CITY COUNCIL STAFF REPORT

DATE: March 4, 2015 UNFINISHED BUSINESS

SUBJECT: PALM SPRINGS INTERNATIONAL AIRPORT MASTER PLAN UPDATE

FROM: David H. Ready, City Manager

BY: AIRPORT

SUMMARY

On November 5, 2014, the Palm Springs International Airport Master Plan was discussed by the consulting firm HNTB, who had prepared the document. After receiving input and guidance from the City Council, the plan's "Recommended Alternative for Airside, Terminal and Landside Facilities," has been modified in accordance with that direction.

RECOMMENDATION:

1. Accept the "Recommended Alternative for Airside, Terminal and Landside Facilities" at the Palm Springs International Airport.

2. Direct Staff to proceed with all Federal (NEPA) and California (CEQA) environmental processes for subsequent review by the City Council.

3. Direct Staff to submit revisions to the Palm Springs International Airport Commission, the Historic Site Preservation Board, and the Planning Commission.

STAFF ANALYSIS:

During discussion of the Palm Springs International Airport Master Plan Presentation on November 5, 2014, the City Council provided the following direction on certain elements of the plan:

ITEM NO. 4.B.

1. A preference not to modify the terminal ticketing area western facade as it could affect the appearance, architectural and historical significance of the terminal. Rather, consider remodeling the inside area, expanding to the back of the building. Additionally, explore the possibility of greater space utilization through kiosk check-in efficiencies.

2. Conduct all car rental expansion north of the terminal in order to preserve customer ease of access and convenience, and reduce the amount of car rental maintenance traffic on El Cielo Drive. This included eliminating the relocation of any rental car facilities to Kirk Douglas Way.

3. Maintaining an open Baristo Road entrance to Kirk Douglas Way.

4. Support of the plan to relocate the USO into the terminal when the building is expanded.

Per direction from the City Council, the consultant has incorporated these changes into the Master Plan (see attached exhibit "Master Plan Update Draft Revised Alternatives Analysis").

It is important to note, that the Master Plan does not identify any need for expanded runways.

Next Steps

Upon authorization of these recommendations by the City Council;

- The Master Plan environmental processes for both the CEQA (State of California) and NEPA (Federal) will be updated and presented to the Airport Commission, Historic Site Preservation Board and the Planning Commission prior to City Council final action before the end of the year.

- Noise Exposure Maps for the years 2015 through 2020, under the federal 14 CFR Part 150 Noise Compatibility Program, are being completed and will be presented both at a public meeting and to the City Council (over the next 60 days). Following the study presentations, public comments will be collected, addressed, and submitted to the FAA as the official Noise Exposure Maps for PSP.

FISCAL IMPACT:

The FAA grant eligible projects include the majority of improvements within the terminal building. This Master Plan Update was funded by the FAA and once successfully completed with the appropriate environmental processes; these improvements will be recognized as eligible for grant funding.

PSP Airport has historically been the beneficiary of formulated entitlement FAA funding at an average year of approximately $3.6 million. The public space portion of these terminal building projects will be funded using these entitlements. Airline rental space and the USO offices are not always eligible for entitlement grants and may have to be funded through other sources.

The Master Plan improvements involving the non-aeronautical car rental projects are not eligible for FAA Airport Improvement Program grants and therefore will require other funding sources. In anticipation of this need, a Customer Facility Charge (CFC) has been in place for eight years and the CFC Fund has a balance of $10,850,000 for use toward car rental projects. The City may also potentially consider Revenue Bond financing for additional financing if required.

Thomas Nolan, A.A.E.
Executive Director, Airport

DAVID H. READY
City Manager

Attachments:

Master Plan Update Draft Revised Alternatives Analysis
Terminal Alternative 1
Terminal Alternative 2
Terminal Alternative 3
Terminal Alternative 4

HNTB

To
Thomas Nolan, A.A.E.
Executive Director
Palm Springs International Airport
3400 E. Tahquitz Canyon Way
Suite OFC
Palm Springs, CA 92262

From
Royce Bassarab, HNTB
Justin Bychek, HNTB

CC:
Kim Hughes, HNTB
Grant Wilson, LSA

Subject
Palm Springs International Airport
Master Plan Update Draft Revised
Alternatives Analysis

Date
February 18th, 2015

This memorandum summarizes revised alternatives for consideration of a recommended terminal and landside alternative reflecting feedback received from the November 5th, 2014 Palm Springs City Council meeting. This memorandum summarizes the Recommended Alternative for Airside, Terminal and Landside facilities at PSP.

