

Approved:

Effective: January 20, 2016

Review: February 23, 2018

Office: Aviation

Topic No.: 725-040-210-f



Department of Transportation

## NEW PUBLIC AIRPORT FUNDING ELIGIBILITY

### PURPOSE:

This procedure describes the process for evaluating proposals for adding new publicly owned, publicly operated airports to the Florida transportation system eligible for capital funding under **Chapter 332, Florida Statutes**.

### AUTHORITY:

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

### SCOPE:

This procedure applies to all FDOT Central and District Office Aviation personnel.

### REFERENCES:

Chapter 330, Section 330.30, F.S.

Sections 332.001, 332.006, 332.007, and 332.01-332.12, F.S.

Section 187.201(19)(b)5, F.S.

Florida Aviation System Plan (FASP)

National Plan of Integrated Airport Systems (NPIAS)

### DEFINITIONS:

**Airport Sponsor (Agency):** A political subdivision of the state or an authority defined in Florida law to be eligible for state funding (Ref: **Section 332.007(6), F.S.**).

**Continuing Florida Aviation System Planning Process (CFASPP):** A method used within Florida to continually monitor the aviation environment and determine the development requirements to best meet projected aviation demands. A primary function of CFASPP is to help update the Florida Aviation System Plan (FASP)

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

**National Plan of Integrated Airport Systems (NPIAS):** The Federal Aviation Administration's (FAA) long-range national plan for airport development as established in the ***Federal Airport and Airway Improvement Act of 1982***. An airport must be included in the NPIAS to be eligible for federal funding.

**Steering Committees:** One statewide and nine regional steering committees that make aviation system improvement recommendations to the Department. These are ad hoc committees composed of volunteer professionals representing airports, airport authorities, local and regional planners, local government, and private enterprise. The steering committees utilize the Continuing Florida Aviation System Planning Process (CFASPP) in evaluating a proposed airport's role in the aviation system plan.

## **BACKGROUND:**

Adoption into the FASP is a prerequisite for state and federal funding for airport development in Florida (***Section 332.007(5), F.S.***). Further, adoption into the FASP is required for adoption of a new public airport into the NPIAS, which allows the airport to be eligible for federal funding.

To include an airport in the FASP, an airport sponsor must establish the financial feasibility of building a new airport or purchasing and improving an existing airport and operate the airport as self-sustaining as possible under the circumstances existing at the particular airport. To accomplish this, an airport sponsor must complete a feasibility study at the sponsor's cost. The feasibility study provides the justification for adopting the facility into the FASP and future investment of public funds.

## **1. GOALS AND OBJECTIVES**

The district office shall obtain from a prospective airport sponsor the regional and local community goals and objectives for the proposed airport. Further, the district office shall determine whether a new public airport would be strongly supported by the local government and local community. The district office shall provide the prospective airport sponsor a copy of ***"Eight Steps to Building a New Airport"*** (see ***Attachment 1***) and recommend that the sponsor consider these steps during the development of the goals and objectives.

## 2. FEASIBILITY STUDY

If local government goals, objectives and support are positive, the district office shall require development of a feasibility study prior to considering a new airport for adoption into the FASP. Airport feasibility studies are not eligible for State or FAA funding.

### 2.1 PURPOSE

The feasibility study shall demonstrate:

- (A) A transportation need for a new airport. Typically, a transportation need means no airport included in the FASP exists within a thirty minute drive of the proposed location for a new airport and there is a significant demand for airport facilities in the region. Transportation need can be demonstrated by showing that existing nearby airports are being used to the maximum extent possible (**Section 187.201(19)(b)5, F.S.**);
- (B) Land and airspace are sufficient for the proposed airport and anticipated future expansion. Ideally, this means fee simple ownership of all land encompassing the facilities and related airport surfaces, and fee simple ownership or aviation easements of those properties required to ensure the protection of navigable airspace as defined in 14 CFR Part 77 ;
- (C) Funds are available to meet immediate and long-term capital and operating costs. The airport sponsor must document in a clear and factual format what costs the sponsor will assume. If federal funding is anticipated to be part of the development costs, the feasibility report must clearly present the federal funding priority system and explain the likelihood of receiving federal funding for a new airport. Likewise, the report must present the availability of state funds for new airport development;
- (D) General public aviation benefit and a positive benefit to the local economy. The airport must provide services for traveling and resident citizens, and may not limit services to a select group or groups;
- (E) Significant additional aviation system capacity in terms of both aviation operational capacity and aircraft storage capacity;
- (F) The airport will meet state licensing standards for the category under which it will apply for site approval and subsequent licensing;

- (G) The airport sponsor will be able to comply with state and/or federal grant assurances over the long term; and
- (H) The airport will be able to operate with a revenue to expense ratio greater than 1.0 within five years of completion;

