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Department of Transportation

## **AVIATION PROGRAM MANAGEMENT**

### **PURPOSE:**

To provide guidance and prescribe a process and standards for planning, approving, and monitoring Florida Department of Transportation (Department) funding commitments to individual airport projects that will encourage:

- Statewide program consistency;
- Effective spending on Department aviation priorities;
- Development of long-range needs estimates;
- Compliance with Florida Law; and
- A realistic, stable Five-Year Work Program.

### **AUTHORITY:**

Sections 20.23(3)(a), and 334.048(3), Florida Statutes (F.S.)

### **REFERENCES:**

- Sections 332.006, 332.007, and 339.12, F.S.
- Rule Chapter 14-60, Florida Administrative Code (F.A.C.)
- Loans to Airports, Procedure No. 725-040-055
- Airport Economic Development Program, Procedure No. 725-040-060
- Airport Master Plans, Procedure No. 725-040-100
- New Public Airport Funding Eligibility, Procedure No. 725-040-210
- Florida Aviation Project Handbook
- Florida Aviation System Plan (FASP)
- Public Transportation Joint Participation Agreement (JPA), Procedure No. 725-000-005
- Department's Work Program Instructions
- Contract Funds Management Funds Approval, Office of Comptroller, Procedure No. 350-020-200
- Public Transportation Joint Participation Agreements with Deferred Reimbursement Provisions, Policy No. 000-725-021

## **SCOPE:**

This procedure applies to all FDOT Central and District Office Aviation personnel and supersedes project funding direction included in any other aviation program procedure.

## **DEFINITIONS:**

**Airport Improvement Program:** A program authorized by the Airport and Airway Improvement Act of 1982 which provides grant funding for the planning and development of public use airports included in the National Plan of Integrated Airport Systems (NPIAS).

**Airport Master Plans:** A comprehensive study of an airport that describes the short-, medium-, and/or long-term development plans to meet future aviation needs. This term applies to Master Plan Updates, Airport Layout Plan Updates, Airport Sustainability Plans, and Airport Strategic and Business Plans incorporating traditional master plan elements, unless otherwise noted within this procedure.

**Airport Sponsor:** The local government owner of an airport and the airport manager. A local government includes municipalities, counties, and airport authorities created by Florida law.

**Aviation Office:** The Department's Central Aviation and Spaceports Office and associated staff.

**Commercial Service Airport:** An aviation facility that has regularly scheduled commercial passenger service, and is designated as a Commercial Service Airport in the Florida Aviation System Plan.

**District Office:** One of the seven geographically decentralized Department offices responsible for the review and processing of aviation grants and projects.

**FAA:** Federal Aviation Administration.

**Florida Aviation System Plan (FASP):** Florida's strategic twenty year plan for developing the statewide system of airports. The FASP characterizes a role for each airport and guides airport planning and development funding.

**General Aviation Airport:** An aviation facility that has no regularly scheduled commercial passenger service and is designated as a general aviation airport in the Florida Aviation System Plan.

**Joint Automated Capital Improvement Program (JACIP):** A coordinated process between the FAA, the FDOT and the grant eligible airport sponsors where airport sponsors identify needed projects and potential funding as identified in the Airport Master

Plan, and where the FAA and the FDOT make funding decisions based on those identified projects.

**Joint Participation Agreement (JPA):** A formal agreement between the Department and a Local Sponsor where the Department agrees to provide Departmental financial assistance for an airport project.

**Phased Airport Project:** An Aviation Development Project already under a Joint Participation Agreement (JPA), where additional funding may be allocated or project funding shares revised by the Department in subsequent fiscal years or Work Program Development cycles up to the allowed maximum Department share of the final project cost.

## **1. PROJECT STATE FUNDING ELIGIBILITY**

### **1.1 Public Ownership, Operation, and Access**

To be eligible for Department funding, an existing or proposed airport must have an airport sponsor legally in control of airport developmental and operational management decisions, and the airport must be open for public use. Privately owned airports are not eligible for Department funding.

### **1.2 Required Planning**

#### **1.2.1 Florida Aviation System Plan (FASP)**

To be eligible for Department funding, an airport and its purpose must be specifically identified in the current FASP. An existing or proposed airport listed in past FASP summary documents is not a FASP airport unless it is included in the current list of FASP airports. The Aviation Office maintains the current list of FASP airports.

