

T Transportation Committee

For the Metropolitan Council meeting of April 14, 2010

ADVISORY INFORMATION

Date March 23, 2010
Prepared:
Subject: Flying Cloud Airport Long-term Comprehensive Plan

Proposed Action:

That the Metropolitan Council:

- Approve the Metropolitan Airport Commission's (MAC) Flying Cloud Airport 2025 Long-term Comprehensive Plan (LTCP).
- Recommend that MAC continue efforts of the joint airport zoning board, with Bloomington, Eden Prairie, Chanhassen, and Shakopee, to prepare an airport zoning ordinance, as defined under state requirements, that reflects the airport's system role.
- Recommend amendment of the LTCP and review by the Council when non-aviation development of parcels on airport property is implemented.

Summary of Committee Discussion / Questions:

Chauncey Case, MTS Senior Planner, presented this item. There were no questions or discussion by committee members.

Motion by Leppik, seconded by Scherer and passed.

Hearing no objection, Chair Meeks stated that this item could move to the full Council as a consent item.

T Transportation Committee

Item: 2010-112

Meeting date: March 22, 2010

Metropolitan Council Meeting: April 14, 2010

ADVISORY INFORMATION

Date:	March 15, 2010
Subject:	Flying Cloud Airport Long-term Comprehensive Plan
District(s), Member(s):	Districts: 3 – McFarlin; 4 – Peterson; and 5 - Bowles
Policy/Legal Reference:	MS 473.146, 473.165,
Staff Prepared/Presented:	Arlene McCarthy, Director MTS; 651-602-1754 Amy Vennewitz, Dep. Director MTS; 602-1058 Connie Kozlak, Mngr. Transportation Planning; 602-1720 Chauncey Case, Sr. Planner - MTS/Aviation; 602-1724 Jim Larsen, Sr. Planner, LPA; 602-1159
Division/Department:	Metropolitan Transportation Services – Air Transportation

Proposed Action

That the Metropolitan Council:

- Approve the Metropolitan Airport Commission's (MAC) Flying Cloud Airport 2025 Long-term Comprehensive Plan (LTCP).
- Recommend that MAC continue efforts of the joint airport zoning board, with Bloomington, Eden Prairie, Chanhassen, and Shakopee, to prepare an airport zoning ordinance, as defined under state requirements, that reflects the airport's system role.
- Recommend amendment of the LTCP and review by the Council when non-aviation development of parcels on airport property is implemented.

Background:

Under MS 473.611 and MS 473.165 the Council reviews the individual LTCP's for each airport owned and operated by the Metropolitan Airports Commission (MAC). The 2009 update of the LTCP replaces the 1992 plan and moves the planning horizon to 2025. The MAC has adopted a preferred development alternative for the Flying Cloud Airport that retains its system role as a *Minor* general aviation facility which is consistent with the TPP.

Rationale

Under the aviation planning process and TPP policy, airport LTCP's are to be periodically updated. MAC plans must be consistent with the Council's metropolitan development guide. LTCP's are used as basic input to the Council's update of the regional aviation system plan and referral reviews including community comprehensive plans.

Funding

This action has no funding implications for the Council.

Known Support / Opposition

The LTCP was adopted by the MAC and included a public involvement process. Airport users support the preferred concept. The MAC has responded to concerns raised by affected

communities and general public prior to adopting the 2025 LTCP. The TAB recommended this LTCP on March 17, 2010.

FLYING CLOUD AIRPORT 2025 LTCP REVIEW

Authority: MS 473.611 indicates that any LTCP adopted by the Commission shall be consistent with the development guide of the Council; also, MS 473.165 states that if a plan or any part thereof is inconsistent with the guide the Council may direct the operation of the plan or such part thereof be indefinitely suspended.

