formation in tandem with creating a culture that supports and expects such practices. I believe that transforming the moral ecology of a corporation entails two broad-gauge strategies: (1) establishing moral principles for human relations in a company, much as financial information is based on accounting principles; and (2) encouraging managers to pursue their personal moral formation with the same vitality with which they develop professional skills.

Guiding Principles

To identify central organizing principles for human behavior, we can rely on much wisdom that has been collected and tested over the centuries. From my experience as a business practitioner, I would suggest four basic guiding values: localness, merit, openness, and leanness.

Localness is a philosophy that guides the conduct of relations between different levels in an organization. It is more than just decentralization—it is about liberating employees from the oppressive features of the command-and-control structure so that each individual may use his or her job to stretch his or her talents in ways that also benefit the organization. Localness disperses power to competent people in an orderly, disciplined way. Over the long term, wisely distributed power produces better economic results than does centralized power.

Merit means directing every decision and action toward the organization's goals and aspirations, while being consistent with the company's other values. In practice, merit helps to cure the office politics and proliferation of bureaucracy that can demean the dignity of people engaged in work.

Openness and honesty are the world's best navigational instruments. These qualities enable an institution or individual to take stock of where they are, and to chart a course for where they want to go.

Leanness tempers the human inclination for excess comfort and expansion, so that an organization or individual will maintain its health in both good and poor economic times. It embeds the ancient virtue of thrift into the

Continued on page 4

The Systems Thinker™

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The Systems Thinker™ explores both the theory and practice of the learning organization, with particular emphasis on systems thinking as the cornerstone of the five disciplines (as outlined by Peter Senge in *The Fifth Discipline*). Articles by leading thinkers and practitioners articulate the challenges and issues involved in creating learning organizations. We encourage dialogue about systemic issues and strive to provide a forum for debating such issues. Unsolicited articles and stories are welcome.

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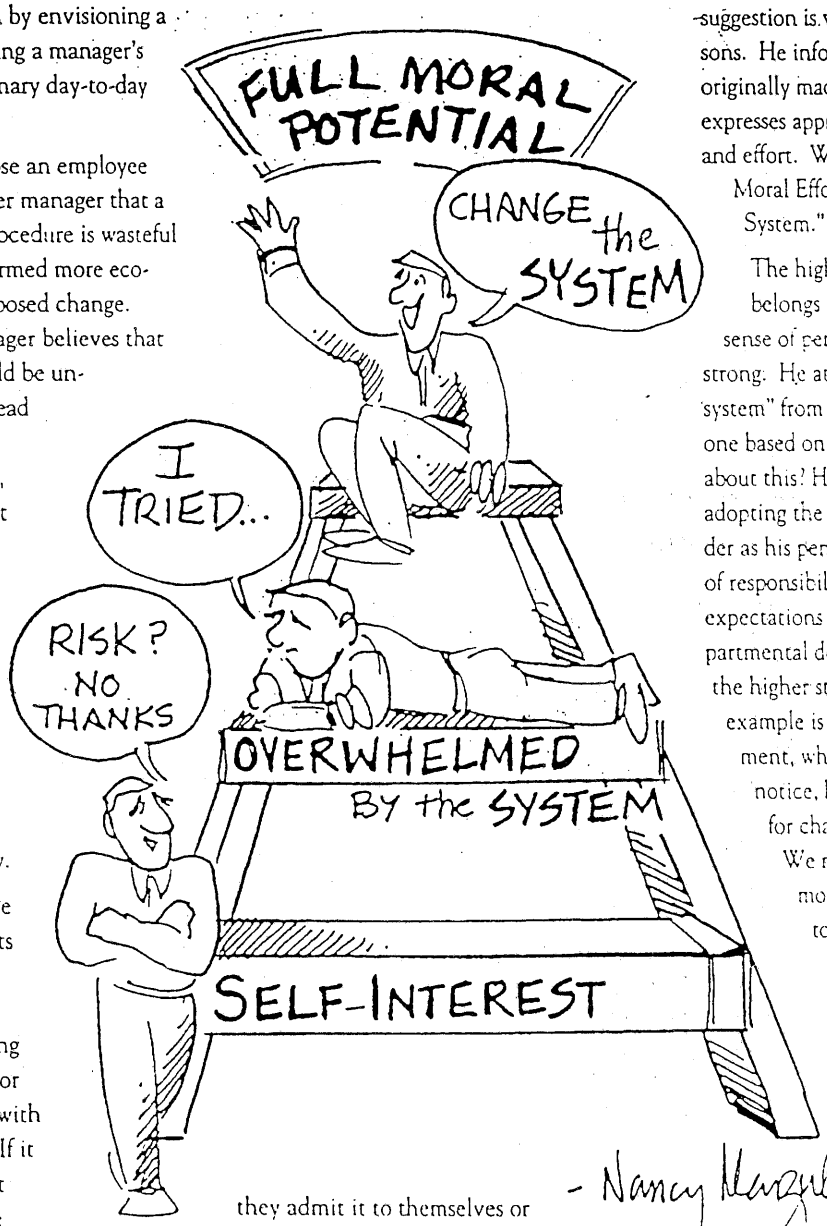
The Moral Stepladder

Transforming an organization's character begins with raising the level of managerial moral behavior in routine matters that are usually invisible to anyone outside a given manager's work environs. It helps me to grasp this abstract notion by envisioning a stepladder for ranking a manager's response to an ordinary day-to-day business situation.

For instance, suppose an employee suggests to his or her manager that a certain standard procedure is wasteful and might be performed more economically by a proposed change. However, the manager believes that such a change would be unpopular with the head of another department, who, in turn, would lobby against it with his boss, so he decides to ignore it. In other words, he puts self-interest ahead of common interest and risk avoidance ahead of his personal responsibility.

The scenario I have described represents behavior on a low rung of our moral stepladder. Nothing done was illegal, nor can anyone point with evidence to a lie. If it were questioned, it would no doubt be excused as something that fell between the cracks. But repeated acts like this sap the vitality of worker teams, stunt the growth of individual aspirations, and tarnish the souls of corporations. They also damage the financial performance of the organization, because it is impossible for dispirited people to thrust themselves fully into productive action for the benefit of an organization of which they are—whether they admit it to themselves or not—ashamed. I label this rung of our moral stepladder, "Putting Self-Interest First."



- Nancy Margulies

If we look at the same scenario on the next rung of our moral stepladder, our manager evaluates the employee's suggestion on the basis of how it will affect quality and cost, is not influenced by self-interest or politics, and recommends that it be introduced into operations. His idea may be adopted, but more likely, his original fears were accurate and the suggestion is vetoed for political reasons. He informs the employee who originally made the suggestion and expresses appreciation for his thought and effort. We label this rung, "A Moral Effort Overwhelmed by the System."

The highest rung on our ladder belongs to the manager whose sense of personal responsibility is strong. He attempts to change "the system" from one based on politics to one based on merit. How might he go about this? He could commit himself to adopting the highest rung on the ladder as his personal standard for his area of responsibility. He could then set expectations for his staff that all departmental decisions be executed at the higher step of the ladder. After an example is set in his own department, which no doubt others will notice, he can credibly advocate for change in the larger entity. We might call this step on our moral stepladder, "Marching to My Full Moral Potential (without becoming a fanatic or martyr)."

This simple and fictitious story offers a scale for comparing the relative character of moral action from a low-level approach to an admirable effort. Thinking of moral action in terms of a progression (i.e., using a stepladder) gets people in an organization out of the either/or trap of "It's not immoral, so it's OK."

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Continued from page 2

soul of the corporation.

Another foundational principle, which I believe underlies the four values stated above, is love. I am not referring here to the romantic or familial connotations of the word, but to "love" in its most universal meaning: extending one's self toward helping another person to become complete. In this sense, love is a predisposition toward helping our employees, customers, vendors, owners, or other constituents. It is an attitude that we can cultivate and direct by our will, just as we do with other personality characteristics. The central question to ask oneself in putting the value of love into practice in the workplace is, "What can I do to help Joe or Mary (or ten thousand employees) complete themselves more fully as human beings"

Practicing the value of love in business is not a soft undertaking, nor is it without tension. The loving manager is always faced with the pressure of achieving the business imperative—balancing the common good of the organization with the needs of the individual. Oftentimes, rendering that help requires inflicting short-term hurt, such as telling someone things he or she would rather not hear. Have no illusions—delivering or receiving this kind of message is not fun. But when it is done for the purpose of assisting in growth, it is a loving act. And if it is genuinely intended, it will be heard and appreciated, even when it hurts. If a loving manager is quick and tough in addressing issues when they surface, most damaging organizational issues can be kept at a minimal level.

Moral Formation of Managers

In order to embed these guiding principles in our workplace, we must cultivate value-based relationships, particularly between individuals at different echelons. This leads us to the second aspect of creating a culture based on moral excellence: promoting the moral development of managers. Those who have highest operating responsibility in an organization should have an equal responsibility for their own moral formation. I believe that when a company engages a manager in a leadership position, his character is as important a consideration as his professional competency.

The emphasis on the importance of promoting the moral formation of mangers is not meant to imply that the majority of managers are immoral. That has not been my experience in more than 35 years in corporate life. But I do believe that most managers operate in a system where morality is underdeveloped in relation to professional skills in technology, finance, communications, etc. Many managers do not achieve the excellence they are capable of, simply because they have not devoted enough time to reflecting on the application of the wisdom of the ages to their professional responsibilities.

Leaders who intend to build corporations that tap into the full inner resources of their people must pay as much attention to their own moral formation and that of their key managers as they do to mental and technical proficiency. As an individual assumes more responsibility in the organization, moral formation becomes even more important. The depth of commitment that employees make to the company's well-being is directly related to their perception of the moral formation of their boss and their boss's bosses. The same can be said to a lesser degree about a customer's loyalty to a supplier.

When a board of directors removes a CEO because the company doesn't respond to his direction, or when a leader loses his position of power because his followers reject him (as happened to Richard Nixon), those who have known the deposed individual frequently say, "Success didn't change him. It *unmasked* him."

Behind that comment is the tacit belief that the individual had some chinks in his character all along, but he was still able perform his responsibilities competently and move on to even higher levels in the company. But what are minor cracks in moral formation in upper middle management positions can be fatal flaws in senior managers, because they set the moral tone for the organization as a whole. This is a critical point that is often underestimated by those with the responsibility for anointing senior executives or CEOs and by those preparing themselves for higher responsibility.

Leadership Qualities

Creating a culture based on moral excellence requires a commitment among managers to embody and develop two qualities in their leadership: virtue and wisdom. The dictionary defines virtue as "moral excellence; right living; goodness." Virtue comes from the Latin word *virtus*, which means "manliness," or "virility." Yet, in modern management circles, virtue is often associated with notions of softness and weakness. Let there be no doubt, transforming corporate rat races into morally uplifting cultures that earn superior financial returns requires an inner toughness on the part of leaders—a willingness to stand against the crowd, an ability to question well-rationalized assumptions, and a faith in the power of the human spirit.

Wisdom, in turn, is more than intelligence. It suggests a special quality of judgment in human affairs, based on knowledge of moral principles, human nature, human needs, and human values. Wisdom is more than what people know; it is who they have become; and who they have become is determined by how congruent their behavior is with their knowledge.

Getting from Here to There

Creating a values-based organization is a formidable undertaking. This is true whether you are the CEO of a complex

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corporation with 100,000 employees or the manager of a small, autonomous division. It is a lifetime's work, and with each step forward, there are new obstacles to overcome and new risks to be taken. Just as your organization reaches one plateau, a new mountain will emerge on the horizon.

It took Jack Adam (my predecessor as CEO at Hanover) and myself six years to see the link between the changes we made in our governance structure and the improved economic performance that followed. It took us an additional six years to build what we considered a mature, values-based, vision-driven culture—meaning our experiment in corporate governance reached a point where it produced consistently superior financial results and widely recognizable individual growth through a process that we knew how to replicate.

Why does it take so long? Because in order to bring about such a transformation, management has to change some of its long-held mental models and replace long-standing habits (see "Challenging Our Mental Models"). People quickly grasp the intellectual dimension of these ideas, and the overwhelming majority, in my experience, conceptually agree with them. But internalizing the ideas and translating them into practice takes quite a bit longer. There needs to be debate and discussion, as individuals wrestle with the personal implications of the new ideas. These conversations will then be followed by the application of the concepts to authentic situations.

Take a Look Inside

Embedding a new philosophy in an organization consists of a series of small successes, followed by bigger successes. All the while, management must live up to the philosophy—in both good times as well as times of crisis. In other words, people must see that the new philosophy works better than the culture being phased out, and also see that their manager is "walking the talk." While this progress is taking place, there will be periods of skepticism and times of enthusiasm, periods of doubt and times of confidence.

Ultimately, the quest for organizational transformation must begin with a personal commitment within each individual to pursue moral excellence. Pushing for the transformation of an organization's culture entails risk, and we can only face that risk if we are clear about our convictions and the beliefs we want to live by. It comes back to Ghandi's observation that transformation takes place when you "become the change that you wish to see in the world."

Although this type of cultural change will take time, the potential payoff is immense. The benefits of releasing bottled-up human energy through the pursuit of moral excellence will show up in a tremendous increase in productivity, as well as unimagined improvements in relationships with external constituencies, who will respond positively to the quality of the experiences they have with such an organization.

It has been my experience that when people are free to choose between high-quality ideas or inferior ones, they inevitably choose the former. They deserve to have this choice in our corporations.

This article is an edited version of B. O'Brien, "Moral Formation for Managers: Closing the Gap Between Intention and Practice" (Cambridge, MA: MIT Center for Organizational Learning Research Monograph, 1995). Copyright © 1995 by Bill O'Brien.

Bill O'Brien was the chief executive officer of Hanover Insurance Company until his retirement in 1991. During his 21-year tenure at Hanover, Bill co-authored a business philosophy that resulted in a significant corporate turnaround. By applying the concepts of organizational learning, he and his staff created one of the most respected companies in the insurance industry, both in terms of the work environment and its profitability.

Editorial support for this article was provided by Colleen Lannon.

Challenging Our Mental Models

The cultural shift toward moral excellence will require a rethinking of our old mental models, and the development of new paradigms for corporate life. The following are several shifts that I see occurring:

Work as viewed as a platform on which people mature and achieve happiness by developing their competencies as well as contributing to the Gross World Product. As an employee, a person is *first* a human being and *second* an instrument of production. When workers sense this fundamental order in a company, they will devote considerable energy to achieving the company's business goals.

Corporate Ecologies based on values and visions (aspirations) will generally outperform command-and-control corporations.

Learning exclusively through the mechanical, reductionistic model has served business well up to now. But it must be augmented by systemic understanding of the enormous inter-connectedness in our world.

Leadership in a vision-driven, value-guided organization has a high component of service, learning, and love. It is about building character and advancing learning throughout the organization.

Seattle, WA 98146
April 11, 1996

Mr. Doug Sutherland, President
PSRC Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

FAX 587-~~7090~~ 4825

Dear Mr. Sutherland,

I am writing to express my concern about your comments that you will use the power of your office to overturn the Expert Arbitration Panel's decision about noise at Sea-Tac airport. I understand that you helped establish the process and that the Arbitration Panel's decision is BINDING under that process, so please honor that process.

I think you are aware that PSRC Airport Task force leader Bob Wallace and Ken Reid who studied the problems at Sea-Tac for the State have both been quoted now to have reservations and doubts about continued Sea-Tac expansion.

I ask you Mr Sutherland, where will this region find a new airport site in the year 2010 if we can't find the courage to look for one today ?

I respectfully request that this letter be distributed to the entire Executive board.

Sincerely,

Marvin Jahnke

Marvin Jahnke
12112-26th Ave S.W.
Seattle, WA 98146

COLDWELL BANKER

ALL-AMERICAN
ASSOCIATES

4-15-96

1221 S. 192TH ST.
SEATTLE, WA 98148
BUS. (206) 244-6400
FAX (206) 244-7593

Doug Sutherland
PSCC
1011 Western Ave, Suite 500
Seattle, Wa 98104-1035
Fax 587-4825

Dear Mr. Sutherland,

It is unfortunate, as a Puget Sound Resident, that you feel it is proper to further destroy the beautiful coastlines of our Emerald City. You know, Mr. Sutherland, that a new airport will be built. This is a waste of taxpayers $. Yes taxpayers will pay. By building a 3rd runway, this regional coastline area will be bombared by more Noise, Pollution and smells.

Aside by the process you created. The arbitration panel's decision is binding. Leave to your grandchildren a legacy they can be proud of. Or legacy of Honor

Susan L. Dellaitzo
1120 Rainbow Lane
Des Moines, Wa 98198
244-2800 X310

An Independently Owned and Operated Member of Coldwell Banker Residential Affiliates, Inc.

April 25, 1996 . . . . . *AGENDA ITEM 4*

CORRESPONDENCE RECEIVED FOR EXECUTIVE BOARD MEMBERS

APRIL 15 THROUGH APRIL 19, 1996

P.O. Box 6315
Federal Way, WA 98063-6315

RIVER CITY Construction Inc.

(206) 939-4545
Fax: (206) 939-4391

Donald Sutherland -

Thank you for stating you will abide by the Expert Arbitration Panel's decision. Please continue to do so and pass this letter on to be distributed to the Executive Board.

Dianna & Bob Dunn

Political/State/ Representative Gov.

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

Henry J. Frause
411 S.W. 186th
Normandy Park, WA., 98166-3959

To: PSRC
Mr. Doug Sutherland, President
1011 Western Avenue. Suite 500
Seattle, Washington, 98104-1035

CC: U.S. Rep. Randy Tate; State Reps.33rd District; Mr. Sid Morrison, DOT; Mayors of Local Jurisdictions; ACC and RCAA.

Ref.: Regional Airport System Plan (RASP) of 1988.

Subject: Will Sea-Tac Airport be changed to a Regional Airport to Accommodate a Regional PSRC "4-County RASP" Airport Plan?

Dear Mr. Southerland,

In 1988, the Puget Sound Council of Governments (PSCOG), was a Municipal entity operating in accordance with Constitutional Laws. It had to have a plan to fulfill the municipal needs of the four Counties. and to receive Federal funds. The citizens were fully protected.

The MPO, (Metropolitan Planning Organization), was created by Governor Gardner and Mayor Norm Rice in 1990 in compliance with President Bush's Executive Order signed Dec. 9, 1991. The bill, however, was not in existence until it was passed by the 102nd. congress one year later, Dec. 1992. [See Mr. Jeffrey Eustis letter to RCAA, dated 9/8/1992, RE: Of Bad Air and Iced Tea]. QUESTION: HOW CAN ANYONE SIGN SOMETHING EVEN BEFORE IT EXISTS?