The FASP identifies seven major goals for use in analyzing the impact of capital projects at airports across the State. Those goals are:

- Provide efficient, safe, secure, and convenient service to Florida's citizens, businesses, and visitors.
- Contribute to economic growth and competitiveness while remaining sensitive to Florida's natural environment.
- Support and enhance the position of leadership and prominence held by Florida's aviation industry.
- Protect airspace and promote compatible land uses around public airports.
- Foster technological innovation and support implementation of new technologies.
- Promote support for aviation from business, government, and the public.
- Foster Florida's reputation as a military-friendly state.

Details supporting these policies and goals can be found in the technical documents developed as part of the FASP which is available on the Aviation Office website. Regional needs are analyzed in the Regional Overview portion of the FASP and are updated on a recurring basis. The discussion of the goals and “needs” statements are additional tools for District Offices to use in the prioritization process applied to the long list of aviation capital improvement projects competing for State funding each year.

As part of the FASP implementation, the Aviation Office will annually review the services provided by all airports in the State to identify airports providing sustained regularly scheduled commercial passenger service and designate those airports as Commercial Service Airports. The Aviation Office will amend the FASP list of Commercial Service Airports consistent with the FAA’s listing. The FASP list of Commercial Service Airports will be used to determine the appropriate funding ratio for projects in the Work Program.

## 1.2.2 Airport Master Plan

To be eligible for Department funding, the airport sponsor must have a Department approved airport master plan and airport layout plan that has been developed consistent with ***Airport Master Plans, Procedure No. 725-040-100***.

Airport Master Plans typically cover a 20-year planning period. If an airport sponsor has not updated its plan within 20 years from the current Department fiscal year, District Offices will direct the sponsor to include an airport master plan update project in the JACIP to be completed within five (5) years from the current Department fiscal year.

## 1.3 Eligible Projects

### 1.3.1 Eligible Items

The ***Florida Aviation Project Handbook catalogs*** a non-exclusive list of projects eligible for Department funding. District Offices will determine item eligibility based on the intent of the project.

Capital projects must be identified in a Department approved airport master or airport layout plan to be eligible for Department funding. Department grants for items such as security, planning, feasibility and environmental studies, equipment, and emergency preservation projects are not required to be itemized in an airport master plan to be eligible for funding. Projects identified by legislative earmarks may not appear in airport master plans or airport layout plans, however, those projects are eligible for Department funding and should be entered into the Work Program. Funding for those projects will be budgeted from existing District monies identified in Schedule B unless language in the earmarking legislation specifically identifies an alternative source. Projects identified by legislative earmarks and subsequently vetoed by the Governor are not eligible for funding in the fiscal year the project was vetoed.

For those projects identified as part of an approved legislative earmark, airport sponsors will provide an interim “pen and ink” update to their currently approved airport layout plan, if applicable.

## **1.4 Required Financial Planning**

All proposed projects shall be included in the JACIP database as described in Section 5 of this procedure to be eligible for funding and work program inclusion. All projects in the Work Program must have an associated project in JACIP with the corresponding Financial Management Item number (FM#).

## **2. DEPARTMENT PROJECT PRIORITIES**

### **2.1 Federally Funded Projects**

District Offices shall encourage maximum allocation of federal funds to Florida airport projects. District Offices should give highest priority to funding projects for which state and local shares are a deciding factor for federal funding decisions.

### **2.2 State Funded Projects with No Federal Funding Participation**

After allocating state and local funds to match federally funded projects, District Offices shall allocate remaining state aviation funds to projects that are consistent with the goals of the FASP with specific emphasis on the following priorities:

- Meeting state standards for licensing as specified in **Rule 14-60.007, F.A.C.**
- Meeting state and federal standards for safety
- Meeting state and federal standards for security
- Preserving existing airport infrastructure
- Increasing the capacity of Florida's airports

In addition to the priorities identified above, projects should be funded with consideration of the airport sponsor’s priorities, the State Strategic Goal Analysis tool, and the Infrastructure Assessment tool.

### **2.3 Economic Development Projects**

After programming federally funded projects as well as adequate airport safety, security, preservation, and capacity projects, District Offices may fund airport revenue enhancement projects at general aviation airports according to the **Airport Economic Development Program, Procedure No. 725-040-060.**

## **2.4 General Aviation Runway Improvement Projects**

All general aviation airport runway improvement projects (including new runways) which impact the runway threshold or displaced threshold, or related projects which modify the runway's threshold/displaced threshold including runway extension/shortening/relocation projects or runway threshold/displacement relocation projects funded by the Department must be coordinated with the Aviation Office prior to inclusion in Work Program.

