

Community Development Committee

Meeting date: June 7, 2021

For the Metropolitan Council meeting of June 9, 2021

Subject: City of Blaine Groveland Village Comprehensive Plan Amendment, Review File 21902-2

District(s), Member(s): District 9, Raymond Zeran

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)

Staff Prepared/Presented: Eric Wojchik, Planning Analyst (651-602-1330)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

1. Authorize the City of Blaine to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Due to the proximity to the Anoka-Blaine (ANE) Airport, strongly encourage the City to:
 - a. Consider suspending the development until updated noise contours are available and to analyze the impact of noise on the development.
 - b. Implement the notification requirements and noise mitigation standards if the City chooses to move forward with this development proposal.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts and Natural Resources.

Background

The City submitted the Groveland Village comprehensive plan amendment on April 1, 2021, as well as supplemental information on April 16, 2021. The amendment reguides 27 acres of Planned Commercial/Planned Industrial (PC/PI) to 8 acres of High Density Residential (HDR) and 19 acres of Medium Density Residential (MDR). The amendment site is located adjacent to Highway 10 at the northwest corner of 93rd Lane and County Road J. The purpose of the amendment is to accommodate a development that will consist of 106 townhomes and 152 apartment units.

The Metropolitan Council reviewed the City of Blaine 2040 Comprehensive Plan ([Business Item 2020-301 JT](#), Review File No. 21902-1) on November 18, 2020. This is the City's first amendment to its 2040 Comprehensive Plan.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies and is compatible with the plans of other local communities and school districts.

Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.



Funding

None.

Known Support / Opposition

The Metropolitan Airports Commission (MAC) provided comments and expressed concerns about residential development proposed in this proximity to the Anoka-Blaine (ANE) airport which would expose new residents to noise from aircraft operations and result in noise complaints to both the City and to MAC. MAC recommends against residential development in this location. (See Figure 6 of this report).

REVIEW RECORD

City of Blaine

Groveland Village Comprehensive Plan Amendment

Review File No. 21902-2, Business Item No. 2021-140SW

BACKGROUND

The City of Blaine (City) is located in south Anoka County, bordered by Ham Lake to the north, Andover to the northwest, Coon Rapids to the west, Fridley, Spring Lake Park, Mounds View, and Shoreview to the south, Lexington, Circle Pines, and Lino Lakes to the east, and Columbus to the northeast.

Thrive MSP 2040 (Thrive) designates Blaine with a “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 66,300 to 87,300 population and 25,100 to 33,300 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 25,800 to 31,000 jobs.

The Metropolitan Council reviewed the City of Blaine 2040 Comprehensive Plan ([Business Item 2020-301 JT](#), Review File No. 21902-1) on November 18, 2020. This is the first comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment reguides 27 acres of Planned Commercial/Planned Industrial (PC/PI) to 8 acres of High Density Residential (HDR) and 19 acres of Medium Density Residential (MDR). The amendment site is located adjacent to Highway 10 at the northwest corner of 93rd Lane and County Road J. The purpose of the amendment is to accommodate a development that will consist of 106 townhomes and 152 apartment units.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Comprehensive Plan on November 18, 2020 ([Business Item 2020-301 JT](#), Review File No. 21902-1).

ISSUES

- Does the amendment conform to the regional system plans?

- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks

Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The nearest unit of the Regional Parks System, the Rice Creek North Regional Trail, is approximately 1.8 miles southeast of the proposed land use change in the City of Shoreview (see Figure 1). The proposed change will not have an adverse impact on this regional trail or the Regional Parks System more broadly.

Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs
(roger.janzig@metc.state.mn.us)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The amendment reguides 27 acres from Planned Commercial/Planned Industrial to 8 acres of High Density Residential and 19 acres of Medium Density Residential for a proposed multi-family residential development that will include 152 apartments and 107 townhome units, for a total of 259 residential units. The regional system has adequate capacity to serve the proposed development associated with this amendment.

Transportation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP.