Background:

The Flying Cloud Airport is located in the city limits of Eden Prairie in southwest Hennepin County, Figure 1-3. The airport opened originally as a private facility, the MAC acquired the airport in 1947. The airport is 860 acres in size, has three paved runways and 421 based aircraft, with 124,569 operations conducted in 2007. It is classified as a *Minor* airport serving general aviation in the southwest metro area. A LTCP was prepared in 1992; additional land was acquired, runways extended and building area expanded, with implementation completed by 2009.

Public Involvement:

The Flying Cloud Airport 2025 LTCP Update included meetings with the adjacent community representatives, coordination with Hennepin County, meetings with airport users, and public informational meeting for residents living around the airport. A full draft LTCP, defining the preferred alternative, was made available for a 30-day public comment period. Responses were prepared and reviewed by the MAC prior to their adoption of the LTCP.

2025 LTCP Proposal:

The LTCP serves as the basis for identifying needed projects, maintaining funding eligibility to meet state and federal financial and plan consistency requirements, and to ensure that projects are responsive to system needs and conditions. With recent completion of the main-wind parallel runway extensions, and opening of a new hangar building area, the airport development alternatives focused on the following improvements depicted in Figure ES-1.

- Maintain the two parallel runways
- Shift crosswind runway 18/36 109' North; Extend to 2,800' total length (Preferred Alternative)
- Continue pavement reconstruction and rehabilitation program, including 18/36 improvements
- Complete the new south building area utilities
- Provide for Taxiway (A) object free area
- Relocate the Air Traffic Control Tower
- Continue effort to develop non-aviation uses on airport property currently not needed for aviation use

Existing Aviation Activity and Future Demand

Forecasts were completed for both aircraft operations and based aircraft. Using 2007 as the base year, a baseline forecast was prepared assuming reasonable growth in the economy, fuel costs, fractional ownership, new very light jets (VLJs) just coming on the market, and general aviation taxes and fees. In addition to the baseline forecast, high and low range forecasts were prepared. In the high forecasts, it was assumed that the economy thrives, VLJs are very successful and fractional ownership increases; the opposite was used for the low forecasts.

Aircraft operations for 2007 were estimated at 124,569. Baseline aircraft activity by 2025 is projected to be 113,876 annual operations, and 157,204 for the high forecast. The

maximum number of operations the airport can handle, the annual service volume, is about 355,000 operations. Therefore, from an airside standpoint, the airport is currently at 35 % capacity. Even under the high scenario, the forecasted number of operations in 2025 does not trigger the need for additional runways. The historical high for operations at Flying Cloud Airport occurred in 1968 with approximately 446,000 annual operations.

Existing Conditions and Future Airside Facility Needs

The existing primary runway 10R-28L is 5,000 feet, the maximum length allowed at Minor airports under state law. This runway is further restricted to 60,000 pound pavement design by agreement between the MAC and City of Eden Prairie. The existing runway length accommodates about 75% of the category BII aircraft types, at 60% useful load, currently using the airport. The forecasts assume some VLJ and other business jet aircraft operations at the airport.

Existing Conditions and Future Landside Facility Needs

Total capacity within existing and new hangars is estimated at 508 spaces. Current landside use is approximately 83 percent of future hangar space at the airport. There are sufficient vacant spaces in the existing hangars to meet current demand. Based aircraft currently number 421; the historical high number of based aircraft was in 1983 with 615 aircraft. Any new hangar space will be provided by private funding.

Conformity with Aviation System Plan:

The MAC used the Council's regional socio-economic data in preparing the aviation forecasts for the preferred development alternative. Annual runway capacity essentially stays the same, and based upon the aviation demand forecasts, there is no need for additional runways at the airport. The preferred alternative would retain the precision runway approach capability and improve airport utilization. Flying Cloud will retain its *Minor* airport system role as a reliever serving general aviation in the southwest portions of the region. The preferred development alternative maintains the airport, and is in conformance with the regional aviation system plan.

