Florida Flyer

Winter 2012

INSIDE

Courtesy of Pensacola Gulf Coast Regional Airport

Entrance to Pensacola Gulf Coast Regional Airport, recipient of the 2011 Commercial Service Airport of the Year Award.

Pensacola Gulf Coast Regional Airport

Pensacola Gulf Coast Regional Airport (PNS) is located in Escambia County, approximately three miles northeast of the central business district of the city of Pensacola. Situated on 1,400 acres, the airport provides commercial air transportation, general aviation, and other aviation services to Pensacola, the surrounding Escambia and Santa Rosa counties, the northwestern Florida Panhandle, and parts of southern Alabama.

Pensacola Gulf Coast Regional Airport is classified as a small hub airport and is owned and managed by the city of Pensacola. In 2011, the airport served 1.5 million passengers with five airlines providing service to 10 major city-hubs.

Visitors travel to Pensacola for business, recreational, and military purposes. The Pensacola area has an estimated population of 53,000 and a metropolitan statistical area population of approximately 700,000. The area supports industries such as defense, tourism, health care, education, and construction.

MANAGER'S CORNER

Aaron N. Smith
State Aviation Manager

"Airports which serve general aviation account for over 54,000 jobs, while airports which serve commercial aviation account for over 940,000 jobs. And that's during a recession!"

2012 Florida Legislative Session

Just to mention again, the 2012 Legislative Session is fast approaching. Due to redistricting, the 2012 Legislative Session begins earlier than usual this year: January 10, 2012, to March 9, 2012. However, legislative staffers are already working the issues, and committee meetings are under way. It's going to be another busy year. The revenue estimating conferences have been painting a grim picture of forecasted revenues. Additional budget cuts are on the horizon, and with that will be financial impacts to state programs including aviation.

Share Your Story

There is a lot going on at Florida airports and most of it is done out of sight of the casual observer. In hangars, FBOs, flight schools, and terminals at each airport, there are folks working very hard to stay afloat. Whether it's turning a wrench, lighting a torch, soldering wire, repairing a wing, preparing a lesson plan, completing an inspection, putting the finishing touches on a sale, reupholstering a classic, or preparing for today's flight, there is certainly a lot of work going on. In fact, Florida's airports account for over one million jobs and $30.6 billion in payroll with an economic activity of $97 billion. Airports which serve general aviation account for over 54,000 jobs, while airports which serve commercial aviation account for over 940,000 jobs. And that's during a recession! But as I stated above, most of the work goes unnoticed by the casual observer.

So here is my challenge to those reading this issue of the *Florida Flyer:* Share your story with your neighbors, friends, business associates, elected officials, and with us as well. Tell them, in vivid detail, of the hard work you put forth each and every day. Tell them about your experiences and your successes and challenges. Tell them about aviation from your perspective and what it means to you and your family. As I stated in a previous issue of the *Florida Flyer,* Florida has one of the most robust aviation systems in the country and each airport needs your local support to protect it for our future.

Please share your story with us by sending it to aviation.fdot@dot.state.fl.us, or Florida Department of Transportation, Attn: State Aviation Manager, 605 Suwannee Street, MS 46, Tallahassee, Florida 32399.

You may find your story in a future issue of the *Florida Flyer* or, better yet, being used to educate and enlighten others. And remember, safety belts and shoulder harnesses save lives. So, whether you drive or fly, buckle up!

Managing Stormwater on Florida's Airports

An update on Statewide Airport Airside Stormwater Management Systems and the General Environmental Resource Permit

by Abdul Hatim, Ph.D.

In 1997, the Federal Aviation Administration (FAA) issued Advisory Circular 150/5200-33, "Hazardous Wildlife Attractants on or near Airports." That document identified stormwater ponds, particularly those with marsh vegetation, as attractants of birds and wildlife that pose a threat to aircraft safety.

That same year, the FAA Orlando Airports District Office issued a letter alerting airport directors to the circular, and to their obligation to "prevent the establishment or creation of future airport hazards." The letter noted and discouraged the common design practice of using permanently wet ponds with marsh vegetation to manage stormwater in Florida for both quantity and quality. This letter created an immediate, apparent conflict with Florida water management permitting agencies and criteria, which make extensive, but not exclusive, use of wet, vegetated ponds to meet state standards. A group of water management regulators, airports, FAA, FDOT, and consultants examined methods to address airport safety concerns and still meet state water quality standards. The Florida Statewide Airport Stormwater Study was conceived by that group.