Council staff has reviewed the amendment and determined that the proposed development is outside of the current noise contours of Anoka-Blaine (ANE) Airport (see Figure 5) and therefore is a compatible land use, according to Appendix L of the *Transportation Policy Plan*. Anoka-Blaine Airport can accommodate personal use and recreational aircraft, business general aviation and air taxi traffic, flight training, medical flights, and military operations. In 2020, ANE was the second busiest reliever airport in the Metropolitan Airports Commission (MAC) system, with 70,852 takeoffs and landings reported by the Federal Aviation Administration (FAA). The airport is open 24 hours per day, 365 days per year. The MAC cannot force pilots or the Air Traffic Controllers to use specific runways for noise mitigation procedures. While the proposed development is outside of the current noise contours of the Anoka-Blaine Airport, the proposed development is still within 1/2 mile of the Anoka-Blaine Airport, and noise will be an issue for residents in the proposed development. Currently, the noise contours are just inside the airport property line, but those contours could grow and encompass the proposed development with a change in fleet mix or operations.

Due to this proximity and as evidenced by the existing stream of noise complaints from nearby neighborhoods, MAC has also shared detailed comments strongly encouraging the City to reconsider land uses on this site (Figure 6). The City has developed noise mitigation standards that have been applied to the development, which address some of MAC's concerns outlined in the attached letter.

These standards have been applied throughout the City to reduce the impact to residents in flight paths and near major roadways.

The City states that the proximity to the airport and presence of aviation easements will be disclosed in the following ways:

- a. The apartment developer is required by the Development Agreement to include language in the lease noting that the property is within an aviation easement.
- b. The Development Agreement obligates the developer of the single-family homes to disclose the proximity to the airport and the existing aviation easement.

Following receipt of comments from MAC, the City modified the landscape plans for the project to remove any fruit bearing trees. The landscape plan still includes overstory trees, which is consistent with the current site condition, which is wooded.

It appears that the noise standards and the City building code are consistent with the Metropolitan Building Guide. Using these materials will help mitigate some of the potential noise impacting the development. The City has addressed many of the MAC's comments regarding noise; however, just because there is noise mitigation does not mean there will be not be noise impacts. The current site does have overstory trees, which may need to be trimmed in the future for runway protection and safety.

Advisory Comments

The City should be advised that MAC will be updating their noise contours for that airport within in the next 12-18 months (see Figure 5). Council staff strongly encourage the City to consider suspending the development until updated noise contours are available and to analyze the impact of noise on the development.

Council staff also agree with comments provided from MAC including the need to inform potential residents about current and future noise impacts. Council staff strongly encourages the City to consider development that excludes residential uses due to the proximity of the airport. If the proposed project does move forward, the developers should understand that if overstory trees are planted, those trees may need to be trimmed in the future, if the trees are an impediment to the final approach to Runway 36.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

Forecasts

Reviewer: Todd Graham, CD – Research (651-602-1322)

The City offers that the plan amendment does not affect the communitywide forecast. Council staff agree in part: no community-total forecast adjustment is necessary. However, a TAZ allocation adjustment is needed, to reflect unaccounted housing capacity.

The 27-acre site is the eastern end of Transportation Analysis Zone #249. The City's 2040 Plan expects TAZ #249 to gain +148 households and +379 population during 2020-2040. Households and population will exceed these amounts when the proposed Groveland Village is complete and absorbed.

Advisory Comments

Separate from this Council action, Council staff will take responsibility for TAZ data maintenance. Council staff will increase the TAZ #249 allocations for 2030 and 2040 by +100 households and +250 population. The same amounts will be balanced with the remainder of Blaine, leaving the

communitywide total unaffected. City staff are welcome to contact Council Research staff if they wish to propose different numbers or wish to discuss.

Thrive MSP 2040 and Land Use

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive identifies the City with the Suburban Edge community designation (Figure 2). Suburban communities are expected to plan for forecasted population and household growth at average densities of at least 3-5 units per acre for new development and redevelopment.

The amendment reguides 27 acres of Planned Commercial/Planned Industrial (P/PI) to 8 acres of High Density Residential (HDR) and 19 acres of Medium Density Residential (MDR). The amendment site is located adjacent to Highway 10 at the northwest corner of 93rd Lane and County Road J (see Figure 3). The purpose of the amendment is to accommodate a development that will consist of 106 townhomes and 152 apartment units. As shown in Table 1 below, the overall planned residential density in the City is between 3.3 and 7.6 units per acre, which is consistent with Thrive for land use and residential density policies for communities with a Suburban Edge designation.