The key objectives of these revised alternatives are to:

- Address near term terminal and near and long term landside deficiencies
- Maintain the historic western façade of the PSP terminal
- Maintain and improve the existing location of Rental Car facilities
- Maintain access to and through the Airport via Baristo Road and Kirk Douglas Way

Figure 1 presents the Master Plan Update Recommended Alternative, as described in the following sections.

Airside Alternatives

The MPU considered improvements to the airside facilities (primarily runways and taxiways), and concluded that the airfield has adequate capacity to serve forecast operations beyond 2028. The Master Plan Recommended Alternative does not reflect any changes to existing runways or taxiways.

Terminal Alternatives

Figure 2 presents the existing terminal. The MPU Facility Requirements chapter documents notable current and future deficiencies within the existing passenger terminal. In order to address the near term baggage claim and ticketing area deficiencies, HNTB evaluated two modifications of the terminal. The Master Plan Recommended Alternative is the Interior Terminal Reconfiguration Alternative. **Table 1** presents a comparison of the Interior Terminal Reconfiguration Alternative and the East Terminal Expansion Alternative.

Interior Terminal Reconfiguration Alternative

Figure 3 presents the Interior Terminal Reconfiguration Alternative. The Interior Terminal Reconfiguration Alternative reconfigures interior space by pushing back (to the east) the ticket counters and reducing Airline Ticket Office (ATO) space inside the terminal. It also modifies the terminal footprint by constructing a separate small building to accommodate displaced ATO functions behind the terminal and expand the terminal to the north to accommodate an expansion to baggage claim devises.

Reconfiguration of ATO space provides a preferred option for increasing circulation space because it does not impact the historic western façade of the terminal and it does not require a more complicated complete reconfiguration of the "back of house" functions associated with outbound baggage and screening. ATOs traditionally include space to support the day-to-day specific administrative and customer service functions. The ATOs are located behind the lobby enclosure wall and are not accessible to the general public, and currently encompass 12,846 square feet.

In order to provide additional queuing space in the ticketing circulation area, the overall size of the ATOs inside the terminal would be reduced from 12,846 square feet to approximately 7,620 square feet. The ticketing circulation area width would increase from 29 feet to 45 feet. To maintain ATO leasable space, an approximate 5,250 square foot building would be constructed outside and to the east of the existing terminal building to house certain ATO functions, such as storage of supplies, break room, etc. This is the Recommended Alternative.

East Terminal Expansion Alternative

Figure 4 presents the East Terminal Expansion Alternative. This alternative expands the footprint of the ticketing wing to the east by approximately 25 feet, resulting in an additional 3,150 square feet of space. All functional components of the ticketing wing would need to be modified to allow additional ticketing circulation space and maintain existing ATO leasable space. For the baggage claim wing, this alternative mirrors the Interior Terminal Reconfiguration Alternative.

There is limited area outside of the terminal in which an expansion could be constructed without interfering with airside operations. Additionally, previous expansions to the ticketing wing complicate additional expansion. This alternative evaluates an expansion in between the eastern-most point of the ticketing wing and the fence that separates the pedestrian walkway between the terminal and Bono Concourse. This area is currently used to load baggage carts once checked

baggage has passed through the EDS system. Tugs with baggage carts traverse between this area and aircraft by way of a below-grade ramp that runs below the terminal walkway. The available space is further limited by restrictions due to fire department and maintenance access.

The most complex element associated with this alternative is the reconfiguration and relocation of the baggage screening area. The existing outbound baggage and EDS area is inefficiently organized and undersized. Ideally, PSP would be able to upgrade the existing outbound baggage screening and EDS system to a full in-line system where no manual baggage loading is required; a conveyor directly links the ticket counters to the CTX machines. A full in-line system could include the use of vehicle baggage drop systems. In general, a full in-line baggage system would require a larger amount of space beyond the current terminal footprint and is unlikely to be compatible with this alternative. Since the introduction of baggage screening following 9/11, the outbound baggage make-up area has lost a considerable amount of floor area. However, the airlines have continued to successfully manage their conveyor-to-tug bag handling operations in a more confined space.

To implement this alternative, the rear east wall would be relocated. As this back wall is moved, space becomes more constrained due to the terminal wing that tapers inwards (due to a previous building expansion). Additionally, this wing contains the emergency generator, a fuel tank, cooling towers and other mechanical, electrical and plumbing components. The generator and cooling tower need easy access for heavy maintenance vehicle access in case machinery needs to be replaced and fueled. Also the generator requires easy fire department access. Currently this space is constrained to meet the applicable safety requirements. As developed, the expanded building space would need to be vetted with the Fire Department to ensure adequate access is provided.

