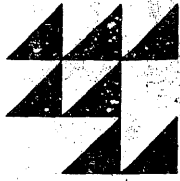




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METROPOLITAN COUNCIL

METROPOLITAN AIRPORT PLANNING AGREEMENTS AND LEGISLATION

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September 1989

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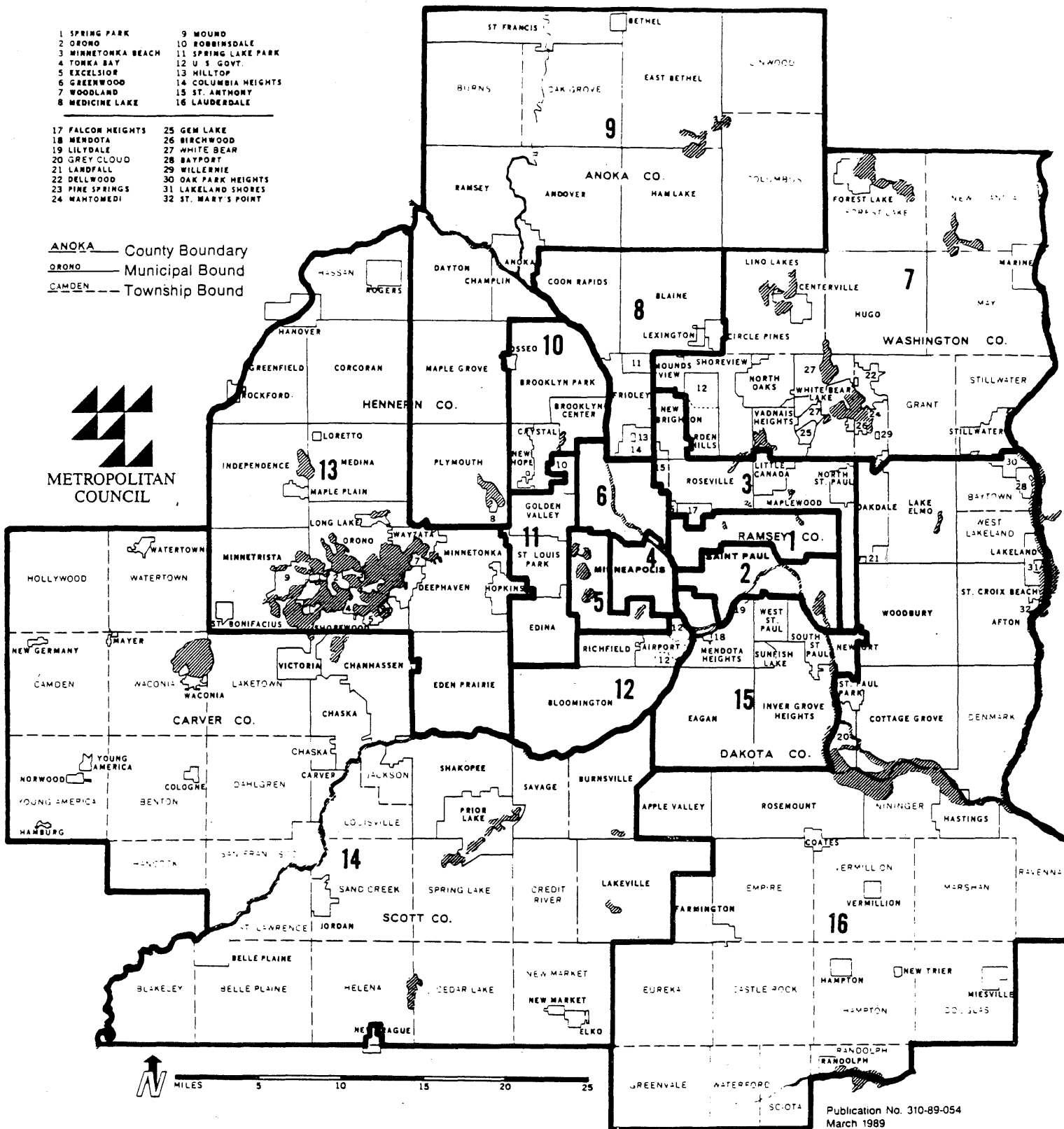
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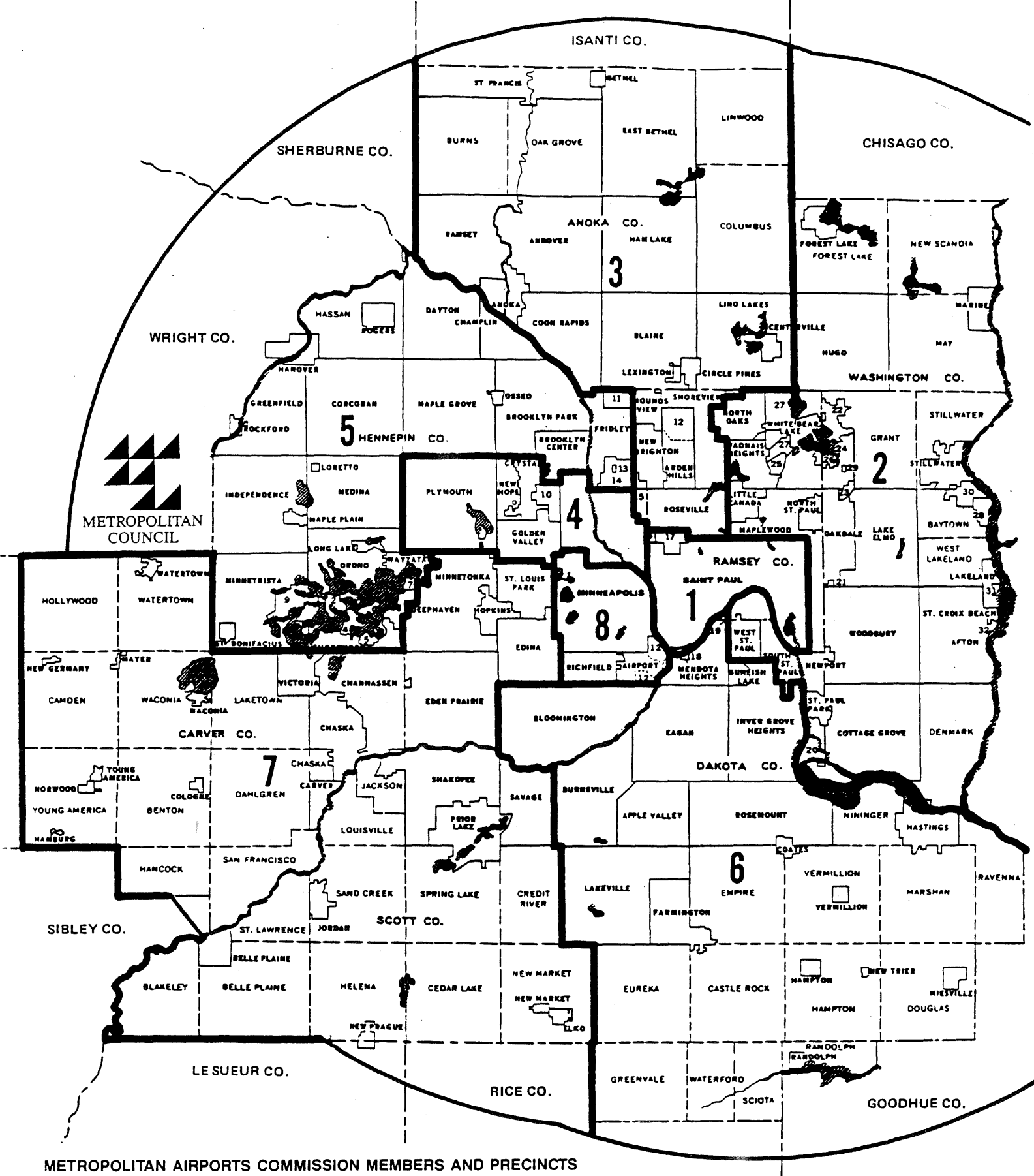


Publication No. 310-89-054
 March 1989

METROPOLITAN COUNCIL OF THE TWIN CITIES AREA

The Council members and their districts are as follows: Chair — Steve Keefe

- | | | | |
|--|-------------------------------------|---------------------------------------|---|
| 1 — Liz Anderson,
St. Paul | 5 — David F. Fisher,
Minneapolis | 9 — Ken Kunzman,
Ham Lake | 13 — Dirk deVries,
Minnetonka |
| 2 — Mike McLaughlin,
St. Paul | 6 — Joan Campbell,
Minneapolis | 10 — John Evans,
New Hope | 14 — Marcy J. Waritz,
Chaska |
| 3 — James W. (Jim) Senden,
New Brighton | 7 — Mary Hauser,
Birchwood | 11 — Dottie Rietow,
St. Louis Park | 15 — Margaret Schreiner,
Eagan |
| 4 — Carol Flynn,
Minneapolis | 8 — Donald E. Stein,
Coon Rapids | 12 — Gertrude Ulrich,
Richfield | 16 — Patrick J. (Pat) Scully,
Hastings |



METROPOLITAN AIRPORTS COMMISSION MEMBERS AND PRECINCTS

Chair: Thomas Holloran

September 1989

Publication No. 310-89-087

Precinct:

- 1 Sam Grais
- 2 Virginia Lanegran
- 3 Ronald Jerich
- 4 Howard Mueller

- 5 Tim Lovaasen
- 6 Wilfred Viitala
- 7 Robert McNulty
- 8 Alton Gasper

- Minneapolis
- St. Paul
- Outstate

- Jan Del Calzo
- Thomas Kayser
- Jerry Brataas
- Thomas Vecchi
- Clinton Dahl
- Faye Petron

Note: The chair is appointed by the governor and serves at his pleasure. Commission members from the eight precincts and four members representing outstate areas are appointed by the governor for four-year, staggered terms. Two members are appointed by the mayors of Minneapolis and St. Paul to represent the cities.