Table 1. Planned Residential Density, City of Blaine

| Category | 2018-2040 Change | | | Min Units | Max Units |
|---------------------------------------|------------------------|-----|-------------|-------------|--------------|
| | Min | Max | Net Acres | | |
| Low Density Residential | 2.5 | 6 | 1417.9 | 3544 | 8507 |
| Low/Medium Density Residential | 2.5 | 12 | 3.5 | 8 | 42 |
| Medium Density Residential | 6 | 12 | <u>75.9</u> | <u>455</u> | <u>910</u> |
| Med/High Density Residential (High) | 6 | 25 | 9.5 | 57 | 239 |
| High Density Residential | 12 | 25 | <u>44.7</u> | <u>536</u> | <u>1118</u> |
| HD Residential/Commercial* | 12 | 25 | 23.3 | 279 | 582 |
| HD Residential/Industrial* | 12 | 25 | 12.5 | 150 | 313 |
| HD Residential/Commercial/Industrial* | 12 | 25 | 18.5 | 222 | 462 |
| | TOTALS | | | 5251 | 12173 |
| | Overall Density | | | 3.3 | 7.6 |

*50% residential

Housing

Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)

The amendment is consistent with the Council's *Housing Policy Plan*. The City's share of the region's affordable housing need from 2021-2030 is 1,139 units. With this amendment, the City has over 177 acres available guided at densities high enough to support this need. The proposed development does not change the City's inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 decade, and will not hinder the City's implementation of its housing element or efforts to address its share of the region's need for affordable housing.

This amendment proposes changing approximately 27 acres of Planned Commercial/Planned Industrial (PI/PC) land to Medium and High Density Residential. While Medium and High Density Residential land uses have densities over 8 units/acre and could potentially contribute to the City's affordable housing need, the proposed development of Groveland Village is not planned to include any affordable units. Therefore, this project does not contribute to the amount of available acreage for affordable housing development, which leaves acreage amounts unchanged.

Natural Resources

Reviewer: Cameran J. Bailey, CD – Local Planning Assistance (651-602-1212)

The development plans to include 31 different stormwater treatment practices, including: lined filtration basins, outlet control structures, wet sedimentation ponds, sumps, and rain gardens.

Advisory Comment

The developer will need to obtain a Coon Creek Watershed District permit prior to any site work.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