To reconfigure baggage feeds, the expansion would reduce linear frontage resulting in a change in the orientation of one of the outbound feeds to overlap another feed and extend that overlapped feed to maintain usable frontage (which results in cutting off two existing manual bypass feeds). Potential reconfiguration of the baggage conveyance system would require further study to ensure the resulting system design meets TSA requirements.

Due to the complications associated with this alternative, it is not recommended for implementation.

Table 1. Comparison of Terminal Alternatives

Alternative	Advantages	Disadvantages
Interior Terminal Reconfiguration (Recommended Alternative)	• Allows for additional passenger circulation (circulation area width would increase from 29 feet to 45 feet) in the ticketing wing while maintaining the existing historic western façade. • Allows a reduction of ATO space inside the terminal by constructing a separate building behind the terminal to accommodate additional ATO functions. • Allows the existing baggage claim devices to be extended to provide an additional 450 linear feet of frontage by constructing a 60 foot terminal addition to the north. • Allows for the relocation of the USO within the terminal, tentatively identified in an area in the northeast corner of the expanded baggage claim area.	• The reconfiguration of space would also require some modification to the existing baggage conveyance system, however, it would not require the relocation of the explosive detection screening (EDS) system further to the east. • The outbound baggage belts in the ticketing wing would need to be reconfigured (i.e. shortened to remain behind the Ticket Counter). • Any structural modifications to the terminal building (either the baggage claim wing or the ticketing wing) would require additional detailed analysis of the existing structure to validate the structural feasibility of a potential ticketing expansion (related to modern seismic requirements and the structure's history of previous expansions).
East Terminal Expansion	• Allows for additional passenger circulation in the ticketing wing (width would increase from approximately 29 feet to approximately 45 feet) while maintaining the existing historic western façade and the existing square footage of leasable space for ATOs inside the terminal.	• Requires a complete reconfiguration of the "back of house" functions associated with outgoing baggage and screening. • Further constrains the outbound baggage feeds without implementation of a full in-line system. • Does not adequately resolve the need to improve the existing outbound baggage screening process. Any potential building expansion should also evaluate improving the existing inefficiencies of the baggage screening process by evaluating an in-line system. • More costly as it requires extensive reconfiguration of baggage handling and expansion of the terminal. • Implementation of this alternative would require a complex construction phasing plan that would likely impact the existing level of service. • Any structural modifications to the terminal building (either the baggage claim wing or the ticketing wing) would require additional detailed analysis of the existing structure to validate the structural feasibility of a potential ticketing expansion.

Landside Alternatives

The functional components of landside facilities include airport roadways, terminal curbside, parking facilities, rental car facilities, and ground transportation support facilities, as shown on **Figure 4**. The MPU identified two components of the landside facilities that are deficient based on a comprehensive demand-capacity analysis: rental car facilities and the on-Airport roadway system.

To increase the productivity of the rental car operation at PSP, the MPU recommended consolidation and expansion of facilities to meet demand and enhance operational efficiency. Inefficient rental car facilities defines the need for a designated QTA facility / service area that would be located adjacent to the ready/return facility to provide a connection between the two areas for more efficient rental car operations, while recognizing that there are existing space and height constraints in the vicinity of the terminal area.

To address the rental car providers' and City Council's concerns to minimize the movement of rental cars between maintenance and ready/return locations, and to keep the airport entrance at Baristo Road open, two alternatives that combined rental car facilities were considered. Two variations related to the location of rental car facilities are evaluated and are summarized in **Table 2**. Common to both is keeping the Airport entrance at Baristo Road open to the public. The Master Plan Recommended Alternative is the Consolidated Rental Car Ready/Return and QTA Alternative. Unlike the terminal alternatives, the revised landside alternatives are based on the long-term facility requirements identified in the MPU.

Consolidated Rental Car Ready/Return and Quick Turn Around Alternative

This alternative evaluates a partial consolidation of rental car ready/return and QTA facilities in the general area north of Baggage Claim (expanded in the current location). Maintenance facilities would remain in their current location along North Civic Drive.

The existing rental car ready/return location is a surface lot that could be expanded. The location is surrounded by the terminal, airside, the U.S. Customs and Border Protection (CBP) facility located attached to the Signature hangar, and a small parking area. The rental car facilities in this location could be expanded with the demolition of the Signature hangar building, the relocation of the CBP facility (which much maintain access to the airside), and relocation of parking. The total two-dimensional area available for rental car facilities is approximately 340,000 square feet, or 7.8 acres. The available envelope excludes the expanded Baggage Claim wing, but includes an additional 60 feet of airside space reclaimed once the Signature hangar was vacated.