Study of airside water quality

The study was a multi-year evaluation focusing on airside water quality jointly funded by the FDOT and FAA, and was administered by the FDOT Aviation Office. FDOT contracted a team of consultants to conduct the study. An inter-agency advisory group was set up to provide technical oversight and comments during the study process. The advisory group included representatives from the Florida Department of Environmental Protection (FDEP), Florida Water Management Districts, FAA, and FDOT. Statewide, 13 airports were selected for monitoring during the study and a total of 41 runway, taxiway, and apron sites were sampled. Stormwater sampling occurred between September

2001 and November 2004.

In 2005, the first phase of the Florida Statewide Airport Stormwater Study was completed by producing a Technical Report and its companion document, the Florida Airports Stormwater Best Management Practice (BMP) Manual. The BMP manual primarily recommends infiltration/overland flow BMPs. The data in the Technical Report may be used for design and permitting, and indicates that a majority of airside pavement can use overland flow, without ponds, for airside stormwater management.

The caveat to the data use is that it is non-presumptive at this time. Done properly, however, designs based on the data can satisfy the goals of airside stormwater management. From an environmental regulatory perspective, the stormwater management system must meet statutory and rule requirements intended to protect water quality, limit or prevent flooding, and preserve or maintain healthy ecosystems. From the airport safety perspective, the stormwater management system should minimize wildlife attractant hazards.

The BMP manual is a more significant document, intended for use by the consultants, airport sponsors, and others charged with design, permitting, and operation of airside stormwater management facilities. As such, it requires adoption by rule before being presumptively used for design and permitting. Presumptive in this case means that designs based on it are presumed to meet the "Conditions of Issuance" for an Environmental Resource Permit. This reduces the effort involved in showing "reasonable assurance," which is the current standard for designs using the technical data, and will speed the permitting process.

The need for rulemaking led the stakeholder group, with considerable

Scaled physical model to optimize FAA pond design criteria at the University of Florida, Gainesville.

FDEP assistance, to develop draft language for a General Environmental Resource Permit for the stormwater management systems serving airside activities at airports.

Revised BMP manual

In 2010, the Florida Airports Stormwater Best Management Practice Manual was revised focusing on the conditions of the proposed general permit. The revised BMP manual is directly referenced in the Draft Rule 62-341.449, "General Permit for Construction, Operation, Maintenance, Alteration, Abandonment or Removal of Airport Airside Surface Water Management System." Pursuant to the Governor's Executive Order #11-1, which suspended new rulemaking as of January 4, 2011, this proposed rule must be vetted through the legislative process.

An effort was made to expedite the legislative process in the 2011 legislative session. Although separate House and

Air Operations in Response to a Disaster

by Kevin Vislocky

Disasters created by both man and by nature often necessitate a response utilizing helicopters and airplanes. A coordinated system for using aircraft greatly enhances the effectiveness of our response to a disaster.

Florida's emergency response groups learned lessons during events such as Hurricane Katrina and the Deep Water Horizon oil spill that support the concept of a unified coordination system which takes into account varied local, state, federal, and private aviation operations. A coordination system provides a safer operating environment through flight coordination, reduced redundancy, and money saved by using the most suitable aircraft for the specific mission.

Effectiveness and safety

A coordinated system, provided by the Air Operations Branch,* is valuable when the complexity of air operations requires additional support and effort or when the event requires mixing tactical and logistical use of helicopters and airplanes. Improved response capability and flight safety results from coordinating all flight operations in highly congested airspace within an event area.

Typically, the Air Operations Branch falls under Operations in a response Incident Command System (ICS) structure. An Air Operations Coordinator, or "Air Boss," is established with the responsibilities of overseeing flight operations, airspace procedures, airspace management, aircraft scheduling, communications plans, tracking/documentation, and mission coordination.

Designed to be flexible

The Air Operations Branch must be flexible in design and the operation tailored to suit the type, size, scope, and complexity of the event. Event-dependent support positions can be added to

The National Incident Management System (NIMS) provides for establishing an Air Operations Branch, and the Operations Chief of Incident/Unified Command has the authority to establish an Air Operations Branch.