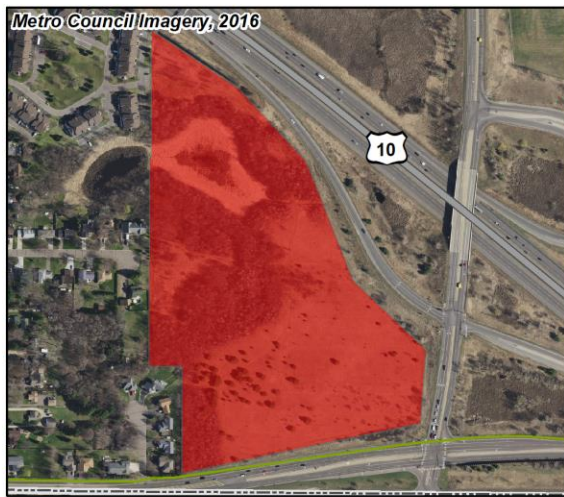
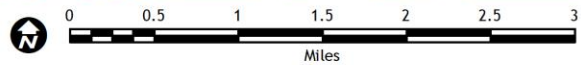
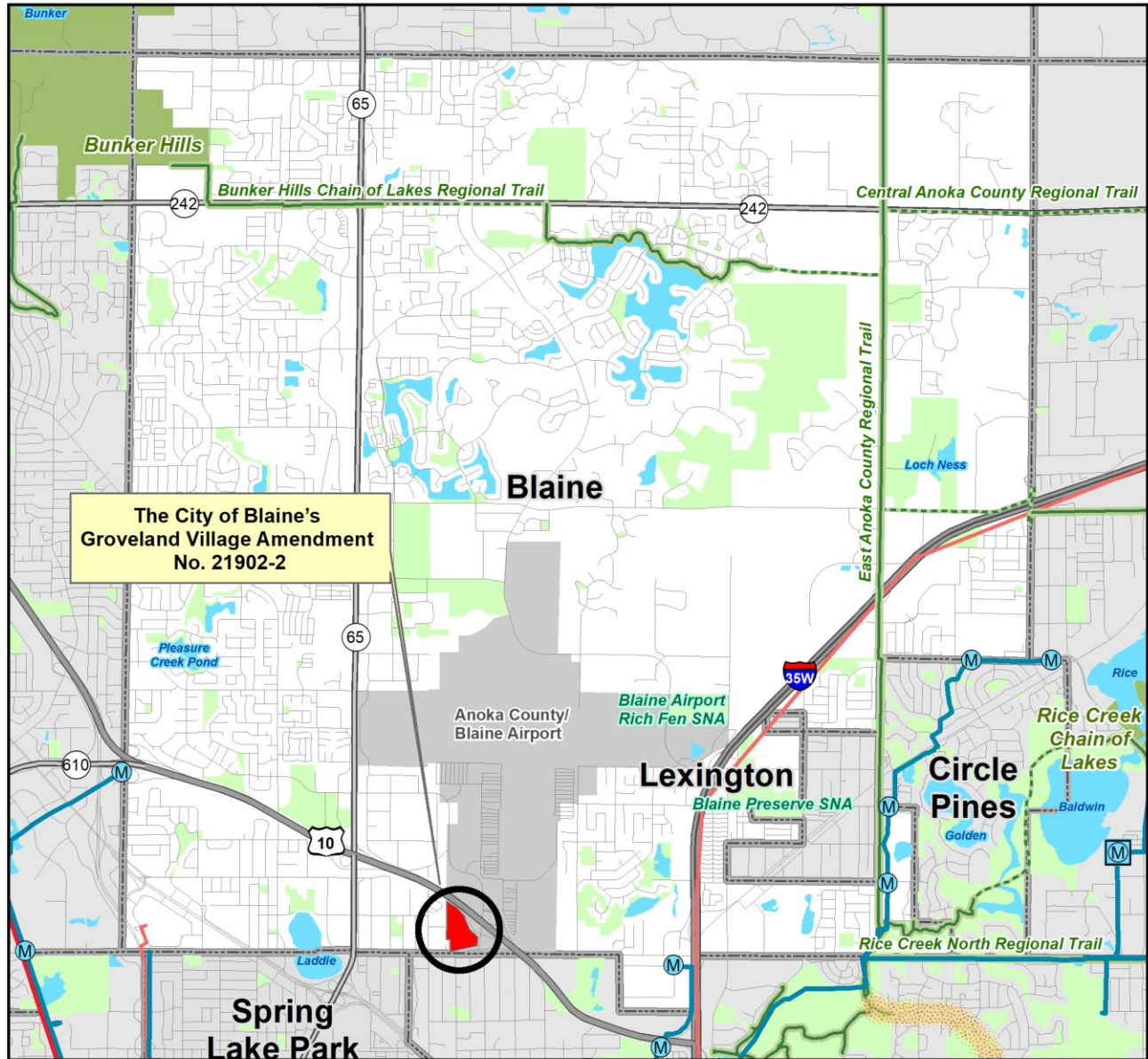
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units or plans of school districts were identified.

As stated previously, the Metropolitan Airports Commission (MAC) provided comments and expressed concerns about residential development proposed in this proximity to the Anoka-Blaine (ANE) airport which would expose new residents to noise from aircraft operations and result in noise complaints to both the City and to MAC. MAC recommends against residential development in this location. (See Figure 6 of this report).