The Aviation Office will review the proposed project and provide comments to the District Office with project recommendations regarding:

- Consistency with the Florida Aviation System Plan
- Consistency with the current Airport Master Plan and Airport Layout Plan
- Consistency with State Licensing Standards
- Consistency with or potential impact to existing or planned FAA TERPS procedures or FAR Part 77 Imaginary Surfaces
- Other considerations

## **2.5 Compliance with Aviation Grant Assurances**

Per Exhibit "C", Aviation Program Assurances, an Agency/Airport Sponsor that has been determined by the Department to have failed to comply with the assurances shall be notified, in writing, by the Department, identifying the specifics of the noncompliance and any corrective action by the Agency/Airport Sponsor to remedy the non-compliance. Additionally, if the compliance violation also renders the airport ineligible for federal funding, then the Agency/Airport Sponsor will be ineligible for state funding of airport projects until compliance with the federal requirements are adequately addressed.

### **2.5.1 FDOT Annual Airport Inspection**

Per Exhibit "C", Aviation Program Assurances ss. C(14)(a), an airport and all facilities, which are necessary to serve the aeronautical users of the airport, shall be operated at all times in a safe and serviceable condition and in accordance with the minimum standards as may be required or prescribed by applicable federal and state agencies for maintenance and operation, as well as minimum standards established by the Department for State of Florida licensing as a public-use airport.

The Aviation Office will notify, via email, the appropriate District Office when an airport's license will not be re-issued based on the results of the annual airport inspection. The District Office will take the necessary action to notify the airport, in writing, of the potential to become ineligible for further state funding for airport projects by the Department should the existing airport license expire without the re-issuance of a new airport license.

After an Agency/Airport Sponsor has been notified that its license may not be re-issued, only airport project(s) related to correcting deficiencies noted during the airport inspection

and which lead directly to the re-issuance of the airport license shall be eligible for Aviation Program funding. The District Office will encourage the airport to work with the Aviation Office to correct all deficiencies identified during the annual inspection.

The Aviation Office will copy the appropriate District Office on all correspondence with the airport relating to the corrective action necessary to re-issue the airport license as well as notification of license re-issuance. Once the airport license has been re-issued, the airport will be eligible for aviation program grant funding.

### **3. FUNDING METHODOLOGY AND ALLOCATION**

#### **3.1 Funding**

##### **3.1.1 Grants**

District Offices shall convey funds to airport sponsors with grants through the use of a Joint Participation Agreement (JPA).

##### **3.1.2 Loans**

To obtain the maximum amount of federal funding for airport projects in Florida, loans may be administered in accordance with ***Loans to Airports, Procedure No. 725-040-055 for a period not to exceed ten years to secure a federal grant not immediately available.*** The Department must receive assurance from the federal government or the airport sponsor that the loan will be reimbursed when federal funding becomes available. Such projects must be in the federal government capital improvement program and the federal government must have funded the first year of the project.

#### **3.2 Funding Shares**

General funding information is provided below, however, the ***Work Program Instructions*** controls funding and will take precedence over this document should any inconsistency be encountered. When determining the appropriate funding ratio for projects being entered into the JACIP, District Offices should consider the current FASP list of Commercial Service Airports. Airports that have had a change in status of their regularly scheduled passenger service should be evaluated by the Aviation Office to determine the airport's current service category. If an airport's service category has changed, it is within the District Office's discretion whether to increase the funding ratio for any given project in the Work Program or the JACIP.

##### **3.2.1 General Aviation Airport Projects**

District Offices may fund up to 80 percent of the non-federal share of project costs at general aviation airports when federal funds are available. If federal funds are not available, District Offices may fund up to 80 percent of the total cost of projects at those general aviation airports, except airport economic development projects.

### 3.2.2 Commercial Service Airport Projects

District Offices may fund up to 50 percent of the non-federal share of project costs at commercial service airports when federal funds are available. If federal funds are not available, District Offices may fund up to 50 percent of the total cost of projects at those Commercial Service airports.

### 3.2.3 Economic Development Projects

For general aviation airports, if federal funds are not available, District Offices may fund up to 50 percent of the cost of economic development projects, as defined in the ***Airport Economic Development Program, Procedure No. 725-040-060***. Commercial service airports are not eligible for this program.

### 3.2.4 Maximum Funding to a Single Airport

**Sections 332.007(4)(c) and (7)(b), F.S.**, govern the maximum amount of state Aviation Program funds that can annually be allocated to an airport. These funding levels are separated into two (2) categories and are based on whether or not airports have regular scheduled intercontinental flights:

#### Category 1

The first funding category is airport or aviation development projects that relate to any activity associated with the design, construction, purchase, improvement, and/or repair of a public-owned and public-use airport. These activities are programmed under Program numbers 28, 33, 34, 91, and 99. Program number 32 is not part of the airport or aviation development project funding program.