- By 2028, PSP is anticipated to need 509 ready stalls and 357 return stalls, for a total of 866 stalls, requiring 223,090 square feet or 5.1 acres.
- The MPU identified that QTA operations would require 5.8 acres by 2028, although a consolidated facility may reduce this amount somewhat.
- Total acreage is approximately 11 acres, or approximately 478,289 square feet, which exceeds the available surface space of 340,000 square feet by approximately 138,289 square feet.

In order to accommodate rental car ready/return and QTA facilities, a multi-level (two to three story) parking garage would be constructed to accommodate ready/return stalls and ground-based QTA operations. It is generally more expensive to incorporate washing and fueling operations within the structured parking garage, although it would be feasible that a second or third level of a parking garage could overhang the first level of QTA operations. For example, rental car QTA operations at Nashville International Airport encompass approximately 165,000 square feet (3.8 acres), and include structured parking above. At PSP, the location of QTA facilities could be placed either towards El Cielo Road (with adequate visual screening) or closer to the airside (with an adequate buffer to protect airside operations). Rental car operators would still need to shuttle cars between maintenance and the ready/return area, but at a much reduced rate, as most vehicles would only need to use the QTA facilities.

This alternative, which consolidates QTA operations on-site and houses rental car ready/return facilities in a multi-level garage, meets MPU requirements for rental car facilities and reduces the number of vehicles traveling between the maintenance area and ready/return facilities and represents the Recommended Alternative.

Consolidated Rental Car Ready/Return, QTA and Maintenance

This alternative evaluates a full consolidation of all rental car facilities (ready/return, QTA, and maintenance and storage facilities) in the general area north of the Baggage Claim wing. This would serve as a full ConRAC that would consolidate all airport-related rental operations and facilities into one integrated facility. A ConRAC would incorporate structured parking, integrated, shared QTA facilities and maintenance bays for each of the rental car providers at PSP.

Based on facility needs identified in the MPU, total requirements for rental car facilities in 2028 include approximately 20 acres, which would exceed the total area available in the potential development envelope by 12.2 acres. A consolidated QTA and maintenance facility would likely occupy most or all of the entire surface level of the potential development envelope. For example, the consolidated QTA and maintenance facility in Spokane encompasses over 380,000 square feet (over 8.7 acres), and a recently constructed QTA and maintenance facility at Fresno Yosemite International Airport encompasses approximately 280,000 square feet (6.4 acres). Neither of those examples include integrate ready/return parking in a structured garage. Further complexities exist when considering that maintenance facilities require higher-than-normal ceiling heights, under vehicle access, and vehicle lifts. These complexities would add additional cost to the implementation of this alternative.

Due to the complications associated with this alternative, it is not recommended for implementation.

Table 2. Comparison of Landside Alternatives

Alternative	Required Acreage (2028)	Available Site Acreage	Advantages	Disadvantages
Consolidate Ready/Return and QTA near Terminal; maintain existing location of maintenance facilities **(Recommended Alternative)**	15.6 acres (4.52 R/R, 11.07 QTA and Maintenance)	7.8 acres (surface)	• Consolidates Ready/Return and QTA in one location. • Reduces the number of trips required to shuttle rental cars between the ready/return lot and maintenance areas, thereby reducing fuel consumption, traffic levels for on- and off-airport roadways, and vehicle exhaust. • A consolidated facility could also house a climate-controlled rental car customer service area, thus freeing more space within the baggage claim circulation area.	• The envelope of space available for development of consolidated rental car facilities may not easily accommodate all the required rental car services. • Size of rental car garage might detract from the view of the terminal. • More costly than existing conditions because it would require construction of a parking facility and relocation of fueling and washing facilities. • Does not completely eliminate the need to shuttle rental cars between the maintenance area and rental car ready/return.
Consolidate all Rental Car functions near Terminal (R/R, QTA, Maintenance)	20.3 acres	7.8 acres (surface)	• Consolidates all on-Airport rental car facilities in one location. • Eliminates off-Airport trips between ready/return lot and maintenance areas, thereby reducing fuel consumption, traffic levels for on- and off-airport roadways, and vehicle exhaust. • A consolidated facility could also house a climate-controlled rental car customer service area, thus freeing more space within the baggage claim circulation area. • Opens additional Airport property for aviation or non-aviation revenue opportunities (location of former maintenance facilities).	• The envelope of space available for development of consolidated rental car facilities does not accommodate all the required rental car services. • Size of rental car garage might detract from the view of the terminal. • More costly than existing conditions because it would require construction of a parking facility and construction of fueling facilities. • Integrating washing and fueling services into a structured garage would present technical challenges. For example, typical maintenance bays for rental car facilities are sized considerably larger than a typical parking garage, and may include underground bays to access vehicle engines.