## **2.2 REQUIRED ELEMENTS**

The feasibility study shall include as a minimum, the following elements:

- (A) Purpose
  - (1) Strategic Goals and Objectives
  - (2) A Twenty-year Vision
- (B) Existing Regional System
  - (1) Aviation Facilities and Operational Activity
  - (2) Airspace Structure and Nav aids
  - (3) Surface Transportation Availability
  - (4) Land Use and Environmental Factors
- (C) Aviation Demand
  - (1) Study Area and Affected Airports
  - (2) Aviation Forecasts
  - (3) Analysis to Rationalize New Demand
- (D) System Wide Demand/Capacity Analysis and Facility Requirements
  - (1) Airside Capacity/Requirements
  - (2) Landside Capacity/Requirements
  - (3) Airspace Requirements/Availability
  - (4) Facility Requirements
- (E) Identification of Potential Airport Sites
  - (1) Real Property Required for 20 Year Vision
  - (2) Airport Zoning Ordinance
    - a. Airspace Protection
    - b. Compatible Land Use Protection
  - (3) Aviation/Airspace Resources

- (4) Ecological Resources
  - (5) Socioeconomic/Land Use Resources
  - (6) Consistency with the Local Government Comprehensive Plan
  - (7) Impacts on Surface Transportation/Access
- (F) Financial Feasibility
- (1) Preliminary Cost Estimate of Total Project
  - (2) Project Phasing/Scheduling
  - (3) Near-term and Long-term Operating Revenue/Cost Estimates with Assumptions
  - (4) Funding Sources and Probable Priorities
  - (5) Estimated Local, State, Federal and Private Commitments and Schedules
  - (6) Letter of Fiscal Commitment from Proposed Airport Sponsor
  - (7) Development Timeline with Inflation Factors
- (G) Airport Feasibility Recommendations
- (1) Short Term Recommendations (0–10 Year)
    - a. Environmental Feasibility
    - b. Operational Feasibility
  - (2) Long Term Recommendations (10-20 Year)
    - a. Financial Feasibility
    - b. Socioeconomic Feasibility

## 2.3 RELIEVER AIRPORTS

Airport sponsors of existing commercial service airports who are pursuing development of a new reliever airport and who have accumulated information referenced in the above work elements from prior studies are not required to conduct a new feasibility study. These sponsors may present the accumulated information as in **Section 2.4**, below.

## 2.4 SUBMITTAL TO DEPARTMENT

If the airport sponsor decides to continue development of the proposed airport at the completion of the feasibility study and Department and/or FAA funding is required, the airport sponsor shall submit to the district office the findings of the feasibility study along with a statement of capability and willingness of the sponsor to assume long-term financial and legal commitments to establish and maintain a new airport.

## 2.5 DEPARTMENT REVIEW

Upon receipt of a completed feasibility study, the district office shall forward a copy of

the study to the Aviation & Spaceports Office for additional technical review. The Aviation and Spaceports Office shall evaluate the feasibility study relative to **Florida Statutes**, rules, procedures, standards, the FASP and current funding guidelines for consistency and completeness. The State Aviation Manager will review the feasibility study and staff comments and determine whether the study can be accepted or if there are deficiencies that need to be addressed by the airport sponsor.

## **2.6 REVIEW NOTIFICATIONS**

If the feasibility study is accepted, the State Aviation Manager will notify, in writing, the district office, the prospective airport sponsor, the FAA, and the steering committee in the proposed airport's region. If the study is determined to be deficient, the State Aviation Manager shall provide the district office, the prospective airport sponsor and the steering committee with a detailed explanation, in writing, and further guidance as needed.

## **3. CFASPP STEERING COMMITTEE REVIEW**

### **3.1 REVIEW**

The feasibility study will be distributed at the next scheduled regional steering committee meeting. The steering committee voting members will review the study and the region's system plan overview, along with any other Department studies related to the region.

### **3.2 RECOMMENDATION**

After receiving any public comments, the steering committee will vote on the proposed airport's inclusion into the FASP at the next regularly scheduled steering committee meeting after the initial distribution of the feasibility study findings. The result of the vote must be forwarded to the Department in the form of a formal recommendation stating whether or not the proposed airport should be included in the FASP and a recommended specific role and function for the airport. The recommendation must be provided to the State Aviation Manager and shall clearly identify any supporting rationale and/or justification.

## **4. THE FLORIDA AVIATION SYSTEM PLAN (FASP)**

### **4.1 FINAL DETERMINATION**

Based on the recommendations of the steering committee(s) and the district office, the State Aviation Manager will make a final determination whether the airport should be included in the FASP based on regional and statewide aviation system impacts.