ATTACHMENTS

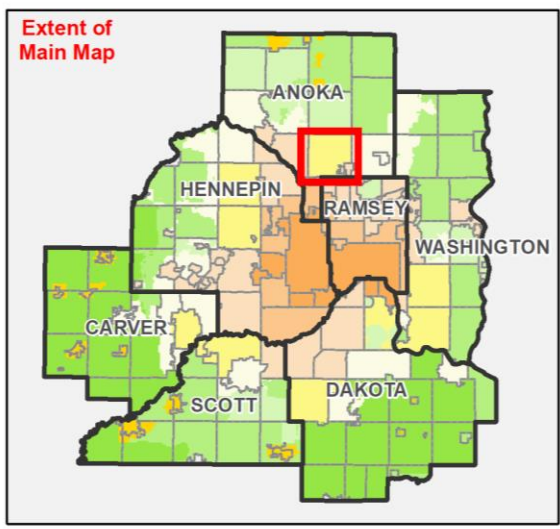
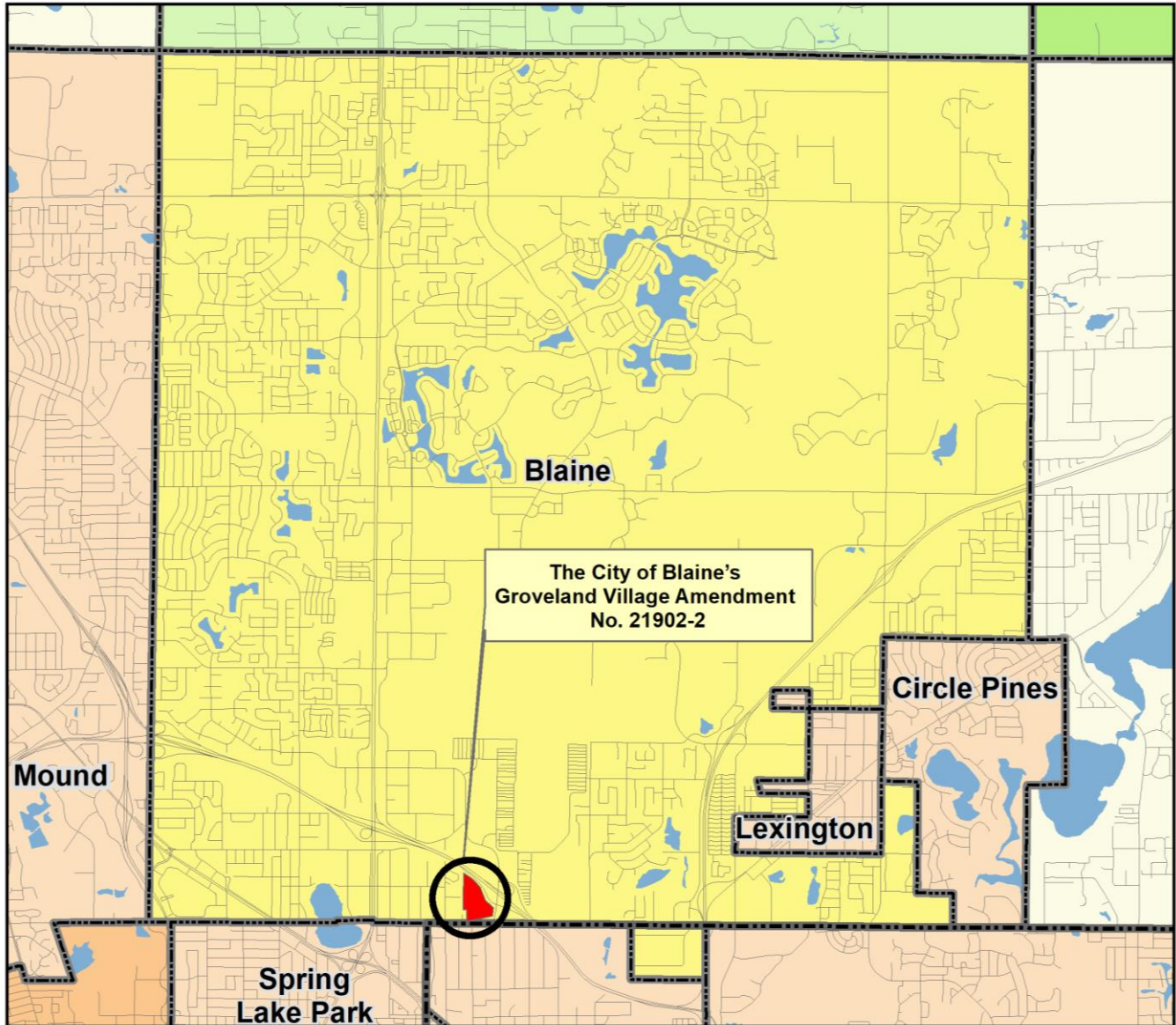
- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding
- Figure 5: Anoka County – Blaine Airport (ANE) Noise Contours
- Figure 6: MAC Comments to the City (March 31, 2021)

Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
 - Existing
 - Planned Current Revenue Scenario
 - Planned Current Revenue Scenario - CTIB Phase 1 Projects
 - Potential Increased Revenue Scenario
- Wastewater Treatment**
 - Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
- Regional Highway System**
 - Interstates
 - US Highways
 - State Highways
 - County Roads
 - Ncompass Street Centerlines
- Regional Parks**
 - Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Other Parks, Preserves, Refuges and Natural Areas
- Regional Trails**
 - Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned Regional Trails
 - Regional Trail Search Corridors

Figure 2. Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 3. Current Land Use Guiding

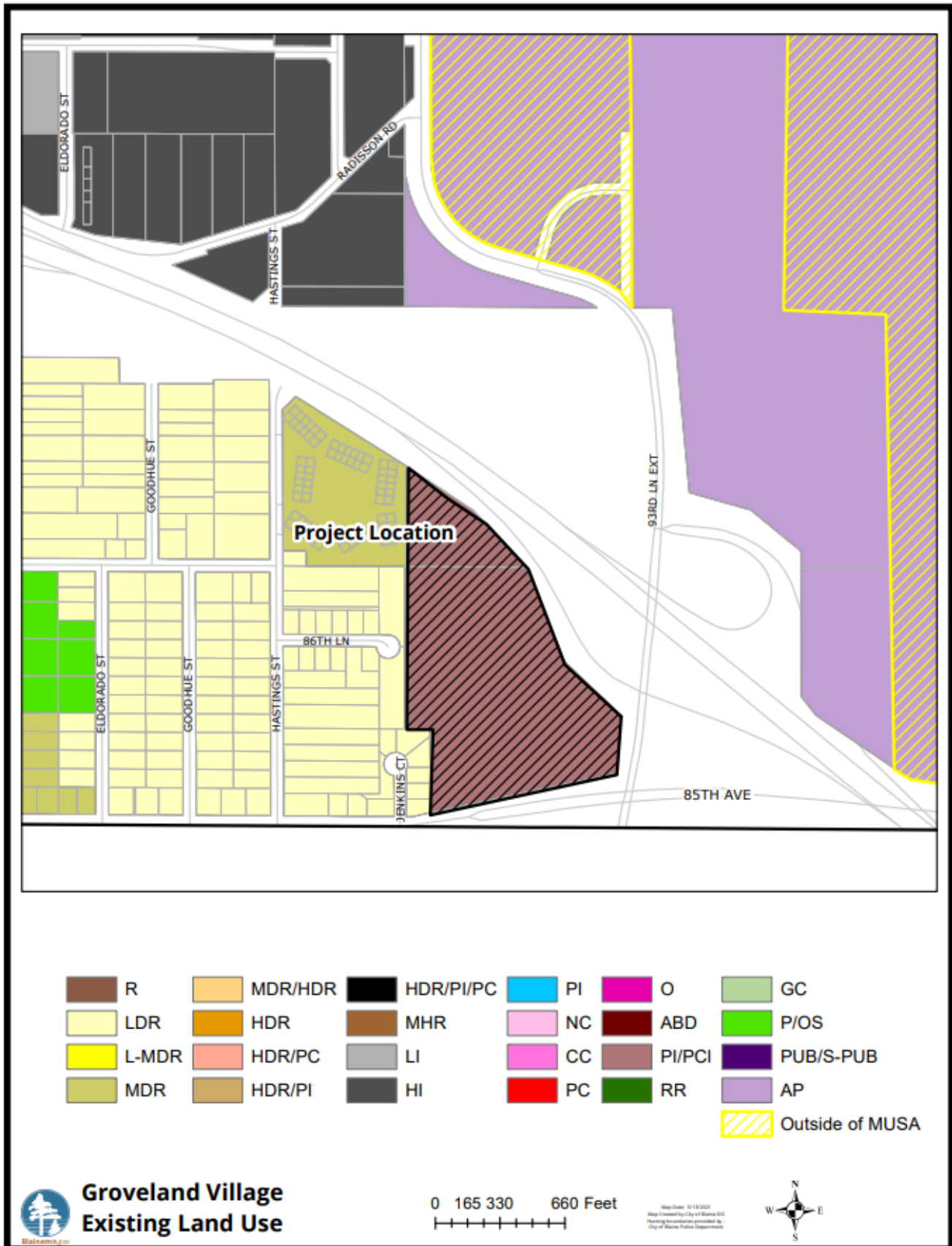


Figure 4. Proposed Land Use Guiding

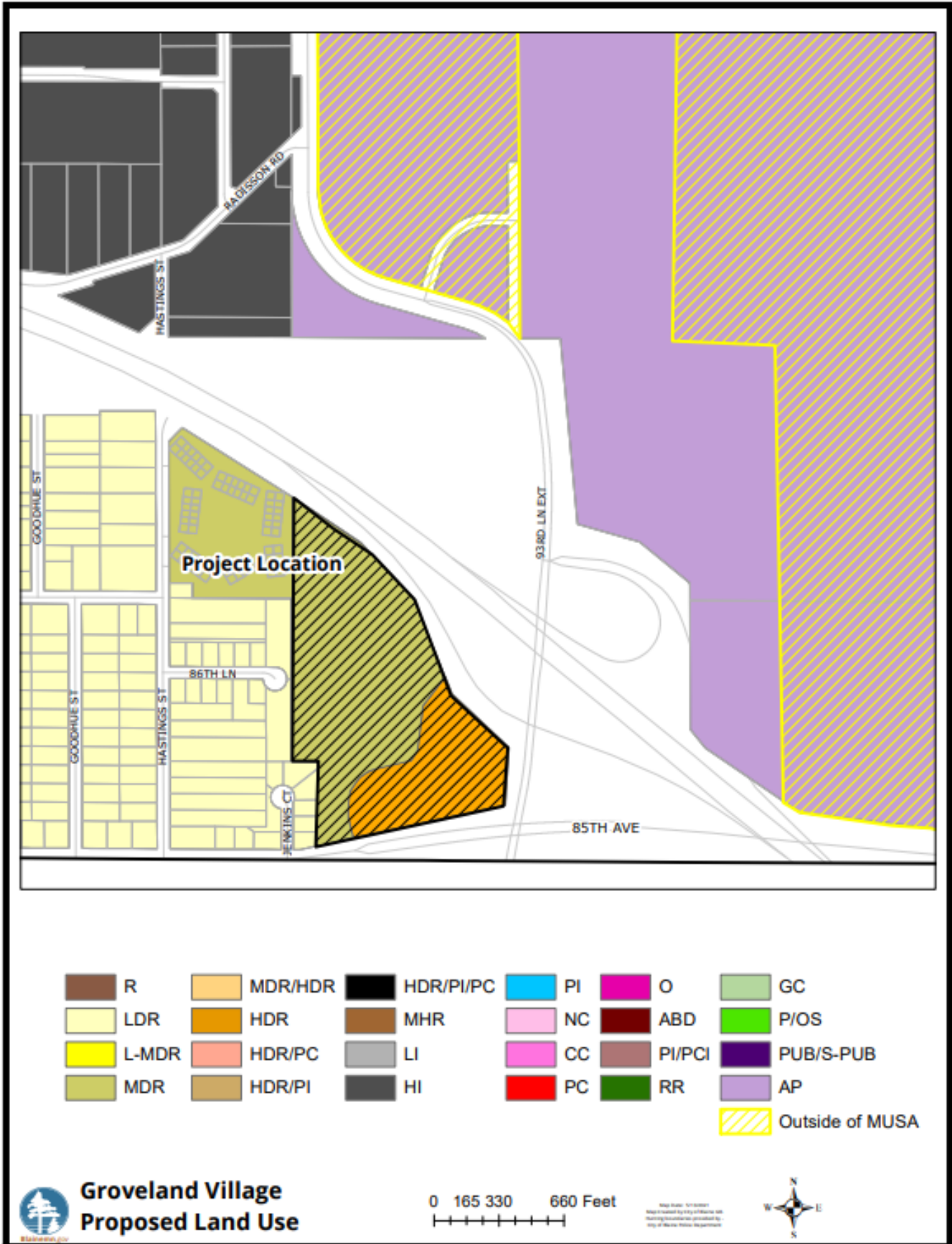


Figure 5: Anoka County – Blaine Airport (ANE) Noise Contours



**Figure
5-4**

Figure 6: MAC Comments to the City (March 31, 2021)