For the purposes of compliance with this statutory guidance only funds coded as District Dedicated Revenue funds (DDR), State Public Transportation Operations funds (DPTO), and State Primary Highways and PTO funds (DS) for the program numbers identified above will be considered. Calculations shall only consider Budgeting District 1, 2, 3, 4, 5, 6, 7, and 30; Public Transportation Operations; Budget Category 088719, Aviation Program.

#### Statutory Requirements

**Section 332.007(4)(c), F.S.**, provides specific aviation program funding limits related to how much an airport may receive in a given year.

“No single airport shall secure airport or aviation development project funds in excess of 25 percent of the total airport or aviation development project funds available in any given budget year. However, any airport which receives discretionary capacity improvement project funds in a given fiscal year shall not receive greater than 10 percent of total aviation and airport development project funds appropriated in that fiscal year.”



**The first sentence of this provision includes all grant eligible airports. No airport shall receive more than 25 percent of the statewide total airport or aviation development project funds.** All District Offices need to ensure compliance with this portion of the provision based on monitoring the compliance calculations in the Florida Aviation Database – Joint Automated Capital Improvement Program (JACIP).

**The second sentence refers specifically to six (6) airports** that have intercontinental commercial air service and are identified in the Work Program Instructions, as follows:

- Ft. Lauderdale/Hollywood International Airport (District 4)
- Miami International Airport (District 6)
- Orlando International Airport (District 5)
- Orlando Sanford International Airport (District 5)
- Southwest Florida International Airport (District 1)
- Tampa International Airport (District 7)

The six (6) airports noted above **shall not receive more than 10 percent of the statewide total airport or aviation development project funds** (Programs 28, 33, 34, 91, and 99) funded with DDR, DPTO or DS during any given fiscal year. Only District Offices identified above need to verify compliance with this portion of the provision. These airports receive airport discretionary capacity improvement project funding under Program Number 32 and may be coded with DDR, DPTO, or DS funds. However, these funds are not included in the statewide total used to calculate the 10 percent maximum amount for airports receiving airport discretionary capacity improvement funding.

## **Category 2**

The second category is airport or aviation discretionary capacity improvement projects. These are capacity improvements that are consistent, to the maximum extent feasible, with the approved local government comprehensive plans of the units of local government where an airport is located and that enhance intercontinental capacity at airports, which:

- (a) Are international airports with a United States Customs and Border Protection Facility;
- (b) Had regularly scheduled intercontinental flights during the previous calendar year, or have an agreement in writing for installation of one (1) or more regularly scheduled intercontinental flights upon the commitment of funds for stipulated airport capital improvements; and
- (c) Have available or planned public ground transportation between the airport and other major transportation facilities.

**Section 332.007(7)(b), F.S.**, provides specific aviation discretionary capacity project funding limits related to how much discretionary capacity funding any intercontinental commercial airport may be allocated in any fiscal year

“No single airport shall secure discretionary capacity improvement project funds in excess of 50 percent of the total discretionary capacity improvement project funds available in any given budget year.”

None of the six (6) airports noted above shall have more than 50 percent of the statewide total airport or aviation discretionary capacity improvement project funds (Program 32) funded with DDR, DPTO or DS during any given fiscal year. **Only the six (6) airports identified above need to review and determine compliance with Section 332.007(7)(b) F.S.**

Other funds, such as the Strategic Intermodal System (SIS) funds (DIS or GMR ), State Infrastructure Bank (SIB), Transportation Regional Incentive Program (TRIP), Local Funds (LF), Federal Aviation Administration (FAA) or (DU), SAFE funds (SAFE), or Special Appropriations, i.e. Earmarks, will not be included to calculate compliance with Sections 332.007(4)(c) or 332.007(7)(b), F.S. Programs utilizing these funds were not developed or passed by the Legislature until after the aviation development and aviation discretionary capacity improvement programs were mandated. For example, SIS funds, were not created until 2005.

### **3.2.5 Strategic Intermodal System (SIS)**

**Section 339.135(4)(a)2 F.S.**, requires the allocation of at least 50 percent of any new discretionary highway capacity funds to the SIS.

**The department has historically allocated 75 percent of all transportation capacity funds to the SIS.**

All aviation state funds are included in this computation that is programmed using work mix “8207” (Aviation Capacity).

