



# CITY OF HAYWARD STAFF REPORT

AGENDA DATE 4/7/98

AGENDA ITEM 7

WORK SESSION ITEM \_\_\_\_\_

To: Mayor and City Council

From: Director of Public Works

Subject: **RESOLUTION AUTHORIZING PARTICIPATION IN THE PORT OF OAKLAND'S AIRPORT-COMMUNITY NOISE MANAGEMENT FORUM**

## RECOMMENDATION:

It is recommended that the City Council adopt the resolution authorizing participation in the forum.

## BACKGROUND/DISCUSSION:

The Mayor has received a letter signed by the Metropolitan Oakland International Airport's General Manager inviting the City of Hayward to become a member of the Oakland Airport-Community Noise Management Forum ("Forum") (Exhibit A). The agencies invited to participate are those most affected by noise from Oakland Airport operations.

Participation in the Forum is consistent with the approach the City has advocated in dealing with Oakland Airport issues. As noted in the November 21, 1996, letter from the City Manager to the Port of Oakland (Exhibit B) "...the City should be represented on any task force or local organization which is formally recognized by the Port." Representation for the City of Hayward on the Forum is extremely important to adequately address Oakland aircraft noise impacts on our community. The purpose of the Forum is to provide an effective mechanism for members of the public to discuss, analyze and make recommendations to the Port of Oakland about noise issues associated with the Oakland Airport and its impacts on East Bay communities. Each member jurisdiction will be required to contribute \$1,000 annually, as outlined in the Letter of Understanding (Exhibit C). The Port of Oakland will budget \$100,000 for administrative and other costs (e.g. facilitator, technical studies).

Council's Airport Committee (CAC) has addressed the issue of selecting Forum members to represent the City. The CAC recommends that Councilmember Bill Ward be the City's elected representative with Olden Henson as its alternate. The CAC further recommends that the process for selecting a private citizen involve an open recruitment initiated through the City Clerk's Office and interviews by the Council's Airport Committee, who would then recommend the citizen appointee to the full Council for appointment. The recruitment process is currently underway with the closing date for applications set for April 14, 1998.





# PORT OF OAKLAND

STEVEN J. GROSSMAN  
*Director of Aviation*

WILLIAM E. WADE  
*Airport General Manager*

Oakland International Airport  
One Airport Drive, Box 45  
Oakland, California 94621

Telephone: (510) 577-4000  
Fax: (510) 430-9392

March 3, 1998



Ms. Roberta Cooper, Mayor  
City of Hayward  
777 B Street  
Hayward, California 94541

Dear Ms. Cooper:

For the past several months, the Port of Oakland has been working with representatives of several Alameda County jurisdictions near Oakland International Airport to develop a new organizational structure to address community concerns about Airport noise. Brent Shiner, Hayward Air Terminal Manager, has been your representative on the committee, and we greatly appreciate his contributions to the development of the new organization.

This new airport-community advisory organization to the Port of Oakland is entitled, "Oakland Airport-Community Noise Management Forum ("Forum"). Its purpose is to provide a public forum to discuss, analyze and make recommendations to the Port of Oakland Executive Director about noise related issues at Oakland International Airport. The Forum will provide a mechanism to facilitate cooperation between the Airport and local communities.

Forum membership will include the following:

1. Selecting an elected official and a citizen representative to the Forum to represent Hayward's concerns regarding Oakland International Airport noise issues.
2. Participating in quarterly public meetings and working with other Forum members to create a work plan to address community noise concerns. A facilitator will be hired to conduct at least the first two meetings, and to provide administrative support and technical assistance.
3. Contributing \$1,000 annually towards the costs of the Forum. Additional expenses will be paid by the Port of Oakland.

CM: \_\_\_\_\_  
LDM: \_\_\_\_\_  
\_\_\_\_\_

EXHIBIT A - 1

Ms. Cooper  
March 3, 1998  
Page 2

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4. Signing the enclosed Letter of Understanding, agreeing to the above stipulations. The Port of Oakland also will be a signator to the agreement.