INTRODUCTION

The 1989 Minnesota Legislature endorsed the "dual-track" major airport planning and development strategy supported by the Council and the Metropolitan Airports Commission (MAC). The objective of the "dual-track" strategy is to meet the capacity needs of the Metropolitan Area. This is to be accomplished as a balanced response to continued aviation growth by:

1. Enhancing capacity at Minneapolis-St. Paul (MSP) International Airport (Track A), and
2. Keeping the new airport option open by securing a site for its future development (Track B)*

The dual-track strategy has been codified in state law through passage of the Metropolitan Airport Planning Act. This legislation lays out specific actions for both agencies in the 1989-1996 time period.

The interagency agreement is to guide the major airport planning and implementation activities of both agencies over at least the next seven years or until both agencies report to the legislature on a strategy for major airport development in the region, for at least the next 30 years and on acquiring a site for a major replacement airport.

The scope-of-work report will be used to guide the more detailed annual work program and budget processes and the detailing of study designs and work plans of each organization.

A joint council/commission management committee has been established to provide for on-going oversight of the major airport dual-track planning and implementation process.

In addition, the law expands the membership of the MAC by adding four members from Greater Minnesota and creates State Advisory Council on metropolitan airport planning. The specific citation for the Metropolitan Airport Planning Act is described below, and a summary of the Act is included in this report.

An Act relating to metropolitan airport planning; requiring various actions, plans, and reports by the Metropolitan Council and the Metropolitan Airports Commission; expanding the membership of the Commission; establishing a state advisory council on metropolitan airport planning; amending Minn. Stat. 1988, section 473.604, subdivision 1; and 473.621, subdivision 1a; including coding for a new law sections 473.155, 473.616, 473.618 and 473.619.

Both the Interagency Agreement, and the Scope-of-Work report have been adopted by the Council and the Commission.

- * For more information on major airport planning, please refer to the following documents. Twin Cities Air Travel: A Strategy for Growth - A Report to the Community, Metropolitan Council. St. Paul. October 1988 (Pub. No. 559-88-102)

Twin Cities Air Travel: A Strategy for Growth - A Report to the Minnesota Legislature, Metropolitan Council. St. Paul. December 1988 (Pub. No. 559-88-125)

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INTERAGENCY AGREEMENT

METROPOLITAN COUNCIL-METROPOLITAN AIRPORTS COMMISSION

MAJOR AIRPORT PLANNING ACTIVITIES

June 1989

PURPOSE

Part I

- WHEREAS, The Metropolitan Council (Council) and the Metropolitan Airports Commission (Commission) recognize the need to establish an interagency agreement to guide over the next decade the planning activities affecting the major commercial airport serving the Metropolitan Area and the State of Minnesota; and
- WHEREAS, The Council has completed an assessment of the long-term adequacy of Minneapolis-St. Paul International Airport (MSP) to meet the aviation needs of the Twin Cities Area through the year 2020 and reported its assessment to the 1989 Legislature; and
- WHEREAS, The Commission has completed a ten-year MSP 2000+ concept plan for MSP and made a report to the 1989 Legislature; and
- WHEREAS, The Council and the Commission have adopted a dual-track strategy for the major commercial airport that allows for capacity enhancements at MSP (Track A) and for siting and recommendation on acquisition of a new major replacement airport (Track B); and
- WHEREAS, The Council and Commission desire to delineate and clarify their respective individual and mutual roles, responsibilities, and authorities regarding the planning and implementation of the dual-track strategy; and
- WHEREAS, The 1989 Minnesota Legislature has directed the Council and Commission to conduct studies and to perform certain duties in the period 1989 -1996 to address major airport planning and development.
- THEREFORE, The Council and Commission adopt the following interagency agreement.

OBJECTIVES FOR INTERAGENCY AGREEMENT

Part II

- | | |
|-----------------------------------|---|
| A. Interagency Cooperation | Assure cooperation in the planning and implementation between the agencies to meet the short- and long-term air transportation needs of the Twin Cities Metropolitan Area. |
| B. Schedule for Action | Establish a mutually agreed upon schedule of steps needed to implement the dual-track strategy. |
| C. Balance in Dual-Track Strategy | Implement the dual-track airport strategy in balanced manner that allows for capacity enhancements at Minneapolis-St. Paul International Airport while selecting a site for the potential development of a replacement airport. |
| D. Participatory Process | Maintain and enhance the public consensus on the dual-track airport strategy and assure open participatory process which provides information to and encourages active involvement of air transportation industry, affected communities, public agencies, business community and users. |
| E. Prudent Investment | Assure that capital investments and other implementation actions are financially prudent and cost-effective/beneficial. |
| F. Strategic Management/ | Establish a strategic management process to guide the implementation of the dual-track strategy. Establish an annual contingency planning process to (1) monitor aviation trends and factors affecting forecasts and capacity; and, (2) assess the need for changes in timing, scope, or implementation responsibilities/roles. |
| G. Funding Responsibilities | Provide funding mechanisms and budgetary controls for planning studies and management process. |

JOINT MANAGEMENT COMMITTEE

Part III

A joint Council and Commission management committee shall provide strategic management of the dual-track planning and implementation process.

- A. Membership:
- o The joint management committee shall consist of three Council members designated by the Council and three Commission members designated by the Commission.
 - o Each appointing authority shall designate a co-chair of the joint management committee.
- B. Responsibilities: The joint management committee shall (1) review, comment and make recommendations to the Council and the Commission regarding annual agency work programs and budgets as they relate to these activities; (2) review a detailed scope-of-work for the activities described in this interagency agreement, to be prepared by September 1989; (3) review and comment on progress made during each year, scope of work for major studies, draft reports and final reports; and (4) annually review the scope-of-work report and interagency agreement to incorporate legislative mandates and changes necessitated by annual contingency planning assessments.
- C. Annual Work
- The Council and Commission shall publish a combined Program and work program each December of the pertinent portions of Budget both agencies work programs and the Commission's Preparation capital improvement program for the next calendar year related to the dual-track strategy. This report shall highlight major work objectives related to the dual-track strategy and the technical or policy issues and questions to be addressed in the studies or implementation programs.
- The joint annual budget process will begin with preliminary budget estimates for the next year's program prepared by the end of the second quarter. Final budget and funding sources will be contained in the joint annual work program.
- D. Meetings: The joint management committee shall establish a regular meeting schedule (at least quarterly); special meetings may be called at the request of either co-chair.

The Council and Commission shall provide support staff for the committee handling meeting notices, minutes, correspondence and review materials, and maintaining files for the committee.

The Council and Commission shall make available to the committee necessary policy, technical and legal support as required.

Part IV

A. Overall Program Objectives of Major Airport Planning Program
(Council/MAC)

The purpose of the dual-track planning program is to assure that the Metropolitan Area and State of Minnesota are afforded a high level of air transportation service. The planning program will identify the relative costs and benefits of alternative actions from a broad comprehensive perspective. The reports and recommendations of this planning program will be used by the Metropolitan Council, the Metropolitan Airports Commission, the Minnesota Legislature and others to guide their decisions regarding major airport development and investment over the next decade. The program will address:

- o Air transportation service levels
- o Capital costs and investments
- o Operating costs and alternatives
- o Operational options and costs
- o Environmental effects
- o Economic impacts
- o Regional development effects
- o Metropolitan systems impacts

The schedule of major airport planning studies and reports implementing the dual-track strategy are shown in Figure 1. The Council and the Commission will utilize the more detailed scope-of-work report to guide the studies and reports outlined in subsequent sectors (in accordance with Mn. Stat. 473.619 Subd. (2)).

B. Metropolitan Development Guide Aviation Chapter Amendment (Council)

The objective of the amendment process of the Metropolitan Development Guide Aviation Chapter is to: 1) reflect the dual-track aviation planning and development strategy, 2) provide policy direction concerning the planning for and protection of a search area for a new major airport, 3) integrate policy coordination and direction for the Interagency Agreement (Metropolitan Council/Metropolitan Airports Commission), 4) establish policy direction for annual contingency planning assessment process, 5) update text and forecasts throughout the document to reflect the MSP Adequacy Study, 6) establish goals, policy direction and system plan for heliports, and 7) to incorporate requirements resulting from the 1989 Minnesota Legislature.

The amendment of the aviation chapter will enhance the capability of the Council to guide the development and improvement of regional aviation system; to provide consistent and current information on the system, and to provide policy guidance to agencies performing planning responsibilities such as master plans and the long-range comprehensive plan for MSP.