### **3.2.6 Statutory Compliance Monitoring Responsibilities**

#### Aviation and Spaceport Office Responsibilities

1. The Aviation Office and each District Office will periodically monitor compliance with Sections 332.007(4)(c), 332.007(7)(b), and 339.135(4)(a), F.S., using the all districts “allocation” report in the Florida Aviation Database – JACIP, Work Program tab. The allocation calculation is automated in JACIP and can be reviewed at any time by the central and district offices. The central and district offices shall periodically review in order to determine statutory compliance.
2. When necessary, the Aviation Office will follow up with the Districts regarding non-compliance and request the District to adjust programming of funds within the mandated funding percentages as noted in the guidance above. The district office will need to take the necessary action to reduce/adjust funding to statutory limits as soon as practicable.

#### District Office Responsibilities

1. District Offices will use the all districts “allocation” report section in the Florida

Aviation Database – JACIP, Work Program tab to determine compliance with Sections 332.007(4)(c) and 332.007(7)(b), F.S., as appropriate. Only the fund codes referenced above (DDR, DPTO, and DS) will be used to determine compliance.

2. District Offices will use the all districts “allocation” report section in the Florida Aviation Database – JACIP, Work Program tab, to determine compliance with Section 339.135(4)(a) F.S., based on the Department’s policy that 75 percent of all transportation capacity funds will be allocated to the SIS.
3. If non-compliance occurs in the current fiscal year of the Adopted Work Program, the District Office will need to report, via email, to the Aviation Office if or when non-compliance has been identified. The District Office will take the necessary action to reduce/adjust funding to statutory limits as soon as practicable.

The report will include:

- a. Airport name
- b. Amount and percentage over statutory compliance limits
- c. Corrective action taken
- d. Date corrective action taken

The compliance calculations are computed and reflected in the Florida Aviation Database – Joint Aviation Capital Improvement Plan and monitored by the Aviation Office and the District Offices.

### **3.2.7 Funding Equity**

In project funding decisions, District Offices should consider the contribution of each airport to the aviation system including the movement of people and goods, the number of aircraft operations handled, and the number of based aircraft (aircraft stored).

### **3.2.8 Land Acquisition Loans**

District Offices may provide interest-free loans for up to ten years to fund up to 75 percent of the cost of land acquisition for new and expanding airports, as defined in ***Loans to Airports, Procedure No. 725-040-055***. Payback may be required to bring the total state’s share of eligible project costs to the normal statutory share.

### **3.2.9 New Airports**

District Offices should refer to ***New Public Airport Funding Eligibility, Procedure No. 725-040-210*** for guidance on the allocation of funds for studies associated with the establishment of new airports in the state.

## 4. AVIATION SUB-PROGRAMS AND USES

### 4.1 Airport Improvement Program (AIP)

District Offices shall allocate the AIP portion of District aviation funds to each of the aviation sub-programs and draw on them for the appropriate use:

Program Name	Program Number	Appropriate Use
Aviation Land Acquisition	91	To fund land purchases.
Airport Economic Development	99	To fund economic development projects (Procedure No. 725-040-060)
Master Plan	28	To fund airport studies, including master planning (Procedure No. 725-040-100)
Commercial Service	33	To fund projects at commercial service airports, except those listed above and discretionary capacity projects
General Aviation	34	To fund projects at general aviation airports, except those listed above

### 4.2 Discretionary Capacity Improvement Program

#### 4.2.1 Fund Identity

District Offices shall maintain funds allocated to the Discretionary Capacity Improvement Program (Program Number 32) by the Aviation Office separately from funds allocated to the Airport Improvement Program. District Offices shall not transfer funds between the programs.

#### 4.2.2 Eligible Airports

Only airports with scheduled intercontinental service that are listed in the current **Work Program Instructions** are eligible to receive discretionary capacity funds.

#### 4.2.3 Fund Uses

Discretionary Capacity Improvement Program Funds may be used for any capacity related intercontinental airport improvement project, including land acquisition and off airport access projects.

### **4.3 Strategic Airport Investment Program**

The Strategic Airport Investment Program created under Section 332.007(10), F.S., authorizes the Department to provide up to 100 percent funding for strategic airport investment projects.

#### **4.3.1 Project Eligibility**

For airport capital improvement projects to be considered eligible for this program, Section 332.007(10), F.S., requires that a project must meet the following criteria:

- Provide important access and on-airport capacity improvements;
- Provide capital improvements that strategically position the state to maximize opportunities in international trade, logistics, and the aviation industry;
- Achieve state goals of an integrated intermodal transportation system; and,
- Demonstrate the feasibility and availability of matching funds through federal, local, or private partners.