On April 29, 1993, the PSRC's amended PSCOG's plan by Resolution (A-93-03). The following words are quoted from the PSRC's Document:

"RESOLUTION A-93-03"

> "A resolution of the General Asssembly of the Puget Sound Regional Council Amending the 1988 Interim Regional Airport System Plan (RASP) for long-term commercial Air Transportation Capacity needs of the region." **PLEASE NOTE: The Airport never did have a "RASP" plan and still doesn't have one.**

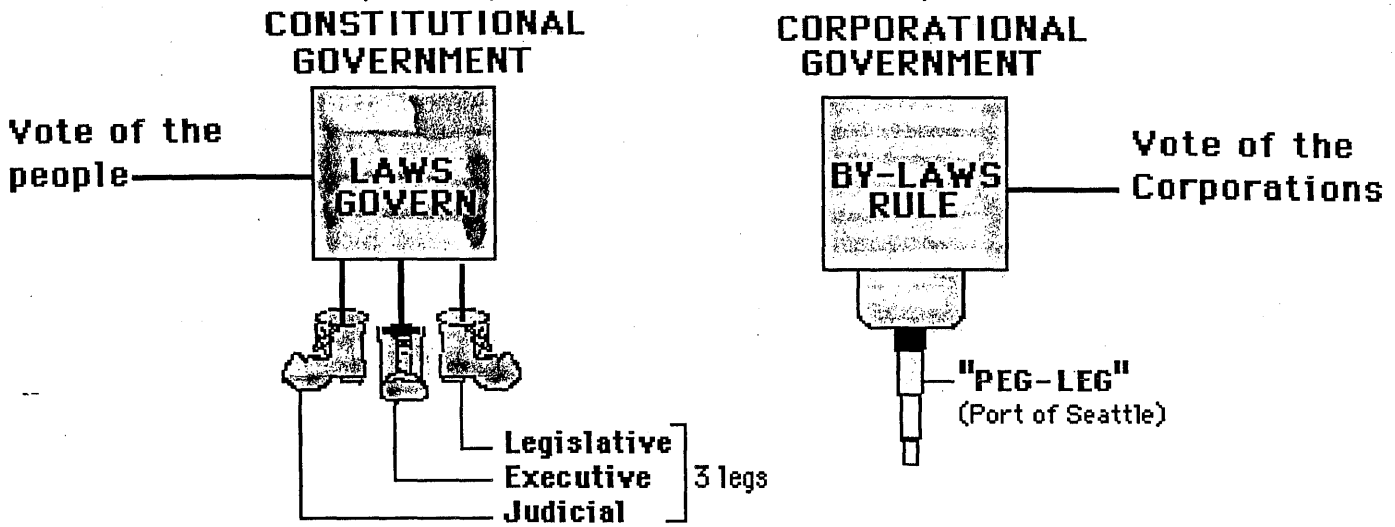
Please tell me how PSRC can implement its 4-County Plan at Sea-Tac Airport when Sea-Tac Airport is not a 4-County "RASP" Airport. Sea-Tac Airport is owned and operated by a Municipal Corporation within the Municipality of King County; and a King County Corporate Municipality would not have enough of a representative Government to carry the full requirements of a 4-County Regional RASP Airport.

In your opinion, as President of PSRC, would the Executive Board of PSRC be willing to put Sea-Tac Airport up before the voters of the 4-County region and turn Sea-Tac Airport into

GOVERNMENT

(1) **ARE YOU AWARE THAT WE HAVE TWO GOVERNMENTS GOVERNING THIS COUNTRY?**

(What is your choice? You can't have both!)



(2) **Our Constitutional government is governed by three separate branches.**
Corporational government is governed by a single CEO as a Dictator.

The law of the land is our constitution. Majority rules.
The by-laws of a corporation is the rule of Corporations. Minority rules.

(3) **The citizens of the United States are protected by the Bill of Rights.**
All governmental elected officials took an oath to protect the Bill of Rights.

Those elected officials that choose not to protect the Bill of Rights become subject to Civil Rights violations and can be prosecuted by citizens.

(4) ## PUGET SOUND REGIONAL COUNCIL

The PSRC was created by an MPO (Metropolitan Planning Organization), probably under an Executive Order by Governor Gardner and Mayor Norm Rice in compliance with President Bush's Executive order signed Dec. 9, 1991 but was legislated by the 102nd congress, Dec. 1992. (See Mr. Jeffrey Eustis Letter to RCAA, dated 9/8/1992, RE: Of Bad Air and Iced Tea.)

(5) The Puget Sound Regional Council is only a Planning Organization and has no authority.

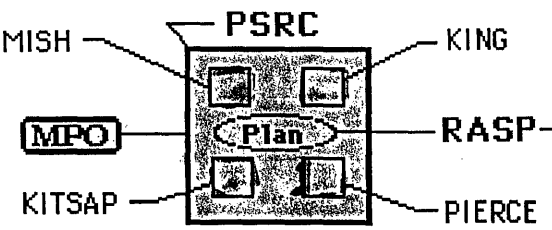
It is comprised of four separate Municipal Counties, namely, Snohomish Co., King Co., Pierce Co., and Kitsap Co.

It is recognized by the letters **PSRC**.

The PSRC is responsible for preparing and maintaining the Regional Airport System Plan **(RASP)** in accordance with the **MPO** (Metropolitan Planning Organization).

It cannot legislate any laws for the state.

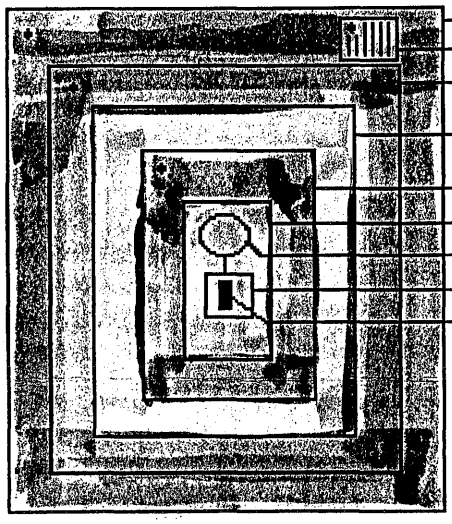
(6)



NOTE: Federal Money is not available to any State entity without a **"RASP"** plan in existence. **Non-Transferrable.**

PORT HEIRARCHY

(7) Q: WHO OWNS THE PORT OF SEATTLE?



Not I said the.....STATE (* Municipality)
Not I said the.....LEGISLATURE(* Municipality)
Not I said the.....County (* Municipality)
Not I said the.....Port District
Not I said the.....City of Seattle (* Municipality)
Not I said the.....Port of Seattle
Not I said the.....Marine Division of the Port
Not I said the.....Aircraft Division of the Port
I'M THE OWNER SAID "I RUN THE SHOW"
THE SEATAC AIRPORT

I'M THE PRIVATE CORPORATION OF THE PORT OF SEATTLE. BUT I HAVE NO [redacted] "RASP" PLAN

I MAKE THE LAWS FOR THE STATE BY CORPORATE QUASSI RESOLUTIONS.

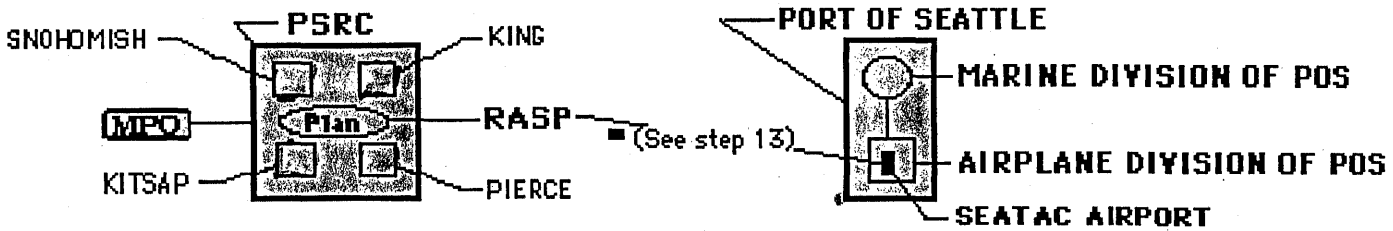
All Constitutional entities must have a plan of operation registered with the Federal Gov.

(8) Federal Level of Government → (9) MPO → (10) PSRC → (11) PLAN

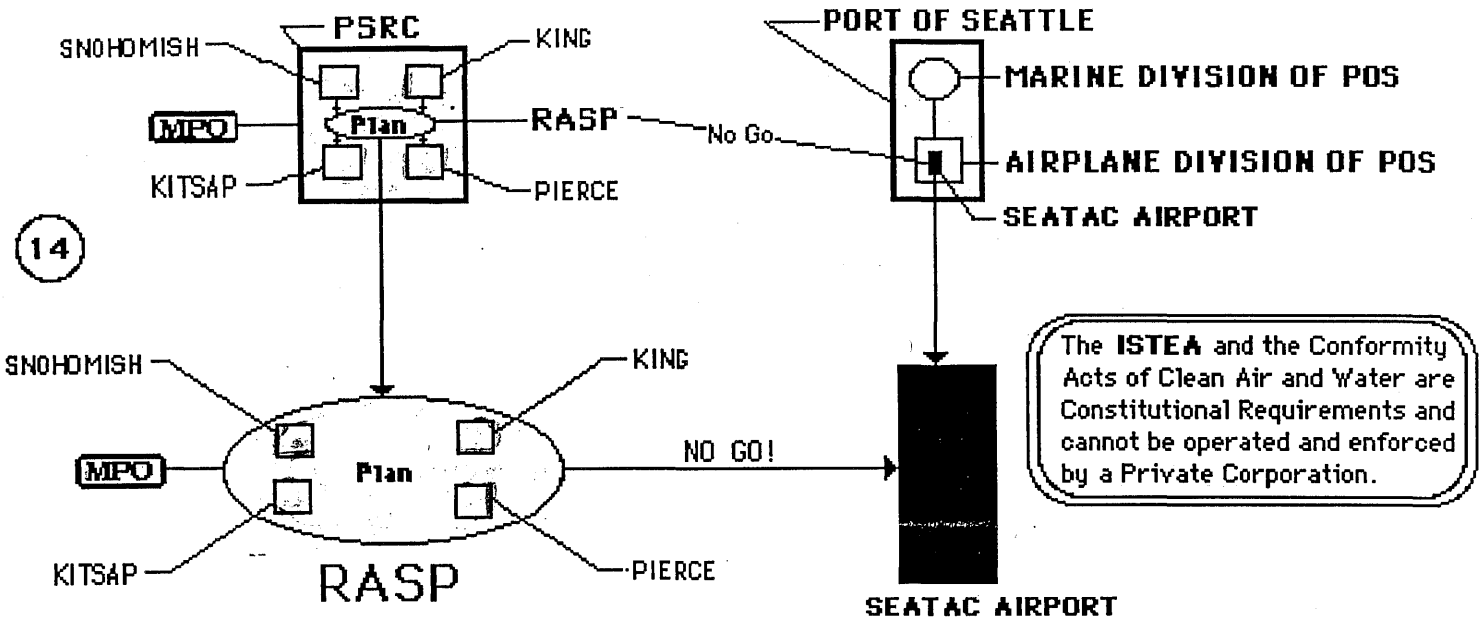
(12) Airport Planning and facilities expansions are subject to the **requirements** of two recently enacted pieces of Constitutional Legislation. Items 1 & 2 shown below:

1. The National Intermodal Surface Transportation Efficiency Act of 1991 (PL102-240).(ISTEA).
2. The conformity **requirements** under the state and federal Clean Air Act and Clean Water Act. (CAA & CWA).

The PSRC's "RASP" plan must include these two Constitutional Requirements and must be followed and enforced by the four counties of the Puget Sound Region. Each has a voice and an obligation to meet according to the charter.



(13) THE "RASP" PLAN IS NON-TRANSFERRABLE TO ANY OTHER AGENCY.



PSRC's DILEMA

15

- The four bonified Constitutional Counties are tightly mixed into the RASP Plan.
- Wherever the Plan goes, the four counties must also go.
- It's quite obvious that any attempt to transfer the authority of the RASP Plan to the SeaTac Airport via the Port of Seattle is unconstitutional. It can't be done!
- The PSRC was created originally as a vehicle to bring the requirements of two enacted pieces of legislation discussed under step 4 on page one, and step 12 on page two of this letter.
- The PSRC is tied to this binding plan and can not be removed from the ISTEA program and the conformity requirements of the Clean Air/Water Acts. That's your job. This program is conducted by the **MPO.**
- The PSRC's Resolution (A-93-03) cannot be claimed as the means of legitimizing the "RASP" Plan and placing the Intermodal Federal Highway Program into the hands of the SeaTac Airport.
- The principal means of accomplishing the above objectives is through regional and statewide transportation planning.
- It is now the time for the PSRC's General Assembly to set the record straight and to establish itself under a legitimate Constitutional Government.

PORT OF SEATTLE's DILEMA

16

- The SeaTac Airport is a Private Corporation and conducts its business in accordance with its by-laws. The airport never has had a **MPO-"Rasp"** plan in place and cannot institute a plan now without disrupting its entire strategy.
- Under the **ISTEA** Program, funds are principally for highways and certain types of non-highway transportation, such as, rail and ferry boat terminals. There is no specific funding for airport facilities.
- If **PSRC's "RASP"** Plan were moved so as to be under the control of the Airport, I'm sure that the other counties (Snohomish, Pierce, and Kitsap) would object to being told by the Airport Commissioners what to do and what not to do, and they would divorce themselves from the plan.
- When that happens, that leaves King County completely liable for the development of the entire transportation plan without any Federal support; and the citizens of King Co. would be required to finance the entire cost for a private corporation's fiasco.
- The kind of plan that the **ISTEA** is dealing with requires statewide planning and neither the Port of Seattle nor the SeaTac Airport has control of State's obligations.
- Concluding question. Which government--Constitutional or Quass-Corporational--are you committed to follow and to enforce?

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

April 18, 1996

To: Mary McCumber, Executive Director PSRC

From: Jane Rees 2820 42nd Avenue West
Seattle, WA
98199

Please distribute a copy of my letter and the attachments to all members of the Executive Board. Thank you very much for your support.

cc: Larry Phillips

April 18, 1996

Members of the Executive Board
of the
Puget Sound Regional Council

Dear Members of the Board,

I urge you not to betray the trust citizens place in their governmental bodies. Abide by the process of binding arbitration you developed, which requires present plans for expansion at SeaTac be terminated.

There is further justification for the action required by the process. Financial plans released only in January of 1996 include overly optimistic projections of funding for the project. Just as the independent experts found when they looked at actual aviation noise versus Port of Seattle reports, the financial planning will not stand up under scrutiny. This is the opportunity to do your duty and protect citizens from a drawn out procedure to reveal the true nature of a flawed project. A rational alternative can be found, with space to meet our transportation needs as we approach a new century, at a cost befitting the benefit and shared by all major users, not (as likely in the case of the plan being considered) falling back on the tax payers of King County.

Sincerely,

Jane Rees

Jane Rees
2820 42nd Avenue West
Seattle, WA 98199

Attachments

Subcommittee on Aviation
of the
US House of Representatives
Committee on Transportation and Infrastructure.

April 11, 1996

Dear Subcommittee Members,

I want to thank you for holding the field hearing in King County, WA on March 18, 1996. As a citizen I am especially grateful for the opportunity I had to testify.

During questioning I was specifically asked about the process by which citizens' ideas were solicited in making plans for the expansion of SeaTac, the inference being that we had had our chance and now should not interfere. I pointed out that time and again the bureaucracy had "rolled over" citizen's opinions and assessments of the plans. There is no better corroboration of my testimony than events following the recent ruling by the expert arbitration panel which according to a process including citizen input should be binding and terminate the project. As the accompanying letters and editorials show, those committed to the project are trying to get the ruling set aside and the powerful newspapers are printing that argument rather than a balanced assessment of the situation. The term "rolling over" the citizens is certainly not an exaggerated description of their intended action.

In the area of disregard for basic democratic processes as well the extraordinarily poor cost benefit ratio, our community cannot afford this project. I urge you to recommend rejection of the request for federal moneys for this plan to expand SeaTac and persuade elected authorities to design the truly fine transportation system our region deserves and our citizens can be proud of.

Sincerely,

Jane Rees

Jane Rees
2820 42nd Avenue West
Seattle, WA 98199

cc: all Subcommittee Members
WA Congressional Delegation
County Council Members
PSRC Executive Board
County Executive
Mayor of Seattle

attachments

BASIS FOR WORK OF EXPERT ARBITRATION PANEL

The Executive Board of the Puget Sound Regional Council adopted a memorandum titled "Implementation Steps" for Resolution A-93-03 on August 26, 1993 and September 23, 1993. Section III of the "Implementation Steps" memorandum describe what steps the PSRC and the Port chose to undertake the evaluation of the Port noise programs in conjunction with the Expert Arbitration Panel. Paragraph F (page 4) of the Implementation Steps provides:

> *In early 1996, the Expert Arbitration Panel will determine whether the noise reduction objectives are being pursued and achieved and resulting in a reduction in measurable on-the-ground noise. If the Panel is unable to so determine, it will notify the Executive Board.*

Appendix A, attached to and referenced in the "Implementation Steps" Memorandum, is titled "Expert Panels". Appendix A describes the procedures and the scope of the authority for the Panel. Paragraph 5 of Appendix A states:

> *The panel(s) reviewing demand/system management and noise issues will make **final, binding decisions** and will be referred to as Expert Arbitration Panel(s).* (emphasis added)

Appendix A of the Resolution A-93-03 Implementation Steps also notes that "[o]ther specifics regarding the Expert Panels will be the subject of an MOU between the Regional Council, the Port of Seattle, the Washington State Department of Transportation, and the Federal Aviation Administration." (p.1)

Excerpts From Expert Panel's Final Decision on Noise Issues

The following Excerpts are from the March 27, 1996 Final Decision Issued by the Puget Sound Regional Council's Expert Arbitration Panel on Noise Issues. Copies of the Panel's Final Decision are Available from the PSRC at (206) 587-5060. The Complete Text of the Panel's Final Decision has also been published on the RCAA webpage. (The URL for the RCAA webpage is: http://www.rcaanews.org/rcaa)

The Expert Arbitration Panel Concludes the Port of Seattle Has Not Met the Requirements of PSRC Resolution A-93-03

"Although the Port of Seattle has scheduled pursued, and achieved an impressive array of noise abatement and mitigation programs, the Port has not shown a reduction in real on-the-ground noise impacts sufficient to satisfy the noise reduction condition imposed by Resolution A-93-03." [p.1]

The Expert Arbitration Panel Encourages the Port of Seattle to Implement Demand/System Management at Sea-Tac and Consider Rail as a Reliever of Airport Capacity Needs

"{B]ased upon the extensive evidence that was offered to us, it is apparent to the Panel that a coherent, intermodal, cost-effective and environmentally sensitive regional plan for accommodating the rapidly growing need for transportation infrastructure in the Pacific Northwest would include interim improvements of the existing rail service in anticipation of the construction of a high speed rail system in the Portland-Seattle-Vancouver corridor, and the introduction of regulatory measures at the Airport designed to improve the efficiency of use of scarce airport capacity." [p.2]

The Expert Arbitration Panel Discusses Why Noise Reduction Programs Undertaken by the Port have Failed

"[W]e asked the Port to 'clearly and completely document every assumption and adjustment it has made in calibrating the INM as used in its Compliance Report.' We repeatedly requested confidence intervals and sensitivity tests in the course of the hearings. The Port did not supply that information." [p.14]

"We find that the overall fleet-wide average SEL reduction of 2.0 dB since 1993 is too small to produce a meaningful change in on-the-ground noise impacts, especially when coupled with more flight operations. ... We also find that there was relatively little reduction in the number of peak aircraft noise events with a SEL over 95 dB (averaged over the 11 RMS sites) from 1993 to 1995. ... Moreover, the Port's data show an increase since 1993 in aircraft noise events with an average SEL over 85 dB at the 11 RMS sites (with only a slight decrease at the supplemental sites). There has also been an increase in the number of aircraft events with an average SEL over 75 dB at both sets of sites. [p.18]

"The Port cites the 1992 FICON Report ... since that FICON Report was issued, a considerable body of medical literature has been developed, documenting the adverse effects of exposure to noise levels in the 65 to 75 dB range, including psychological distress, loss of concentration and reading comprehension,and other physiological effects" [p.20]

"The data also show almost no improvement in the amount of time above the 45 dB threshold for speech interference. Most important, our analysis revealed the striking fact that for the four schools the Port cites, even with the windows closed, the interior noise levels are above the threshold for speech interference (45 dB) for an hour to an hour and a half per day. . . . These results underscore the critical need for school insulation." [p.20]

"[T]he total number of nighttime flight operations is not declining. The Port's data show an average of 133 flights per night in 1989/1990, 120 per night in 1993, and 138 per night in 1995. Our analysis of the data, however, shows an increase in the number of potential awakenings for the open-window case, which suggests that the increase in total nighttime operations is overriding the decrease in average aircraft SEL produced by the nighttime Stage 2 phaseout." [p.21]

"The effectiveness of the Port's nighttime noise abatement programs is being undermined to some degree by poor aircraft compliance rates on the North Flow Noise Abatement Departure Corridors. . . . Flight track procedures can have a significant impact on population noise exposure . . . only if they are enforced. [W]e find that the compliance rates are unacceptably poor outside the immediate vicinity of the Airport. . . . In light of the small reductions in nighttime SEL and Leq, the greater likelihood of awakenings in recent years in the open- window case, and the factors undermining the Port's efforts to reduce nighttime noise exposure, we do not find that the Port has made a convincing case that there is a significant overall reduction in sleep disruption due to aircraft noise. " [p.22]

The Expert Arbitration Panel Notes the 65 DNL Contours on Port Noise Maps aren't Shrinking

"Based on our experience, the scientific literature and our best professional judgment, the majority of the Panel also finds that the maximum reduction the Port has shown . . . is below the

Cont'd on Other Side)

Port of Seattle

RECEIVED
APR - 1 1996
PUGET SOUND REGIONAL COUNCIL

April 1, 1996

Mr. Douglas Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035

Dear Mr. Sutherland:

The Port of Seattle Commission is puzzled by the recent split decision of the Expert Arbitration Panel. All three panelists acknowledged the port's national leadership in noise abatement. All three were unanimous in finding the port to be in compliance with the Noise Mediation Agreement and its goals, which the Executive Board established as the criteria for satisfying Resolution A-93-03.