C. Annual Contingency Planning Process (Council)

The cornerstone of the dual-track aviation strategy is an annual contingency planning assessment. This will be done by the Council in close consultation with the MAC (in accordance with Mn. Stat. 473.155 Subd. (1)).

The purposes of the annual contingency assessment are:

- o To accommodate the likelihood that unforeseen events might warrant adjustments to the dual-track strategy.
- o To collect and analyze pertinent data to have sufficient understanding of the air transportation system, the factors influencing the demand for aviation services and the factors influencing the capacity for meeting demand.
- o To provide an annual assessment of the major factors that bear upon the timing and scope of the dual-track strategy so that decisions can be made regarding improvements and operational changes at MSP and regarding the acquisition and development of a new major replacement airport. To identify key forces behind the changes and their impact on dual-track strategy.
- o To establish benchmarks and triggers of action combining quantitative and qualitative measures and assessments. To annually assess the need to update baseline forecasts.

The assessment will track changes on the underlying assumptions and data and will interpret why such changes have occurred. Assessment factors include: economic assumptions, operational components, level of service/traffic, capacity and technology, noise/environment and strategic management.

The first annual contingency planning assessment to be completed in February, 1990 will identify the benchmarks to be used to trigger revised forecasts or revised implementation schedule for the dual-track strategy. Quarterly updates may be made, particularly in the first two years, to the advisory committee. The annual assessments shall be presented to the Council and Commission; copies shall be made available to the legislature and interested groups and persons. The Council, in consultation with the Commission, will be responsible for the development of the annual assessment report. A draft annual assessment report will be presented to and critiqued by an expert panel selected by the Council in consultation with the Commission. The Council will appoint an advisory committee to assist with annual contingency assessment. Membership should include representatives of the Council, Commission, municipalities, business community and transportation industry and general regional interests.

D. Forecasts and Planning Parameters (Council/MAC)

As an initial part of the Council's work tasks, the Council will analyze the assumptions and methodology used for the long-range demand for airport facilities 1990-2020 (in accordance with Mn. Stat. 473.155 Subd. 4(b)). These forecasts for system planning will be coordinated with the MAC and their forecasts for airport development and operations and for determining capacity and facility needs. It is the intention to have consistency between both sets of forecasts and to use them in the annual contingency planning process. The Council will also establish long-range aviation service and facility goals for the major airport addressing the issues of land use compatibility, safety, environmental impact, air service levels, ground access, and access to the national and international air transportation systems (in accordance with Mn. Stat. 473.155 Subd. 4 (d)).

As a preliminary step to the work elements included in subsequent MAC work tasks, a set of aviation activity forecasts will be prepared. This is a critical element in the overall planning process since the future aviation activity levels are the single most important factor in determining the capability of MSP and/or the potential need for a new airport. The forecasts will then be used to calculate airfield, terminal, and other requirements to meet these activity demand levels (in accordance with Mn. Stat. 473.616 Subd. 4(b)).

In addition to the forecast and facility requirement element, this work will develop the planning standards and planning assumptions which will be used throughout the work program (in accordance with Mn. Stat. 473.616 Subd. 4(d)). The intent is to ensure that the various pieces of analytical work are consistent with each other.

E. MSP Long-Term Comprehensive Plan/Master Plan Update (MAC)

The Long-Term Comprehensive Plan/Master Plan Update will be based on the assumption that MSP might continue to be the designated major air carrier airport through the year 2020 (in accordance with Mn. Stat. 473.616 Subd. (1)). The work will include an update of unconstrained forecasts which will be used in other elements of the program. MSP may, in fact, not be able to accommodate the entire unconstrained demand. The MSP long-term development program will, however, be developed to provide the best possible levels of service through the year 2020 within the physical, environmental, and financial constraints of the airport. The analysis will involve evaluation of alternative developmentschemes and the selection of a preferred alternative. The move to a new airport would require continued investment at MSP for an interim period between the decision to purchase land for a new airport and opening of the new airport. Failure to maintain an adequate level of service during this interim period could lead to the permanent loss of service and secondary activities. An interim plan to cover this period will be developed in tandem with the long-term plan. The MSP Long-Term Comprehensive Plan will be submitted to the Council for review by January 1, 1991.

Economic analysis in this element will include:

- o Determination of any potential economic activity which would not be realized as a result of capacity constraints;
- o Effect on metropolitan and state investments;
- o Effect on development in the adjacent municipalities.

Detailed environmental analysis will be included to assure that there is no environmental factor which could make enhancing MSP infeasible.

F. New Major Airport Search Area Study (Council)

The work of this element will involve identification of all reasonable candidate search areas through a process of public participation with an advisory search area task force and agency coordination (in accordance with Mn. Stat. 473.155 Subd. (3)). The search area sites will be screened and the most feasible search areas evaluated. Criteria for both screening and detailed evaluation will address findings and recommendations from:

- o Issues and opportunities working paper developed in conjunction with the advisory task force;
- o Case studies from three to five comparable metropolitan airports/metropolitan areas;
- o Major new airport search area site protection and land speculation management study (in accordance with Mn. Stat. 473.155 Subd. 4[b]);
- o Analysis and report recommendations on long-range forecast demand (in accordance with Mn. Stat. 473.155 Subd. 4[c]);
- o Long range aviation goals for major airport (in accordance with Mn. Stat. 473.155 Subd. 4[d]);
- o Technical evaluation criteria working paper;
- o Conceptual design plan (in accordance with Mn. Stat. 473.616 Subd. (2)); and
- o Land use classification working paper.

A single search area will be identified.

The economic studies included in this study will include the differential constructional and operational costs associated with each search area, the subregional and regional economic development impacts, and the differential impacts on metropolitan systems and overall development plans.

The work is scheduled for completion in mid-1991 with a desired six-month public review and comment process. This process will include both informal public information and formal public hearing sessions.

G. New Major Airport Conceptual Design (MAC)

The comparative evaluation of alternative search areas and of alternative sites for a new airport will be based on a "generic" airport layout (in accordance with Mn. Stat. 473.616 Subd. (2)). This will define the runway configuration, terminal area, access system requirements, land area and general layout(s) to meet long-term needs of the new airport. Economic

factors to be evaluated include estimated costs, potential financing methods and sources of public and private funding, and cost allocation issues and options. The study will be completed in two phases: (1) facility requirements, etc. by March 1, 1990, and (2) the conceptual design plan by January 1, 1991. Key inputs will be the forecasts and facility requirements from the MSP Long-Term Comprehensive Plan/Master Plan Update studies and the Council's long-range aviation system forecasts. The product will be a "generic" layout with supporting documentation. This work element will be accomplished through a process of agency coordination and public participation.

H. New Major Airport Site Selection Study (MAC)

The work of this element will involve identification of a number of alternative sites within the selected search area, screening and evaluation through a process of public participation and agency coordination (in accordance with Mn. Stat. 473.616 Subd. (3)). This work will commence in January 1992 and will be completed in June of 1993. It is anticipated that this will be a controversial decision and one which will take up to six months of community and agency review and discussion prior to approval. Simultaneous with this coordination activity, the specified FAA Airspace Study can be conducted.

I. New Major Airport Master Plan/Comprehensive Plan (MAC)

A full master plan will be prepared for the selected site, incorporating detailed evaluation of alternative airfield and terminal configurations (in accordance with Mn. Stat. 473.616 Subd. (3)). The products will include the series of plans specified by FAA together with detailed phasing, construction program, and financial plan. The environmental analyses will be performed to sufficient detail that the environmental feasibility of construction of a new airport on the selected site is fully established.

Among the economic studies which would be conducted as part of this element are:

- o Estimation of induced economic investment which would not occur if MSP is retained as the regional air carrier airport;
- o Estimation of secondary development which would occur in the vicinity of the new airport, and its consistency with regional development objectives;
- o Operational costs, including the costs associated with travel to and from the airport.

In addition, costs and financing issues related to both the new airport and MSP will be evaluated in detail. The element will commence in early 1994 and will be completed in mid-1995.

J. MSP Reuse Study (Council)

The objective of this element is to identify problems/issues regarding the use of MSP once a new replacement airport is developed (in accordance with Mn. Stat. 473.155 Subd. 4[f]). The study will focus on the interim operational and development options and on the development of policies and a strategy for its non-aviation reuse and redevelopment. It is anticipated that MAC studies will provide major input regarding interim aviation use and planning and development considerations affecting MSP and the new airport. The economic development potential for MSP for the adjacent area, the Metropolitan Area and the state will be explored and alternative scenarios developed. The complex legal questions regarding ownership and development rights will be explored.

K. New Major Airport Site Acquisition and Development Recommendation Reports (Council/MAC)

Following the completion of the new airport site selection studies, the Council and the Commission will make recommendations to the Legislature on a course of action regarding site acquisition and development of a new major airport (in accordance with Mn. Stat. 473.618).