CHATTEN-BROWN & CARSTENS LLP
2200 PACIFIC COAST HIGHWAY
SUITE 318
HERMOSA BEACH, CALIFORNIA 90254
www.cbcearthlaw.com

TELEPHONE:(310) 798-2400
FACSIMILE: (310) 798-2402

E-MAIL:
ACM@CBCEARTHLAW.COM

November 13, 2014

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Via Facsimile (760- 318-3815)
Original to follow

Thomas Nolan, A. A. E.
Executive Director Aviation
City of Palm Springs
Palm Springs International Airport
3400 East Tahquitz Canyon Way
Suite OFC
Palm Springs, California 92262

Re: Proposed Palm Springs International Airport Master Plan Update

Dear Mr. Nolan,

Thank you for meeting with Palm Springs Modern Committee Founding President Peter Moruzzi last week to discuss issues regarding the ticketing area at the Palm Springs International Airport. This meeting and site visit provided us with a much clearer understanding of the issues the Airport is seeking to address with the Master Plan Update.

The Palm Springs Modern Committee is sympathetic to the need for expansion of the ticketing area and that there are constraints on where that expansion can occur. However, we agree with the City Council that expanding the historically significant ticketing area façade towards the curb and enclosing most of the existing character-defining open-air canopy would change the look and feel of the City's historically significant and visually unique airport – a designated Class One Historic Site.

We urge you to consider creative solutions that allows for the needed expansion, without the adverse impacts that would result from expanding the ticketing area towards the curb as proposed under the preferred alternative for the Master Plan Update. To this end, the Palm Springs Modern Committee believes that the City and Airport would be greatly benefited by engaging an architecture firm that specializes in creative airport design to prepare alternative configurations for the expansion and/or remodeling of the ticketing area. In particular, we recommend the City consider engaging Gensler

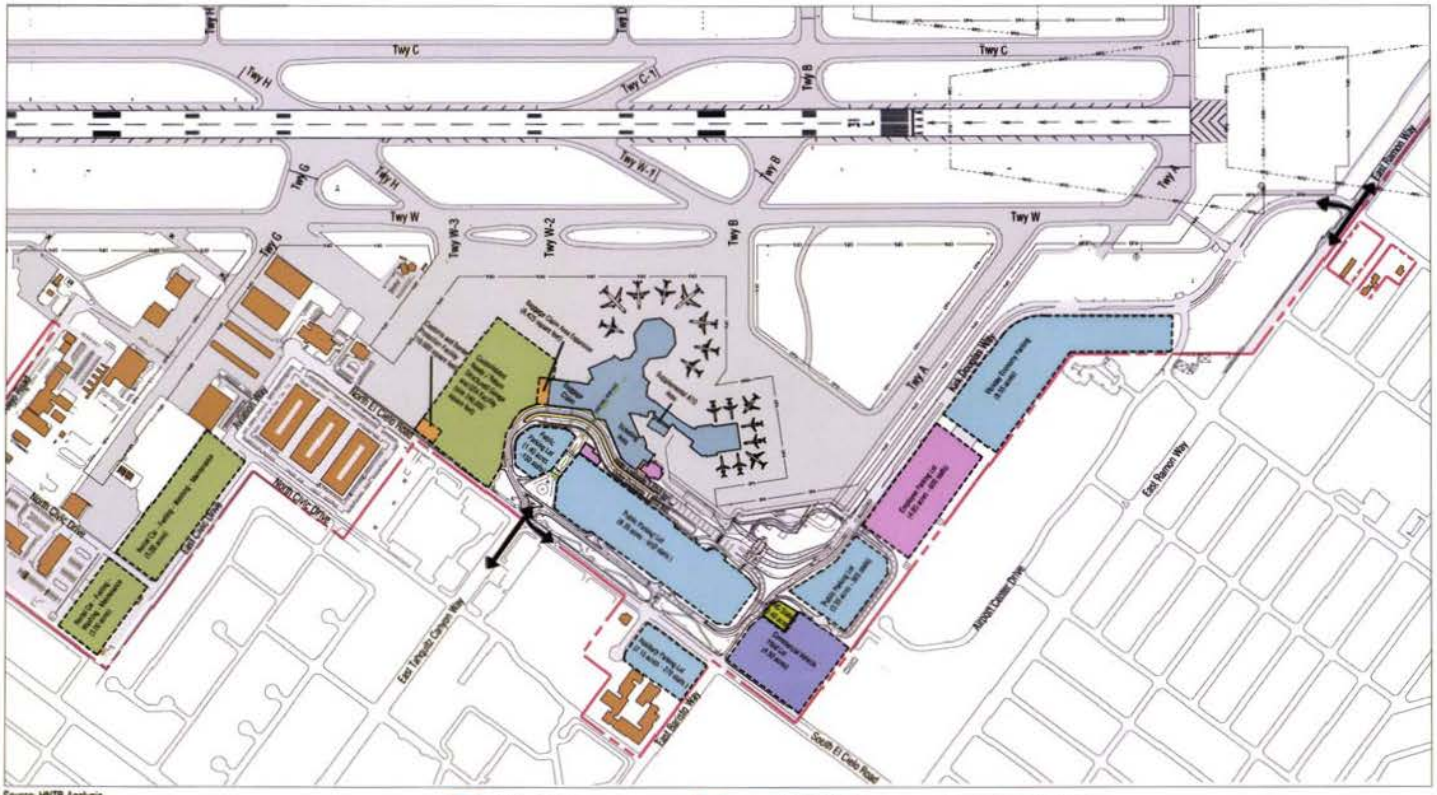
(www.gensler.com). The Gensler firm has extensive experience with creative airport renovation and design, having been responsible for the previous expansion of the Palm Springs International Airport. Gensler has also worked on the LAX Tom Bradley Terminal, San Francisco International Airport, Denver International Airport and JFK International Airport. Engaging such a firm at this stage in the planning process will allow the City to explore alternative configurations for ticketing area before adopting a Master Plan Update that commits the City to expanding the ticketing area towards the curb.