Compatibility of Airport/Community Plans

Environmental Considerations

- 1) Aircraft Noise - a 2007 noise contour was prepared for Flying Cloud Airport, as well as 2025 noise contour for the preferred alternative. Much of the future noise area is on the airport property or within areas that need to be controlled by the airport for safety reasons. The Council's land use compatibility guidelines for aircraft noise apply to community areas within the noise contours. The communities and the MAC should continue to coordinate their planning efforts concerning future land use changes and noise effects.
- 2) Sanitary Sewer and Water – adequate sewer and water services are available to the airport; changes due to implementation of non-aviation development should be included in any amendment to the LTCP.
- 3) Wetlands - there are existing wetlands at or near the Flying Cloud Airport that are affected by the increase in runway impervious surfaces and runoff from potential new on-airport development. The MAC has indicated that any of the development implemented at the airport will be studied closely to prevent wetland impacts. If wetlands are unavoidable, designs will be adjusted as much as possible to minimize impacts.

Land Use Considerations

- 1) Ground Access – capacity of the roadways adjacent to the airport are adequate to handle projected traffic needs of the airport. There are no impacts concerning the Hennepin County Road 1 and airport safety access projects.
- 2) Parks – the preferred development alternative does not increase potential effects on Staring Lake recreational areas or the Minnesota River Wildlife Refuge. Some parts of the airport are used for community ball fields and other recreation activities.
- 3) Airport Safety Zoning – there are several areas off-airport where runway safety zoning and airspace protection need to occur. The MAC, working with the affected communities through the joint zoning board, should update the airport zoning ordinance. Application of the state airport safety zoning requirements should reflect the approved LTCP for the airport.

Section 4.3 on page 37 of the LTCP discusses the preferred alternative for modifications proposed to crosswind Runway 18-36. The modifications entail shifting and extending the runway to the north, to correct an existing non-compliant runway safety area and a non-compliant object free area.

The Plan indicates that the “preferred (Runway 18-36 modification) alternative may require environmental review.” Council staff recommends that MAC voluntarily undertake the preparation of a MN Environmental Assessment Worksheet (EAW), at a minimum, for this project. The proposed project has the potential to result in environmental degradation to Staring Lake from vegetation obstruction removal, due to encroachment of the 18-36 Runway Protection Zone further into the lake’s buffer area. Staring Lake is a Metropolitan Council Priority Lake. It is surrounded by a complex of forested and non-forested wetlands. The Lake has also been designated as impaired, under Section 303(d) of the Clean Water Act, for the presence of excess nutrients. The targeted start date for preparation of the Lake’s Total Maximum Daily Load study is 2012. Preparation of an EAW for the planned project would provide necessary permit information and identify ways to protect the existing impacted environment from further harm, as well as information necessary for a decision on the need for an EIS.

- 4) Non-Aviation Development – potential non-aviation development of airport parcels was discussed during the LTCP process; as parcels and specific land uses are selected for this revenue enhancement program a plan amendment should be reviewed by the Council and the LTCP amended as appropriate to reflect the change in land use.

Consistency with Council Policy:

Aircraft operations under the baseline forecast are expected to stabilize at current levels, but aircraft types operating at the airport are expected to include more business jets. It was recommended that the crosswind runway be shifted/extended and rehabilitated to maintain its usability and to prevent the potential for debris damage to aircraft.

The preferred alternative recognizes the need to keep the airport viable, but within the area’s ability to support the investments over time. The preferred alternative preserves the safety and usability of the facility within its assigned system role. Environmental and land use considerations have been recognized and a process for implementation addressed. The proposal appears to be consistent with metro systems in general and consistent specifically with aviation policies.