By this letter, we invite the City of Hayward to become a member of the Forum and to execute the enclosed Letter of Understanding and return it to us with the annual membership fee by April 17, 1998. We would like to hold an informational meeting for Forum members in May and schedule the first public meeting for June. We understand that Hayward's *Council's Airport Committee* already has selected Councilmember Bill Ward to represent Hayward, with Councilmember Olden Henson as its alternate. Further, applications are currently being processed for Hayward's citizen representative.

We appreciate your consideration. The organizing committee has worked diligently to create a forum to foster understanding and community participation relative to Airport noise issues. We look forward to continuing to work with our neighbors to minimize noise to the extent possible while maintaining a vital community resource. Please give me a call at 577-4276 if you have any questions.

Sincerely,



William E. Wade  
Airport General Manager

Enclosure

WEW:cw

cc: Jesus Armas, City Manager



## Office of the City Manager



November 21, 1996

Steven J. Grossman  
Port of Oakland  
Metropolitan Oakland International Airport  
530 Water Street  
Oakland, CA 94607

**Re: Comments to Draft EIS/EIR of the Metropolitan Oakland International Airport -  
Airport Development Program**

Dear Mr. Grossman:

Thank you for the opportunity to review the Draft Environmental Impact Statement/Environmental Impact Report (DEIS/EIR) for the Metropolitan Oakland International Airport (MOIA) Airport Development Program (ADP). The City of Hayward has examined the document and submits its comments below:

1. Representation for the City of Hayward

The City of Hayward should be notified of all future meetings concerning the proposed ADP, as well as any future development plans. Additionally, the City should be represented on any task force or local organization which is formally recognized by the Port. Please provide the names of all such organizations as well as persons to contact.

2. Characterization of Aircraft Noise Contours Over City of Hayward

According to FAA criteria, noise impacts associated with several project scenarios in the ADP are not significant enough to be depicted on Aircraft Noise Contours in the DEIS/EIR. Even though some residents of the City of Hayward will undoubtedly experience an increase in noise levels associated with increased air traffic arriving at Oakland's North Field (e.g. air cargo facility improvements), the DEIS/EIR concludes that it will not be enough of an increase for exhibition or mitigation. However, from an environmental standpoint, and in accordance with Federal Aviation Administration (FAA) Order 5050.4A (Paragraph 24.b), the City of Hayward hereby considers the Metropolitan Oakland International Airport ADP as an action which is "highly controversial."

EXHIBIT B - 1

**COPY**

Proposed federal action is considered highly controversial when the undertaking is opposed on environmental grounds by a local government agency, or by a substantial number of the persons affected by such action(s). Because some projects within the ADP possess characteristics considered by the City of Hayward as highly controversial, aircraft noise impacting our community should be the subject of an environmental assessment. It is requested that the Port be required to incorporate noise impacts over our City as a part of the environmental process. The Port should produce Aircraft Noise Contour maps depicting all existing and future CNEL noise contours affecting the City. Noise contours between 55-60 CNEL (if possible) and 60-65 CNEL under both current and proposed conditions would be most useful. Descriptions related to increases in single event noise levels (SEL) impacting our community should also be provided.

Practical experience has shown that large changes in levels of noise exposure, even if below the FAA accepted measure, will be perceived by people as a degradation of their ability to experience quiet enjoyment of their property. Numerous noise and low overflight complaints to Hayward officials are certain to be the result of air traffic and aircraft mix modifications proposed within the DEIS/EIR. However, no examination of environmental impacts to the City of Hayward have been demonstrated. The requested information will enable the City to respond to its residents who are concerned about noise with a better understanding of the facts. Additionally, more knowledgeable discussions between City of Hayward officials and Port representatives can occur.

### 3. Air Cargo (Air Freight and Air Mail) Relocation and Facility Development

Expanding air cargo facilities at Oakland's North Field will lead to increased aircraft operations on Runway 27R. Landing approaches to this runway will cause increased overflights affecting the City of Hayward. Generally, the route of landing aircraft is along the ridge line north of California State University Hayward, over the Fairview District and above the intersection of Interstate 580, Foothill Boulevard and East 14th Street. The altitude of arriving aircraft over the Hayward hills is approximately 1,700' Above Ground Level (AGL).