Thank you for your time and consideration in this matter. Please let us know if there is anything the Palm Springs Modern Committee can do to assist you in this process.

Sincerely,

Amy Minteer
Attorney at Law

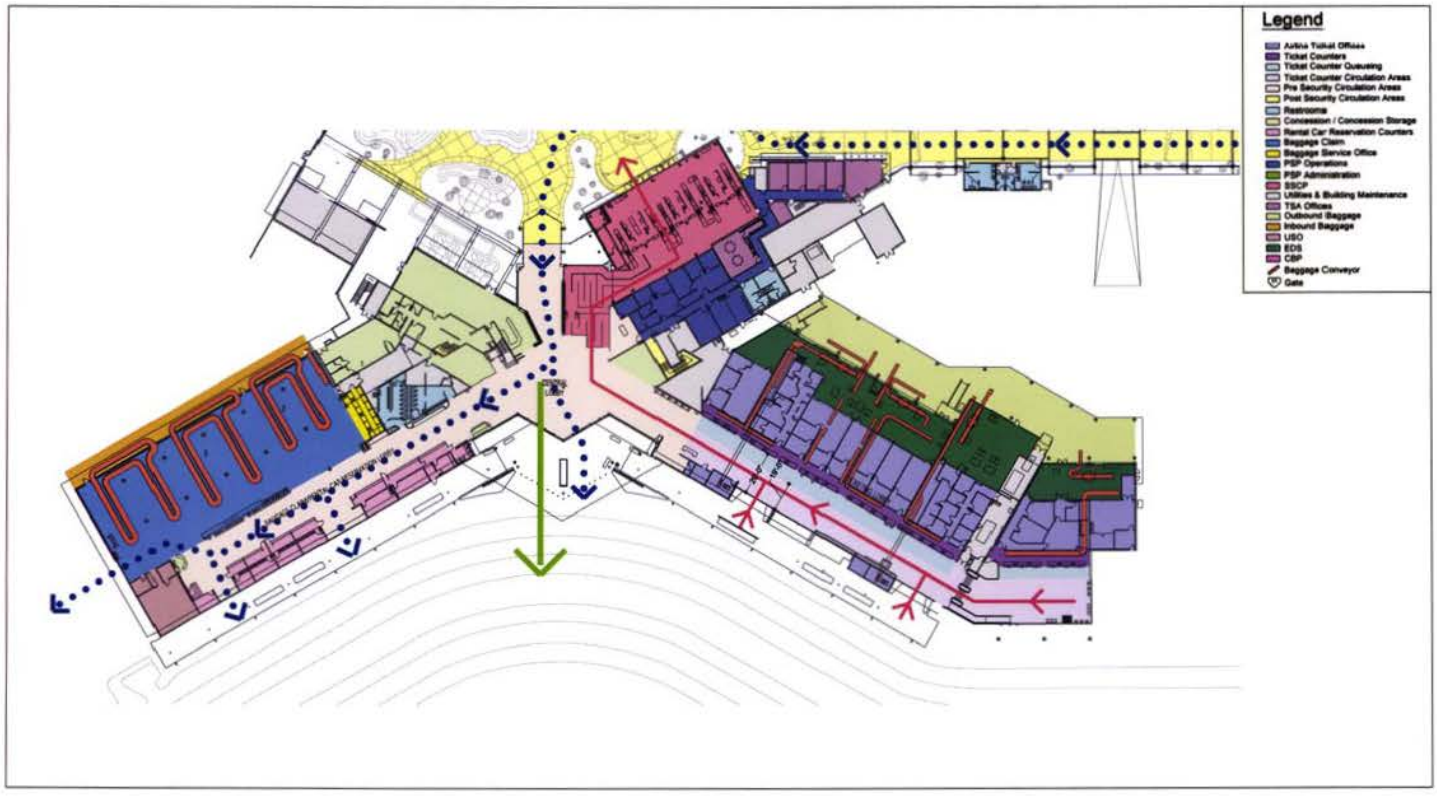
cc: Palm Springs Modern Committee
Palm Springs City Council
David Ready Esq., Ph.D., City Manager
Flinn Fagg AICP, Director of Planning Services
James Thompson, City Clerk