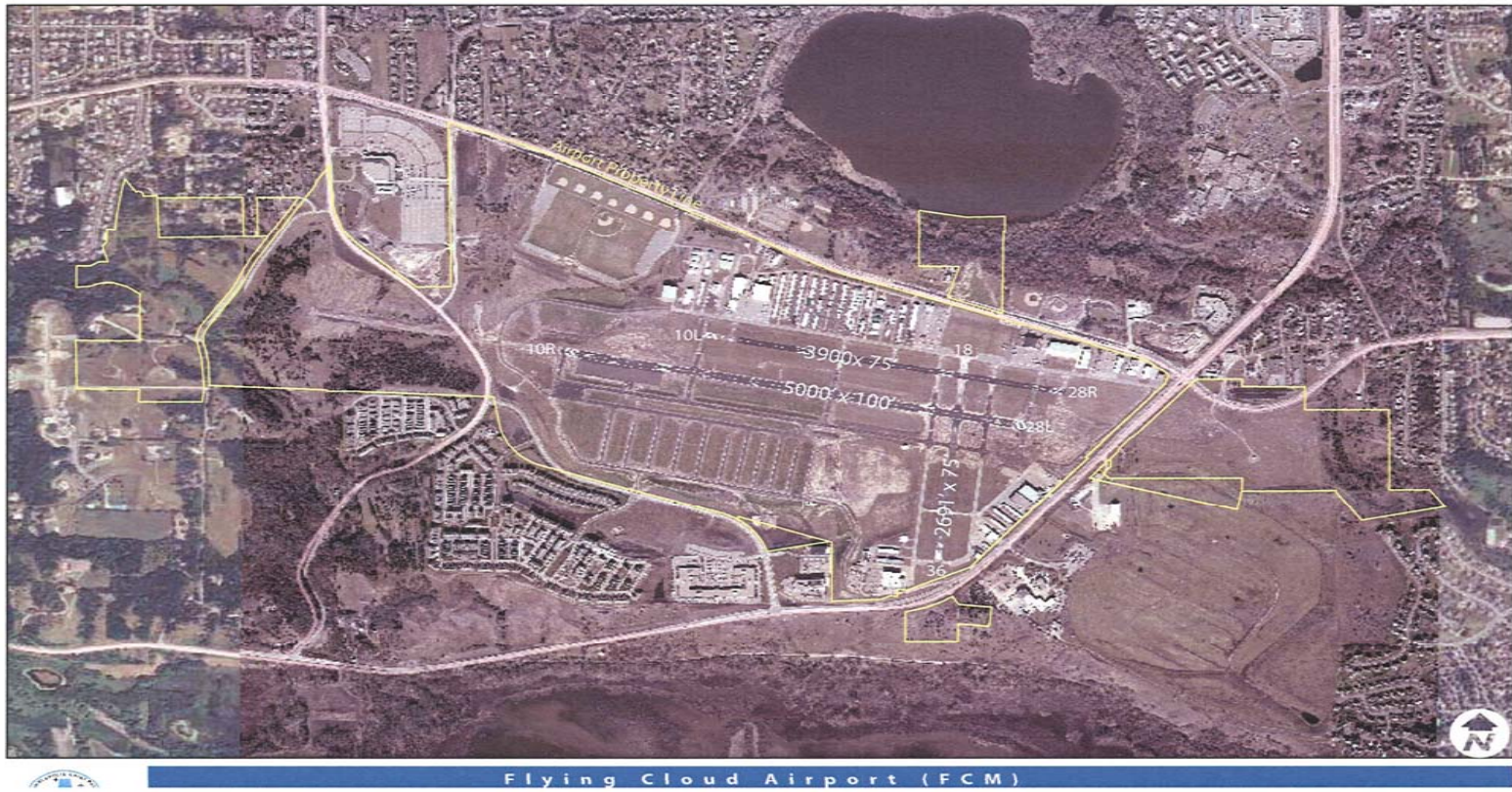
Development Costs and Implementation of Preferred Alternative