#### **4.3.2 Application Process**

Commercial and general aviation airports may apply for funding under this program at any time. Interested applicants must complete the Application for Strategic Airport Investment Projects, Form No. 725-040-19, for their proposed project along with any associated documentation necessary for the review of the project.

Applicants must submit the completed application document and attached documentation to their District Office for review. The District Office will initially determine if the project is eligible for funding under this program. The District Office should coordinate with the applicable airport sponsor regarding any missing information or documentation related to the project. Once District personnel determine that the project is eligible, the application should be submitted to the Aviation Office for final determination.

#### **4.3.3 Prioritization Process**

Once a project is identified as eligible, the project will then be prioritized by putting it into one of the following categories:

- Safety: Funding will prevent infrastructure failure or resolve a critical safety issue.
- Capacity: Funding will improve capacity to prevent businesses from leaving or allow business expansion.
- Improvement: Funding will provide for improvements that are likely to immediately attract new businesses.
- Future: The airport does not have current business commitments, but the project meets master planning goals.

#### **4.3.4 Funding**

The Strategic Airport Investment Program does not utilize a separate funding source. Funding for the program will be shared with the Airport Improvement Program.

## **5. FINANCIAL PLANNING**

The goals of financial planning are to maximize Five Year Work Program stability, encourage sound Aviation Program fiscal decision-making, and maintain long-range airport needs information to encourage maximum funding for Florida airports.

## 5.1 Airport Financial Plan Updates

Each airport sponsor requesting project funding from the FAA or the Department must maintain a current version of their financial element from the airport master plan in the JACIP database. Updates must include specific projects for which the airport-sponsor requests funding.

District Offices should encourage airport sponsors to develop and maintain up to twenty (20) years of future project funding requests from their current airport master plan and/or airport layout plan in JACIP. Although airport sponsors may not have exact project cost estimates beyond the upcoming five-year period, rough cost and schedule estimates from the airport master plan are acceptable for long-range financial planning.

District Offices should note when an airport sponsor's last airport master plan was updated. If the sponsor has not updated its plan financial element within 20 years, District Offices will direct the sponsor to include a master plan update project within the JACIP to be completed within five (5) years from the current Department fiscal year to maintain eligibility for future consideration for project funding.

## 5.2 Joint Meetings

District Offices should review the fiscal plan in JACIP with the management of each airport annually. The meetings should be used to assist the airport staff in assessing funding strategies and project priorities based on Department and FAA funding projections. Neither meeting discussions nor the entry of a project in JACIP will represent a commitment on the part of the Department to fund any specific project.

***Note:** Airport sponsors should be reminded that the local government fiscal year is typically different from the Department fiscal year and that a Department fiscal year is designated by the second year of the two paired years, i.e. FY2000 means July 1, 1999 – June 30, 2000.*

## 5.3 Cost Feasibility

Prior to meeting with an airport, District Offices should evaluate the airport's five-year capital improvement plans. District Offices should assess the likelihood of federal funding, considering the FAA priority of each project, and should assess the likelihood of local funding. Subsequently, District personnel should discuss with each airport manager the cost feasibility of each project and likelihood that it will be funded in the fiscal year that is proposed. In this manner, District personnel should encourage each airport manager to develop a cost feasible financial plan in the JACIP.

Funding programmed for individual projects in the JACIP by the District Offices must reflect a best estimate of appropriate funding levels and sources on a year-to-year basis. District Office staff must carefully consider information regarding state and federal funds available, state and federal funding priorities, individual airport's historical funding and

ability to produce the local share, and federal entitlement funds that can be reasonably expected.

Projects considered to be high priority by individual airport planners that cannot be adequately accommodated in the immediate five-year planning window may be moved to a medium or long-range planning window within the JACIP. Those deferred projects remain visible and readily accessible to District and FAA planners should state and federal funding levels/priorities change, improving the projects' competitiveness for discretionary funds.

## **5.4 District Work Program**

After satisfying the applicable requirements of **Chapter 339, F.S.**, the financially balanced JACIP data may be used to update the Department's Five-Year Work Program. District Offices shall resolve any discrepancies between **Chapter 339, F.S.**, and JACIP data prior to work program entry. Proposed program entry should be reviewed and approved by the District Work Program Office. All updates to the Work Program shall comply with the Department's **Work Program Instructions**.

District Offices shall ensure that all airport and project descriptive data, such as airport site numbers, detailed project descriptions and justification, and Program Number and Fund Code are appropriate for the airport and project being submitted.