### **4.2 NOTIFICATIONS**

Upon determination that the proposed airport will be included in the FASP, the State Aviation Manager shall provide written notification to the Department Secretary, the appropriate district office, steering committee and the proposed airport's sponsor of the airport's adoption in the FASP and the effective date. The letter will emphasize that adoption into the FASP does not guarantee state funding. If appropriate, the proposed airport will be recommended to the FAA Orlando Airports District Office for adoption in the NPIAS. If the proposed airport will not be included in the FASP, the State Aviation Manager shall provide the district office, the prospective airport sponsor and the steering committee with a detailed explanation, in writing, and further guidance as needed.

### **4.3 LIMITATIONS**

If further studies, which may include a site selection study, environmental studies, and an airport master plan, are not initiated within two years from the airport's adoption into the FASP and/or construction of the airport is not initiated within five years, the Department may remove the proposed airport from the FASP.

## **5. AIRPORT PROJECT DEVELOPMENT**

### **5.1 WORK PROGRAM**

Upon receipt of notification from the State Aviation Manager that a proposed airport is in the FASP, the district office shall assist the airport sponsor. The Aviation & Spaceports Office will provide the airport sponsor access to the Florida Aviation Database. Once access has been granted, the district office will help the airport sponsor develop and enter projects into the Joint Automated Capital Improvement Program (JACIP) for funding in the Department's Five Year Work Program according to Department procedure and available funds.

## **5.2 REQUIRED LOCAL GOVERNMENT PLANNING**

The district office will ensure that the airport sponsor coordinates with the Metropolitan Planning Organization(s) (MPO) and the Regional Planning Council(s) if the proposed airport is located or planned to be constructed within a metropolitan area or region. Capital projects must be adopted in the MPO/Transportation Improvement Program prior to their inclusion in the Department work program. Also, the project must be consistent to the maximum extent feasible with approved local government comprehensive plans.

## **5.3 REQUIRED AIRPORT PLANNING**

A new airport development project will proceed with a site selection study, environmental studies, and an airport master plan in compliance with the FASP airport role and function. Existing airports may be exempt from the site selection process.

## **5.4 FINAL DEPARTMENT APPROVALS**

Once the site selection has been completed, the airport sponsor must complete the state airport site approval process in coordination with the central Aviation Office pursuant to **Section 330.30, F.S.** Site approval must be approved by the State Aviation Manager prior to any capital funding. The new airport must be inspected and licensed by the central Aviation Office prior to opening.

## **6. TRAINING**

There is no mandatory training required by this procedure.

## **7. FORMS**

No forms are required for this procedure.

## **8. ATTACHMENT**

Eight Steps to Building a New Airport with Federal and State Funding

**EIGHT STEPS**  
to  
**BUILDING A NEW AIRPORT**  
With Federal and State Funding

**Attachment 1**

**STEP 1. AIRPORT SPONSOR**

To be eligible for public funding, every airport that is proposed to be part of Florida's public airport system must be sponsored by a grant-eligible public agency. A grant-eligible agency is a Florida unit of local government (i.e. a city or a county) or an authority as defined in Florida law. A proposed public airport may be newly constructed or may be an existing airport to be purchased by or conveyed to an eligible sponsor.

Ultimately, a proposed airport must be publicly owned and must be available for public use to be eligible for federal and state funding. State funding is dependent on annual legislative appropriations and eligibility does not guarantee state funding.

**STEP 2. FEASIBILITY STUDY**

A proposed airport must be included in the Florida Aviation System Plan (FASP) to be eligible for state funding and in the National Plan of Integrated Airport Systems (NPIAS) to be eligible for federal funding. The FASP is Florida's long-range needs plan for aviation facilities. Likewise, the NPIAS is the Federal Aviation Administration's (FAA's) long-range national needs plan for aviation facilities. Prior to entry into the FASP and/or the NPIAS, a feasibility study must be completed by the sponsor. The requirements for a feasibility study are described in Florida Department of Transportation ***Procedure No. 725-040-210, New Public Airport Funding Eligibility***.

A feasibility study is a preliminary planning project that develops basic operational, financial and environmental information about a proposed airport and justifies bringing an airport into the FASP. At this stage of new airport development, alternatives must be examined rather than focusing on a single site or existing airport for purchase. A feasibility study must demonstrate:

- a. A transportation need for a new airport. Typically, a transportation need means no airport included in the FASP exists within a thirty minute drive of the proposed location for a new airport and there is a significant demand for airport facilities in the region. Transportation need can be demonstrated by showing that existing nearby airports are over-crowded;
- b. The proposed airport or site will not be constrained from future expansion from both a land use and an airspace perspective. Ideally, this means fee simple ownership of all land encompassing the facilities and related airport surfaces, and fee simple ownership or aviation easements of those properties required to ensure the protection of navigable airspace as defined in 14 CFR Part 77;
- c. The capital and operating costs that the airport sponsor will assume, set forth in a clear and factual format. If federal funding is anticipated to be part of the development costs, the feasibility report must clearly present the federal funding priority system and factually explain the likelihood of receiving federal funding for a new airport. Likewise, the report must factually present the availability of state funds for new airport development;

d. General public aviation benefit and a positive benefit to the local economy. The airport must provide services for traveling and resident citizens. The airport may not limit services to a select group or groups;

e. Significant additional aviation system capacity in terms of both aviation operational capacity and aircraft storage capacity;

f. The airport will meet state licensing standards for the category under which it will apply for site approval and subsequent licensing for;

g. The airport sponsor will be able to comply with state and/or federal grant assurances over the long term; and

h. The airport will be able to operate with a revenue to expense ratio greater than 1.0 within five years of completion;

### **STEP 3. FASP and NPIAS**

Entry into the FASP and corresponding eligibility to receive state funds is approved by the Florida Department of Transportation Aviation & Spaceports Office. The decision is based on the results of a feasibility study, the capability and willingness of a proposed airport sponsor to assume long-term financial and legal commitments to establish and maintain a new airport, a recommendation from the appropriate regional CFASPP steering committee, and a recommendation from the appropriate department district office.

Entry into the NPIAS is approved by the FAA Orlando Airports District Office. The decision is influenced by the results of the feasibility study and is based on the proposed role of the new airport in the national aviation system.

### **STEP 4. AIRPORT SITE SELECTION AND PRELIMINARY ENVIRONMENTAL PLANNING**

A proposed new airport may require several environmental studies prior to facility design and construction. A key federal and state requirement is a site selection study. A site selection study not only evaluates the aeronautical suitability of potential new airport sites, but also examines impacts of the proposed facility on the social and natural environments. Mitigation of impacts may be required to satisfy the requirements of federal and state environmental laws. Alternative sites are examined and compared. The complexity of the site selection study is dependent on the environmental complexity of the proposed area where the airport will be located. In geographic areas of environmental sensitivity, additional environmental studies may be required to supplement the site selection study. The FAA and the U.S. Department of Environmental Protection are the approval agencies for the site selection and related studies.

The Florida Department of Transportation Aviation & Spaceports Office must approve the proposed new airport site prior to capital funding.

## **STEP 5. FACILITY PLANNING**

Prior to capital funding, the airport sponsor must develop an airport master plan and an airport layout plan. The airport master plan develops detailed near-term and long-range facility needs, justification, cost estimates and construction schedules. The FAA must approve the airport layout plan for federal funding eligibility of the planned capital projects. The Florida Department of Transportation Aviation & Spaceports Office must approve both the airport master plan and the airport layout plan for state funding eligibility.

The financial component of the airport master plan that includes all airport development projects must be prioritized and programmed into the FAA capital improvement program by the FAA Orlando Airports District Office and/or into the Florida Department of Transportation Five Year Transportation Work Program prior to funding. Both the FAA and the Florida Department of Transportation processes are initiated by the airport sponsor by means of an on-line data entry system called the Joint Automated Capital Improvement Program (JACIP). A new airport sponsor is granted access to the JACIP Web site upon acceptance into the FASP.

## **STEP 6. LOCAL GOVERNMENT PLANNING**

Prior to proceeding with airport development, the airport sponsor must have the airport master plan incorporated into the local government comprehensive plan. The appropriate Metropolitan Planning Organization (MPO) may also review the local government comprehensive plan.

Further, the MPO must include proposed airport development funding needs in its long-range transportation plan and its transportation improvement program. The Regional Planning Council may also need to review the proposed airport and consider regional impact.

## **STEP 7. ENVIRONMENTAL IMPACT ANALYSIS**

Most new airport proposals will be subject to a detailed environmental impact analysis based on development specified in the airport master plan and the airport layout plan. The environmental analysis will result in any environmental impact statement that will specify the acceptability of the proposed projects and any required environmental mitigations. The FAA conducts the environmental analysis and issues a record of decision upon completion of the study.

In addition to a favorable FAA record of decision, an airport sponsor must obtain all construction permits required by the regional water management district, the Army Corps of Engineers, the Florida Department of Environmental Protection, and the local government(s).

## **STEP 8. AIRPORT CONSTRUCTION**

Finally, engineering design and construction of airport development projects described in the airport master plan and layout plan are accomplished according to the airport master plan schedule, but within the funding constraints of the sponsor, state, and federal budgets.

Typically, it requires more than five years to complete these eight steps for a simple general aviation airport. More complex airport configurations or environmentally sensitive sites require more time for development.

The new airport must be inspected and licensed by the Florida Department of Transportation Aviation & Spaceports Office prior to opening.