Two of the panelists, however, held that the Resolution required additional steps beyond those in the Noise Mediation Agreement. Their inquiry beyond the original scope of work led the chairman of the panel to strongly dissent on grounds that his two colleagues were imposing a burden never contemplated by the Puget Sound Regional Council.

Although we disagree with the opinions of the two panel members and with their revisions of the panel's original charge, unsanctioned by PSRC leadership, the port understands completely that the decision to accept or reject these additional opinions lies with the Regional Council. We will abide by the council's decision.

The fact remains, however, that passenger traffic at Sea-Tac through the first two months of 1996 has increased 11.6 percent compared to the same period last year. The continued vitality of the Northwest requires decisive action to meet the ever-growing demand for air transportation. It is incumbent upon the leaders of this region to recognize this need and to solve it. We urge the PSRC, as the region's primary transportation planning agency, to provide that leadership.

The Port has undertaken and completed the actions asked of it pursuant to the Resolution. We completed a $4.2 million, 5,500-page, site-specific environmental impact study which supports the proposed third runway. We participated fully in the PSRC expert panel process, and, as you know, we joined with the Regional Council earlier in the two-year "Flight Plan" study of the Puget Sound Air Transportation Committee. More than seven years of intense public planning processes designed to grapple with our regional air

P.O. Box 1209
Seattle, WA 98111 U.S.A.
(206) 728-3000
TELEX 703433
FAX (206) 728-3252

Office of the Mayor
City of Seattle

Norman B. Rice, Mayor

March 29, 1996

The Honorable Doug Sutherland
President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Doug:

I am writing to express my continued belief that our region and our state must move forward now to solve our airport capacity problems. Further delay holds great risk for our economic future and our competitive position in the global economy. Moreover, the past decade of study has clearly demonstrated that further delay will not generate a solution more acceptable than the proposed third runway. Because there is no better solution and because I believe it is possible to more adequately address some of the concerns raised by the airport noise panel, I strongly support Sea-Tac expansion and urge PSRC to move ahead with approval now.

From the start, this has been a difficult decision. We have had eight years of study and extensive community involvement throughout this process. It is clear that our state will face a major crisis in the foreseeable future if we don't begin to invest in new air capacity today. I am not willing to risk our state's jobs and our quality of life because elected officials are unwilling to face up to a tough decision.

We have also known from the start that expansion of Sea-Tac will carry a greater burden for people near the airport and the Port has sought ways to mitigate those impacts. The expert panel has told us that the Port can and should do more. The Port must carefully analyze those recommendations and make a firm public commitment to additional noise mitigation efforts. It is apparent the Port can do even more mitigation and I am confident they will, but we cannot allow further discussion over additional mitigation measures to delay PSRC approval or delay addressing our region's airport capacity needs.

As you know, a serious effort was undertaken to identify alternative supplemental airport sites. That year-long process clearly indicated that there is no more suitable site that carries less impact on surrounding communities. Going down that road again will doom this effort to years of further delay and increased costs, and will undermine the economic future of our region.

The Seattle Times 3/29/96

EDITORIALS

Noise reduction must stay a Sea-Tac priority

REPORTS of the third runway's demise at Seattle-Tacoma International Airport are premature. The best way to keep a critical assessment of noise mitigation from turning into an obituary is to redouble insulation programs.

The suggestion will only irritate all parties, but it is the wisest way to proceed.

The report was a split decision from a three-member panel created in 1993 to put a technical, not political, focus on whether to build an 8,500-foot runway at Sea-Tac to handle growth in air traffic and allow two planes to land at once in all weather conditions.

The panel, operating through the Puget Sound Regional Council, had basic questions to answer by April 1996. Could Sea-Tac expansion be avoided through more-efficient airport operations and promotion of regional rail service? The panel of transportation and environmental experts said no. Could the growth at Sea-Tac be directed to new or existing air fields in Snohomish, Pierce or Kitsap counties? The regional council took that one, and said no.

All the focus returned to noise issues, always a top priority.

Public opinion polls and the regional council — made up of 58 cities, four counties, three ports and two state agencies — have supported a third runway at Sea-Tac. Likewise, they shared a commitment to doing everything possible to mitigate the noise and make life more tolerable for those who live nearby.

The public process — encouraged by the Port of Seattle — was to reach a nonpolitical conclusion by a date certain. That happened Wednesday, when a majority of the panel said Sea-Tac was marginally quieter, but that the results were not meaningful improvements to people who must live with the noise.

One panel member said the port had met its goals, but the majority said achievements at a measurable scientific level meant nothing if there were no benefits for real people. The experts said their job was to make that distinction.

What now? The Port of Seattle, which has spent $167 million on noise mitigation, should proceed with the balance of its $300 million commitment. An eventual judgment by the regional council may be that the region can only do its best and then respond to the broadest public good, and build the third runway.

Other factors will not change. Sea-Tac is not likely to get *less* busy; flight and passenger numbers steadily climb. When people talk about a solution from some ill-defined state level, they have not talked to far-flung communities who benefit from a strong Sea-Tac. The federal government does not have — or will not part with — money to build a new airport, if a site could be found.

The constituent pieces of the regional council have powerful self-interests that dovetail with airline industry desires to keep planes flying in and out of Sea-Tac. All of the infrastructure and support facilities for an airport are in place and prospering around Sea-Tac.

The regional council's executive committee will take up the panel's report at its meeting next month. Regardless of what happens in 30 days or six months, practical necessity and political sentiment will keep the third runway debate alive. The port can best honor its prior commitment and prepare for the future by aggressively pursuing noise mitigation.

3148 S.W. 171st
Seattle, WA 98166
April 18, 1996

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

Douglas Sutherland
Puget Sound Regional Council Executive Board
1011 Western Ave., Ste 500
Seattle, WA 98104

Dear Mr. Sutherland:

I was lying in bed this morning, listening to the jet engines at SeaTac Airport rev up, and I decided to drop you a note on this third runway issue.

Visitors might think this part of the Puget Sound area was Rudyard Kipling's inspiration for his line: "An' the dawn comes up like thunder..."

But it's more than just being awakened to the bellows of GE, Pratt-Whitney or Rolls jet engines every morning. Nearly every time I talk to my father-in-law on the phone, he stops me in mid-sentence to say: "Wait a minute, Bill. I can't hear you. We'll have to wait until that damn airplane goes by." He lives in the Wesley Terrace retirement home in Des Moines.

It's easy to identify youngsters who go to school in the Highline School District. They speak in short, crisp sentences. They've learned from kindergarten (pause) through high school that (pause) long dissertations are likely (pause) to be interrupted more than once (pause) by planes passing overhead.

My wife and I live on a dead-end street two or three miles due west of the Seattle-Tacoma airport. Frankly, jet engine noise today is not the problem here that it is in Burien, Des Moines, Normandy Park and SeaTac. We can live with it. But we can imagine what the construction of a third runway will do to our life style and the quality of life of thousands of others.

The Southwest Suburban Sewer District is just completing the installation of a sewer line for residents along our short street. For several weeks now, while crews with back hoes and dump trucks work to replace septic systems with sewers, residents have had to find other places to park their vehicles. We've timed our departures and arrivals to coincide with construction cycles. Quite frankly, it has been a pain in the neck. But it has been a neighborhood picnic compared to the horrendous traffic and construction bedlam that areas of King and Pierce counties will suffer if a third runway is attempted.

Please back off from your threat to try to overturn the Expert Arbitration Panel's recent decision.

I have a gut feeling that new aerospace technology, changing demographics and air traffic routes will do more to resolve perceived airport limitations than any amount of dirt, concrete and business-residential displacement.

Sincerely,

R. William Jury

Mike Mashock
12102 7th Place SE
Lake Stevens, WA 98258

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

April 15, 1996,

PSRC,

Today an article appeared on the front page of the Seattle Times about the second regional airport that was built in 1975 near Montreal Quebec. This airport was built at a total cost of $4 billion dollars. It was the second major airport for this area and was built out of town, in a rural area, in anticipation of coming growth.

Today **Mirabel** airport is branded a **"White Elephant"** . It stands almost deserted with no major airlines providing domestic service to it. Why? The 1 hour travel time by road to the new airport from downtown, doomed the project. Businesses, people and Airlines are not going to travel 60 miles over land to make their connections or to transport goods from airport to airport. This project failed in Montreal and it will fail here in Seattle for the same reason.

What the Airlines say:

Listen to the Airlines. **Even if you build it, they will not come.** Airlines need to keep their business centralized to be cost effective. **Mirabel** never attracted domestic flights when compared to the downtown airport so international carriers stayed away. Why fly to a rural destination when you can be downtown from SeaTac in a few minutes. The second regional airport **concept is flawed.**

Cost of Infrastructure:

The **Mirabel** airport cost $1 billion, the improvements to transportation and infrastructure cost another $3 billion, and that was in 1975 dollars. Recent attempts to get financing for the Regional Transit Plan failed public vote. How successful will those efforts will be when you need to raise $4 billion or more for roads, high speed rail and environmental impacts. **Mirabel** ran out of money. The second regional airport concept is **too expensive.**

When you consider these facts the clear logic of the third runway at SeaTac makes sense. It is affordable, achievable, planned, supported by the majority of the Seattle community and vital for the economic success of our region.

The Expert Noise Panel gave us lots of ideas to implement at SeaTac. I encourage you on the PSRC to use these ideas to turn down the noise for the citizens, but let's turn up the clear logic of building the third runway, and get it done now. The other options are doomed just like the **Mirabel** airport at Montreal.

Listen to the Airlines!

Sincerely,

Mike Mashock

Canada lands white elephant with airport

◆ *IN A SITUATION reminiscent of the controversy over overcrowding and quicker access at Sea-Tac airport, Montreal's solution to more airport traffic has come down to Earth. Mirabel Airport, once called "the airport of the 21st century," has turned into a white elephant.*

By Anne Swardson
Washington Post

MIRABEL, Quebec – Canada is not known as a country of big dreams and grand visions. But anyone who doubts there are exceptions has only to drive north from Montreal on Highway 15.

Just under an hour's drive from town, rising silently out of the cow pastures, stands what may be Canada's biggest white elephant. For most of the day, no airplanes park at its gates, and almost no passengers walk through its terminal. Mirabel Airport, which at its 1975 opening Prime Minister Pierre Elliott Trudeau said would be "the airport of the 21st century," is today a quiet testament to the dangers of excessive optimism.

The original cost of construction was $1 billion (Canadian), and estimates are that it has cost the country $4 billion after debt and operating losses are figured in.

An under-performer since it opened, Mirabel is about to lose most of the little scheduled passenger business it has left. This winter, the Montreal airport authority, Aeroports de Montreal, announced that all scheduled international flights will be transferred to closer-in Dorval Airport by 1997. Only charter and cargo flights will remain; Mirabel has virtually no scheduled domestic service.

One recent afternoon, Mirabel's terminal was nearly empty. Three taxis stood idle in front, waiting vainly for someone willing to pay $42 for the trip into town.

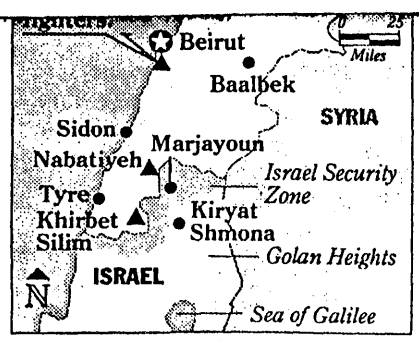
Perhaps 20 people strolled around inside, none carrying luggage. All 12 Air Canada check-in counters were closed. So was the high-end restaurant, with a sign saying it would reopen in three days.

Evenings are busier at Mirabel.

PLEASE SEE *Airport* ON A 11

ill not tolerate that a
h pain or a woman be
king revenge."
iel's bombs and shells
ah remained defiant.
're our land. It's the
to solving your prob-
Qassem. He said the
ploy by Peres to win
election.

uters is included in this



ASSOCIATED PRESS

Montreal airport never quite got off the ground

Airport

CONTINUED FROM PAGE 1

Even so, the sparkling-clean terminal had the look of a party to which no guests had come. No children frolicked in the brightly colored play area; most of the video games stood idle.

Mirabel was conceived in the days before separation struggles cast a pall over business in Quebec, before people and companies began fleeing the Montreal area, back when projections showed Montreal would just keep getting bigger and bigger. By 2000, according to old federal government projections, 30 million people a year were to be flying into Montreal's two airports.

The federal government was in charge of Mirabel. It chose the rural site, expropriated the land of more than 3,000 farmers – at the time, the 89,000-acre airport was the world's largest in area – and built the facility. Things went awry from the beginning.

At the opening ceremony a Boeing 747 flew a jumbo load of dignitaries, including Trudeau and the premier of Quebec, to Mirabel from Dorval. They were to be put into one of the mobile lounges and shuttled to the ceremony in the terminal, but first one lounge and then a second one refused to function. The officials had to climb down a stairway from the plane and ride across the tarmac in cars. The crowd of 5,000, one newspaper columnist said recently, was the largest the airport would ever see.

As the years passed, two promised ground-transportation connections were never built. The highway that was to run straight from Dorval to Mirabel stopped less than halfway there, and the high-speed rail line from downtown never got on track. Under Mirabel to this day is an empty cavern where the trains were supposed to run. Without that transport, Mirabel never attracted its share of domestic flights, and without enough domestic flights to feed into, international carriers found it hard to attract passengers.

Mirabel's paucity of traffic was illustrated by the fact that on most nights – the airport had no curfew – only one air-traffic controller was on duty. In January 1986, a charter flight coming in from Acapulco with 169 passengers on board was unable to establish radio contact with the controller and landed at Mirabel assisted only by controllers at Dorval. Airport officials said later the controller had been taken ill; press reports said he had a reputation for sleeping on the job.

Airport officials were aware of Mirabel's image. In the 1980s, in fact, they adopted a white elephant as the airport's symbol in an attempt to deflect ridicule with humor. But there weren't many laughs, and one by one international airlines began slipping away.

Under Mirabel is an empty cavern where trains were supposed to run. Without that transport, Mirabel never attracted its share of flights.

After the flight transfers, Dorval will become more crowded than ever. The authority plans to spend $140 million to build a new wing for the additional flights, but passengers still will have to get there – over highways from Montreal that are already hopelessly crowded.

Please recycle this newspaper

U.S. Department
of Transportation

**Federal Aviation
Administration**

Northwest Mountain Region
Colorado, Idaho, Montana
Oregon, Utah, Washington
Wyoming

1601 Lind Avenue, S. W.
Renton, Washington 98055-4056

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 17, 1996

Mr. Douglas Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland:

The Federal Aviation Administration (FAA) has been a long-term participant in the analysis of airport needs for the region, and the mitigation of aircraft noise. We recognize the critical nature of current discussions on these issues. We wish to make several observations which we hope will assist the Puget Sound Regional Council (PSRC) in its deliberative process.

First, we must point out that the Port of Seattle (POS) is clearly a leader in its efforts to address noise impacts. Because of its aggressive programs, the POS has consistently been successful in competition for the limited amount of Federal Airport Improvement Program funds set aside for noise mitigation. While the POS ranks nationally 24th in number of annual operations, it ranks third in the amount of federal funds that have been granted for noise mitigation. The POS was one of the first entities to embark on the FAR Part 150, Airport Noise Compatibility Planning process, and, subsequently, gain approval of its Noise Compatibility Program. Since 1982, the POS has received more than $113 million in federal funding for noise mitigation projects in the vicinity of Seattle-Tacoma (Sea-Tac) International Airport. In contrast, and as an indication of priority, the POS has received $69 million in federal funding for airport development projects, while annual operations have increased by 170,000, or 80 percent. Considering this record, we are troubled by the perception of the expert panel that insufficient results have been achieved.

We recognize that airport capital decisions are within the jurisdiction of local government, but we have a strong interest and responsibility in fostering a reliable national aviation system which meets the needs of the public. Sea-Tac is an important element in the national airport system. It is the 22nd busiest airport in the country, based on the number of passengers it serves. The number of operations increased by 9 percent in 1995, and is continuing to grow at a greater rate in 1996. The existing airport configuration is inefficient from an operational standpoint during poor weather conditions, which are frequent occurrences in this region. Sea-Tac is listed by the FAA as one of the 23 delay-impacted airports by exceeding 20,000 hours of annual air carrier delay; a condition that will worsen without airport improvements currently under consideration by the POS.