District Offices shall ensure that all airport and project descriptive data, such as airport site numbers, detailed project descriptions, Program Numbers, Fund Codes, Work Mixes, Transportation System, Contract Class, SIS Identifiers, are appropriate for the airport and project being submitted and programmed in accordance with the Department's Work Program Instructions. This also includes verification that a local match is programmed, unless a REDI Waiver will be provided, and consistent with the matching percentages included in the Work Program Instructions.

## **5.5 Florida Aviation Program Quality Assurance/Monitoring**

### **5.5.1 Aviation Office Responsibilities:**

The Aviation Office will annually update the Work Program Instructions from March-April of each year. This update includes changes as a result of new/revised federal/state law, revised/updated Department policies and procedures, and how and when to perform specific tasks to determine compliance with the Work Program Instructions.

The Aviation Office will identify standardized reports to monitor the statewide Aviation Adopted and Tentative Work Programs.

The Aviation Office will perform a review of Aviation projects programmed, to include funding type, work mixes, program numbers, project descriptions, etc. The Aviation Office will spot check project funding on Aviation projects to ensure the required local match is programmed, depending on whether FAA funds were available.



The Aviation Office should review the Tentative Work Program one month prior to the close of the new gaming file and provide recommended changes to the District Offices for programming. The Aviation Office will review the Tentative Work Program one week prior to the close of the new gaming file to ensure that recommended changes have been programmed correctly.

The Aviation Office will monitor all Aviation projects programmed in the first year of the Adopted Work Program to ensure that they are being funded and delivered consistent with Chapters 331, 332 and 339 F.S., the Department's Work Program Instructions and FDOT procedures. The Aviation Office will support and train District staff in monitoring the District Work Programs.

The Aviation Office will complete an annual Quality Assurance Review of the Statewide Aviation Program within one month prior to the closing of the new Tentative Work Program "gaming" file and identify programming inconsistencies/issues for the Districts to address/correct prior to the lock down of the Tentative Work Program for the final Central Office review.

#### **5.5.2 District Office Responsibilities:**

Verify all projects programmed in the Tentative Work Program are for airports identified in the current Florida Aviation System Plan (FASP) and Joint Aviation Capital Improvement Program (JACIP); and that projects have an appropriate local government sponsor. Each District Office will reconcile the Aviation Work Program with the JACIP prior to the closing of the annual "gaming file" each year. District Offices must verify all airport project Program Numbers are consistent with the airport classifications in FAD (33 for Commercial Service and 34 for General Aviation). If the aviation project is to complete a Master Plan (28), Aviation Land Acquisition (91), or Airport Economic Development (99), then the appropriate Program Number must be used instead of the airport classification Program Number (33 or 34).

## **6. PROJECT MANAGEMENT**

### **6.1 Project Grant Agreements**

#### **6.1.1 Administration**

District Offices shall prepare, execute, administer, and close out funding agreements in compliance with ***Public Transportation Joint Participation Agreement, Procedure No. 725-000-005***.

#### **6.1.2 Production Schedule**

District aviation staff, with input from individual airport planners, shall develop a production schedule to generate JPAs for current year projects in the adopted Work

Program. That schedule should take into account the airport sponsors' preferences for project commencement dates as well as the workload demands on District staff to properly manage the projects.

### 6.1.3 Projects in Advance of Programmed Year

The airport may choose, and the Department may agree/disagree, to begin the project in advance of the project's programmed year in the Department's Adopted Work Program. The Department may reimburse the airport in accordance with **Section 339.12, F.S.** To be eligible for funding, the JPA must be executed prior to the airport beginning the project. The airport may invoice the Department beginning in the Department's fiscal year the project was programmed as of the date of the execution of the JPA. The airport may only invoice for actual costs incurred.

JPAs for advanced projects may sometimes be referred to as deferred reimbursement agreements (DRAs). DRAs are created and processed just like any other JPA, with the following additional steps:

- Prior to submitting the JPA to an airport sponsor or prior to a funds approval request, the responsible District Secretary and the Assistant Secretary for Finance and Administration must approve a request to have the project funded as a DRA project.
- The request must include sufficient justification to support the need and importance of providing this commitment. When reviewing the request, the District Secretary must determine that the project is a high priority and the need to advance the project outweighs the project's impacts on future district funding decisions and commitments. A request approved by the District Secretary is then sent to the Assistant Secretary for Finance and Administration for review. The Assistant Secretary for Finance and Administration may approve the request as a DRA project after considering statewide financial and program impacts and the Department's ability to ensure compliance with applicable laws. See **Public Transportation Joint Participation Agreements with Deferred Reimbursement Provisions, Policy No. 000-725-021**.
- If the DRA request is approved, the JPA for the project must include **Exhibit E, Deferred Reimbursement Financial Provisions**, available at <http://www.dot.state.fl.us/multimodal/contracting.shtml>. Modifications to these provisions are highly discouraged and must be approved by the Department's Comptroller.
- Prior to executing a JPA, funds approval or a reviewed funds approval must be obtained through the Contract Funds Management Section within the Office of Comptroller. See the **Contract Funds Management Funds Approval, Procedure No. 350-020-200**, for additional information.