Courtesy of Florida Fish and Wildlife Conservation Commission

Air Operations provides support to responding ground units.

assist and support the Air Operations Coordinator (see "Important Positions," page 5). Staffing of these positions can often be accomplished through tapping into the expertise of local partners such as personnel from the Florida Department of Transportation, the Civil Air Patrol, or the National Guard.

The Air Operations Branch is responsible for integrating into event specific or disaster specific plans or guides such as the Comprehensive Emergency Management Plans of the controlling agencies. Planning is critical to the successful implementation and execution of an Air Operations Branch.

Communications plans

Clear, concise, and timely communication between the Air Operations Coordinator and the pilots and crew of responding aircraft is critical to successfully and safely completing missions assigned to the Air Operations Branch. Communications and operational plans should include the following guidelines:

Keep the communications plan as simple and concise as possible. All communications should be in "clear text," including radio transmissions, briefings, and all command functions. Avoid acronyms and abbreviations. Utilize current ICS Form 205 "Incident Communications Plan" and ICS Form 220 "Air Operations Summary."

Keep aircraft cockpit management in mind at all times. It is imperative to brief daily all pilots and aviation support personnel using a consistent briefing format. The briefing includes operating parameters, communication frequencies and procedures, any Temporary Flight Restrictions, fuel availability, safety issues, and so on. The briefing should be a single point of contact supplying "one-stop shopping" for all the information necessary to complete the assigned missions, eliminating conflicting information or the need for additional efforts to secure information.

Utilize communications resources that already exist and are operational. Identify additional frequency resource support that can be utilized. All aircraft should have common compatible communications capabilities. Frequency assignments that are used should consider the mix of agency aircraft, which is critical when using both military and civilian assets. When military and civilian assets are in concurrent use, utilize available resources to interface military aviation resources into civilian communications systems. Typically, all aircraft will have access to VHF frequencies to communicate with air traffic control.

Learning from Experience

Dealing with a number of disasters over the years has allowed Florida agencies and organizations to learn from experience and to set up the infrastructure needed to respond effectively to disasters.

We have learned to improve our working relationship with partners that you wouldn't typically think of, such as the military. We now work with the military early (instead of later) in our response to a disaster. One of our military partners at Tyndall Air Force Base has infrastructure in place for disaster response, and they have amazing technology at a huge command center. They have the radar capability to cover the entire U.S., as well as access to video feeds. We can get information almost instantly by tapping into their resources.

Another improvement is our relationship with the Civil Air Patrol (CAP). In the past, the CAP primarily assisted when looking for lost airplanes. Now, however, CAP's technology has helped to get a very accurate picture of what is happening during a disaster. CAP has the ability to take an aerial photograph every three seconds and send the photos—almost in real time—to a computer on the ground. Local officials use this video-like view of what is going on in their area to make decisions and respond to the citizens' needs.

We have also improved our statewide communications technology. We learned from the communications confusion after 9/11 when agencies had incompatible communications systems. Now, the Statewide Law Enforcement Radio System (SLERS) allows all agencies to talk on one channel of a statewide communications system. Everyone involved in a disaster response can communicate effectively, including local law enforcement and government agencies.

Ensure the Incident Commander receives accurate and timely updates on mission status and operational issues of concern. Due to the variety of backgrounds of all users requiring information updates, the inclusion of aircraft types with pictures and plain language descriptions aids in a clear understanding of what aircraft assets are being utilized and for what purpose.

Whenever possible, provide for a single point aircraft flight following/ tracking system. FAA air traffic control radar coverage and flight following are often not available, especially for aircraft operating at lower altitudes. In each aircraft, utilize Global Positioning System satellite-based transponders. The ability to monitor aircraft position and status is extremely valuable for monitoring mission status and maintaining situational awareness.

Although the Air Operations Coordinator provides direction and coordination of aircraft, the command and control of aviation resources must remain the exclusive authority of the respective individual agencies or organizations providing the aircraft.

Adhere to all applicable Federal Aviation Regulations, and to individual agency/organization standard operating procedures and policies for aircraft operation and use of the pilots and crew.

Safety of operations is the paramount consideration in all operations. Each organization will adhere to its own safety standards as well as the Federal Aviation Regulations. Consider defining specific geographical areas of operations for individual agencies for specific types of missions to ensure adequate safety, due to varied airspace operating requirements and differing aircraft performance factors. Each organization should follow its own aviation mishap and investigation procedures. However, all aircraft mishaps, near midair collisions, and/or violations of Temporary Flight Restrictions should be reported to the Air Operations Branch.