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SCOPE-OF-WORK REPORT

METROPOLITAN COUNCIL-METROPOLITAN AIRPORTS COMMISSION

MAJOR AIRPORT PLANNING ACTIVITIES

SEPTEMBER 1989

A. Topic: Metropolitan Development Guide Chapter Amendment (Council)

I. Purpose and Objectives

The purpose and objectives of the amendment process of the Metropolitan Development Guide Aviation Chapter are:

1. To reflect the dual-track aviation planning and development strategy.
2. To provide policy direction concerning the planning for and protection of a search area for a new major airport.
3. To integrate policy coordination and direction for the Interagency Agreement.
4. To establish policy direction for annual contingency planning assessment process.
5. To update text and forecasts throughout the document to reflect the MSP Adequacy Study.
6. To establish goals, policy direction and system plan for heliports.
7. To incorporate requirements resulting from the 1989 Minnesota Legislature.

II. Major Issues and Work Tasks

The Aviation Chapter of the Metropolitan Development Guide is the main policy document of the Council for dealing with aviation matters. It was last revised in 1986. This revision of the Aviation Chapter will chart the direction for regional aviation planning and development to the year 2020. The chapter contains aviation goals, policies, review criteria, guidelines, a coordination and implementation process, and an airports system plan.

Primary Work Tasks:

- * Restructure the chapter to reflect the format and content of the Metropolitan Development and Investment Framework chapter.

- * Incorporate the results and recommendations of the 1988-1989 Public Heliport Feasibility Study.
- * Incorporate the results and recommendations of the 1987-1988 Minneapolis-St. Paul International Airport Adequacy Study.
- * Incorporate the requirements of the 1989 Metropolitan Airports Planning Act.
- * Update planning information and data to a 1988 reference year.

III. Relationship to Other Activities

The Aviation Chapter is to not only guide decisions made by the Council, it is also provides direction to airport authorities including the MAC and to local governments in amending their comprehensive land use plans. The chapter provides the basis for the following:

1. Review of applications for federal and state financial assistance.
2. Review/approval of long-term comprehensive airport plans.
3. Review of environmental assessments and impact statements.
4. Review/approval of airport capital improvement projects and programs.
5. Review of community comprehensive plans.
6. Review of public and private development projects affecting the aviation system.
7. Guiding policy implementation strategies: major airport dual-track planning and development strategy and land use compatibility guidelines for aircraft noise.
8. Providing local planning assistance.
9. Providing the basis for system monitoring and evaluation.
10. Providing direction for coordination and implementation activities.

IV. Major Products and Timetable

*** Aviation Chapter Amendment**

- Draft of chapter elements for Technical Advisory Committee (TAC)--Aviation Committee review (July-August 1989)
- Draft report for Council Metropolitan Systems Committee review (August-September 1989)
- Council adoption for purposes of public hearing and TAC/TAB review (September-October 1989)
- Public hearing (October-November 1989)
- Incorporation of comments from public hearing process and Council adoption (December 1989-January 1990)

V. Coordination and Participation Process

The Council utilizes the Transportation Advisory Board (TAB) and the Technical Advisory Committee (TAC) to review and comment on all Metropolitan Development Guide Chapter revisions and amendments. The MAC is a member of both bodies. In addition the MAC will be given drafts for review and comment as elements are prepared. The State Advisory Council will receive presentations as requested and copies of the amended Aviation Chapter.

VI. Staffing/Consultant Services Plan

a. Council Staff: 1 senior planner and 1 planner level equivalent quarter-time for 1989. Publication of amended chapter (\$7,500).

b. Council Consultant Services: n/a

c. MAC Staff: n/a

d. MAC Consultant Services: n/a

B. Topic: Annual Contingency Planning Process (Council)

I. Purpose and Objectives

The dual-track aviation strategy is predicated upon need of the metropolitan area and state to have a high level of aviation service and the requisite airport facilities to meet the demand. Two key factors come into play; first are the long-term forecasts for aviation demand and second are the actual statistics representing the current situation and trends. The annual contingency planning process is designed to assess the timing and scope of the dual-track aviation strategy on a regular, systematic basis so that decisions can be made and judgments formed about the enhancement of MSP and the siting and acquisition of a new replacement airport.

The purposes and objectives of the annual contingency planning process are:

1. To accommodate the likelihood that unforeseen events might warrant adjustments to the dual-track strategy.
2. To collect and analyze pertinent data to have sufficient understanding of the air transportation system, the factors influencing the demand for aviation services, and the factors influencing the capacity for meeting demand.
3. To provide an annual assessment of the major factors that bear upon the timing and scope of the strategy so that decisions can be made regarding improvements and operational changes at MSP and regarding the acquisition and development of a new major replacement airport. To identify key forces behind the changes and their impact on the dual-track strategy.
4. To establish benchmarks and triggers for action combining quantitative and qualitative measures and assessments. To annually assess the need to update baseline forecasts.

II. Major Issues and Work Tasks

The degree to which the Council and MAC succeed in moving the dual-track aviation strategy forward depends in turn on the effectiveness of the monitoring and assessment process. A successful monitoring and assessment process should do more than track changes in the underlying

data and estimate their impacts on forecasts, development plans or implementation strategies. The focus should more correctly be on interpreting why such changes have occurred, what is the direction and magnitude of the changes, and what immediate and longer term impacts need to be accommodated in the dual track strategy.

Primary Work Tasks:

- * Establish the methodology and process for the annual contingency planning assessment.
- * Identify assessment factors and collect data. At least the following topic areas should be covered:
 - a. Economic and Airline Industry Factors--review of all major assumptions (such as regional economic growth, national/international GNP growth, fare elasticities, air industry changes) underlying the forecasts used in the MSP Adequacy Study, MSP 2000+ Concept Plan, and subsequent forecasts developed by the Council or MAC for planning and implementation activities.
 - b. Operational Factors--Review of all operational assumptions (such as average aircraft size for air carriers and regional/commuters, load factors, delay, demand management techniques, airspace use, safety) as they impact forecasts and capacity. Review landside capacity as it impacts aircraft operational capacities, ground access and investment needs.
 - c. Level of Service/Traffic Factors--Review activity trends (enplanements, operations, origin/destination, connects, hubbing activity, operations by class of aircraft) and their relation to activity forecasts and capacity assessments and to level of service goals.
 - d. Capacity and Technology Factors--Review factors that affect capacity utilization (such as air traffic control improvements, navigational aids, new aircraft, regulation).
 - e. Noise and Environmental Factors--Review noise and environmental quality indicators (such as noise abatement approaches, complaint statistics, noise monitoring statistics, noise stress analysis, air quality land use compatibility planning).

f. Strategic Management--Review planning and implementation schedule and progress made on the dual-track strategy. Assess status of issues, problems, opportunities that impact the strategy. Assess bottom line implications of the events and changes in the airline industry for the strategy.

- * Provide an annual quantitative and qualitative written assessment on the scope, scale and timing of planning and implementation activities of the dual-track strategy.
- * Establish an advisory committee to assist in the assessments comprised of representatives of the Council, MAC, municipalities, business community, air transportation industry, and general regional and state interests.
- * Establish an expert panel to critique draft annual contingency assessments comprised of decision-makers and technical experts versed in each of the major topics covered.
- * Publish annual assessment report.

III. Relationship to Other Activities

The annual contingency planning assessment is central to all the planning activities. The information, data, analysis, and evaluations developed for all other study elements should be examined for their relevance to the annual assessment. Several study elements are particularly key to the annual assessment. They are the forecasting efforts of both the Council and MAC and the service level goals for the major airport and planning parameters.

IV. Major Products and Timetable

* Annual Contingency Planning Assessment Report

- Draft report for expert panel critique prepared in December of each year starting in 1989.
- Final report prepared for legislature by February 15th of each year starting in 1990.
- Consultant selected and under contract in September 1989 (contract extended annually assuming satisfactory performance).

V. Coordination and Participation Process

The Council is the agency charged with the annual contingency planning assessment. The Council will carry out this mandate in close coordination with the MAC at both the policy and staff levels. The Council will also consult on a regular basis with the Commissioner of the Department of Transportation, the Federal Aviation Administration, aviation industry representatives and other interested parties including the TAB and TAC. The State Advisory Council will receive the annual assessment and will receive presentations as requested.

a. Study design--MAC staff review and comment.

b. Information Collection--MAC staff/consultant provide data agreed upon in study design.

c. Draft Assessment Critique--MAC and MAC staff/consultant participate in expert panel critique of draft assessment.

d. Annual Contingency Planning Assessment Panel--A core group of three Council members and MAC commissioners and the individuals who served on the MSP Adequacy Steering Committee (or appropriate replacements as is needed) will be charged with planning assessment oversight. Additional panelists will be added to serve on each years panel who have specific technical background and expertise needed to critique and analyze the data and trends.

VI. Staffing/Consultant Services Plan

a. Council Staff: 1 senior planner level equivalent half-time position for the first years assessment and quarter-time thereafter; support level staff half-time for the first years assessment and quarter-time thereafter.

b. Council Consultant Services: \$25,000-\$50,000 annually including consultants, expert panels, and publication.

c. MAC Staff:

d. MAC Consultant Services:

C. Topic: Forecasts and Planning Parameters (Council/MAC)

I. Purpose and Objectives

Forecasts

The future demand for aviation service is the central question in the public discussion and debate concerning the adequacy of MSP International Airport and the need for a new replacement airport. Long-term forecasts and their underlying assumptions form the parameters for the analysis and determination of need. The need for some type of action whether it is investment in physical facilities or operational procedures. Two sets of forecasts and analysis of assumptions and methodologies are required in the 1989 Metropolitan Airport Planning Act: (1) long-term aviation demand forecasts for a prospective 30-year period to meet the system planning requirements of the metropolitan airports system (Council responsibility); and (2) demand forecasts for master planning requirements for airport development and operations and for determining specific capacity and facility needs (MAC responsibility).