- Modifications to the Department's funding of an executed DRA must be approved by the District Secretary and the Assistant Secretary for Finance and Administration prior to the modification. However, any modification to a DRA that reduces the amount of state funding for a particular year or adds current year state funds to the project is not required to be resubmitted for approval. Current year funds (same year as contract or amendment execution) added to a project are exempt from the quarterly payment provisions in ***Exhibit E, Deferred Reimbursement Financial Provisions*** of the JPA.

#### **6.1.4 Special Provisions for Phased Airport Projects**

The original JPA, ***Exhibit B, Project Budget***, for phased airport projects will reflect all means of local, federal, state, or other financing. The airport sponsor shall commit to budgeting and providing all funds needed to fully fund the project or phases which are not provided by other sources at the time of JPA execution. The JPA budget shall identify these funds as Local Funds (LF). After the JPA has been executed, state funds assigned to the project may be modified, including the replacement of LF with state funds up to statutorily authorized funding shares, by a supplemental action in compliance with applicable ***Work Program Instructions***.

The estimated time to complete all phases of the project should be used as the JPA expiration date for phased projects. If project phases are programmed in outer years of the Department's Work Program, or are anticipated to be so programmed, the expiration date should ensure that the JPA does not expire before the funds become available and the JPA is amended.

#### **6.1.5 Project Records**

All project records shall be maintained in accordance with best management practices and applicable records retention schedules, and must be readily available for reference throughout the term of the project. The project file shall contain the following documents:  
**Summary of Required Submittals - All Projects**

- Funding Request
- Attorney certification of compliance with the Consultants Competitive Negotiation Act
- Engineer's Certification Letter (Signed & Sealed)
- District Project Schedule
- District Project Budget
- Third Party Agreements
- Change Orders
- FDOT Inspection reports
- Airport Sponsor Final Project Certification Letter along with final invoice
- Airport Master Plan/ALP Final Approval Letter (Master Plan projects only)
- Time Extensions

### 6.1.6 Protect Investment

District Offices shall ensure that JPAs contain appropriate provisions to protect the public investment in airport facilities. This requirement is satisfied by including the standard **Exhibit C, Aviation Program Assurances**, available at <http://www.dot.state.fl.us/multimodal/contracting.shtml>.

### 6.1.7 Project Verification

District Office staff shall visit each active project site at least once a year until the project is completed. When a project is completed, the District Office staff will conduct a final site visit prior to processing the final invoice to verify that the work was completed in accordance with the JPA. All site visits shall be documented in the District project file.

### 6.1.8 Project Records Archival

Documents for capital projects shall be retained for a minimum of twenty (20) years from completion of the project or the life of the improvements, whichever is shorter. Documents shall be available to verify any funding amounts due the Department in the event of a default of the project JPA. Project documents for land acquisition projects shall be permanently retained.

### 6.1.9 Project Quality Assurance

The Aviation Office may conduct quality assurance (QA) checks on projects entered into the JACIP and Work Program systems. QA checks may be random or prompted by a request from the District aviation program manager. QA checks are prioritized for projects with:

- High dollar value; \$10 million or greater
- Licensing standards
- Legislative earmarks
- Deferred reimbursement provisions

### 6.1.10 Project Quality Control

District Offices shall be responsible for Quality Control of project management.

### 6.1.11 Spaceport Projects

In fiscal year 2011, the Department programmed its first Strategic Intermodal System (SIS) spaceport project. This procedure is not applicable to spaceport projects. **Procedure No. 725-000-005, Public Transportation Joint Participation Agreement** may be used as guidance for spaceport projects. Additional information regarding spaceport projects can be found in the most recent version of the Florida Spaceport Improvement Program - Project Handbook which is located at the Aviation and Spaceports online library: <http://www.dot.state.fl.us/aviation/flpub.shtm>.

## **7. TRAINING**

No mandatory training is required by this procedure.

## **8. FORMS**

Application for Strategic Airport Investment Projects, Form No. 725-040-19.