We have supported and have been encouraged by the local process to explore options to provide the region's needed airport capacity. This very thorough participatory process has ruled out a replacement airport, use of other existing airports, and demand/system management options, leaving the expansion of Sea-Tac as the only immediately viable solution to satisfy future needs.

We urge the adoption of regional solutions to meet current and forecast airport requirements, and remain committed to assisting in identifying workable solutions, as well as considering further eligible noise impact mitigation efforts. We are available should the PSRC request additional input from the FAA.

Sincerely,

F. Isaac

Frederick M. Isaac
Regional Administrator
Northwest Mountain Region

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 17, 1996

Doug Southerland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Southerland,

As President of the PSRC Executive Board you have responsibly put forth options for the Board to consider following the Expert Panel decision. Now you must guide the Board and therefrom, the entire Council to act ethically and in the best interests of the citizens of this region.

A third runway is no longer an option. Send the Port of Seattle a message to stop the flow of millions of dollars to lawyers and lobbyists. The time has come to focus on real and practical solutions which will carry this region well into the next century. Focus on a solution we can all agree on -- a new regional airport that will link the entire Interstate Highway 5 region from Portland to Everett. The Port has always said a new airport is needed. Lets solve our current needs and those of our future generations comprehensively. Spend our limited supply of money wisely, and with the help of our State government site a new airport now.

Please make this letter a part of your April 25, 1996 hearing record.

Sincerely,

Laura J. Anderson
21836 4th Avenue South
Normandy Park, WA 98198

Ben Stark
P.O. Box 98638
Seattle, WA 98198
(206) 878-8466

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 17, 1996

President Doug Sutherland
Puget Sound Regional Council
1011 Western Ave.
Suite 500
Seattle, WA 98104-1035

Re: SeaTac third runway and Expert Panel's final decision

Dear Mr. Sutherland,

Some say we must increase our airport capacity to accommodate a doubled population by 2020. but, who says doubling the population is a good idea? Does anyone really want another Los Angeles with all its attendant social problems, plugged freeways and SMOG in the heart of our Puget Sound region? If we build it they will come. Why should we accommodate a doubled population we don't want?

Through our Growth Management Act we are squeezing more people into our metropolitan area. Do we need a larger airport right in the middle of it destroying our communities with even more noise and air pollution?

Our technology is changing daily. With faxes, teleconferencing, Email, the Worldwide WEB and on and on, the need for business travel is diminishing. By 2020 we may have planes that take off straight up, or by then they may have gone the way of the buggy and the streetcar.

So why not accept the Expert Panel's decision and **stop the third runway now**?

Sincerely;

Ben Stark

Ben Stark

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

22545 10th Ave. S.
DesMoines, WA 98198-6914
April 16, 1996

TO: Gary Locke, Doug Sutherland, PSRC Executive Board

FROM: Irene F. Hallett and Virginia Greenlee, Residents and Taxpayers of King County of Washington State for over 40 years

We have real concerns regarding the 3rd runway at Sea-Tac airport.

1. The Experts Arbitration Panel's decision was fair, in our opinion. You agreed to abide by its' decision. Why are you not supporting this?

2. Who is paying for this most expensive runway in history? We, the taxpayers???!!! Any guarantee that WE won't be assessed?

3. Who is going to pay to give us an additional lane on our already over-burdonded freeways to haul all the dirt to build this runway? King Co taxpayers? Our State General Fund? Our Federal Government? Who? This will take three years of hauling dirt from our neighboring communitees.

4. Where are the measuremnts as to the number of days measured for inclement weather made? Our weather is not that prohibitive to flights as the Port depicts. Why not use Boeing Field, Paine Field, or McCord as alternatives in inclement weather? (Why did we build the existing airport at "BowLake" because of ideal weather? Now we seamingly have the worst weather condition of any place. This is a crock!)

5. Where was the noise level measured? (Where do you ALL live?)

6. Why not reduce the number of commuter flights, if this is the problem? They aren't full as the hourlys are a convenience, not a necessity.

The idea of a third runway is a band-aid to our so-called problem. We need to look elsewhere for an alternative--Arlington, Bellingham, Moses Lake, Spokane, Tacoma--not Sea-Tac!!!

Please respond with answers to ALL the above questions.

cc: Slade Gordon, U.S. Senator
Patty Murray, U.S. Senator
Julia Patterson, 33rd Dist., Washington State

City of Normandy Park

801 SW 174th Street, Normandy Park, Washington 98166-3679
Telephone (206) 248-7603 Facsimile (206) 439-8674

City Council
John Rankin, Mayor
Claire Drosdick, Mayor Pro-tem
Kermit "Skip" Anderson
Stuart Creighton
Bob Davis
Guy Spencer
Kathleen Vermeire

City Manager
Merlin G. Reynolds

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 16, 1996

Doug Sutherland, President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Executive Board Member Sutherland:

As a member of the Normandy Park City Council I would like to take this opportunity to remind you, as a member of the Puget Sound Regional Council Executive Board, of your obligation to adhere to your own resolution, #A-93-03.

The members of the expert noise panel rendered their decision that the Port of Seattle has not sufficiently reduced noise impacts at Sea-Tac Airport. Your own resolution specifically identifies that the third runway shall be authorized by April 1, 1996 when noise reduction performance objectives are scheduled, pursued and achieved based on independent evaluation, and based on measurement of real noise impacts.

The Port of Seattle has not met this very important criteria, therefore, with the interest of the citizens of the surrounding area in mind and in considering the facts presented, the Puget Sound Regional Council Executive Board can not support the expansion of the Seattle-Tacoma International Airport.

Sincerely,

Robert E. Davis
City Councilmember
City of Normandy Park

Keith B Dewey
401 SW 152nd
Seattle, Washington 98166

15 April 1996

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

Doug Southerland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035

Re: Airport Expansion

Dear Mr. Southerland;

It has been brought to my attention that the Port of Seattle is putting pressure on your Council to disregard the past signed agreement of March 18, 1994 regarding noise impact reduction. This agreement was agreed to by the members of your council is a legal and binding agreement. To disregard this agreement would be a flagrant violation of your elected duties to the people and communities that created your council. And as a governing body your credibility and effectiveness would be greatly diminished to nothing more than a weak obstacle to the most powerful. Any hope for effective future resolutions governing important issues such as water and air quality from the Puget Sound Regional Council Executive Board could be considered mere hot air and disregardable.

The anticipated cost for the 3rd runway does not allow for the rise of inflation over this period nor does it cover all aspects of development. Taxpayor dollars will be used to fight taxpayors. It is especially distressing to realize that the Port of Seattle wields more power even than our elected officials such as the Governor and that they can "twist" your arm with whatever it takes to Bully their way along, right or wrong.

The very fact that the Port has to move 23 million cubic yards of dirt to create a level area large enough to even build the 3 rd runway should concern everyone. Our water quality has already been repeatedly damaged by the fuel spills into Des Moines and Miller Creek wiping out years of work by such organizations as Trout Unlimited not once but several times with promises to fix the problem. And now they want to further jeopardize the area water quality with a conveyor and/or fleets of trucks moving dirt for 3 years or more? The facts and figures so stated by the Port are only guestimates at best. The same for estimates of potential damage, air quality, water quality and even time delays so stated are flawed in the Port of Seattle's favor.

I urge you to stick to your decision and abide by the agreement your council signed.

Sincerely yours;

Keith B Dewey

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 14, 1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue Ste. 500
Seattle, Washington 98104-1035

Mr. Sutherland and Boardmembers:

I am writing to you because I understand that you have stated that you will do everything in your power to overturn the Expert Arbitration Panel's decision regarding the Third Runway at SeaTac. The Arbitration Panel's decision is a binding decision, according to the process, a process that you helped to create. How can you possibly think that you have a right to do anything more than abide by this decision? To ignore the Expert Panel's decision, contrary to what was previously agreed to, would be a misjustice and a total disregard of our political process

The Port of Seattle is out of control on this project and it is time for you to face up to the realities of this and do an honorable job.

Please distribute this to the Board.

Sincerely,

Linda Stokes

Linda Stokes
250 S.W. 197th Place
Normandy Park, Wa. 98166]

ROBBIE HOWELL
14708 14th Avenue Southwest, Burien, Washington 98166

HERE'S SOMETHING TO HOWELL ABOUT

RECEIVED
APR 18 1996
PUGET SOUND REGIONAL COUNCIL

April 12, 1996

Mr. Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland:

I request this letter be distributed to all members of the Puget Sound Regional Council Executive Board.

Please be trustworthy Mr. Sutherland and all of you board members. Abide by the process you helped create concerning the third runway proposal. According to the process the noise panel arbitration is binding.

It is shocking that to build a third runway it will cost more than $526,000,000 and the delays in flight operations are less than 1% according to a study done by RCAA.

It is also shocking that it will require 23 million cubic yards of dirt to be moved to the site to build it. This process is expected to last 16 hours a day, 6 days a week for 3 years. This dirt will be moved from all parts of the city.

If it is built, the third runway will cost us more than we can ever imagine. Many more houses, schools and apartments will have to be moved, torn down or insulated than the Port will admit. Already millions of dollars are needed for highway expansion to provide easy access to Sea Tac Airport. At times traffic is backed up from the airport to I-5 and to Seattle.

Lord only knows how much money and time has already been spent planning the third runway. With all of the known and unknown costs, it will become the LARGEST MONEY PIT EVER in the Puget Sound area. And according to the Port it won't even solve the air traffic problem. It will get harder and more expensive if we wait.

Since it is only a temporary fix, and the Port estimates it will cost $526,000,000, why are we doing it? If they are correct we need another solution now! The time is right for us to work together to find a new airport site.

Truly yours,

Robbie Howell

Michael and Janis Mehlhoff
512 Aaby Drive
Auburn, WA 98001

April 18, 1996

Mary McCumber
Puget Sound Regional Council
1011 Western Avenue
Seattle, WA 98104
Via fax 587-4825

Subject: Sea-Tac Airport Expansion

We are a South King County household located under the flight path of aircraft using Sea-Tac Airport, and frequent users of the Airport for business and personal travel.

I am concerned that the process of enhancing the transportation system in the Puget Sound area has allowed a few loud voices to overtake reason and derail the much needed and sensible program to expand Sea-Tac with a third runway.

Please endorse the third runway expansion at Sea-Tac Airport.

Sincerely,

Michael Mehlhoff

Janis Mehlhoff

RECEIVED
APR 17 1996
PUGET SOUND REGIONAL COUNCIL

April 17, 1996

Mr. Doug Sutherland
President, Executive Board
Puget Sound Regional Council
1011 Western Avenue, Room 500
Seattle, Washington 98104-1035

Dear Mr. Sutherland:

We expect the Executive board of the PSRC to honor the original agreement that the expert panel's decision is binding. Anything to the contrary would be considered a serious breach of trust to the citizens of the Puget Sound Region.

Investing over 3 billion dollars in a new runway and support operations at Sea -Tac Airport would be an imprudent use of our national resources. Especially when, by its own admission, the Port says we're going to need another airport in 15 to 20 years.

When additional air capacity is required beyond what the present Sea-Tac facility can provide, the PSRC should look to Paine Field and McChord AFB to take on portions of Sea -Tac's operations. For example, put commuter and light aircraft operations at Paine Field and cargo/air freight at McChord AFB (Paine and McChord are substantially underutilized at the present time).

The funds currently earmarked for the third runway could be used to determine the need, timing and location of a new regional airport. The current four county search limit should be expanded to include Thurston County. Acquisition and zoning around the selected site should occur as soon as possible.

This course of action represents a prudent approach toward solving the region's requirement for additional air capacity (both short and long range) and is in keeping with effective utilization of our existing resources.

Yours truly,

Perry C. Hisken
15828 25th Avenue Southwest
Seattle, Washington 98166-2606

cc: Members of PSRC Executive Board

April 17, 1996 FAX 587-4825

President Doug Sutherland
Members of the Puget Sound Regional Council

STATE AUDITORS REPORT AND EXPERT ARBITRATION PANEL DECISION

May it be respectfully requested that the PSRC accept the Expert Arbitration Panels' decision and also consider these recommendations.

The enclosed letter from the Washington State Auditor clearly shows that only 9.6 million paying passengers provide the bottom line revenue base for Sea-Tac airport operations. The higher numbers claimed by the Port are redundant counts.

The 9.6 MILLION PAYING PASSENGERS are the only appropriate major indicator for Sea-Tac activity.

The 9.6 million paying passengers are also well within the design limits of Sea-Tac today without the need to tear the Puget Sound Region asunder.

The cost burden of the proposed third runway is unrealistic as it must be paid by the 9.6 million passengers by:

1. Raising the $3 head tax per passenger to $26 for the next ten years,
-or-
2. Increase the room tax on all hotel/motel rooms between Everett to Olympia by $21.70 per day for ten years,
-or-
3. Raise the State Sales Tax,
-or-
4. Obtain a Federal pork barrel subsidy,
-or-
5. A combination.

Today the Port is driving the major airlines out of the State and nation through hidden costs. A copy of a fare schedule from the Orlando Sentinel travel section is enclosed. May I suggest you compare the costs of a RT from Orlando to either Seattle or Vancouver BC.

The Port is currently claiming 386,536 flights annually. That is a load factor of only 24.8 paying passengers per flight. A figure well below the break even point of major airlines and certainly not conducive to attracting nor retaining major airline customers.

This airport boondoggle has kept the citizens of the region at odds for over eleven years with no measurable results. May it be suggested that the PSRC consider recommending:

1. A professional audit of Port functions and performance.

2. That governance of Sea-Tac Airport be reasigned to the King County Council.

Many of us have sincerely appreciated the time and dedicated effort given by the PSRC to this somewhat hopeless problem.

Thank You

Ruth Jones

Ruth Jones
19547 2nd Avenue South
Auburn 98148

RJ:dc

Enclosures (2)
Washington State Auditor Letter
Orlando Sentinel

Jones

Washington State Auditor
Brian Sonntag

Legislative Building
PO Box 40021
Olympia, Washington 98504-0021

(360) 753-5277
FAX (360) 753-0646
TDD Relay 1-800-833-6388

April 10, 1996

Mr. Dan Caldwell
19547 Second Avenue South
Des Moines, WA 98148

Dear Mr. Caldwell:

Thank you for writing and expressing your concern about the Port of Seattle Passenger Facility Charge. You identify a seeming inconsistency between the number of passengers cited in the Port's newsletter and the amount of Passenger Facility Charge revenue shown on the Port's financial statements.

The Passenger Facility Charge is collected by the airlines and remitted to the Port. The charge applies only to embarking passengers. The newsletter refers to 22.8 million passengers flying in and out of Sea-Tac airport: embarking, disembarking, and passing through. Of a total 22.8 million in and out passengers, 9.6 million (42 percent) embarking seems reasonable.

Again, thank you for your interest in the Port of Seattle's accountability to the public. If you have any further questions about the Port, please call Audit Manager Karen Stromme at (206) 625-2854.

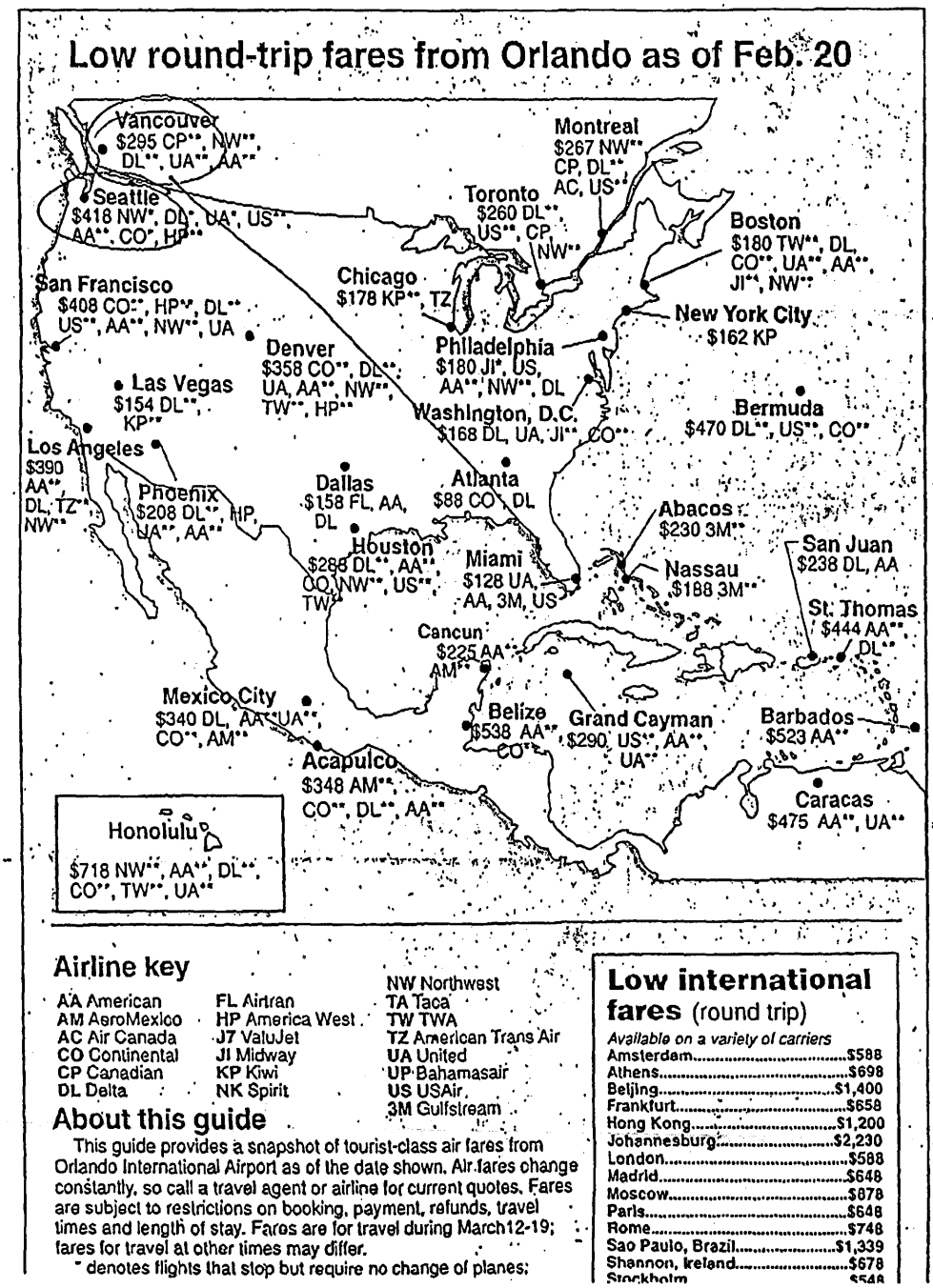
Sincerely,

BRIAN SONNTAG
STATE AUDITOR

BS:KS:pvh 96-65

The Orlando Sentinel
SUNDAY, February 25, 1996

Jones



Airline key

AA American	FL Airtran	NW Northwest
AM AeroMexico	HP America West	TA Taca
AC Air Canada	J7 ValuJet	TW TWA
CO Continental	JI Midway	TZ American Trans Air
CP Canadian	KP Kiwi	UA United
DL Delta	NK Spirit	UP Bahamasair
		US USAir
		3M Gulfstream

About this guide

This guide provides a snapshot of tourist-class air fares from Orlando International Airport as of the date shown. Air fares change constantly, so call a travel agent or airline for current quotes. Fares are subject to restrictions on booking, payment, refunds, travel times and length of stay. Fares are for travel during March12-19; fares for travel at other times may differ.