Earlier this year during an Instrument Landing System upgrade at Oakland lasting a period of only 80 days (May - Aug), MOIA diverted some of its arriving traffic to Runway 27R. During this period of time, the City of Hayward received one or two complaints per day (100-150 total) concerning low flying aircraft, increased traffic and noise. Increased operations at North Field will have a corresponding increase of traffic over the City of Hayward. The project description and associated EIS/EIR should be revised to include all impacts on the City of Hayward as characterized in Table 4.1.4.

4. Airspace and Air Traffic Control

The DEIS/EIR does not adequately address airspace and air traffic control (ATC) procedures and operations directly impacting the Hayward Air Terminal. This includes commonly utilized arrival and departure routes, air traffic patterns, ATC provisions, aircraft type, and performance characteristics within the vicinity of the Hayward Airport.

5. Transportation and Circulation

The study area used to analyze impacts on highway intersections along the transportation corridor of Interstate 880, should be expanded to include Interstate 880 roadway connectors within the City of Hayward.

6. Hayward Air Terminal as a Community Asset

The Hayward Air Terminal's positive economic impact on the community is significant. The Airport serves as a base for approximately 400 private and corporate aircraft, as well as for the Air National Guard, public safety helicopters, traffic watch aircraft, and recreational facilities for the public. The DEIS/EIR does not address economic impacts to the Hayward Airport from the short or long-term influences of any proposed ADP project. As a result of the proposed ADP projects, the DEIS/EIR should project the advantages and disadvantages to general aviation, corporate and business aircraft and air cargo operations at the Hayward Airport.

7. Mitigation of Existing Conditions

The City of Hayward wishes to express its concern with the current flight tracks for aircraft arriving to MOIA's Runway 29. Residents of Hayward are continuously and adversely impacted by jet air carrier and air cargo arrivals to this runway. Over the years, these negative impacts have increased dramatically. Questions have been raised from the community as to why flight tracks for arriving aircraft cannot be shifted more over the Bay. To answer this question, the Port should evaluate recent and available technological advances which might contribute valuable positive options. At a minimum, the Port should provide the City of Hayward with reasons as to why flight paths cannot be safely altered. If flight path adjustments can be safely made, when might they be projected to occur?

8. Boundaries of Study Area - Affected Environment

The City of Hayward wishes to express its deep concern regarding the limited size of the DEIS/EIR project study area. In all matters addressing the environmental impacts of the ADP, the City of Hayward should be profoundly involved.

9. Capacity of North Field During Temporary Closure of Runway 11/29

In several instances, it has been necessary for the Port to temporarily close Runway 29 and divert all traffic to North Field. Should this unfortunate situation arise again, the DEIS/EIR should examine the resulting MOIA airspace and air traffic complications. Following the Loma Prieta earthquake, Runway 29 was not useable and North Field was used almost exclusively. Under the ADP, the runway and facilities at North Field will eventually reach capacity. Without a replacement plan to mitigate traffic on Runway 11/29, it would appear that the DEIS/EIR is not adequate in addressing this issue.

10. Project Alternative

The Metropolitan Transportation Commission (MTC) completed a *Regional Airport System Plan (RASP) Update* for the Bay Area in 1994. The RASP Update explores a range of alternatives for meeting forecast demand, and recommends measures to accommodate future increases in regional aviation activity. We request that all RASP Update recommendations be included in the DEIS/EIR for examination. The ADP rejected almost all RASP Update elements as viable project alternatives without the benefit of public comment.

The RASP recommends that the need for a second runway at MOIA, parallel to existing Runway 11/29, be assessed when a certain level of passenger activity is reached. At current rates of annual growth in passenger activity, that point will be reached well before 2000. In accordance with the DEIS/EIR, a second parallel runway at South Airport will alter noise impacts identified in the ADP for 2010. The City of Hayward considers the Port's failure to address this issue as a significant lack of planning for future needs at MOIA.

It is requested that the Port immediately begin the process to identify and mitigate the impact associated with future congestion on Runway 11/29. If not mitigated, the resulting congestion will result in increased diversion of air traffic to North Field, causing increased overflights of the City of Hayward.