The purpose and objectives of the aviation forecasts are:

1. To determine and evaluate alternative forecasting methodologies for applicability to the aviation situation in the Twin Cities.
2. To establish a mutually agreed upon methodology for forecasting long-term aviation demand for metropolitan system planning and for master planning activities.
3. To identify and analyze the underlying and key assumptions used in the determination of the aviation forecasts and to have basic consistency between the metropolitan system planning and master planning forecast assumptions.
4. To use the forecasts as a basic input in determining the aviation facilities required in the Twin Cities over the forecast period.
5. To use the forecasts and their underlying assumptions in the annual contingency planning assessment.

Goals and Planning Parameters

A related determinant of aviation need are the goals that are to be achieved by the metropolitan airport system and the major airport. As with the forecasts the 1989 airport legislation requires development of two types of goals: (1) the establishment of long-range aviation service and facility goals for the major airport (Council responsibility); and (2) the development of planning assumptions and parameters related to airport development issues and the integration of major airport facilities in the metropolitan area with state, national and international air transportation systems (MAC responsibility).

The purpose and objectives of the goals and planning parameters are:

1. To establish long-range aviation service and facility goals for the metropolitan airports system to guide the planning and development of major airport facilities.

2. To establish planning standards and planning assumptions for the major airport operations and development.

3. To ensure uniformity between work element of use of a common set of planning standards and parameters.

II. Major Issues and Work Tasks

Forecasts (Council)

Primary Work Tasks:

- * Critique various forecasting methodologies and assumptions for making long-range (prospective 30-year period) aviation demand forecasts (principally air carrier and regional/commuter).
- * Prepare aviation forecasts for the Twin Cities Metropolitan Area; update risk assessment analysis used in the MSP Adequacy Study as needed; perform sensitivity analysis and establish reliability concepts to be used in the annual contingency planning assessment.
- * Consult with the FAA, MAC, major air carriers, regional/commuter carriers, aircraft manufacturers, economic experts, and others as needed.
- * Identify major factors and assumptions to be used in the contingency planning process.

- * Establish expert panel(s) to critique (1) the analysis of forecast methodologies and assumptions and (2) the preliminary long-term forecasts and risk assessment analysis.

Forecasts (MAC)

- * Determine methodologies used in all aspects of airport demand forecasting for use in master planning and conceptual design development.
- * Evaluate alternative forecasting methodologies for applicability to the process being followed in the Twin Cities and most compatible with the unique characteristics of aviation in this community.
- * Development demand forecasts to serve as a basis for capacity and facility requirements analysis during the MSP master plan and the new airport conceptual design.
- * Review forecasts with industry representatives, public agency representatives, and other interested parties. Conduct public meeting regarding activity forecasts.

Goals and Planning Parameters (Council)

Primary Work Tasks Include:

- * Establish air service level goals for domestic and international business community, convention/hospitality industry, and Upper Midwest communities served by major air carriers and regional/commuter carriers.
- * Establish economic goals including desired air service impact on metropolitan growth/development patterns, economic development, and public infrastructure investment.
- * Establish land use compatibility goals.
- * Establish safety goals.
- * Establish environmental and noise impact mitigation goals.
- * Establish ground access goals.

- * Establish metropolitan goals for access to national and international air transportation system.
- * Conduct one or more expert panels to critique working drafts.

Goals and Planning Parameters (MAC)

1. Evaluate industry planning and design criteria related to airport capacity, safety, environmental impact, and air service.
2. Develop underlying assumptions in such areas as:
 - future technology (i.e. aircraft type/size, nav aids)
 - operational regulations
 - institutional framework
 - airline factors (i.e. NWA status, plans)
 - financial capabilities, policies
3. Determine applicable planning parameters and review with industry, user group, and affected agencies.
4. Collect and review applicable national, state, regional and local aviation and airport plans.
5. Evaluate capacity development related to:
 - other major airports
 - enroute ATC system
 - terminal ATC system
 - airfield components
6. Evaluate air service issues regionally, nationally, and internationally related to:
 - hubbing
 - off-hub point-to-point service
 - major markets, both historical and based on expected growth factors
7. Determine relationship of the Twin Cities region regarding system integration and review report with industry and user groups and public agencies.

III. Relationship to Other Activities

Forecasts (Council)

The long-term demand forecasts will be an integral part of the annual contingency planning assessment process. The major assumptions will be monitored and data analyzed. The forecasts will also be incorporated into the Aviation Chapter of the Metropolitan Development Guide.

Forecasts (MAC)

N/A

Goals and Planning Parameters (Council)

The metropolitan aviation goals will be used in the annual contingency planning assessment process and in the new airport search area evaluation and selection processes. The goals will be incorporated into the Aviation Chapter of the Metropolitan Development Guide.

System Integration and Planning Parameters (MAC)

N/A

IV. Major Products and Timetable

* Long-term Aviation Forecasts for Twin Cities Metropolitan Area (Council)

- Draft report for expert panel critique December 1989-January 1990.
- Final report prepared for legislature March 1, 1990.
- Amend Aviation Chapter.

* Aviation Goals for the Twin Cities Metropolitan Area (Council)

-Draft report for expert panel critique December 1989-January 1990.

-Final report prepared for legislature March 1, 1990.

-Amend Aviation Chapter.

* Aviation Goals for the Twin Cities Metropolitan Area (MAC)

* Aviation forecasts, capacity and facility requirements methodologies report

- Prepare draft report for review at meeting of all interested parties

- Final report prepared and submitted to Legislature by March 1, 1990.

* Planning Assumptions and Parameters and Airport Integration Report

- Prepare draft report for review at meeting of all interested parties.

- Final report prepared and submitted to Legislature by March 1, 1990.

* Aviation Forecasts Working Paper

- Prepare draft working paper containing aviation forecasts and review with technical groups, interested agencies and the public.

- Finalize working paper and use as input for remainder of MSP plan and conceptual design.

V. Coordination and Participation Process

The Council and the MAC and their respective consultants will closely coordinate the forecasting work. The staff and consultants will establish a forecast development coordination team in September 1989 to develop a consistent approach/methodology and a consistent set of assumptions. The coordination team will make periodic reports to the MC/MAC committee. The Council will consult on a regular basis with the Commissioner of the Department of Transportation, the FAA, aviation industry representatives and other interested parties including TAB and TAC.

VI. Staffing/Consultant Services Plan

a. Council Staff: 1 senior planner level equivalent full-time position. Publication of forecast and goals reports to the Legislature (\$5,000).

b. Council Consultant Services: \$50,000 for consultants and expert panels.

c. MAC Staff: N/A

d. MAC Consultant Services: N/A

D. Topic: MSP Long-Term Comprehensive Plan (MAC)

I. Purpose and Objectives:

Minneapolis-St. Paul International Airport currently provides scheduled air service to a board region of the upper mid-west, and serves as a hub and main base for Northwest Airlines. In these roles, the airport is a significant factor in the economy of the region. High quality air service is critical to maintaining and developing future economic activity.

The long-term comprehensive plan for MSP is a focal point in the overall airport planning process. The feasibility of continued development of MSP to meet growing demands has been questioned. Constraints on growth may include physical limitations as well as community concerns regarding aircraft overflights and aircraft noise impacts. Continued development of MSP as either the regions air carrier airport or on an interim basis pending development of a replacement airport is critical to aviation growth.

The purposes of the airport development plan include:

1. To prepare a long-term development plan for Minneapolis-St. Paul International Airport to meet aviation demand through the year 2010.
2. To prepare a concept plan for Minneapolis-St. Paul International Airport to meet aviation demand through the year 2020.
3. To determine the maximum realistic extent of airfield development and the facilities necessary to support this level of development.
4. To define interim development necessary to maintain adequate levels of aviation service during the period required to construct a replacement airport.
5. To provide opportunities for public review and input into development of the airport plan.

II. Major Issues and Work Tasks

The Long-Term Comprehensive Plan will be based on the assumption that MSP might continue to be the region's air carrier airport through the year 2020. Should MSP be unable to accommodate unconstrained demand levels, or

should the development necessary to meet demand provide infeasible, development of a replacement airport may prove necessary. During the period required to develop a replacement airport, continued investment at MSP will be necessary. Failure to maintain an adequate level of service during this interim period could lead to the permanent loss of service and secondary activities. A development plan to cover this interim period will be prepared based on input from the long-term comprehensive plan and the conceptual design study.

Primary Work Tasks:

- * Collect and update data used as the basis for the MSP 2000+ Study to serve as benchmarks for further analysis.
- * Prepare revised forecasts of aviation activity for MSP, with particular emphasis on air carrier and regional airline activity.
- * Determine facilities required to meet the forecast demand levels.
- * Identify the runway configuration for the year 2020, since this element will be a key determinant of future airport capacity.
- * Determine the capacity of the selected 2020 runway configuration so that the capacity required from other airport facilities can be developed.
- * Within the context of the selected 2020 development alternative, 2010 alternatives will be developed and the best selected.
- * Prepare detailed plans for the selected 2010 alternative.
- * An extensive program of information sharing and for obtaining public, industry and agency input is an integral part of the work program. This program includes meetings, briefings, and workshops at decision points during the study.