* denotes flights that stop but require no change of planes;

Low international fares (round trip)

Available on a variety of carriers

Amsterdam	$588
Athens	$698
Beijing	$1,400
Frankfurt	$658
Hong Kong	$1,200
Johannesburg	$2,230
London	$588
Madrid	$648
Moscow	$878
Paris	$648
Rome	$748
Sao Paulo, Brazil	$1,339
Shannon, Ireland	$678
Stockholm	$548

Airport expansion

3/4/96

Mayor stands up for area

Editor:

The groups Citizens Against Sea-Tac Expansion and Southwest King County Citizens would like to extend our thanks and greatest gratitude to Burien Mayor Arun Jhaveri for his commitment to represent the thousands of individuals impacted by Sea-Tac Airport operations and those who will be impacted should runway expansion occur.

We appreciate Mayor Jhaveri's suggestion that King County should control Sea-Tac Airport, and are aware that if King County were involved, the planning and operations of the airport would be subject to far greater environmental and public health control than is presently the case.

This makes us very proud indeed to be represented by such an insightful and thoughtful man as Mayor Jhaveri.

Minnie O. Brasher, president, SWKCC, Debi L. DesMarais, president, CASE

RECEIVED
APR 17 1996
PUGET SOUND REGIONAL COUNCIL

Dear Doug,

As residents to the Port of Seattle and supporters of the 3rd runway asking the PSRC to violate the agreement signed March 18, 94. I am asking you and the Executive Board not to violate that agreement and to honor that decision. The Expert Panel has ruled that sufficient reduction in on the ground noise impacts in the communities has not accused. We do not need a 3rd runway.

Sincerely

Patti Jeffcoat

(206) 244-5900

COLDWELL BANKER

ALL-AMERICAN
ASSOCIATES

1221 S. 188TH ST.
SEATTLE, WA 98148
BUS. (206) 244-6400
FAX (206) 244-7593

RECEIVED
APR 17 1996
PUGET SOUND REGIONAL COUNCIL

4-15-96

Doug Sutherland
PSCC
1011 Western Ave, Suite 500
Seattle, Wa 98104-1035
Fax 587-4825

Dear Mr. Sutherland,

It is unfortunate, as a Puget Sound Resident, that you feel it is proper to further destroy the beautiful coastlines of our Emerald City. You know, Mr. Sutherland, that a new airport will be built. This is a waste of taxpayers $. Yes taxpayers will pay. By building a 3rd runway, this regional coastline area will be bombared by more Noise, pollution and smells.

Aside by the process you created. The arbitration panel's decision is binding. Leave to your grandchildren a legacy they can be proud of. Or legacy of Honor

Susan L. Dallaitzen
1120 Rainbow Lane
Des Moines, Wa 98198
244-2800 X310

20625 Marine View Dr. SW
Normandy Park, WA 98166-4237
April 15, 1996

RECEIVED
APR 17 1996
PUGET SOUND REGIONAL COUNCIL

Mr. Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Ave. Suite 500
Seattle, WA 98104-1035

Re: Expert Noise Panel's final decision

Dear Mr. Sutherland and Executive Board:

The Expert Noise Panel ruled against the Port of Seattle's proposed third runway at Sea-Tac Airport. Panelists found the Port's efforts to reduce jet noise DO NOT meet conditions imposed by regional leaders for the third runway authorization.

We request that the PSRC abide by the process that you helped to create. The Expert Panel's decision is a BINDING decision. The third runway should not be built.

Now is the time to locate land for a larger airport that will serve the future needs of the area. The land should be locked in now while there is still adequate land available. In spite of what the Port says, there is land available now in this state. But in 10-15 years there will be none.

Again, I urge you to abide by the findings of Expert Noise Panel. Please distribute our letter to the entire Executive Board. Thank you.

Sincerely,

Gwen Broznowski

Robert Broznowski

C: Gary Locke

Dr. Byron Gene Fish
17815 4th Avenue SW
Seattle, WA 98166
Phone -- 206-242-6886 FAX -- 206-244-6250

13 April 1996

Mr. Doug Sutherland
President PSRC Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland:

Some months ago you were part of the process which established the Expert Arbitration Panel. At that time you and other public officials expressed your trust in the decision which would eventually come from this panel of experts assembled from across the United States. Did you really mean you would abide by the decision of the panel whatever the decision, or that you would abide by the decision only if it agreed with your preconceived opinion? I say shame on you if you continue with your plans to overturn the very process you helped build! This is NOT the way to operate any sort of organization which deals with the public.

The decision of the Expert Arbitration Panel was supposed to be the final step in the process, and one which all officials SAID they would abide by. We do not need to build another mountain in Washington on which we can then build the most expensive runway in America, the runway which will be obsolete before it is even begun. We do need open-minded officials who are not so narrow in their thinking that only one solution to any problem, especially one as complex as the building of an additional runway at an airport which is hopelessly inadequate to begin with. Seatac was correctly situated 30 years ago when most passenger and cargo airplanes were relatively light weight compared with today's jet airplanes; and there were fewer people living in the south area near the airport. Today, however, the facts are different. Airplanes are heavier, faster, and more noise intense. Longer takeoff runs are needed, climb-out is not as rapid, and the overall impact on the surrounding communities is much greater. Solutions are needed, but band-aid fixes are not the answer.

What is needed is very simple:

1. Recognize that the need for an airport is much more important than is the feelings of a few local politicians (Port of Seattle) who will lose power if the major new construction is not at Seatac.
2. A serious effort must be implemented immediately to locate a site for a new replacement airport which will be able to expand to meet the continuing needs of a growing area.
3. Stop lying to the public about the "growing" delay problems at Seatac. Delays at Seatac have been constantly decreasing over the past several years, and the delay rate for all causes is one of the lowest in the country.
4. Move all cargo-only flights away from Seatac to a more

centrally located area, such as Moses Lake.

5. Move commuter flights out of the Seatac line-up; allow them to operate to a feeder airport, such as Boeing Field or Paine Field.
6. Institute immediate real traffic management over the current airlines operating at Seatac to encourage flying only with full airplanes, ending the foolish notion that a flight is needed every half hour to the San Francisco or Los Angeles areas.

Thank you for your attention. As a citizen and pilot, I am quite interested in this matter, and would appreciate your reply.

Byron Gene Fish, Ph.D.

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

18240 8th Ave. SW
Seattle, WA 98166
April 15, 1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland:

I find it very difficult to understand that you as a public official have chosen to ignore another phase of a process you helped create. You have stated publicly that you will do anything in your power to overturn the Expert Arbitration Panel's decision on the Port of Seattle's efforts to reduce jet noise at the Sea-Tac Airport.

Not only have you chosen to ignore the Expert Panel's decision on noise abatement but, your committee chose to abort the search for a supplemental airport site. Three feasible sites were named but you chose not to proceed with phase two - namely, to examine these three sites.

Even the Port of Seattle admits another airport will be needed in the near future. Wouldn't it be wiser to complete the search for a supplemental airport before spending upwards of a billion dollars and two to three years moving in dirt to fill a ravine for a runway that will probably be obsolete before completion?

The Port states that the third runway will not cost the taxpayers any more money. We know better than that, don't we?

Please, reconsider your decision to ignore the Expert Panel's decision. Encourage the Port of Seattle to drop their plans for a third runway.

Sincerely,

Elaine McDaniel

Elaine McDaniel

P.S. Please make this letter available to the other members of your committee.

April 15,1996

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

Puget Sound Regional Council Executive Board
1011 Western Ave
Suite 500
Seattle, Washington 98104-1035

Dear Members of the Executive Board:

I would like to encourage you to authorize the building of the proposed third runway at SeaTac International Airport.

Two out of the three members of the noise expert panel concluded, "Although the Port of Seattle has scheduled, pursued and achieved an impressive array of noise abatement and mitigation programs, the Port has not shown a reduction in real on-the-ground noise impacts sufficient to satisfy the noise reduction condition.",imposed by the PSRC. They also list several recommendations on how the Port of Seattle could achieve even more noise reduction. I would like to suggest that some of those recommendations be pursued. The majority also stated,"the environs of a major airport are plainly not the best location for residential neighborhoods". I would also highly encourage a program to acquire more homes in the affected areas. I realize the PSRC does not have authority to tax but perhaps, additional funds could be raised working with the State government to offer relief to those airport neighborhoods.

Sea-Tac airport has been the primary international airport for Washington state since 1947. Unfortunately, during foul weather an estimated 40 percent of the time only one aircraft may land concurrently. A "third runway" at Sea-Tac would make the airport fully functional during poor weather conditions utilizing two runways effectively. In addition our economic viability is at stake. One out Five jobs is linked to international trade. We need the third runway to stay competitive in the global market

Over the last 7 years, the region has allocated millions of dollars to study our air capacity needs. It is time to move forward and authorize building the third runway and to come up with a way to give some relief to the airport residents.

Thank you for your consideration,

Linda Hoult

Linda Hoult

146 SW 116th Pl
Normandy Park, Wa. 98166
April 15, 1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA. 98104-1035

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

President Sutherland,

Those elected officials should be setting an example by abiding by The Expert Arbitration Panel's decision. You helped setup the process, it is your obligation to abide by the process. I wish to remind you, The Arbitration Panel's decision is BINDING.

I request that my letter be distributed to the entire Executive Board.

Respectfully,
Keith W. Crisman

1820 SW Shoreview Ln.
Seattle, Wa. 98146
April 14, 1996

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

Mr. Doug Sutherland, President,
Puget Sound Regional Council
Executive Board,
1011 Western Avenue, Suite 500
Seattle, Wa. 98104-1035

Dear Mr. Sutherland

The PSRC has, I am sure, received a lot of letters and listened to a lot of speeches; I won't rehash here all of the pros and cons of the 3rd runway.

I am requesting that the PSRC agree with the findings of the Expert Noise Panel, and will permanently drop the idea of a 3rd runway. To not agree with the Panel would fly in the face of the PSRC's own agreement.

As the President of the PSRC Executive Board, you hold a unique and powerful position, Mr. Sutherland. Once again your integrity and honesty will be exercised and displayed for the benefit of all citizens of Washington State.

Sincerely,

George W. Bowers

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

April 13, 1996

Mr. Doug Sutherland, Exec. Board
Puget Sound Regional Council
1011 Western Ave. Suite 500
Seattle, Wash. 98104-1035

Dear Mr. Sutherland:

Attached is a letter to all of the PSRC members expressing my concern for school children under the flight lines.

It is unthinkable that these students would be subjected to more noise and I urge that the Arbitration Panel's decision be adhered to.

I would be pleased if the enclosed letter be distributed to the entire Executive Board.

Very truly yours,

Marie Feckley
Burien

Enc.

2909 S.W. 164TH PL
SEATTLE WA. 98166

DOUG SUTHERLAND, PRESIDENT.
EXECUTIVE BOARD, PUGET SOUND REG. COUNCIL
1011 WESTERN AVE, SUITE 50
SEATTLE WA. 98104-1035

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

DEAR SIR,

MY WIFE & I BELIEVE THE FINDINGS OF THE NOISE MITIGATI PANEL SHOULD BE BINDING — YOU WERE A PARTY TO THE RULES SETUP 2 YEARS AGO — NOW BECAUSE THE RESULTS ARE NOT TO YOUR LIKING — YO WANT TO CHANGE THE GROUND RULES — THIS NEITHER FAIR OR ETHICAL THE PORT SAID IN 1973 THAT A 2ND RUNWAY WOULD BE THE FINAL EXPANSION — WE HAVE BEEN BETRAYED!

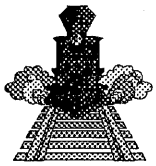
THE COMMON SENSE ANSWER TO SEATACS PROBLEM IS NOT ~~ANSHE~~ ANOTHER RUNWAY BUT A NEW AIRPORT — WITH POTENTIAL FOR EXPANSIO THE PREVIOUS SEARCH FOR AN AIRPORT SITE WAS A FARCE — PSRC CAUED IN IMMEDIATELY TO EACH AREAS "NIMBY" PROTESTS. IF A SITE IS DIFFICULT TO FIND TODAY — WHAT WILL IT BE LIKE IN 20 YEARS WHEN A NEW AIRPORT WILL BE A MUST!

FAMILIES AROUND SEATAC HAVE A RIGHT TO BE PROTECTED FROM FURTHER DEGRADATION OF OUR QUALITY OF LIFE BY MORE AIRPOR EXPANSION.

PLEASE VOTE AGAINST IT.

SINCERELY

Fred & Betty Passano.



RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

Rose Clark
16856 Des Moines Way S.
Burien, WA 98148
248-3965

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle WA 98104-1035

April 11, 1996

Honorable Doug Sutherland:

I am writing to advise you to abide by the process you helped to create: The Expert Arbitration Panel whose decision is binding according to rules you set in place. One of the problems of government today is that officials are often perceived to say one thing and then do another. If you "make an end run" around rules that you voted approval of, you will make the perception a fact. This is the real underlying issue in our protest.

The PSRC ruled there would be an "exhaustive search" for an alternate site for an airport. When the PSRC ran into protesters from the areas being studied, that exhaustive search collapsed faster than the French Maginot Line in 1935. With no field tests to fall back on for these less densely populated sites, the PSRC stated that there was not an acceptable site within the four county region. The PSRC broke its own rules to do an exhaustive search. This body of politicians proved then that the perception of under-the-table political deals was really fact.

Then came the real under-table-political deal: Snohomish County would support Rapid Transit for the mere cost of taking Paine Field off the exhaustive search list coupled with the decision to expand Sea Tac Airport. Then RTA failed at the polls.

However, ignoring the Expert Arbitration Panel is the most visible act of smoke-filled back- room politics the PSRC has undertaken. It is an idea that should be put in a box far underground, never to see the light of day.

When politicians behave this way they tarnish the whole system of government. Every elected officials' statements become suspicious no matter how honorable they are. This behavior does no one any good. Rightly politicians leave their integrity to be questioned as regular folks wonder how "leaders" can look themselves in the mirror in the morning.

You put the whole Puget Sound Region at risk with politics such as this. Every good thing known to mankind cannot be located within the boundaries of King County. Nor can they be located in the boundaries of King, Pierce, Snohomish, and Kitsap Counties. There are other counties in Washington, both west and east, that have room for development. Moreover, some of these areas would like a little piece of the pie to bring jobs to their neighborhoods.

Yet you would thwart a process that should have the good of all at heart. You would break your own rules to satisfy the greedy businessmen who live in Seattle. Statesmen weep at such goings on. But then, the PSRC is made up of 88% politicians, not statesman, isn't it? Think about these definitions:

☑ **POLITICIAN**: One who engages in politics for personal or partisan aims rather than for reasons of principle; a political opportunist.

☑ **STATESMAN**: One who is skilled in government; a political leader of distinguished ability.

Which definition fits you? Your actions on the decision of the Expert Arbitration Panel's binding ruling will define you for all time.

You could break the mold you are in by insisting that the State of Washington Department of Transportation is the legally constituted body to deal with all forms of transportation: commercial aircraft, commuter rail, high-speed rail, long distance rail, highways, and ferries. People around the state are watching to see how high you stand, or how far you fall.

Please copy this and distribute to all officials who sit on the PSRC.

Yours,

Rose Clark

Rose Clark
Citizen Activist

CC: All elected officials in the 33rd and 34th Legislative Districts

CITY OF FEDERAL WAY
33530 1ST WAY SOUTH

(206) 661-4000
FEDERAL WAY, WA 98003-6210

RECEIVED
APR 16 1996
PUGET SOUND REGIONAL COUNCIL

April 10, 1996

The Honorable Sid Morrison
WSDOT
P.O. Box 47316
Olympia, WA 98504

Re: *Puget Sound Regional Council Expert Arbitration Panel Decision*

Dear Secretary Morrison:

The City of Federal Way has been involved in the Port of Seattle's plans to construct a third runway at Seattle-Tacoma International Airport ("SeaTac") since our incorporation in 1990. More recently, Federal Way has actively participated in the Puget Sound Regional Council's ("PSRC") independent expert evaluation of the third runway following adoption of resolution A-93-03.

The experts hired to conduct this review have now concluded that the Port of Seattle has not fulfilled it's obligation to the region to ensure that noise impacts from the existing airport have been adequately mitigated. In fact, based the Port of Seattle's current program, it is unlikely that reasonable on-the-ground noise mitigation can ever be fully achieved. I believe that this process was fair, impartial, and has concluded to a large degree what has been obvious to those communities surrounding the airport for many years. It is Federal Way's expectation that you and other members of the PSRC Executive Board will support this conclusion by following through with the commitments outlined in PSRC resolution A-93-03.

Unfortunately too much attention is now focused on noise as being the sole reason for not locating a third runway at SeaTac. In fact there are several other more significant reasons why the third runway should not be constructed. These reasons were discussed in length at the recent Congressional field hearing conducted in Des Moines to consider the Port of Seattle's request for Federal airport construction funds.

Some of the key issues raised at the hearing include a significantly imbalanced and economically infeasible cost-benefit relationship, failure of air travel demands to meet projections and significant improvements in aviation and air traffic control technology that have increased existing airport capacity. Together, these factors make the need for a third runway highly speculative.

It is also worth noting that the airlines and their representatives have been conspicuously absent from this process and noticeably unsupportive of the third runway. To date, I have not heard a single representative of the airline industry state that construction of a third runway at SeaTac is needed, is a good idea or that it is affordable. The lack of airline industry support for the runway is a telltale sign of the industry's uncertainty.

One of the common themes that you have heard over the course of the expert panel process and again at the Congressional field hearing is that the region must maintain patience. Saddling this region with significant financial debt for a potentially unjustifiable improvement at SeaTac will detract from other more meaningful capital projects such as rail and other needed ground transportation improvements.

At this point, Federal Way encourages PSRC to take an independent look at whether the third runway is the right solution to this region's long term air transportation needs given its cost, impacts and limited benefits. I believe that there has been enough change since PSRC's previous flight plan analysis and substantive new information to warrant a fresh look at this issue. It is clear from the conclusions of the expert panel and others that the addition of a third runway at SeaTac will not solve this region's long term air transportation needs and will result in irreversible economic and environmental consequences.

For these reasons, I respectfully request your careful consideration of this issue. It is absolutely essential that the process and commitments made by the Puget Sound Regional Council be honored. As a regional issue, Federal Way looks forward to exploring reasonable alternatives to solving this state's air transportation needs. If I can be of any assistance, please do not hesitate to give me a call.

Sincerely,

Mahlon "Skip" Priest
Mayor

council\sp96-008.pb

c: Federal Way City Council
Kenneth E. Nyberg, City Manager
PSRC Executive Board
Mary McCumber, PSRC Executive Director

April 15,1996

Mr. Doug Sutherland and
Executive Board Members

Dear Sirs:
We are appalled that you are doing all you can to dismantle Resolution A-93-03. Your actions are most undemocratic and reek of dirty politics.

On April 1,1993 you voted 88% to approve Resolution A-93-03; Now the expert noise panel has voted 2 to 1 that the Port has not satisfied the requirements of the resolution,thus killing the proposed third runway at Sea-Tac.