Unified coordination

The enhanced efficiency and effectiveness of air operations provided by an Air Operations Branch adds to the disaster response capability of the organizations involved. An Air Operations Branch with a unified coordination system and a plan of action facilitates a successful response.

Several sources for examples of Air Operations Branch planning are available. Suggested sources include the FEMA Aviation Branch Operations Manual, the FAA Airspace Management Plan for Disasters, and the Florida SERT Air Operations Branch Guide. ◆

Captain Kevin Vislocky is State Emergency Operations Center (SEOC) Air Operations Coordinator for the Public Safety Section of the Florida Fish and Wildlife Conservation Commission. He can be reached at (850) 617-9406 or Kevin.Vislocky@myfwc.com.

Important Positions

Prior to an event, the **Air Operations Coordinator** establishes a list of contacts and coordinates with government agencies plus private-sector, volunteer, and other organizations with aircraft, aviation related assets, and/or responsibilities. The Air Operations Coordinator develops a directory of personnel available to support air operations disaster response efforts, and ensures the safe, efficient, and effective use of resources.

Support for the Air Operations Coordinator might include the following positions:

The **Air Support Coordinator** coordinates operations (airport operations, infrastructure, and aviation fuels and availability), and works with organizations to establish and operate bases for aviation assets.

The **Air Operations Sourcing/ Mission Coordinator** handles mission requests that are beyond the capabilities of staged air assets. This position works closely with the Air Support Coordinator for facility and services support.

The **Air Support Facilities/Services Coordinator** finds air operations support needs beyond what is available through local or known facilities and suppliers.

Pensacola Gulf Coast Regional Airport, Continued from page 1

Military presence

Northwest Florida has a strong military presence with Pensacola Gulf Coast Regional Airport serving more than 4,000 Department of Defense travel passengers in 2010. Pensacola is home to Naval Air Station Pensacola; the Navy's flight demonstration squadron, the Blue Angels; and the National Naval Aviation Museum which welcomed 140,000 visitors in the month of July 2011 alone. Other military installations served by the airport include Corry Station and NAS Whiting Field.

Area attractions include beautiful white beaches; the Pensacola Lighthouse; Old Christ Church, one of Florida's oldest churches; Fort Pickens National Park; and other historic sites.

Two runways

Pensacola Gulf Coast Regional Airport has two intersecting, grooved runways. Runway 17/35 is a concrete runway, and it is 7,004 feet long by 150 feet wide; Runway 8/26 is an asphalt runway, and it is 7,000 feet long by 150 feet wide. Runway 17 is equipped with a full instrument landing system and approach light system, and Runway 26 is equipped with a localizer approach.

The fixed base operator, Pensacola Aviation Center, provides aircraft fueling, flight training, aircraft charter, and aircraft maintenance. Specialized aviation service operators on the airport include Innisfree Jet Center, Lifeguard Air Ambulance, Heliworks, Pensacola Navy Flying Club, and Southern Company Services. Including these specialized aviation service operators, the airport has more than 25 on-site aviation-related tenants that contribute to its economic impact on the community.

Airport improvements

From 1999 to 2008, Pensacola Gulf Coast Regional Airport completely rehabilitated all of its runways and taxiways. Every aspect of the airfield pavement was taken down to the base and completely rebuilt, except the intersection which was overlaid. The airport

Photos, right and below: Views of the terminal at Pensacola Gulf Coast Regional Airport. The photo below shows the "Florida Gulf Coast" dolphin design in the terrazzo floor.
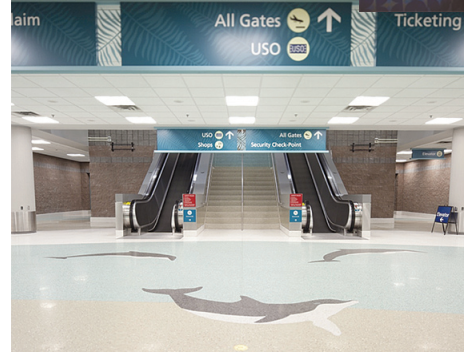
Photographs courtesy of Pensacola Gulf Coast Regional Airport

extended the east/west runway 1,000 feet, and replaced most of the airfield lighting and signage.