III. Relationship to Other Activities

Information and data developed during the Long-Term Development Plan will be used by MAC during development of a conceptual design for a replacement airport and by the Metropolitan Council during the search area selection process. This work will also be a major input element into the final report to the Legislature in 1996.

IV. Major Products and Timetable

- * The airport planning process will be documented during the work by publication of a series of Working Papers. The Working Papers will be prepared in draft and final form and will clearly document the background, analysis, recommendations and decisions related to each work element. The following Working Papers will be prepared.
 - Goals and Objectives for MSP Long-Term Comprehensive Plan
 - Existing Conditions
 - Forecasts of Aviation Activity
 - Facility Requirements
 - Identify, Evaluation and Selection of 2020 Runway Configuration
 - Facility Requirements to Match Airfield Capacity
 - Evaluate and Select 2020 Concept Plan
 - Identify, Evaluation and Selection of 2010 Development Plan
 - Environmental Analysis
 - Financial Analysis
 - Effects on Neighboring Communities and Physical Systems
 - Airport Operational Characteristics and Safety Considerations
- * Long-Term Comprehensive Plan for MSP
 - Technical Report - A detailed report incorporating materials from each of the previously described Working Papers.
 - Summary - A non-technical summary report incorporating text, photographs and drawings.

V. Coordination and Participation Process

The Metropolitan Airports Commission will use a variety of methods to ensure Commission, industry, agency and public coordination and input in development of the airport plan. Each Working Paper will be reviewed by MAC in public meetings. At major decision points, a more extensive program will include technical group meetings, public presentations and discussions, and agency coordination. Overall coordination with other activities will be provided by the MC/MAC Committee and presentations and reports will be provided to the State of Minnesota Advisory Council on Metropolitan Airport Planning.

VI. Staffing/Consultant Service Plan

a. MAC Staff: 1/3 time Deputy Executive Director
1/8 time Director
1-1/2 time Manager

b. MAC Consultant Services: \$700,000

c. Metropolitan Council Staff: N/A

d. Metropolitan Council Services: N/A

E. Topic: New Airport Search Area Study (Council)

I. Purpose and Objectives:

As the metropolitan airports system planner for the Twin Cities Metropolitan Area, the Council has the responsibility to identify a search area within which the MAC can select a specific site for the development of a replacement major airport.

The purpose and objectives for the search area selection process are:

1. To establish evaluation criteria and select a single search area for the development of a major new replacement airport to serve the long-term needs of the Twin Cities Metropolitan Area and State of Minnesota.
2. To develop a consensus concerning the designation and protection of a search area among the various perspectives and interests affected by the development of a new major replacement airport.

II. Major Issues and Work Tasks

Primary Work Tasks:

- * Conduct an issues and opportunities workshop to gather information from communities, organizations, business interests community groups and citizens to articulate the major concerns, expectations, and identify issues that need to be addressed in the search area study.
- * Develop a series of case studies for a select number of major metropolitan airports and the urban areas they serve for evaluation of major airport planning/development and comparison with MSP/Twin Cities Metropolitan Area efforts. The studies are to provide a perspective on siting issues. Pertinent issues include air service needs, economic

development (state/metropolitan/subregional), metropolitan land use and direction of growth, public infrastructure investment, historic civic rivalries, investments by and location of major aviation providers and interests, location of major airport users, noise/environmental concerns. Work elements:

- a. Establish case study selection criteria.
- b. Prepare information on major airport/community development and planning process and activity within a historical context.
- c. Draw comparisons between case study areas and the Twin Cities assessing such items as urban economic development experience, single versus second major airport, air service goals/expectations, ground transportation access, land use planning considerations, airport and infrastructure investments, environmental/noise considerations, citizen and business community involvement.
- d. Conduct one or more expert panels to critique preliminary findings, implications, and conclusions.

* Develop evaluation criteria for use in search area selection. Work elements include:

- a. Define policy, technical, and planning parameters to be considered in determining evaluation criteria. Utilize input from the case studies, aviation goals study, site protection study, regional reliever study, MSP Adequacy study, MAC new airport conceptual design study, and search area study issues report.
- b. Define evaluation criteria.
- c. Apply selected evaluation criteria including environmentally sensitive and publicly owned land and the Council's multi-county land use analysis to identify general availability of suitable study area within which evaluation of actual search areas will occur.

- * Propose mechanisms to protect the major search area and new major airport site, including adjacent land area, from conflicting development, and to inhibit land speculation. Work elements include:
 - a. Identify legal, political, financial, and planning issues to be considered.
 - b. Analyze existing state and local legal and planning framework (e.g. Major Airport Zoning Act, Metropolitan Significance Rules, Metropolitan Land Planning Act, Fiscal Disparities Act, Critical Areas Act, etc.).
 - c. Analyze regulatory mechanisms and financial and planning concepts used nationally to assure land use compatibility or to deal with the issue of land speculation.
- * Analyze information on search area candidate sites and apply evaluation criteria. Work elements include:
 - a. Refine technical evaluation criteria and collect necessary data including: (a) topographic/surficial geology, (b) environmental--flora and fauna, (c) environmental--hydrology, (d) environmental--soils, (e) environmental--noise, (f) airspace, (g) land use, existing and proposed, (h) economic development and air service level objectives and (i) public infrastructure.
- * Assess and incorporate MAC new airport conceptual design plan.
- * Conduct detailed analysis and evaluation of candidate search areas. Work elements include:
 - a. Develop land use classification scheme, collect data, and analyze. Development general land use categories that include at least the following: (a) acceptable, (b) constrained, and (c) prohibitive.
 - b. Develop composite map and major airport suitability matrix incorporating (a) land use analysis, (b) environmental analysis, (c) urban development/air service level objectives analysis, (d) regional and national airspace analysis.

- c. Prepare analysis of advantages/disadvantages of each candidate search area.
- d. Develop weighting of final evaluation criteria.
- e. Apply final evaluation criteria and select recommended search area for Council consideration and selection.
- * Conduct public information and public hearing meetings on the recommended search area.
- * Adopt search area and amend Aviation Chapter of the Metropolitan Development Guide.
- * Prepare detailed analysis of decisions and procedures required to protect the recommended search area from encroachment or incompatible development and to inhibit speculation in land values. Identify activities for regional and local governmental units implementation. Identify specific legislative actions required.

III. Relationship to Other Activities

The search area study and recommendation will lead into and be the basis for the MAC site selection process.

IV. Major Products and Timetable

* Issues and Opportunities Report

-Report prepared following issues and opportunities workshop for MC/MAC committee and New Airport Search Area Advisory Task Force (September 1989).

* Case Studies Report

-Draft report prepared for expert panel critique (December 1989-January 1990).

-Final report prepared (February-March 1990).

* Search Area and Major Airport Site Protection Report

-Draft report prepared (December 1989-January 1990).

-Final report prepared for legislature (February 1, 1990).

* New Airport Search Area Evaluation Criteria Report

-Draft report prepared for New Airport Search Area Advisory Task Force (March-April 1990).

-Final report prepared (May 1990).

* Candidate Search Area Study Report

-Draft report prepared for New Airport Search Area Advisory Task Force (August-September 1990).

-Final report prepared for legislature (December 1, 1990).

* Search Area Recommendation Report

-Draft report prepared for New Airport Search Area Advisory Task Force (June-July 1991).

-Advisory Task Force recommendation report (September 1991)

-Council public hearing draft report (October 1991).

-Council search area recommendation final report to legislature and MAC (January 1, 1992).

* Aviation Chapter Metropolitan Development Guide Amendments

-Amendments as required following completion of most the the reports and following the Council's selection of a new major airport search area.

V. Coordination and Participation Process

The Council will use a 30-35 member New Airport Search Area Advisory Task Force to assist it in the two and a half year study. The task force will be broadly representative of the metropolitan area interests and will include several representatives from Greater Minnesota. The MC/MAC committee will review study designs and draft reports. The Council will consult with the Commissioner of the Department of Transportation, the FAA, aviation industry representatives, and other interested parties including the TAB and TAC. The State Advisory Council will receive all reports and will receive presentations as requested.

VI. Staffing/Consultant Services Plan

a. Council Staff: 1 and 1/2 senior planner equivalent positions for the two and a half year study, 1/2 planner equivalent position for the two and a half year study. Publication of reports.

b. Council Consultant Services: \$295,000 for the search area studies.

c. MAC Staff:

d. MAC Consultant Services:

F. Topic: New Airport Conceptual Design (MAC)

I. Purpose and Objective

The New Airport Conceptual Design is an initial step in development of plans for a replacement air carrier airport. This study is intended to evaluate facility requirements, airport functioning, and develop a conceptual design for a new major airport to satisfy air transportation needs for a prospective 30-year period. By its nature, the study is carried out independently of site considerations.

The purpose and objectives of the study are as follows:

1. To determine overall site size and configuration requirements.
2. To develop layouts for a new airport based on facility requirements.
3. To determine order-of-magnitude costs for a new airport and the general timing required to construct the airport.