There are certain factions including Doug Sutherland (Pres. of P.S.R.C.)who publicly announced they would do anything possible to overturn the expert noise panel ruling and thus overturn Resolution A-93-03. This would be a gross miscarriage of trust in our elected officials.

Any P.S.R.C.member that succombs to this underhanded form of dirty politics certainly will have lost any credibility and as a whole,the P.S.R.C. will have lost its credibility which will undoubtedly have reprocussions beyond the regions and state line.

Sincerely,

Sandy and Simon Miedema
638 S. 146 St.
Burien,WA. 98168

FAX 587-4825

April 15, 1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, 98104-1035

RE: COOKING THE BOOKS

Dear Mr. Sutherland
You probably are under considerable pressure to ignore the Expert Arbitration Panel Decision. Please stay with that decision.

The Port has 24 paid full time legal positions in addition to numerous directors which means that you can be subjected to a considerable snow job.

I previously wrote to the PSRC to challenge the 22.8 million Sea-Tac passengers claimed by the Port. Since that time I received a letter from the Washington State Auditor, Brian Sonntag, which tends to confirm that there are only 9.6 million legitimate passengers through Sea-Tac based on the collection of the $3 head tax and the Deloitte & Touche LLP Audit.

The Port has been counting each passenger as they go on the airplane, a second time when they get off and even counting passengers who are only passing through the airport.

In ethical businesses the practice is called "cooking the books." Failing businesses have been known to route extra people into the store to impress potential buyers with activity. Failing gold mines have been salted with gold dust fired from a shotgun and on.

The bottom line is that the second runway was a failure. The Port requires $35.6 million in King County property tax to meet the Port payroll every year. The third runway will cost $148.33 for every passenger. The Port of Seattle is all but bankrupt.

In the best interest of the Puget Sound Region, Sea-Tac Airport should be turned over to the King County Council to be operated as a tax, job and revenue producing business in conjunction with Boeing Field.

Sincerely

Dan Caldwell
Member of CASE
19547 Second Ave S
Des Moines, Wa 98148
(206) 824-0736

enc.

Washington State Auditor
Brian Sonntag

Legislative Building
PO Box 40021
Olympia, Washington 98504-0021

(360) 753-5277
FAX (360) 753-0646
TDD Relay 1-800-833-6388

April 10, 1996

Mr. Dan Caldwell
19547 Second Avenue South
Des Moines, WA 98148

Dear Mr. Caldwell:

Thank you for writing and expressing your concern about the Port of Seattle Passenger Facility Charge. You identify a seeming inconsistency between the number of passengers cited in the Port's newsletter and the amount of Passenger Facility Charge revenue shown on the Port's financial statements.

The Passenger Facility Charge is collected by the airlines and remitted to the Port. The charge applies only to embarking passengers. The newsletter refers to 22.8 million passengers flying in and out of Sea-Tac airport: embarking, disembarking, and passing through. Of a total 22.8 million in and out passengers, 9.6 million (42 percent) embarking seems reasonable.

Again, thank you for your interest in the Port of Seattle's accountability to the public. If you have any further questions about the Port, please call Audit Manager Karen Stromme at (206) 625-2854.

Sincerely,

BRIAN SONNTAG
STATE AUDITOR

BS:KS:pvh 96-65

15 April 1996

To: Doug Sutherland & members of the Puget Sound Regional Council

Fr: Ray Akers, resident of Columbia City and southeast Seattle

Re: Seattle Post-Intelligencer article, 4/13/96

Dear Mr. Sutherland & PSRC members,

No! No! No! to trusting the Port of Seattle to negotiate a fair and honest noise mitigation plan! The Port of Seattle has had long enough to develop a plan and they couldn't do it. Plus, they have already shifted both existing flight tracks directly over the Rainier Valley of southeast Seattle without any public process, involvement of the EPA, and without the approval of the FAA! Want proof? Invite my community to speak to the PSRC and we'll bring our evidence. Or ask Ron Sims, King County Council, he lives beneath the "new" flight path.

At this time the Port of Seattle and the FAA are in violation of Federal guidelines regarding alteration of air traffic patterns which the FAA is obligated to monitor and enforce. In addition, the FAA is in violation of Presidential Executive Order #12898, the Environmental Justice order. This order instructs Federal agencies to put forth extra effort to insure that low-income and minority communities will not suffer further environmental impacts as a result of Federal agencies.

The list of elected officials and agencies that oppose the expansion of Sea-Tac airport is growing and the PSRC has a duty to recognize and acknowledge the mounting evidence which has not been a part of the draft EIS or the final EIS which goes even further to demonstrate the overwhelming environmental and health impacts of the proposed Sea-Tac expansion project.

The Puget Sound Regional Council has an obligation to adhere to the recommendation of it's own Expert Panel which recommended that other alternatives should be explored such as linking the region with rail and transit systems. It is not reasonable to attempt to impose a negotiated settlement upon whole communities which have been entirely left out of all negotiations to date.

The State of Washington should become involved in this process with the end result being a new regional airport facility to handle the growing air transportation demand of the region. The proposed expansion of Sea-Tac airport will be the costliest airport project in the history of the United States, now estimated at more than 3 billion dollars and it will only temporarily postpone the need to build a new regional airport.

And finally, litigation will in all likelihood delay the construction of a third runway at Sea-Tac until the year 2005. Washington State will be very far behind in the process of finding a solution to our air transportation needs by that time. Please do the right thing for my community, Seattle, Puget Sound, and the State of Washington and uphold the recommendation of the Expert Panel and let us all get on with the process of building a new regional airport with interconnecting rail and transit.

Respectfully,

Ray Akers

Ray Akers
(206)723-2800

HIGHLINE PATHOLOGY ASSOCIATES
ANATOMIC AND CLINICAL PATHOLOGY

2685 S.W. 151st PLACE
SEATTLE, WASHINGTON 98166

GARRETT D. ALCORN, M.D.
KATHLEEN J. PARIS, M.D.
LEE A. SANDERS, M.D., Ph.D.

OFFICE: (206) 439-5462
(206) 431-5221

RECEIVED
APR 15 1996
PUGET SOUND REGIONAL COUNCIL

April 11, 1996

Mr. Doug Sutherland
President of P.S.R.C. Executive Board
1011 Western Ave.
Suite 500
Seattle, WA 98104

Dear Mr. Sutherland:

Along with Dr. Dennis Hansen, I presented information about the adverse impacts of airports at a P.S.R.C. meeting regarding the third runway at Sea-Tac. We would hope and expect that he P.S.R.C. will honor the agreement that made the decision of the Expert Arbitration Panel binding regarding the third runway.

Sincerely,

Lee A. Sanders M.D., Ph.D.

Lee A. Sanders M.D., Ph.D.
Pathologist

cc:
Burien City Council
Mr. Greg Nickels, King Co. Council
Mr. Mike Heavey, State Senator
Mr. Randy Tate, US Representative
Mrs. Georgette Valle, State Representative

April 12, 1996

Doug Sutherland

abide by the decision
of the expert panel to
stop the 3rd runway.

Why spend all the money
to hire a panel & then pay
no attention to what they say.

No 3rd Runway

Phyllis L. Gjalmo

24832 13 Ave So
Des Moines, Wa
98198

RECEIVED
APR 15 1996
PUGET SOUND REGIONAL COUNCIL

April 11, 1996

To: Puget Sound Regional Council
members

I have a grandson in the 6th grade at Midway Elementary School which is in the high-noise impact area under the south flightline of Sea-Tac Airport.

He has told me that when on the playground, his ears hurt from the noise of the jets taking off. That is noise from the present two runways and it is unbelieveable that anyone would want more noise and pollution dumped on these innocent children.

Such high decibels of noise to actually cause pain in the students' ears will eventually cause hearing loss. Many of the students at Midway School will continue on to Pacific Middle School and Mt, Rainier High School, which are all very closely situated. Consequently, many of them will have spent 12 years under the stressful, less-than-human conditions.

It seems to me that there is a cruel violation of student' civil rights of having a safe, peaceful environment to learn, and that it is an inherent principle of any school structure.

Anyone who wishes to perpetuate this trespass on our students' well-being would not, for a minute, want your own to be subjected to such degradations and humiliations.

You wanted an Expert Panels decision. It has been given and should be abided by for the sake of our impacted schools and all who are so closely aligned with the airport.

Very truly yours,

Marie Feckley

Marie Feckley
Burien

April 25, 1996 . . . . . *AGENDA ITEM 4*

ADDITIONAL CORRESPONDENCE RECEIVED FOR EXECUTIVE BOARD MEMBERS

APRIL 19, 1996

April 18,1996

Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Regarding: Runway decision scheduled for April 25, 1996

Dear Mr. Sutherland and members of the council:

Newspaper accounts of potential action by the council with regard to the Expert Noise Panel report lead one to the conclusion the two letter word NO is difficult to comprehend.

The agreement of March 18, 1994 indicated approval of a third runway could be gained only if the Noise Panel agreed that the noise reductions to this point were sufficient. The Noise Panel said no.

It would seem a legally binding agreement is now in the process of being abrogated. Should the agreement be circumvented the PSRC will have done nothing to begin the process of restoration of citizen faith in government, but exactly the opposite.

One hopes the PSRC will now recognize reality and act accordingly. Honesty, morality and integrity must rise above politics as usual, if there is to be any hope of starting the process of restoring faith in government.

The reasons for rejecting the third runway go far beyond merely honoring the binding agreement: air pollution, aquifer and surface water pollution, wetlands destruction, movement of 23 million cubic yards of fill,(to take 3 years), destruction of highways, traffic snarls, increased noise impact from increased flights as well as revised flight patterns, increased cancer and lung disease only now being investigated, fill placed on a seismically active fault and subject to liquifaction, and the Port's own expert stated at the Congressional Hearing that additional airports to the North and South of Seattle will be needed even if a third runway is built. The proposed runway would be dependent, not independent, in operation and do little to improve the vastly overstated fog delays at SeaTac. Mitigation cannot compensate for all of the documented impact.

Daryl Johnson
16235 12th Avenue S.W.
Burien,98166

Please distribute to all members

4-17-96

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

DEAR MR SUTHERLAND

PLEASE ABIDE BY THE NOISE EXPERT ARBITRATION PANELS DECISION. THE NOISE AT SEATAC HAS STEADILY INCREASED IN THE PAST 17 YEARS. ESPECIALLY AFTER THE 2ND RUNWAY WAS BUILT AT SEATAC. I LIVE SEVERAL MILES FROM THE AIRPORT BUT I AM BOTHERED CONSTANTLY BY NOISE. A 3RD RUNWAY WOULD BRING THE NOISE THAT MUCH LOUDER & THAT MUCH CLOSER.

PLEASE CAST A NO VOTE FOR A 3RD RUNWAY. REMEMBER IT WAS YOUR BOARD THAT APPROVED AND FUNDED THE NOISE PANEL FOR OVER 3 YEARS. THE THREE EXPERT CONSTANTLY CHECKED WITH YOUR BOARD & THE PSRC FOR ADDITIONAL GUIDELINES. PLEASE CONTINUE A SEARCH FOR A NEW AIRPORT FAR AWAY FROM PEOPLE AND THE NEIGHBORHOODS. NO 3RD RUNWAY

PLEASE PASS ~~BUT~~ THIS VOTE TO YOUR ENTIRE EXECUTIVE BOARD. ~~VOTE~~ WITH YOUR CONSCIENCE

SUSAN OVERHOLT
1211 - 4TH SW
SEATTLE WA 98146

April 18, 1996

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

Doug Sutherland
President, PSRC Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Sutherland,

I am writing to protest your announcement that you will do everything in your power to overturn the Expert Noise Panel's decision regarding a proposed third runway.

I'm just wondering how you can sleep at night, knowing that overturning that process you helped create is wrong, wrong, wrong. How can you be a public servant and do that? You're not serving the public, you're serving your own selfish, distorted ideas of what would be good for the region.

Please remember that the panel's decision is ***binding***, not to be overturned because you don't like their decision.

A search for a new airport site is a sound, reasonable thing to do. Instead of taking business away from our region, it would enhance commerce. Why does Seattle have only one airport? Why couldn't we be like Oakland-San Francisco, San Jose. No one's crying down there that its taken business away. It's nourished growth. I fly a lot, and our Sea Tac does just fine. Rarely am I delayed. The Port's hype about this desperate need for a third runway and huge delays is a lot of hooey.

Please remember that ***people*** live out here in Burien, Federal Way, Des Moines and Tukwila. We don't want our communities ruined when a much sounder solution is to eventually search for a new airport site and gradually amass money for the building of it.

Please, Mr. Sutherland, do the right thing. Make a decision you can look back on and be proud of.

Please distribute this letter to all members of the Executive Board.

Thank you,

Elizabeth Desimone

Elizabeth Desimone
14966 20th SW
Seattle, WA 98166
(206)248-3641

2553 S.W. 169th Place
Seattle, WA 98166
April 14, 1996

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

Doug Sutherland, President
PSR Executive Board
1011 Western Ave., Suite 500
Seattle, WA 98104

Dear Mr. Sutherland and the entire Executive Board,

This letter is to express my dismay that you would not support a decision by a panel that you helped to create. I (and many other citizens as well) expect you to abide by the decisions of the EAP. Your failure to do so shows a lack of responsibility and integrety on your part and that of the entire executive board..

In the future we hope to see a change in your attitude so that we can begin to regain some confidence and trust in you and your board.

Sincerely yours,

Diane Pierson

(Mrs.) Diane Pierson

CC. distribute to entire executive board

City of Tukwila

City Council

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

April 17, 1996

The Honorable Doug Sutherland
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear President Sutherland:

The City Council of Tukwila would like to express our full support of the recent Final Order of the Expert Arbitration Panel on Noise and Demand/System Management. This Final Order results in the third runway not being authorized. This is consistent with the process established three years ago by the Puget Sound Regional Council (PSRC).

Now with the proposed expansion of the airport off the table, we propose that if the Puget Sound Regional Council believes that it must "do something", the PSRC take a "fresh look" as recommended by the Expert Panel, at the assumptions expressed by both the Port of Seattle and those organizations which have diligently challenged the Port's proposed expansion.

Throughout the Panel's deliberations and in its written Orders, the Panel has encouraged the Puget Sound Region to engage in a rigorous discussion of the underlying assumptions of air capacity and to educate all interested parties about transportation alternatives to air travel. The Panel has consistently written that because they found demand and system management options "not feasible" within the meaning of Resolution A-93-03, this was not the same as finding these options ineffective, unrealistic or unachievable. While we support demand and system management improvements, we believe the port and cities near Sea-Tac now have the opportunity to find better ways to address the current stalemate other than locking into unmovable political posturing and self-serving platitudes.

We suggest that the PSRC seek more effective and equitable processes, logically patterned after the successful Expert Arbitration Panel model.

Therefore, we endorse the Panel's Order whose ruling clearly states that the airport noise requirement in Resolution A-93-03 must be achieved and all stipulations of the Order must be honored. We are ready, willing and able to work with you and your staff at the earliest possible time. Please let us know the time and place for such a meeting.

Sincerely,

Pam Carter

Pam Carter
Council President

cc: The Honorable Mike Lowry, Governor
Sid Morrison, Washington State Secretary of Transportation

6200 Southcenter Boulevard • Tukwila, WA 98168 • Fax: (206) 433-1833
Legislative Coordinator Phone: (206) 433-1834 • City Council 24-hour Message Line: (206) 431-3652

RECEIVED
APR 19 1996
PUGET SOUND REGIONAL COUNCIL

April 18, 1996

Executive Board
Puget Sound Regional Council

President Sutherland and Honorable Members:

On April 25, 1996, you will be deciding the fate of the proposed expansion at Seatac Airport. I would like to ask you to approve the expansion with additional mitigation. My husband and I own an airline ground handling business on the airport and we know, from experience, how necessary this expansion is to the economic future of this region. We also know that the impact of this expansion will obviously be negative for a few residents, temporarily, but positive for the majority.

I am well aware of the very vocal anti-third runway groups, whose members are residents of the cities surrounding the airport. I live in Burien, which is one of those cities, and I do not believe that the anti-third runway groups represent the majority of the residents of these cities, regardless of how loud they are. The majority of us moved here knowing full well that our neighbor was an airport and knowing that it would have to expand to support our economy. We look forward to the benefits we will reap from this expansion in our business and in our city.

Our major concern is not the airport expansion. It is that our tax dollars are being squandered, without our permission, by the governments of these cities in their vendetta against the airport. They will eventually be held accountable for devastating the fledgling economies of these small cities and for ignoring the wishes of the majority of their constituents. We can only hope that they will see reason before our cities are bankrupt.

Please approve the third runway construction and the rest of the proposed airport expansion. Additional noise-reduction measures can be required and they will be effective. There is no other acceptable alternative.

Thank you for your consideration.

Sincerely,

Diane Michalek

Diane Michalek
2665 S. W. 151st Pl.
Burien, WA 98166-1638

April 25, 1996 . . . . . *AGENDA ITEM 4*

CORRESPONDENCE RECEIVED FOR EXECUTIVE BOARD MEMBERS

APRIL 24, 1996

Bellevue
Chamber of
Commerce

Tel. (206) 454-2464
Fax: (206) 462-4660
10500 NE 8th Street, Suite #212
Bellevue, WA 98004-4395

April 24, 1996

The Honorable Doug Sutherland
President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Executive Sutherland:

On behalf of the Bellevue Chamber of Commerce Board of Directors, we recommend the Puget Sound Regional Council proceed with the creation of a second all-weather runway at Seattle-Tacoma International Airport.

Consistently the Chamber has supported the creation of a second all-weather runway that will reliably service Washington State and Puget Sound air capacity needs in the 21st century. Without this additional runway we are inviting capacity gridlock that will:

- Jeopardize employment tied to tourism and trade
- Stagnate trade opportunities and the state's economic health
- Increase the frequency of peak-time delays
- Decrease air traffic safety as airplanes wait in lengthy queues

The Bellevue Chamber of Commerce recommends that the PSRC approve the runway contingent upon Port compliance with some of the recommendations made by the Expert Panel. We believe this action adequately recognizes the PSRC's responsibility to address this issue, sufficiently addresses the Expert Panel's concerns, and is relatively expedient and cost effective.

We thank you for consideration of our comments.

Sincerely,

Sarah Skoglund
President and CEO

Jim Hebert
Chair of the Board

CC: PSRC Executive Committee

RECEIVED
APR 24 1995
PUGET SOUND REGIONAL COUNCIL

April 20, 1996

Doug Southerland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-1035

Dear Mr. Southerland,

As President of the PSRC Executive Board you have responsibly put forth options for the Board to consider following the Expert Panel decision. Now you must guide the Board and therefrom, the entire Council to act ethically and in the best interests of the citizens of this region.

A third runway is no longer an option. Send the Port of Seattle a message to stop the flow of millions of dollars to lawyers and lobbyists. The time has come to focus on real and practical solutions which will carry this region well into the next century. Focus on a solution we can all agree on -- a new regional airport that will link the entire Interstate Highway 5 region from Portland to Everett. The Port has always said a new airport is needed. Lets solve our current needs and those of our future generations comprehensively. Spend our limited supply of money wisely, and with the help of our State government site a new airport now.