Metropolitan Airports Commission

6040 - 28th Avenue South, Minneapolis, MN 55450 • 612-726-8100 • metroairports.org

March 31, 2021

Ms. Elizabeth Showalter
Community Development Specialist
City of Blaine
10810 Town Square Drive NE
Blaine, MN 55449

Re: Groveland Village Development

Ms. Showalter,

The Metropolitan Airports Commission (MAC) owns and operates the Anoka County-Blaine Airport (ANE) located in the City of Blaine. As the operator of this facility, the MAC would like to be on record expressing concerns about the proposed Groveland Village Development. This proposed development is adjacent to ANE. Development of residential properties on this land would expose numerous new residents to noise from aircraft operations, a trend that has led to increased noise complaints filed with the City and the MAC. The MAC understands that the City is thriving and is developing its land to address housing demand. The MAC encourages the City and the property owner to develop this land in a way that considers its proximity to ANE.

ANE is one of seven airports owned and operated by the MAC and has played an important role in the Twin Cities since the MAC acquired the airport in 1950. The airport is a primary reliever airport for Minneapolis – St. Paul International Airport (MSP), the largest airport serving a five-state region. ANE can accommodate personal use and recreational aircraft, business general aviation and air taxi traffic, flight training, medical flights, and military operations. In 2020, ANE was the second busiest reliever airport in the MAC system, with 70,852 takeoffs and landings reported by the Federal Aviation Administration (FAA). The airport is open 24 hours per day, 365 days per year. It is against federal regulations for MAC to institute a mandatory curfew or close the airport at night. Therefore, traffic at ANE will affect this property with overflights and aircraft noise during the day and at night.

The airport has two runways, one with an east/west orientation and one with a north/south orientation. The north/south runway, 18-36 is the closest runway to this property. The aircraft using the airport are directed to do so by the FAA when the Air Traffic Control (ATC) Tower is open. The MAC does not have the authority to direct aircraft operations at ANE. The MAC has a Noise Abatement Plan and communicates it regularly to ANE pilots. This plan promotes voluntary aircraft operating procedures and measures to help reduce noise impacts for residents living near ANE.

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Several variables may increase future noise exposure at the proposed development site. For example, growth in aircraft activity levels, changes in aircraft fleet, or runway use may result in increased noise exposure. No mitigation assistance is available from the MAC nor the FAA for corrective actions in areas of new development that may become incompatible with aircraft activity.

For the record, the MAC strongly encourages the City to consider development other than residential for this location. However, if the City does move forward with the development, MAC asks the City for the following:

- The City work with MAC in developing language for aviation easements for each parcel to achieve all of the following:
 - Commit to appropriate building code and performance standards to reduce interior noise levels. At a minimum, these standards should adhere to Metropolitan Council's building performance standards for aircraft noise.
 - Notify potential homebuyers of the close proximity to the Anoka County-Blaine Airport and the likelihood of aircraft noise.
 - Waive all claims against the MAC for current and future noise and air quality impacts.
- Ensure the developer and future homeowners are properly notified of the current aviation easement over the property for right of passage of aircraft in the airspace above the property, which includes any noise and vibration inherent in the operation of aircraft and the restrictions placed on the property to prevent hazards to aircraft operations.
- Additionally, common areas and proposed vegetation should be selected with consideration to the property's proximity to the airport. Overstory trees and fruit-bearing ornamentals in this area are to be avoided. Please request that the developer consider these issues when designing a landscape plan.

Thank you for the opportunity to provide this additional feedback regarding the Groveland Village Development. If you have any questions about our comments, please contact me at bridget.rief@mspmac.org.

Sincerely,



Bridget Rief
Vice President Planning & Development

cc: Naomi Pesky, MAC
Dana Nelson, MAC
Joe Harris, MAC
Eric Johnson, MAC