Recommended Alternative

Figure 1

Palm Springs International Airport
Master Plan



PALM SPRINGS INTERNATIONAL AIRPORT

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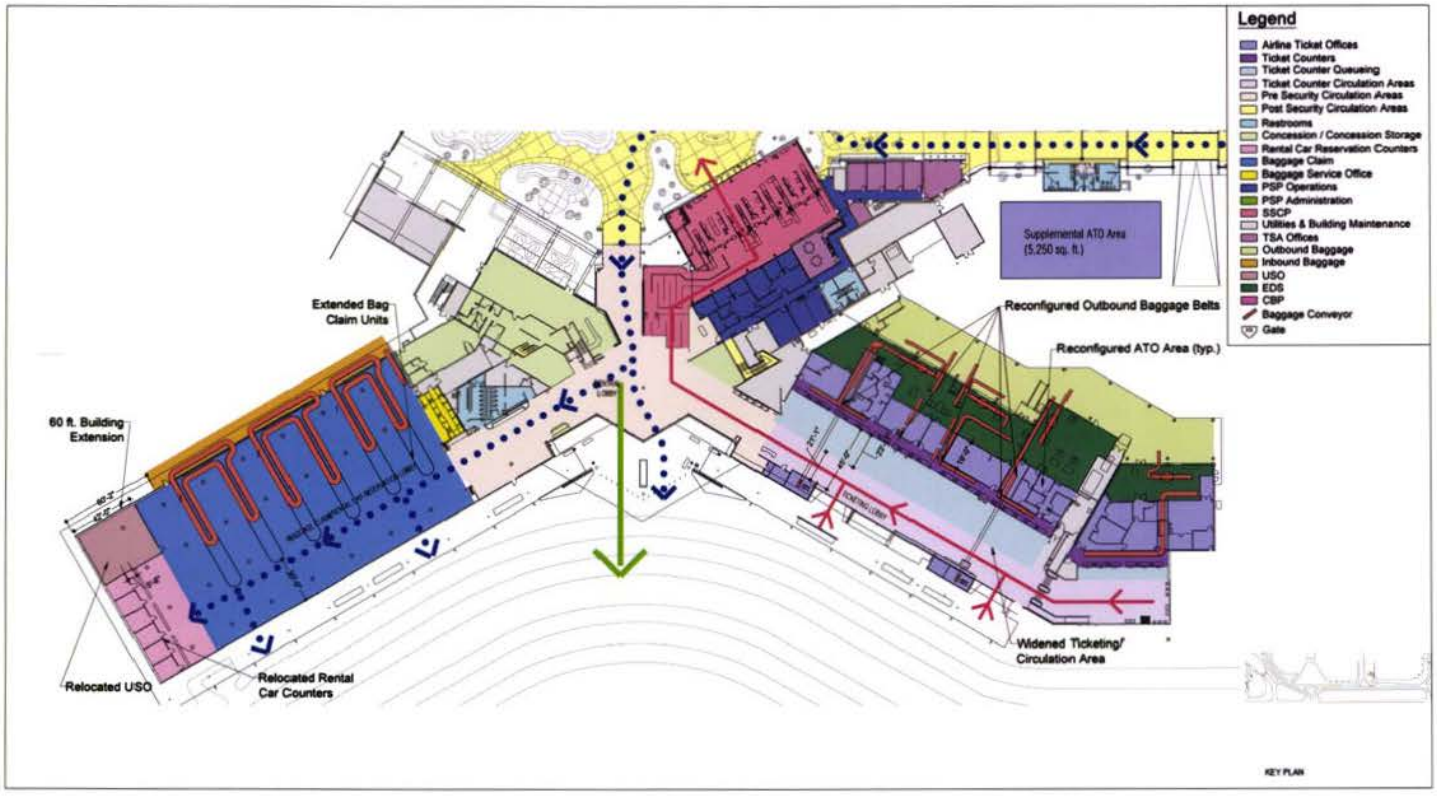
Existing Terminal
Figure 2
Palm Springs International Airport
Master Plan