Please make this letter a part of your April 25, 1996 hearing record.

Sincerely,

David A. Yokers
21904 4th Pl. S.
Normandy Park, WA 98198

Alaska Airlines

WILLIAM S. AYER
VICE PRESIDENT, MARKETING & PLANNING

April 24, 1996

Mr. Doug Southerland
President
Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104

Dear Mr. Southerland:

As you know, Alaska Airlines and Horizon Air have participated in the long process to evaluate Puget Sound airport capacity, and have followed its many steps and iterations. We understand that the PSRC is considering several options in response to the recent expert panel ruling on noise. One of those options, to build a new, supplemental airport, continues to be, from our perspective, a very uneconomic proposition.

Sea-Tac serves as the gateway for the Pacific Northwest, with links via Horizon extending into Alberta, British Columbia, Idaho, Montana, Oregon, Washington, and soon Wyoming. Alaska's alliance with Northwest Airlines utilizes Sea-Tac to connect increasing numbers of passengers with the Pacific Rim. Sea-Tac's role as a regional and international hub, driven by a large and growing customer base, requires a single airport system. Our need to serve both point-to-point and connecting passengers, on any given flight, makes use of a two airport system economically infeasible.

We believe that the supplemental airport idea has been thoroughly evaluated in the exhaustive process over the past years. Since it wouldn't work for our customers, it wouldn't work for us. We recommend that the PSRC not revisit this option.

Regards,

William S. Ayer

cc Cliff Argue
George Bagley
Bill Mackay

BOX 68900 SEATTLE, WA 98168-0900/206-433-3329

RECEIVED
APR 4 1996
PUGET SOUND REGIONAL COUNCIL

April 22, 1996

Puget Sound Regional Council Executive Board
1011 Western Ave.
Suite 500
Seattle, WA 98104-1035

Dear Members of the Executive Board,

I encourage you to authorize the building of the proposed third runway at Sea-Tac International Airport.

Two of the three members of the noise expert panel concluded that ... "Although the Port of Seattle has scheduled, pursued and achieved an impressive array of noise abatement and mitigation programs, the Port has not shown a reduction in real on-the-ground noise impacts sufficient to satisfy the noise reduction condition." The panel also listed several recommendations on how the Port could achieve even more noise reduction. I suggest that some of those recommendations be pursued.

A majority of the panel also stated ..."the environs of a major airport are plainly not the best location for residential neighborhoods." As a result, I would suggest a program to acquire more homes in the affected area. I realize the PSRC does not have the authority to impose taxes, but perhaps funds could be raised working with local, State or federal government agencies.

We need the third runway for a variety of reasons. The third runway will make the airport fully functional during poor weather conditions allowing the effective use of the two existing runways. A third runway will assure continued economic viability since one out of five jobs is linked to international trade. We need the third runway to remain competitive in the global marketplace.

Significant time and money has been spent to study the airport capacity needs of this area. The most viable option is the building of a third runway. Let's move forward, authorize construction and find ways to offer real relief to the residents around the airport.

Sincerely,

Patricia Patterson

Patricia J. Patterson
17504-27th Avenue NE
Arlington, WA 98223

FAX

Date 04/24/96

Number of pages including cover sheet 3

TO: PUGET SOUND REGIONAL COUNCIL

Phone 206-464-7090

Fax Phone 206-587-4825

FROM: Doug Levy, Govt. Affairs Director

City of Everett

3002 Wetmore

Everett, WA 98201

Phone 259-8700

Fax Phone 259-8729

CC:

REMARKS: ☐ Urgent ☐ For your review ☐ Reply ASAP ☐ Please Comment

Gentlemen:

The City Council did pass the attached Resolution and would like it to be part of record for Thursday's hearing.

RESOLUTION NO. 4256

A RESOLUTION in support of efforts to move forward with development of a third runway at Sea-Tac International Airport.

WHEREAS, the Puget Sound region is in the midst of rapid growth, with more than a million people expected to be added over the next 20-plus years to an existing population base of nearly three million; and

WHEREAS, the region is home to some of the world's major exporters, high-tech firms and leading-edge corporations, such as The Boeing Co., Microsoft, Weyerhaeuser, GTE Northwest, McCaw Cellular, Nordstrom, and others, all of whom need and depend on reliable and convenient air transportation; as evidenced by the fact that Washington State leads the nation in exports per capita; and

WHEREAS, over the next couple of decades, airport takeoffs and landings in our region will increase by about 54,000 *per year* -- or 163 flights *per day*; and

WHEREAS, a two-runway airport, particularly one that is limited in capacity during the Northwest's frequent periods of rainy and inclement weather and has one of the nation's worst records for on-time arrivals, will be woefully inadequate to accommodate this huge increase in air travel; and

WHEREAS, the idea of constructing a new supplemental airport at this time to address the need is called into serious question by airline representatives, who have said time and time again that it is not needed and will not be used; and

WHEREAS, the dubious wisdom of constructing a new airport that airlines say isn't needed and won't be used is perhaps best exemplified by the Mirabel Airport in Montreal, completed in 1975 at a cost of $1 billion Canadian ($4 billion with debt and operating losses factored in) and 21 years later is a testament to closed check-in counters, nearly-empty terminals, and virtually no domestic service left, with all scheduled international flights set to be transferred to closer-in Dorval Airport; and

WHEREAS, with all of these factors in mind, board members of the Puget Sound Regional Council (PSRC) -- representing a broad cross-section of 50 cities, four counties, and three port districts -- spent seven-plus years and $7-plus million analyzing how to address the region's long-term airport capacity needs; and

WHEREAS, on October 27, 1994, the PSRC Board voted to adopt Resolution A-93-03, calling for development and construction of a third runway at Sea-Tac while at the same time establishing a process to mitigate the expansion by assisting the communities most heavily impacted by the expansion; and

WHEREAS, the aforementioned mitigation efforts are well underway – including acquisition of 1,300 of the most noise-impacted homes and relocation of residents in those homes; sound insulation for an additional 3,100 homes; and total noise reduction/sound insulation program on the order of $300 million; and

WHEREAS, an independent and outside three-person expert panel concluded in a report issued March 27, 1996, that while the Port of Seattle has made significant strides in reducing and mitigating noise impacts from Sea-Tac, it had not fully met the threshold for noise reduction to satisfy the Puget Sound Regional Council's conditional approval of a third-runway as spelled out in Resolution A-93-03.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EVERETT:

1) The City Council of the City of Everett lends its support to the proposed amendment of Resolution A-93-03 to come before the PSRC Board Thursday, an amendment which will provide for additional noise reduction measures.

2) The City Council of the City of Everett urges the region to continue to move forward with development of a third runway at Sea-Tac International Aiport while these added noise reduction measures are undertaken.

3) The City Council of the City of Everett maintains its strong belief, along with the overwhelming majority of elected officials and citizens in the Puget Sound region, that a third runway at Sea-Tac International Airport is the only viable, cost-effective, and prudent response at this time to addressing our growing region's long-term air capacity needs.

Councilperson Introducing Resolution

PASSED AND APPROVED this 24th day of April, 1996.

Council President

Phone call

James Carpenter
16463 6th Ave SW
Seattle 98166

To: Executive Board

In opposition to 3rd runway. The spending of large amounts of money on SeaTac Airport is a waste, it will never be satisfactory. Never be a better time to find an alternative site.

PSRC: PLEASE COPY AND DISTRIBUTE TO ALL MEMBERS OF THE EXECUTIVE BOARD.

April 22, 1996

Mr. Doug Sutherland, President
Puget Sound Regional Council Executive Board
1011 Western Avenue, Suite 500
Seattle, WA 98104-0135

Dear Mr. Sutherland:

Please abide by the Expert Arbitration Panel's recent decision and respect the process--a process you helped create. The Arbitration Panel's decision is *BINDING* and should not be disputed at this point. Thank you.

Sincerely,

Mary Scheyer

Mary Scheyer
1216 SW 157th Street
Burien, WA 98166

copies to PSRC Executive Board Members

Metropolitan King County Council

Room 1200, King County Courthouse
516 Third Avenue
Seattle, WA 98104-3272

(206) 296-1000
FAX (206) 296-0198
TTY/TDD (206) 296-1024

April 24, 1996

The Honorable Doug Sutherland
Pierce County
County-City Building
930 Tacoma Avenue South
Tacoma, WA 98402

Dear Mr. Sutherland:

Three years ago the Puget Sound Regional Council sought and instituted a "nonpolitical, expert arbitration" process. As you recall, this process as outlines in Resolution A-93-03, was a compromise from the original "Flight Plan" which envisioned use of multiple airports in King, Snohomish, and Pierce Counties for the long-term air capacity needs of the region and state.

Through a political process, expansion of Sea-Tac in King County was conditionally approved pending three requirements. The first of these requirements, siting of an additional airport in the four county region, was terminated without conclusion. The second requirement, a review of demand and system management, was completed with the finding that additional measures in this area may not presently be contractually & politically viable. The third and final requirement, an independent and objective analysis of noise impacts on communities around the airport, was completed on March 27. This condition was not met when the expert arbitration panel submitted its report concluding that "real, on-the-ground" noise impacts have not been sufficiently mitigated to the satisfaction of Resolution A-93-03.

Given the recent findings of the A-93-03 process, as representatives of King County, we are concerned that the citizens of our County will be asked to disproportionately bear the financial, physical, and environmental burdens of this project -- particularly because King County residents are the only constituency in the PSRC who pay a tax levy to the Port of Seattle. We strongly recommend, therefore, that the PSRC uphold the decision of the expert arbitration panel and that any action taken by the PSRC include a process which contains independent, objective and measurable standards of performance, in terms of impacts on King County residents, and a requirement that those standards be met before any approvals or authorizations are issued by the PSRC. We also strongly recommend the PSRC engage the State of Washington in any process that attempts to address the air capacity needs of the region and state.

If the PSRC chooses to proceed without including these essential components into any action it takes, our Council would be compelled to strongly consider opposing any action taken on airport expansion by the PSRC. Failing to include these protections for King County residents would also severely undermine the integrity of the regional effort to solve our air capacity concerns.

Maggi Fimia	District 1	Cynthia Sullivan	District 2	Louise Miller	District 3
Larry Phillips	District 4	Ron Sims	District 5	Rob McKenna	District 6
Pete von Reichbauer	District 7	Greg Nickels	District 8	Kent Pullen	District 9
Larry Gossett	District 10	Jane Hague	District 11	Brian Derdowski	District 12
suthrlnd.doc		Christopher Vance	District 13		

C.E. Vann

122.1 YES
1027.9 NO
FAILS

[EXISTING STAFF DRAFT]

Potential Action B -- Search for Potential New Airport Site

The Executive Board directs staff to initiate discussions with the State about the State's willingness to take the lead in evaluating options to meet the State's and region's long-term air travel and inter-regional ground transportation needs, including high-speed rail.

[PROPOSED LANGUAGE (with additions in brackets and deletions struck through)]

Potential Action B --~~Search for Potential New Airport Site~~ Evaluation of Airport Capacity Options

The Executive Board[:

1)]directs ~~staff~~ to initiate discussions with the State [requesting that Governor Lowry or Secretary Morrison] ~~about the State's willingness to~~ take the lead in [commissioning an independent evaluation of] ~~evaluating~~ options to meet the State's and [Western Washington's] ~~region's~~ long-term air travel and inter-regional ground transportation needs, including ~~high-speed rail~~ [a cost-benefit comparison of the best ways to meet those needs at Sea-Tac Airport, and an analysis of any off-site options.]

2) directs staff to prepare a timetable for review of the results of the independent evaluation, public hearings, and preparation of recommendations by the Growth Management, Transportation Policy and Executive Boards; and

3) authorizes the expenditure of up to $60,000 from the FY 1996 and FY 1997 contingency funds to assist in funding the state-sponsored independent evaluation, including consultant support, and environmental review.

ROLL CALL. KING CO. — NO/NO/NO/YES
SEATTLE - NO
OTHERS - 1/2

TAC.

YES —

NO —

10.6% 122.1 Yes 1027.9 No

EXECUTIVE BOARD
PUGET SOUND REGIONAL COUNCIL
VOTING LIST

VOTE NO. _____

	Yes	No	Total Votes	Weighted Votes
KING COUNTY (4 representatives/4 votes)			4	268.5
Councilmember Larry Gossett	___	✓		
Executive Gary Locke	___	✓		
Councilmember Rob McKenna	___	✓		
Councilmember Christopher Vance	✓	___		
Councilmember Pete VonReichbauer, Alt.	___	___		
Councilmember Jane Hague, 2nd Alt.	___	___		
SEATTLE (3 representatives/3 votes)			3	130.6
Mayor Norm Rice	___	___		
Councilmember Cheryl Chow	___	___	✓	
Councilmember Jan Drago	___	___		--
Councilmember John Manning, Alt.	___	___		
OTHER CITIES AND TOWNS (3 representatives/3 votes)			3	137.9
Councilmember Bob Edwards	___	___		
Mayor Jeanne Hansen	___	___		
Councilmember Dave Russell	1 ___	___	2	
Mayor Erselle S. Eade, Alt.	___	___		
Councilmember Frank Hansen, Alt.	___	___		
TOTAL - KING COUNTY	___	___	10	Y_____ N_____
KITSAP COUNTY (1 representative-1/2 vote)			1/2	36
Commissioner Matt Ryan	___	___		
Commissioner Phil Best, Alt.	___	___	✓	
OTHER CITIES AND TOWNS (1 representative-1/2 vote)			1/2	36
Mayor Richard Mitchusson	___	___		
Councilmember Sherril Huff-Menees, Alt.	___	___	✓	
TOTAL - KITSAP COUNTY	___	___	1	Y_____ N_____
PIERCE COUNTY (2 representatives/2 votes)			2	109
Executive Doug Sutherland	___	___		
Councilmember Karen Biskey	___	___		
Councilmember Bill Stoner, Alt.	___	___		
TACOMA (2 representatives/1-1/2 votes)			1-1/2	76
Mayor Brian Ebersole	___	___		
Councilmember Robert Evans	___	___		
OTHER CITIES AND TOWNS (1 representative-1/2 vote)			1/2	33
Mayor Leonard Sanderson	___	___		
Councilmember Ron Scholz, Alt.	___	___		
TOTAL - PIERCE COUNTY	___	___	4	Y_____ N_____

Maggi Fimia
District 1

Rob McKenna
District 2

Larry Gossett
District 10

Cynthia Sullivan
District 2

Peter von Reichbauer
District 7

Jane Hague
District 11

Louise Miller
District 3

Greg Nickels
District 8

Brian Derdowski
District 12

Larry Phillips
District 4

Kent Pullen
District 9

Chris Vance
District 13

Ron Sims
District 5

cc: King County Executive Gary Locke
Puget Sound Regional Council Executive Board

Kent Pullen
King County Councilman
402 King County Courthouse 4CC
Seattle, WA 98104

9th District
(206) 296-1009

To: Puget Sound Regional Council (PSRC)
From: Kent Pullen, King County Councilman
Date: April 24, 1996
Subject: Need to honor the process relative to airport expansion
Message:

The purpose of this memo is to urge that the PSRC respect the report of the expert arbitration panel, which on March 27 concluded that noise impacts have not been sufficiently mitigated to the satisfaction of Resolution A-93-03.

Accordingly, the PSRC should uphold the decision of the expert arbitration panel, and any action taken by the PSRC should include a process that contains independent, objective, and measurable standards of performance with respect to the impact on the residents of King County. In addition, these standards should be met by the Port of Seattle before any approvals or authorizations are issued by the PSRC.

Regardless of whether any particular representative of the PSRC favors or opposes airport expansion, all members of the PSRC know the importance of honoring an established process. Honoring a process (and keeping attendant commitments) helps to ensure fairness, order, and objectivity. By contrast, any perceived failure to honor a process may cause a substantial loss of credibility with the public.

Kent Pullen

Kent Pullen, King County Councilman

April 25, 1996

Adopted Action --

The Executive Board: 1) directs staff to initiate the process to amend *Resolution A-93-03*, to remove the deadline of April 1, 1996, and to provide for (a) additional noise reduction measures, based on the recommendations of the Expert Panel; (b) establishment of a plan for implementation of such noise mitigation measures, including milestones; (c) monitoring compliance with such implementation plan; and (d) an agreement between the PSRC and the Port of Seattle for implementation of such plan; 2) authorizes the expenditure of up to $60,000 from the FY 1996 and FY 1997 contingency funds to carry out this process, including consultant support, environmental review, a public hearing, and a General Assembly meeting in July 1996; and 3) initiates review of *Resolution A-93-03: Implementation Steps* to ensure consistency with such action.

Yes No % yes

1027.9 122.1 89.4 %

EXECUTIVE BOARD
PUGET SOUND REGIONAL COUNCIL
VOTING LIST

VOTE NO. _____

	Yes	No	Total Votes	Weighted Votes
KING COUNTY (4 representatives/4 votes)			**4**	**268.5**
Councilmember Larry Gossett	✓			
Executive Gary Locke	✓			
Councilmember Rob McKenna	✓			
Councilmember Christopher Vance		✓		
Councilmember Pete VonReichbauer, Alt.				
Councilmember Jane Hague, 2nd Alt.				
SEATTLE (3 representatives/3 votes)			**3**	**130.6**
Mayor Norm Rice				
Councilmember Cheryl Chow				
Councilmember Jan Drago				
Councilmember John Manning, Alt.				
OTHER CITIES AND TOWNS (3 representatives/3 votes)			**3**	**137.9**
Councilmember Bob Edwards				
Mayor Jeanne Hansen				
Councilmember Dave Russell	2		1	
Mayor Erselle S. Eade, Alt.				
Councilmember Frank Hansen, Alt.				
TOTAL - KING COUNTY			**10**	**Y_____ N_____**
KITSAP COUNTY (1 representative-1/2 vote)			**1/2**	**36**
Commissioner Matt Ryan				
Commissioner Phil Best, Alt.				
OTHER CITIES AND TOWNS (1 representative-1/2 vote)			**1/2**	**36**
Mayor Richard Mitchusson				
Councilmember Sherril Huff-Menees, Alt.				
TOTAL - KITSAP COUNTY			**1**	**Y_____ N_____**
PIERCE COUNTY (2 representatives/2 votes)			**2**	**109**
Executive Doug Sutherland				
Councilmember Karen Biskey				
Councilmember Bill Stoner, Alt.				
TACOMA (2 representatives/1-1/2 votes)			**1-1/2**	**76**
Mayor Brian Ebersole				
Councilmember Robert Evans				
OTHER CITIES AND TOWNS (1 representative-1/2 vote)			**1/2**	**33**
Mayor Leonard Sanderson				
Councilmember Ron Scholz, Alt.				
TOTAL - PIERCE COUNTY			**4**	**Y_____ N_____**

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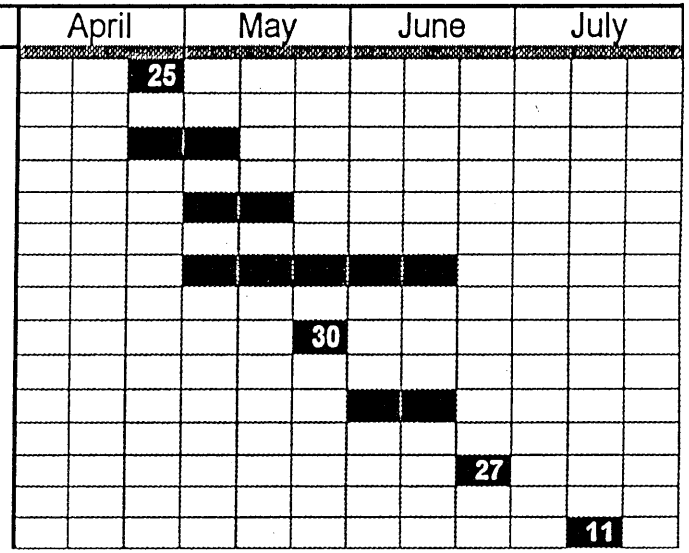
Adopt item D with amendment

DRAFT TIMELINE
FOR
AMENDMENT OF RESOLUTION A-93-03
POTENTIAL ACTIONS C AND D

1. Executive Board action on options
2. *Consultant Selection process (*)*
3. *Analysis, feedback on Panel's recommendations (*)*
4. SEPA/public participation process
5. *Board workshop: identify potential language for A-93-03 amendment (*)*
6. Countywide/public review of potential amendment
7. Board action on potential amendment to A-93-03
8. General Assembly action on potential amendment to A-93-03



NOTE:
* *Potential action D, additional steps*

Puget Sound Regional Council

PSRC

April 30, 1996

To: Executive Board

From: Mary McCumber

Subject: Update on Air Transportation -- Followup to April Executive Board

Following up on the Executive Board decision on April 30, enclosed are three items related to direction by the Board regarding next steps on air transportation capacity:

1) **A revised meeting schedule** -- Note especially that **the May 23rd Executive Board meeting has been canceled**, and **the Board will conduct its workshop on noise issues on Thursday, May 30, from 9 a.m. to 3 p.m. in the Bellevue Conference Center**, 121 107th Avenue.