Recommendation	Estimated Cost	Timeline
Reconstruct Runway 18/36 south end, shift /extend runway to 2,800', upgrade runway lights/lighting circuits.	FAA funded \$1,700,000	0-5 years
Construct North Perimeter Road	\$300,000	0-5 years
Replace Runway 18/36 VASI's with PAPI's	\$100 – 200,000	0-5 years
Obstruction Removal	\$100,000	0-5 years
Pavement maintenance and replacement program, On-going	\$2,000,000	Continuous throughout planning period
South Hangar Area Utilities	\$2,100,000	0-5 years
Non-Aeronautical Land Use Dev.	(Developer Costs)	0-10 years
Clear Taxiway (A) object free area	(airport tenant cost)	15-20 years
Relocate Air Traffic Control Tower	\$6 – 7,000,000)	10-15 years

Source: MAC 2010 Capital Improvement Program

Airport Layout

Figure 1-3



LTCP Plan Recommendations

Figure
ES-1



Flying Cloud Airport (FCM)

Image Source: MAC, Scale: 1"=600'

Airport Aerial 2009

Figure
1-7



Transportation Advisory Board

of the Metropolitan Council of the Twin Cities

Bill Hargis
Acting Chair

March 18, 2010

County Commissioners

Dennis Berg
Anoka County

Randy Maluchnik
Carver County

Paul Krause
Dakota County

Jan Callison
Hennepin County

Tony Bennett
Ramsey County

Jon Ulrich
Scott County

Dennis Hegberg
Washington County

Peter Bell, Chair
Metropolitan Council
390 Robert Street No.
St. Paul, MN 55101

Mr. Bell,

On March 17, 2010, the Transportation Advisory Board voted to recommend approval of Flying Cloud Airport 2025 Long Term Comprehensive Plan.

Municipal Officials

Dick Swanson
Blaine City Council

Steve Lampi
Mayor of Brooklyn Park

Bethany Tjornhom
Chanhassen City Council

Dan Gustafson
Burnsville City Council

Julia Whalen
Champlin City Council

James Hovland
Mayor of Edina

Becky Petryk
Hugo City Council

Robert Lilligren
Minneapolis City Council

Russ Stark
St. Paul City Council

William Hargis
Mayor of Woodbury

The TAB forwards this action to the Metropolitan Council along with additional information described in TAB action transmittal 2010-22.

Sincerely,



for **Bill Hargis, Acting Chair**
Transportation Advisory Board

Citizen Members - Precinct

vacant - A
Bill Guidera - B
James Meyers - C
Chuck Haik - D
Bart Ward - E
Donn Wiski - F
Jill Smith - G
Ken Johnson - H

Agency Representatives

Peggy Leppik
Metropolitan Council

Scott McBride
Minnesota DOT

Sherry Stenerson
M.A.C.

David Thornton
M.P.C.A.

Modal Representatives

Richard Mussell
Transit

vacant
Transit

Ron Have
Freight

David Gepner
Non-motorized

**Transportation Advisory Committee
of the Metropolitan Council of the Twin Cities**

ACTION TRANSMITTAL

No. 2010 - 22

DATE: March 18, 2010
TO: Metropolitan Council
FROM: Transportation Advisory Board
SUBJECT: Flying Cloud Airport Long-Term Comprehensive Plan Review

MOTION: The Transportation Advisory Board recommended the preferred development alternative discussed in the attached 2025 Long-term Comprehensive Plan (LTCP) for Flying Cloud Airport (FCM).

BACKGROUND AND PURPOSE OF REVIEW: The MAC periodically updates the long-term comprehensive development plans for each airport it owns/operates. The LTCP is to be consistent with the Metro Development Framework and the TPP. The MAC has completed the 2025 LTCP Update for FCM, selected a preferred development alternative, provided for public input, and has submitted it for Council review. Recommendations from the TAC/TAB review process will be included in the final staff report to the Council's Transportation Committee and Council action.

ROUTING

TO	ACTION REQUESTED	DATE COMPLETED
TAC Aviation Tech. Task Force	Review & Recommend	February 19, 2010
Technical Advisory Committee	Review & Recommend	March 3, 2010
TAB Policy Committee	Review & Recommend	March 11, 2010
Transportation Advisory Board	Review & Recommend	March 17, 2010
Metropolitan Council	Approval	