PALM SPRINGS INTERNATIONAL AIRPORT

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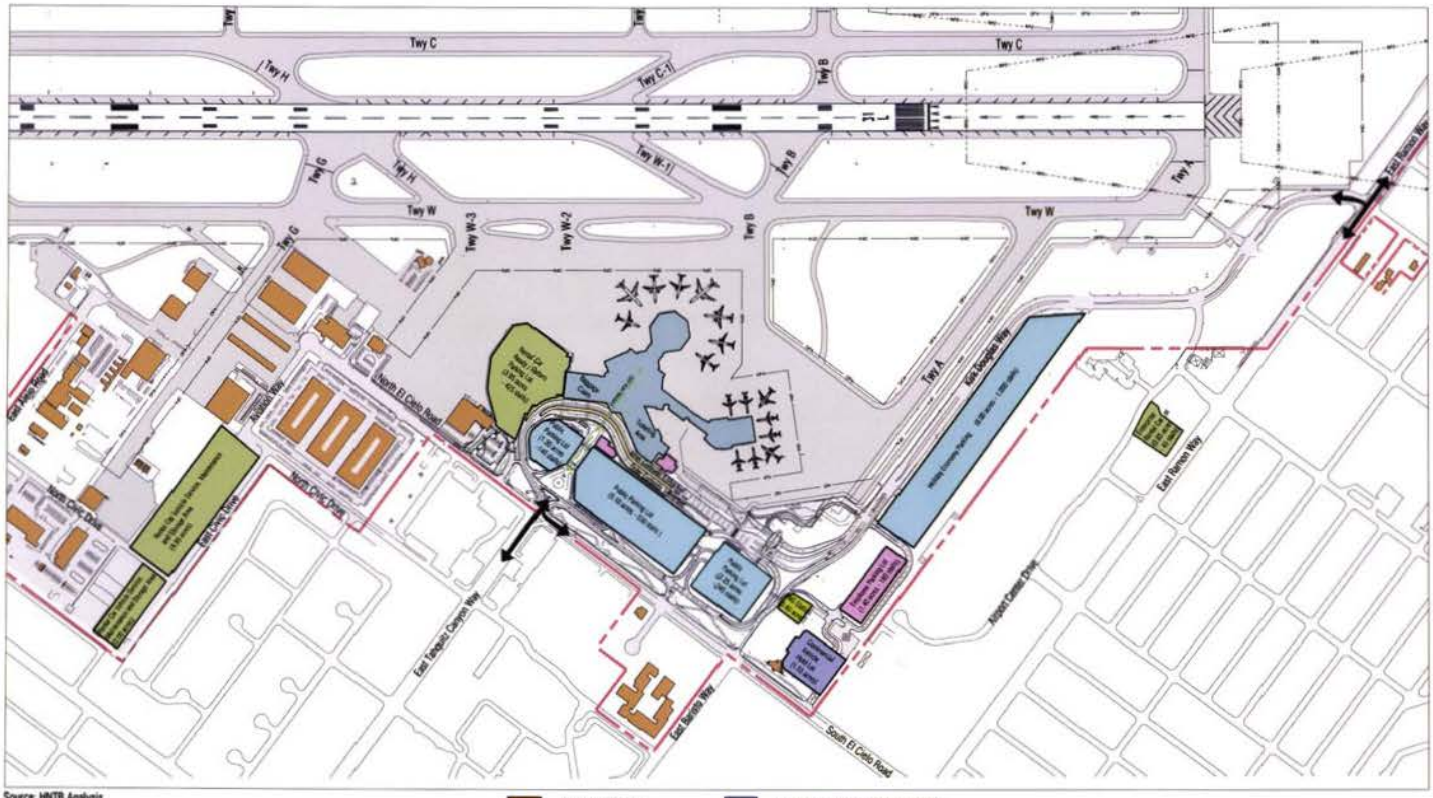
Interior Terminal Reconfiguration Alternative

Figure 3

Palm Springs International Airport Master Plan



Source: HNTB Analysis

PALM SPRINGS INTERNATIONAL AIRPORT
MASTER PLAN UPDATE

Existing Landside

Figure 4

Palm Springs International Airport
Master Plan