2) A copy of the materials sent to affected agencies and communities, and being made available to citizens, which include the recommendations on noise reduction measures made by the Expert Panel and the directions for responding to the recommendations, along with the cover memorandum from Executive Sutherland.

3) Copies of the most recent correspondence on air transportation issues, including a copy of a letter from Henry Frause, the second page of which was inadvertently left out of the correspondence packet for the April 25 meeting.

We will be providing you additional information as it becomes available, including a packet of responses to the Expert Panel recommendations, for your consideration prior to the May 30 workshop. If you have any questions, please call me at (206) 464-7515.

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Puget Sound Regional Council

PSRC

MEMORANDUM April 30, 1996

To: Affected Agencies, Communities and Citizens

From: Executive Doug Sutherland, President

Subject: Additional Steps to Reduce Air-Transportation-Related Noise

The Executive Board of the Puget Sound Regional Council is very interested in seeing what additional steps can be taken to reduce noise related to air transportation activities at and around Sea-Tac Airport. The Council has supported construction of a third runway at Sea-Tac Airport, provided the impact of noise on surrounding communities can be reduced.

The Expert Panel that looked at the noise issue indicated that the Port of Seattle had not met the threshold for noise reduction to satisfy the Regional Council's conditional approval of the third runway, but also indicated that the outcome could have been different, had some additional noise reduction measures been implemented. The Panel made some specific recommendations for additional noise reduction measures.

At our meeting on April 25, the Executive Board agreed to use the Panel's recommendations as the basis upon which to decide what additional, feasible, noise reduction measures could be implemented. **We are asking the agencies and communities that would be responsible for implementing these recommendations to review the recommendations, assess which are feasible and how much they would cost, and what the effect of their implementation would be, and respond to the Board in writing no later than Friday, May 17 (the directions for responding and the Panel's recommendations are attached).** Written comment on these recommendations by others is also encouraged.

The Board has scheduled a workshop for Thursday, May 30 (at a place and time to be announced), to discuss the responses to these recommendations. We are asking the affected agencies and communities to attend the workshop, and be available to answer questions from Board members. This will be a working session of the Board, and will not include a public comment period.

Following the workshop, we will identify a potential action package, which will be available for public comment beginning June 10. On June 27, the Board will conduct a public hearing, prior to taking action. Our plan is to develop a recommendation for the Regional Council General Assembly, which would meet on July 11.

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Puget Sound Regional Council

PSRC

MEMORANDUM April 30, 1996

To: Potential Implementing Agencies and Communities**

From: Mary McCumber, Executive Director

Subject: **Recommendations on Noise Reduction Measures**

At its meeting on April 25, 1996, the Puget Sound Regional Council's Executive Board directed staff to initiate the process to amend Resolution A-93-03, to provide support for the third runway at Sea-Tac-Airport with additional noise reduction measures, based on the recommendations of the Expert Panel. The recommendations were provided in the Panel's "Final Decision on Noise Issues" (pages 37-41, attached) dated March 27, 1996. The specific language regarding these recommendations adopted by the Executive Board was:

> "The Executive Board: 1) directs staff to initiate the process to amend *Resolution A-93-03*, to remove the deadline of April 1, 1996, and to provide for (a) additional noise reduction measures, based on the recommendations of the Expert Panel; (b) establishment of a plan for implementation of such noise mitigation measures, including milestones; (c) monitoring compliance with such implementation plan; and (d) an agreement between the PSRC and the Port of Seattle for implementation of such plan...."

Attached for your review and assessment are the recommendations of the Expert Panel, annotated by Regional Council staff to show primary responsibility for implementation as identified by the Panel. Please review these recommendations and, for each one for which you have some responsibility, provide **clear, concise responses**, based on the directions outlined below. Your total response should be no more than 25 double-spaced typewritten pages; supporting documents should be referenced or attached as needed.

1. For each of the Panel's recommendations for which your agency or community would have some implementing authority, identify:

   a. the estimated cost of implementation;

   b. the period of time in which the recommendation could be implemented, including milestones;

   c. the benefit that could result from implementation, including the estimated net number of additional people that could experience reduced noise impacts.

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2. Identify any potential obstacles to implementing each recommendation, and both whether and how these obstacles might be overcome.

3. Identify appropriate methods for monitoring compliance with each recommendation, including how to ensure that each recommendation, if agreed to as part of an amendment to Resolution A-93-03, would be carried out, and a suggested response should the recommendation not be carried out in the manner agreed to by the responsible parties.

4. Based upon your assessment of the above information and other factors, develop a list of recommendations for implementation. Please provide your rationale for rejected recommendations, if any.

Please provide your written responses by May 17, 1996.

** Port of Seattle; Federal Aviation Administration; Washington State Department of Transportation; King County; Airport Communities Coalition -- Cities of Burien, Des Moines, Federal Way, Normandy Park, Tukwila, and the Highline School District; City of SeaTac; Alaska Airlines.

Although the Port's ability to substantiate the validity of its estimates of real, on-the-ground noise impacts was weakened by its failure to supply documentation on the statistical reliability of (i) its data, and (ii) its modeling and estimation processes, the Port has nevertheless provided an enormous amount of useful information and analysis. The Port has complied with the Panel's request to provide time-series data on many different aspects of aircraft noise at Sea-Tac, from the basic DNL trends to the distribution of SEL peaks, the minutes per day above 65, 75, and 85 dB, and many other measures. This multifaceted approach to the evaluation of airport noise -- a combination of many different ways of looking at aircraft noise levels and the associated noise impacts on the community -- has been valuable for a number of reasons. It provides a better picture of what is actually happening with Sea-Tac Airport noise levels than DNL alone can convey; it permits the Panel, the PSRC General Assembly, the Port, and the community to assess the actual noise exposure changes and on-the-ground noise impacts more fully; it supplies much-needed detail on critical aspects of those noise impacts (such as the actual amount of time that classrooms are subject to noise levels above the threshold for speech interference); and last but not least, if the results show an internally consistent pattern across a variety of different types of measures (as they, in fact, do in this case), it provides all parties with a considerable degree of added confidence in the robustness of conclusions about the reductions in noise impacts -- the on-the-ground changes in public exposure to Airport noise -- which the Port's current noise abatement and mitigation programs have produced and are likely to produce.

RECOMMENDATIONS
(BY THE MAJORITY)

In the course of this proceeding, the Panel has had the benefit of the creative, analytical thinking of many different parties regarding additional noise abatement and mitigation measures that may, alone or taken together, reduce the future noise impacts associated with Sea-Tac Airport. The Port has invited the Panel to offer our recommendations as to what the next steps should be regarding noise abatement and mitigation. The majority of the Panel accepts that invitation.

On the one hand, we do not think that many easy actions remain; the major programs on Stage 2 phase-out and nighttime Stage 2 restrictions are already in place. On the other hand, there are some additional actions that can be implemented relatively quickly and, in some cases, at relatively low cost.

As Mr. Lewis has noted, noise abatement and noise mitigation are not simple. Externalities abound that make an airport proprietor's job difficult. The Port generally gets all the blame (and the credit) for changes in the aircraft noise environment in the Region. The reality is that actions by the FAA, the airlines, local organizations, and State and local political entities all affect the situation. However, while many actions are not within the Port's legal authority, they are not necessarily beyond its range of influence. (Indeed, the Port has been portrayed by many of the people from whom we have heard, and by a number of the submittals that we have read, as a major force in the Region.) That influence should be brought to bear, wherever possible, to reduce on-the-ground noise impacts.

Implementing Agencies
* = Lead

In the spirit of Resolution A-93-03, we offer the following specific recommendations:

1. That the PSRC and the "Coordinating Committee" established by MOU pursuant to Resolution A-93-03 (the PSRC, the Port, WSDOT, and the FAA) promptly take steps to mediate and resolve the impasse between the Highline School District and the Port on the issue of noise insulation for schools, to enable the Port to move forward rapidly on its commitment to insulate the schools and significantly reduce classroom speech interference. — * PSRC, POS, WSDOT, FAA, High-line Schöol Dist.

2. That the Port implement its stated plan to upgrade its noise monitoring system, with no fewer than 25 permanent monitoring stations located throughout the affected communities; and that the results be publicly disseminated, at regular intervals, in the form of aircraft DNL, SEL, and Time Above metrics. — * POS

3. That the Port and the organizations representing the affected communities jointly sponsor social surveys at regular intervals to assess the effectiveness of future noise abatement and mitigation measures in terms of perceived noise impacts. We concur with the view expressed by the Port's noise consultants in the 1993 AIRTRAC *Final Report* (p. 3-33): "The way to avoid incorrect predictions of community response to a ... [noise reduction] action is to ask the community directly how it feels about a particular airport action and the proposed mitigation program connected to it." — * POS, ACC

4. That the Port address the impact of ground-related aircraft noise by (i) implementing the thrust-reversal noise impact reduction activities called for in the Noise Mediation Agreement; and (ii) working to minimize the number, level, and duration of daytime engine run-ups, which are likely to increase as operations grow. (We note that the increases in TA 65, 75, and 85 dB at RMS site 11 in recent years may be a consequence of ground-related noise.) — * POS

5. That the Port take the following actions to improve the on-the-ground reduction of nighttime noise impacts:

   a. Negotiate and obtain a public commitment from the FAA for full cooperation in rigorously and aggressively enforcing compliance with the current North Flow Nighttime Departure Noise Abatement Procedures. The Port, at a minimum, should notify airlines of violations of these nighttime noise abatement procedures. Better, the Port should institute procedures to apply pressure, through enforcement penalties and/or the power of public opinion in the media, to reduce violations (for example, publishing fines and performance scorecards in the Region's newspapers). — * POS, FAA

   b. Work closely and aggressively with KCIA and Alaska Airlines to eliminate the carrier's two nighttime Stage 2 cargo flight arrivals and departures, which weaken the effectiveness of the Port's nighttime Stage 2 ban; and develop, in conjunction with KCIA and local government officials, a strategy to avoid additional Stage 2 nighttime flights to and from KCIA in the future. — * POS, * KCIA, AA

   c. Work with the airlines to minimize the total number of flights in the middle of the night (e.g., 1:30 a.m. to 5:30 a.m.). — * POS

d. Continue to minimize the number of variances issued for the Nighttime Limitations Program through aggressive persuasion with the airlines, including the use of the media. * POS

e. Work with foreign air carriers to ensure that Stage 3 aircraft continue to be used for nighttime international flights. * POS

f. Work with owners/operators of Stage 2 aircraft under 75,000 pounds (which are currently exempt from the Nighttime Limitations Program) to secure their cooperation in minimizing or eliminating the use of such aircraft during the nighttime period. (There were, on average, 13 exempt Stage 2 nighttime flights per month in the second and third quarter of 1995.) * POS

g. Continue to work with the airlines to minimize nighttime engine run-ups; we note that, although many of the events are exempt from the King County Code, the exempted nighttime events have levels higher than the code permits. Existence of an exemption does not mean elimination of the impacts on people. * POS

6. That the PSRC, the FAA, and the communities affected by airport noise participate actively and constructively in the Port's upcoming Part 150 review, to propose, evaluate, and assist in implementing any feasible noise reduction measures that will maximize the net benefits for the region and provide meaningful noise mitigation for the impacted areas. The Port's Part 150 process should include, but not be limited to, the following actions: * POS * FAA PSRC ACC

a. Evaluate the actions needed to apply, monitor and enforce the North Flow Daytime Departure Duwamish/Elliott Bay Noise Abatement Procedures specified in the Noise Mediation Agreement. Investigate, and, if possible, implement, use of this corridor during periods of periods of lighter activity during the day such as mid-morning and mid-afternoon. * POS * FAA PSRC ACC

b. Evaluate the feasibility of extending the "nighttime" hours of use for the North Flow Nighttime Departure Noise Abatement Procedures (currently 10 p.m. to 6 a.m.) to the evening "shoulder" (8 to 10 p.m.), and, if possible, to the early morning "shoulder" (6 to 7 a.m.) as well. * POS * FAA PSRC ACC

c. Reevaluate, with FAA and community input, the use of "minimum population exposure" flight tracks, in light of the increase in flight operations and the shift in the overall importance of arrival noise as Stage 2 aircraft are phased out. The Port had studied and identified "useful" flight track changes for Four Post Plan during the development of the Noise Mediation Agreement. Any of the following options would be expected to reduce overall population exposure to aircraft noise: (i) over-water southern corridors for all south departures where the east turn does not occur until the aircraft reach Commencement Bay or beyond; (ii) north-flow arrival procedures that route aircraft over the water (with a turn in the Four-Post arrival stream); or (iii) the use of a north-flow stream more often at night, coupled with tightly enforced, high-compliance nighttime departure routes. There are some difficult trade-offs in this process, but we do not accept the contention that all possible changes in flight tracks simply shift noise among communities, with no net reduction * POS * FAA PSRC ACC

in number of people impacted. Flight track changes offer the potential for abatement of aircraft noise impacts once the Port has exhausted the benefits of the Stage 2 phase-out; we note again that Resolution A-93-03 explicitly requested the FAA to consider modifications to the Four Post Plan to reduce noise impacts.

d. Evaluate, with FAA and community input, the potential net benefits of a noise abatement departure profile employing a steeper angle of climb, coupled with an expanded residential acquisition and insulation program if, as a result of a steeper departure profile, the 75 dB DNL contour expands in the immediate vicinity of the airport while areas farther out receive benefits. * POS * FAA PSRC ACC

e. Evaluate, with FAA and community input, the potential net benefits of preferential runway use during "low activity" periods (would more use of the east runway, for example, result in reduced overall population noise exposure?) -- coupled with an expanded residential insulation and acquisition program, as needed. * POS * FAA PSRC ACC

7. That, with respect to the Noise Remedy Program, the Port take the following actions:

a. Begin a rapid, full-scale program of school insulation as soon as the impasse with the Highline School District is resolved, with the maximum feasible commitment of resources and the earliest possible completion schedule. * PC

b. Complete the "sensitive-use" public buildings insulation pilot studies and fund the full program envisioned in the Noise Mediation Agreement, as well as a program for insulation of multi-family dwellings, with an aggressive schedule to allow completion as soon as possible. The Port Commission is on record as committed to these programs. * POS

c. Evaluate the possibility of an expanded residential acquisition program offering more of the most severely impacted people the buy-out option, even if no additional Federal money is made available for this purpose. While relocation is not desired by all (nor easy for anyone), the environs of a major airport are plainly not the best location for residential neighborhoods. * POS

d. Work with the PSRC and the affected communities to design and implement alternative, noise-compatible uses of the land within the current acquisition zone. We note that the acquisition program has some very strong critics because of its adverse effects on the quality of neighborhoods for the remaining houses and businesses. * WSDOT * ACC POS

e. Further accelerate, if possible, the rate of insulation for homes now included in the residential noise insulation program, and consider expanding the area eligible for noise insulation if the Airport's 65 dB DNL contour remains at or near the 1993 contour boundaries. * POS

f. Investigate possible modifications to the insulation program to mitigate the impacts of low frequency noise and vibration (a concern the public raised repeatedly during the Panel's hearings). * POS

8. That the PSRC and the Coordinating Committee take the lead in addressing the difficult, controversial task of reducing present and future noise impacts, with the following actions:

a. Recognizing the degree to which parties and factors outside the direct authority of the Port are undercutting the effectiveness of the Port's current efforts to reduce noise impacts, initiate and coordinate remedial action. Such coordination may include facilitating the use of mediation, marshalling State and local public resources where needed, providing public information via the media, or otherwise addressing the roadblocks that now prevent the residents of the Region from realizing the full benefits of the Port's existing abatement and mitigation programs. The PSRC and the Coordinating Committee are the principal entities in a position to take effective action to resolve the local problems caused by the "balkanization" of responsibility among the Port, the FAA, KCIA, the Highline School District, and other parties.

* PSRC
POS
FAA
KCIA
High-line School Dist.

b. Create guidelines or other equitable procedures for dealing fairly with the conflicting views and needs of different communities when a proposed noise reduction strategy results in a net improvement but causes a transfer of noise impacts.

* PSRC
* POS
* FAA

c. Take effective action on land use issues to minimize the introduction of incompatible land uses and to facilitate compatible redevelopment of currently incompatible land uses, including implementation of the recommendations on land use issues in the 1993 AIRTRAC *Final Report*.

* WSDOT
* ACC
PSRC
POS

d. Investigate creative ways of linking noise reduction objectives with airport demand and system management strategies, including intermodal solutions to local and regional transportation needs.

* PSRC
* WSDOT
POS

DISSENT
(BY MR. LEWIS)

I would find that the Port has met its obligation to show under PSRC Resolution A-93-03 that "noise reduction performance objectives" have been "scheduled, pursued and achieved ... based on measurement of real noise impacts." As a result, I cannot join my colleagues in concluding that the Port has failed to satisfy the noise reduction condition of the Resolution and must dissent from their Decision. I am convinced that my colleagues have imposed upon the Port a burden that was never contemplated by the General Assembly.

The Port showed us that it has scheduled, pursued and achieved the objectives of the two major noise abatement programs contemplated by the Noise Mediation Agreement -- the Noise Budget and the Nighttime Limitations Program -- by significantly reducing the use of the loudest, Stage 2 aircraft at Sea-Tac, and virtually eliminating them at night. The resulting impact on the level of real noise measured on-the-ground has been captured by an extensive array of noise