The airport built a new rental car facility in 2007, providing all on-airport rental cars with state-of-the-art service facilities for servicing and fueling their vehicles. During the construction of the rental car service facility, the airport built a new shuttle parking lot and reconstructed one of the secondary entrance roads to the airport.

With the primary goals of improving customer service and reducing future maintenance costs, the airport began a long and very involved terminal expansion project in 2008. During this project, the airport expanded the ticketing area by 90 feet, installed a new fully automated in-line baggage screening system, and relocated and greatly expanded the passenger screening area.

The airport added two new gates, installed 10 new passenger loading bridges, built additional concession spaces, and made many other improvements. Two natural gas powered emergency generators, capable of powering the entire terminal building, were installed. New work/charging stations replaced older phone banks allowing passengers easier access to the airport's free Wi-Fi internet service.

Economic Impact

Total annual economic impact of Pensacola Gulf Coast Regional Airport follows:

- **Total employment: 5,772 jobs**
- **Direct impacts: $123,885,200** (from the tenants/businesses at the airport and construction projects undertaken by the airport or by on-site businesses)
- **Indirect impacts: $190,541,100** (associated with spending from visitors who arrive in the area by way of general aviation aircraft)
- **Multiplier (additional) impacts: $251,413,200**
- **Total economic activity: $565,839,500**

    —from the Florida Statewide Aviation Economic Impact Study, completed in March 2010

To reduce noise in the terminal, the airport replaced tile flooring in the pre-screening areas with terrazzo designed in a "Florida Gulf Coast" theme featuring dolphins and sea turtles. Work was completed on the terminal area by updating the landscaping with palm trees and low-maintenance plants.

On November 9, 2011, the airport dedicated the new terminal and announced a new name: Pensacola International Airport (effective soon).

New development, more jobs

A new development, currently under construction at the airport's main entrance, will include a Hyatt Place Hotel, numerous restaurants, retail opportunities, and two office complexes.

Airport History

In the early 1930s, a group of local business leaders purchased 525 acres on what is now the northwest portion of the airport to begin commercial air service into the region. One of their primary focuses was transporting seafood from the Port of Pensacola which was the primary economic engine of the entire region at that time.

Following the Great Depression, the Works Progress Administration began providing construction assistance on publicly owned airports. The owners of the airport persuaded the city manager and council members to purchase the property to take advantage of the Works Progress Administration program.

With $50,000 from the city's general fund, the city of Pensacola became the proud owners of this airport. It has been operated by the city since then, but was conveyed to the War Department in the 1940s for two years.

Pensacola Gulf Coast Regional Airport has grown tremendously over the years and is now the largest airport between Jacksonville and New Orleans and between Orlando and Birmingham.

When completed in the spring of 2013, it will provide an estimated 235 new jobs to the area. The new development will also provide a steady and significant stream of non-airline revenue for the airport which will allow a reduction in the amount of fees charged to its airlines.

"We have tried to focus on customer service," says Melinda Crawford, A.A.E., airport director for Pensacola Gulf Coast Regional Airport. "In Pensacola we have a strong military presence and many young families, and we have focused on their needs along with the needs of our business travelers."

For more information about Pensacola Gulf Coast Regional Airport, see www.flypensacola.com. ◆

Managing Stormwater
Continued from page 3

Senate versions moved forward, passing the House and each Senate committee, the two bills requiring that the FDEP initiate rulemaking died "in messages" (while waiting for consideration). The amendment to s.373.118, F.S., requiring rulemaking to adopt a general permit for stormwater management systems serving airside activities at airports is expected to be re-introduced in the 2012 Florida legislative session. Lobbying for this legislation is going to be a high priority for the Florida Airports Council.

Since the subject matter of the various reports and analyses in the BMP manual may be unfamiliar, FDOT held an education and training program at the University of Florida in March 2011. The training program is available on the FDOT Aviation Office website.

Four documents available

Four documents have been finalized on the project: Technical Report (PDF, 1.1MB), Application Assessment (PDF, 9.17MB), FAA Pond Design Criteria Water Treatment Modeling Report (PDF, 6.52MB), and Best Management Practices Manual (PDF, 49.97MB). These documents are available on the FDOT Aviation Office website at www.dot.state.fl.us/aviation/stormwater.shtm.