The City of Hayward wishes to extend its support for the positive economic benefits to the Bay Area created by the ADP, as detailed in the Social Impacts Section 4.3 of the DEIS/EIR. Creating additional employment opportunities will provide beneficial economic and social effects for all neighboring communities.

Your consideration of the City's comments is greatly appreciated. We look forward to working with the Port in developing an airport expansion program that is well-planned, environmentally sound, and mutually beneficial to both the Port and the City of Hayward.

Very truly yours,

A handwritten signature in black ink that reads "Jesús Armas". The signature is written in a cursive style with a large, prominent initial "J".

Jesús Armas  
City Manager

cc: Mayor and City Council  
City Attorney  
Community and Economic Development Director  
Public Works Director  
Senator Feinstein  
Senator Boxer  
Congressman Stark  
State Senator Lockyer  
State Assemblymember Sweeney

**LETTER OF UNDERSTANDING**  
**For Establishing the**  
**Oakland Airport-Community Noise Management Forum**

Statement of Purpose

The purpose of the Oakland Airport-Community Noise Management Forum (hereinafter called "Forum") is to provide a public forum to discuss, analyze and make recommendations to the Port of Oakland Executive Director about noise related issues at Oakland International Airport. The Forum will provide a mechanism to facilitate cooperation between the Airport and local communities.

Functions

The functions of the Forum will be to:

- Provide a forum for discussion by interested parties
- Identify continuing or new noise related issues
- Discuss alternative actions and recommend possible solutions
- Promote cooperative actions by the individual members

Membership

The following agencies are invited to become members of the Forum, and acceptance of membership will be confirmed by signing this Letter of Understanding:

City of Alameda  
City of Berkeley  
City of Emeryville  
City of Hayward  
City of Oakland  
City of Piedmont  
City of San Leandro  
City of Union City  
County of Alameda  
Port of Oakland

Any city in Alameda County that wishes to become a member in the future may do so with the approval of existing Forum members and if the city agrees to abide by this Letter of Understanding. The Forum is an advisory group to the Port of Oakland Executive Director.

Each member agency will have one vote in the Forum. Each member city and the County of Alameda will appoint one elected representative and one citizen from its jurisdiction to participate in the Forum. The authority to vote will be vested in each elected representative. In the event an elected representative is absent, that voting authority may be assigned by the elected representative to an alternate of his/her choosing. Term of membership will be for two years, unless otherwise decided by the sponsoring agency. Members may be reappointed.

The Airport will request local aviation representatives, including the FAA, to participate in the Forum; however, they will not vote on Forum issues.

Funding

Each city and the County of Alameda that chooses to become a member of the Forum will contribute \$1,000.00 annually to help cover Forum operating expenses. The Port of Oakland will pay the remaining costs.

The Airport Noise Management Office will provide staff support for the Forum. Other support may be decided by the Forum and funded as stated above.

Signator:

\_\_\_\_\_  
City of Hayward

\_\_\_\_\_  
Date

**DRAFT**

*ABP*  
*3/30/98*

HAYWARD CITY COUNCIL

RESOLUTION NO. \_\_\_\_\_

Introduced by Council Member \_\_\_\_\_

**RESOLUTION AUTHORIZING THE CITY MANAGER  
TO EXECUTE A LETTER OF UNDERSTANDING FOR  
PARTICIPATION IN THE PORT OF OAKLAND  
AIRPORT-COMMUNITY NOISE MANGEMENT FORUM**

BE IT RESOLVED by the City Council of the City of Hayward that the City Manager is hereby authorized and directed to execute on behalf of the City of Hayward a Letter of Understanding for Establishing the Oakland Airport-Community Noise Management Forum for participation by the City of Hayward.

IN COUNCIL, HAYWARD, CALIFORNIA \_\_\_\_\_, 1998

ADOPTED BY THE FOLLOWING VOTE:

AYES:

NOES:

ABSTAIN:

ABSENT:

ATTEST: \_\_\_\_\_  
City Clerk of the City of Hayward

APPROVED AS TO FORM:

\_\_\_\_\_  
City Attorney of the City of Hayward