II. Major Issue and Work Tasks

The Conceptual Design Study provides important input into a number of work tasks in the overall planning program. The magnitude, cost and construction timing for a replacement airport are all critical elements for the program.

Primary Work Tasks:

- * Develop and evaluate alternative layouts for a new air carrier airport. The evaluation will consist of a conceptual runway configuration with designated areas for terminal, air cargo, general aviation, and other aviation activities.
- * Develop conceptual plans for the key elements of the airport. The key elements of the overall airport layout will be developed into preferred plans for incorporation into the final airport conceptual plan. The preferred plans will be identified through an alternative development and evaluation process. The plans will be of a schematic nature with sufficient detail so that a comparative evaluation can be made.

- * Create an overall conceptual plan by combining the previous work elements and provide a preliminary and generalize environmental evaluation consistent with the non-site specific nature of the study.
- * Develop order-of-magnitude cost estimates for construction of the selected plan, and develop generalized construction timing requirements.

III. Relationship to Other Activities

The Conceptual Design Study uses input developed during the MSP Long-Term Plan, and will be used to provide input to the Search Area Selection Process of the Council and the Site Selection-Master Plan process of the MAC.

IV. Major Products and Timetable

A series of Working Papers will be developed during the Conceptual Design Study to document the work and decisions made relative to each task. The following Working Papers will be prepared:

- Project Goals and Data Collection Summary
- Summary of Forecasts and Facility Requirements
- Alternative Identification and Evaluation
- Airport Conceptual Plans

- * Conceptual Design Report

Draft and Final reports prepared to study facility requirements, airport functioning, and conceptual design for submittal to the Legislature by March 1, 1990.

- * Conceptual Design Plan Report

Compilation of Working Papers and the Conceptual Design Report into a final report to be submitted to the Legislature by January 1, 1991.

V. Coordination and Participation Process

The Conceptual Design Study will be closely coordinated with the Council since they will make use of output during the Search Area Selection Process. The Study will ensure that all parties interested in, or affected by, a new airport have a role in plan preparation. An ultimate goal is for all citizens, businesses, agencies, and communities to understand the project, its impact, benefits, and limitations. A Technical Advisory

Committee and a Public Agency Advisory Committee will be created to meet at various points during the study. In addition to regular meetings, members of these committees will be asked to attend focus meetings on specific topics. Public input and coordination will be achieved through workshops and meetings. Overall coordination and integration with other study program elements will be accomplished by reports to the Council/MAC Committee. Reports and presentations will be made to the State of Minnesota Advisory Council on Metropolitan Airport Planning as requested.

VI. Staffing/Consultant Service Plan

MAC Staff: 1/3 Deputy Executive Director
Full-time Manager

MAC Consultant Services: \$300,000

MC Staff: N/A

MC Consultant Services: N/A

G. Topic: New Major Airport Site Selection, Master Plan, Environmental Documentation (MAC)

I. Purpose and Objectives

The Site-Selection - Master Plan - Environmental Documentation is the final phase of the new airport planning process. The phase is intended to:

1. Define an airport site within the search area previously identified by the Council.
2. Prepare an Airport Master Plan for the proposed site to cover aviation needs for a 20-year period.
3. Prepare cost estimates and construction phasing for development of the proposed airport.
4. Develop environmental documentation necessary to allow the development process to move ahead.
5. Evaluate cost allocation and financing options related to the existing airport and the proposed new facility.

Since this process is a number of years away, and the specific work scope may vary depending upon decisions made in the next few years, a less detailed discussion is provided here than for other work elements.

II. Major Issues and Work Tasks

The study process will involve identification of a number of alternative sites within the selected search area, and screening and evaluation of these sites through a process of public participation and agency coordination. This process will also include the required FAA Airspace Studies necessary for site approval. A full master plan will be prepared for the selected site incorporating detailed evaluations of both airfield and terminal configurations. Outputs will include the airport plans specified by FAA as well as detailed phasing and financial plans. Environmental analyses will be an integral element of all site selection/master plan work and will be prepared in a format compatible with both federal and state requirements. Although identified as a separate work item, this process will be ongoing throughout the search area - site selection - master plan process.

Primary Work Tasks:

* Site Selection Study

- Enhance the Search Area Database to include the detailed information necessary for site selection, probably focussed on such areas as geology and soils, hydrological data, land ownership and value, and transportation data.
- Develop an economic inventory to serve as basis for analysis of the economic and developmental effects of constructing a replacement airport at the recommended site.
- Site evaluation criteria will be identified and quantified to the extent feasible.
- Identify candidate sites by defining basic site requirements and indicating all feasible sites meeting these requirements.
- A "profile" of each candidate site will be developed, consisting of a summary of those site characteristics relevant to the site evaluation criteria.
- Alternative sites will be evaluated to determine factors which would indicate a site as infeasible or clearly deficient when compared to other sites.
- A detailed evaluation of remaining sites will be completed leading to selection of the recommended site.
- Economic and financial studies will be completed to detail economic costs and benefits and financial feasibility issues.

* Airport Master Plan

- Utilizing previous work of both MAC and Council, refine objectives to be met by a new airport.
- Enhance the database as necessary for the specific site regarding site characteristics.
- Review and make any necessary revision to aviation demand forecasts developed during the MSP Long-Term Plan. The annual contingency planning process will provide

significant input into this review.

- Review and revise facility requirements based on any changes in demand forecasts.
- Develop criteria for evaluation of airport concepts.
- Develop site specific airfield, terminal, support facility and access concepts using input from the Conceptual Design Study.
- Evaluate alternative concepts and selected preferred configuration.

*** Environmental Documentation**

- Using data previously developed, prepare state and federal environmental documents.

III. Relationship to Other Activities

This phase of the work program utilizes input from virtually all previous work elements including the MSP Long-Term Plan, the Conceptual Design, and the Search Area Selection. The output from this phase of work is a major component of the final report to be prepared for the Minnesota Legislature.

IV. Major Products and Timetable

A series of Working Papers, Reports, Plans and Environmental Documents will be prepared as a result of this process, however, the details of the reports cannot be determined until additional work has been completed in developing the specifics of a work program. Similarly, a detailed timetable will be dependent upon finalization of the search area selection process and will be developed with the work scope.

V. Coordination and Participation Process

The work included in this phase will be of major importance to the community, the aviation industry, business interests, and public agencies; an in-depth information and coordination program will be developed to ensure that all interested and impacted parties will be kept informed of work progress and will have input into the decision-making process. This program will be more clearly defined and integrated into the overall work program as it is developed toward the later stages of the Search Area Selection Process.

VI. Staffing/Consultant Services Plan

Unknown at this time. Will be defined during preparation of the project work scope.

**H. Topic: Minneapolis-St. Paul International Airport (MSP) Reuse Study
(Council)**

I. Purpose and Objectives

The purpose of this study is to examine the potential reuse options for the existing major airport site once a new replacement airport is constructed and operational. The potential reuse options may have direct implications for the operation of the new airport, its financing package, and the net impact on the communities adjacent to MSP and the Metropolitan Area as a whole.

The purpose and objectives of the MSP Reuse Study are:

1. To identify opportunities and issues regarding the use of MSP once a new replacement major airport is operational.
2. To determine interim operational and use options for the site once the decision is made to acquire or to build a new replacement major airport.
3. To develop policies and a strategy for the non-aviation reuse and redevelopment of the MSP site.

II. Major Issues and Work Tasks

Minneapolis-St. Paul International Airport is a major component of the regions's public infrastructure and as such plays an important role in the region's and state's economies. It also has significant economic impacts on the adjacent communities. This report will examine the economic and development impacts that different reuse and redevelopment scenarios could have on the adjacent communities and the region as a whole. The MSP site is a tremendous resource in terms of its location within the urbanized area, its size, and its existing public and private investments. The MSP site also poses complex legal questions regarding ownership and disposition/management rights if it reverts entirely or partially to non-aviation uses. The future of MSP will be key to the public decisions regarding the acquisition, development and opening of a new replacement major airport.

Primary Work Tasks:

- * Develop a detailed study design and establish an advisory task force to assist in the study. Convene an issues and opportunities reuse workshop to identify issues and concerns of interested and affected parties.
- * Analyze legal land use issues including ownership/management questions and issues.
- * Assess interim use and development options and implications for future reuse.
- * Determine reuse scenarios.
- * Analyze subregional and regional economic and development trends and needs, assess public infrastructure availability needs for the MSP site area, and assess the environmental issues.
- * Select a preferred scenario and establish development and land use policies, general schedule/sequencing of events for reuse including the period prior to the development of the new airport and following its opening and operation.

III. Relationship to Other Activities

The reuse study will be one of the major inputs to the reports and recommendations to the legislature concerning the acquisition and development of a new replacement major airport.

IV. Major Products and Timetable

* Issues and Opportunities Report

-Report prepared following issues and opportunities workshop (January 1991).

* Preliminary Report: MSP Reuse Scenarios

-Preliminary report prepared for public information and comment (February-March 1992).

* MSP Reuse Strategy

-Draft report prepared for Council public hearing and public information process (August-September 1992).

-Report prepared for legislature (January 1, 1993).