The first three documents listed above summarize data collected and/or modeling results. The third document addresses an issue experienced by an estimated 20 percent of the public-use airports in Florida. At these airports, soil and water table conditions will prevent the use of infiltration BMPs/criteria and will require use of wet detention systems for the airside pavement projects to meet the State Water Quality Standards. FAA Advisory Circular 150/5200-33B briefly addresses stormwater management ponds for use on airports. Generically, these are deep steep-sided ponds without emerging vegetation to minimize attraction of birds and other wildlife hazardous to aircraft operations. They do not conform to current or anticipated wet detention pond design criteria of the FDEP or Florida Water Management Districts. Further, detailed design criteria from the FAA and the United States Department of Agriculture (USDA) do not exist for these wet detention ponds beyond generic guidelines.

In September 2009, the FAA funded a project (FAA Pilot Pond Study) to evaluate performance in order to establish pollutant load reduction characteristics of the deep steep-sided ponds without emerging vegetation. Department of Engineering Sciences, University of Florida, Gainesville, collaborated with the advisory group in the FAA Pilot Pond Study. The study consisted of numerical/computer simulation and scaled physical models to optimize FAA pond design criteria for both linear and folded configurations. The study concluded in December 2010 by publishing recommended FAA Pond Design Criteria and a Water Treatment Modeling Report.

The subsequent work will be the selection of a site for a test pond; design of the test pond, permitting, water quality, and wildlife pre-monitoring of the test pond site; construction of the test pond or ponds; and the post-construction monitoring. Planning for the next work effort will take place as soon as the funds are available for the project. ◆

Abdul Hatim, Ph.D., is Aviation Program Development Manager for the FDOT Aviation Office. Contact him at (850) 414-4504 or Abdul.Hatim@dot.state.fl.us.

Calendar

Please contact event organizers before attending in case of cancellation due to weather or other factors.

March 27 – April 1, 2012

SUN 'n FUN International Fly-In & Expo, Lakeland Linder Regional Airport; for more information, see www.sun-n-fun.org or call SUN 'n FUN at (863) 644-2431

March 5–9, 2012

2012 FAC Specialty Conferences, Royal Plaza Hotel, Lake Buena Vista; for more information, see www.floridaairports.org or call the Florida Airports Council at (850) 224-2964

For information about CFASPP, see www.cfaspp.com.

Fair Market Value Study

by Erik R. Treudt

Assessing the fair market value (FMV) of property on and near airports has consistently been a challenge through the years. Adding to this challenge are the requirements of the Federal Aviation Administration (FAA) which stipulates that the airport sponsor of a public airport is obligated to charge fair market value for the leases and sale of airport property (both structures and land). The FAA does not provide specific directions for how airports should determine fair market value, thereby leaving room for subjective interpretation.

In an effort to assist Florida's airport managers and stakeholders, the Florida Department of Transportation (FDOT) Aviation Office has undertaken a study through the Center for Urban Transportation Research (CUTR) at the University of South Florida to identify and provide a best practices guidebook for determining fair market value of airport property, including both sale and rental arrangements. This guidebook will also be useful in educating local elected officials on the common approaches to estimate fair market value.

The project began in late July of 2011 with an extensive literature review conducted by CUTR that not only focused on airport valuation, but also other industries such as real estate, insurance, finance, and others. The next phase of the project was conducted in September and gathered input directly from stakeholders and agency leaders through two workshop meetings. Currently, CUTR is focusing on documenting best practices through conducting one-on-one interviews with airport managers and private industry representatives such as managers of fixed base operators and managers of maintenance, repair, and overhaul companies. The study is scheduled for completion in March and should provide the state with a fair market value guideline report along with a brief fair market value reference manual, both of which will be available in print and online. We will provide a link on our website once the documents have been finalized and the project is complete.

For further information on this study and other FDOT projects, please visit our website at www.cfaspp.com, and then click on the "Projects" link at the top of the page that will guide you to this and other projects. If you have any questions, please do not hesitate to contact me. ◆

Erik R. Treudt is Aviation System Manager for the FDOT Aviation Office. Contact him at (850) 414-4505 or Erik.Treudt@dot.state.fl.us.

Courtesy of St. Lucie County Int'l Airport
Aerial view of St. Lucie County International Airport.