V. **Coordination and Participation Process**

The Council will conduct this study in close consultation with the MAC as MAC studies will provide major input regarding interim aviation use and development. An advisory task force will be convened including representatives of the major users, the adjacent communities and federal and state agencies to assist in the study. There will be regular consultation with the Commissioner of the Department of Transportation, the FAA, aviation industry representatives, and interested parties including the TAB and TAC. The State Advisory Council will receive reports and presentations as requested.

VI. **Staffing/Consultant Services Plan**

a. Council Staff: 1 senior level equivalent position for the two year study and 1 planner level equivalent position half-time for the two year study.

b. Council Consultant Services: \$125,000.

c. MAC Staff: n/a

d. MAC Consultant Services: n/a

I. Topic: Major Airport Facilities Planning and Development Report
(Council/MAC)

I. Purpose and Objective

Following the completion of the new airport site selection process by the MAC, the Council and MAC are mandated to make recommendations to the Legislature on the long-range planning and development of major airport facilities in the Metropolitan Area.

The purpose and objectives of the report are:

1. To summarize the background studies and reports regarding the siting of a new replacement major airport and the master planning activities for MSP.

2. To propose a strategy and course of action for the State of Minnesota and the metropolitan agencies regarding development of major airport facilities.

II. Major Issues and Work Tasks

The reports by the two agencies will be the culmination of approximately seven years of study. The primary issues will be the need for and timing of major airport facility development, the location of a site for a new major airport, and the role and use of MSP.

Primary Work Tasks:

* Summarize the various studies and reports.

* Propose recommendations on a strategy for major airport development in the metropolitan area for a prospective 30-year period and on acquiring a site for a new major airport. The plan will address financial planning and financing for a new airport including cost, cost allocation, amortization of major improvements at MSP, financing methods, sources of public and private funds, lease agreements and user charges, and a method for capturing for public purposes, a portion of the revenue from the development around a new airport.

* Propose recommendations regarding a strategy and plan for MSP including an analysis of the impact of a new replacement major airport on MSP and on the economies of the adjacent communities, the region and the

state.

III. Relationship to Other Activities

The reports by the two agencies will bring to a conclusion the first phase of the major airport debate and will lay the groundwork for decisions and for subsequent planning and development activities.

VI. Major Products and Timetable

* Major Airport Facilities and Development Report

- Draft report prepared for public hearing and public information (three to six months prior to making report to the legislature.)
- Report to legislature (within 180 days following completion of site selection study.)

V. Coordination and Participation Process

The Council and MAC will consult on their respective reports and recommendations. Both will conduct public information and public hearing sessions, jointly if at all possible and feasible. Consultations will be made with the Commissioner of the Department of Transportation, the FAA, aviation industry representatives and other interested parties including the TAB and TAC. Presentations will be made to the State Advisory Council as requested and reports will be submitted to them.

VI. Staffing/Consultant Services Plan

Unknown at this time. Will be defined during preparation of the project work scope.

jhk:cope

METROPOLITAN
AIRPORT PLANNING ACT
SUMMARY

MAY 1989

METROPOLITAN COUNCIL RESPONSIBILITIES

* **AVIATION PLANNING ASSESSMENT :** The cornerstone of the "dual track" strategy is the annual contingency planning assessment. The Council is to prepare this long-range assessment of the air transportation trends and factors that may affect major airport development (enhancement of MSP or siting of a new airport) in the metropolitan area for a prospective 30-year period by February 15 of each year. The Council is to consult with the MAC, the Commissioner of Transportation, the Federal Aviation Administration (FAA), industry representatives and other interested persons.

* **AVIATION PLAN:** The Council is to amend the Aviation Chapter of the Metropolitan Development Guide to incorporate the "dual track" strategy by February 1, 1990.

* **SEARCH AREA:** By January 1, 1992 the Council is to designate a search area for a new major airport. The Council is to consult with the MAC and others in the study.

* **LEGISLATIVE REPORTS:**

1. **ANNUAL REPORT** - By February 15 of each year the Council is to report on the results of the planning studies, the costs of those studies and the sources of revenue.

2. **SEARCH AREA AND SITE PROTECTION** - By February 1, 1990 the Council is to report on methods and legislative actions needed to protect a new airport search area from conflicting development, to protect and control development on land at and around the new airport site, and to inhibit land speculation and to reduce incentives for land speculation in the airport and all surrounding areas.

3. **AVIATION FORECASTS** - By March 1, 1990 the Council is to report on assumptions and methods used by the Council to forecast long-term demand (prospective 30-year period) related to the need for major airport facilities. The Council is to consult with the MAC, FAA, the airlines, and other interested parties.

4. **MAJOR AIRPORT GOALS** - By March 1, 1990 the Council is to report on its long-range goals (prospective 30-year period) for the major airport. The goals are to address safety, environmental impact, and service. The service goals include ground access and desired service levels to other Minnesota cities, other states and foreign countries. The Report is to consider regional growth patterns, economic development, economic impact, regional and statewide investment, and ground transportation.

5. **LAND AVAILABILITY** - By December 1, 1990 the Council is report on the general availability of land for an airport in and in the area around the Twin Cities Metropolitan Area.

6. **REUSE OF MSP** - By January 1, 1993 the Council is to report on policies for the reuse of MSP should a new airport be developed.

METROPOLITAN AIRPORTS COMMISSION RESPONSIBILITIES

* **LONG-TERM COMPREHENSIVE PLAN:** The MAC is to adopt a long-term comprehensive plan for MSP by January 1, 1991. The long-term plan is to describe aviation demand and air transportation needs, airport capacity limits and potential, facilities requirements, a plan for physical development including financial estimates and a tentative development schedule, airport operational characteristics, compatibility with metropolitan and local physical systems, environmental effects, safety, and the effect on neighboring communities. The plan is to be for a 20-year period and is to also address in concept needs for an additional 10 years. The plans must be consistent with the Council's Metropolitan Development Guide.

* **NEW AIRPORT CONCEPTUAL DESIGN:** The MAC is to complete a study of facilities requirements, airport functioning, and conceptual design for a new airport by March 1, 1990. By January 1, 1991 a conceptual design plan is to be completed. The Council is to use it in the search area study.

* **NEW AIRPORT SITE SELECTION:** Within four years of the Council's designation of a search area, the MAC is to designate a site for a major new airport, prepare a comprehensive plan and schedule, prepare an estimate of facilities requirements and a concept plan for development of the airport for an additional ten years, and prepare and submit for administrative review environmental documents needed for site acquisition.

* **LEGISLATIVE REPORTS:**

1. **ANNUAL REPORT** - By February 15 of each year the MAC is to report on the results of its studies and activities including a summary of expenditures and revenue sources.

2. **AVIATION FORECASTS** - By March 1, 1990 the MAC is to report on assumptions and methods used to prepare forecasts for airport development and operational purposes and for determining capacity and facility needs. The MAC is to consult with the Council, FAA, the airlines, and other interested parties.

3. **MAJOR AIRPORT FACILITIES INTEGRATION** - By March 1, 1990 the MAC is to report on the integration of major airport facilities in the metropolitan area with the state, national and international air transportation systems and on their planning assumptions and parameters related to such airport development issues as capacity, safety, environmental impact, and air service.

4. **NEW AIRPORT CONCEPTUAL DESIGN** - By March 1, 1990 the MAC is to report on the new airport conceptual design study and by January 1, 1991 the MAC is to report on the concept plan.

JOINT AGENCY RESPONSIBILITIES

* **AIRPORT PLANNING AND DEVELOPMENT REPORT:** After the MAC has selected a site for a new major airport, the MAC and the Council are to make recommendations to the legislature regarding the acquisition and development of a new major airport. The report, submitted within 180 days of site selection, is to address the effect of a new airport on MSP and on the local, regional and state economies. The report must contain the recommendations of the agencies on financial planning and financing airport development. In addition the report is to outline a method of capturing for public uses a portion of the revenue from development around the airport.

* **INTERAGENCY AGREEMENT:** The two agencies are to enter into an interagency agreement by July 1, 1989 establishing the process and agency responsibilities for comprehensive and coordinated planning for major airport development.

* **SCOPE OF WORK REPORT:** By September 1, 1989 the agencies are to prepare a scope of work report that describes the general scope and schedule of work and topics to addressed in the planning and study tasks.

* **FEDERAL PARTICIIPATION:** The agencies are to make use of available federal funds for their studies.

* **CONSULTATION:** The Council and the MAC are to prepare their respective reports in consultation with each other and with the Commissioner of Transportation, the FAA, aviation industry representatives, and other interested parties.

STATE ADVISORY COUNCIL

* **ADVISORY COUNCIL RESPONSIBILITIES:** The advisory council on metropolitan airport planning is to provide a forum at eh state level for education, discussion and advice to the legislature on the reports prepared by the two agencies.

* **ADVISORY COUNCIL MEMBERSHIP:** The 21-member advisory council has three senators; three representatives; the commissioners or designees of transportation, state planning, and pollution control agency; two Council members; two MAC commissioners; two representatives of the aviation industry; and six public members including two who reside outside the Twin Cities Metropolitan Area. In addition there are two nonvoting members, one representing the FAA and one selected by the Minnesota congressional delegation. A senator and a representative will serve as co-chairs.

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